LAFCO

Alameda Local Agency Formation Commission

NOTICE OF REGULAR MEETING AND AGENDA

ALAMEDA LOCAL AGENCY FORMATION COMMISSION

THURSDAY, NOVEMBER 9, 2023
2:00 P.M.

Karla Brown, Chair — Ralph Johnson, Vice Chair — Nate Miley — David Haubert —Melissa Hernandez — Mariellen Faria — Sblend Sblendorio
Lena Tam, Alternate — John Marchand, Alternate — Georgean Vonheeder-Leopold, Alternate — Bob Woerner, Alternate

In Person:
Council Chamber
Dublin City Hall
100 Civic Plaza
Dublin, CA 94568

Or from the following remote locations:

- County Administration Building, 1221 Oak Street, Oakland, California 94612
- Heritage House, 4501 Pleasanton Avenue, Pleasanton, California 94566
- 7200 Bancroft Avenue, Suite 270, Oakland, California, 94605

Via Video-Teleconference Participation:

https://us02web.zoom.us/j/82983511571?pwd=bi8xWkVsU2QxYjB3bzE2S2lubnN2Zz09
Meeting ID: 829 8351 1571
Password (if prompted): lafco or 140331
(669)-900-9128

Remote participation by e-mail is also welcomed by sending comments to LAFCO staff at rachel.jones@acgov.org. All e-mails received before 4:00 P.M. one business day before the meeting will be forwarded to the Commission and posted online. These comments will also be referenced at the meeting.

If you need assistance before the meeting, please contact Executive Officer, Rachel Jones at: rachel.jones@acgov.org

1. 2:00 P.M. – Call to Order and Pledge of Allegiance

2. Roll Call

3. Public Comment: Anyone from the audience may address the Commission on any matter not listed on the agenda and within the jurisdiction of Alameda LAFCO. The Commission cannot act upon matters

not appearing on the agenda. ***Speakers are limited to three (3) minutes.***

4. Consent Items:

- **a.** Approval of Meeting Minutes: September 14, 2023 Regular Meeting
- **b.** First Quarter Budget Report
- **c.** Proposed Budget Amendment for Fiscal Year 2023-2024
- **d.** Proposed Contract Extension with Policy Consulting Associates
- **e.** Contract Award for Countywide Regional Water and Wastewater Committee

5. Final Report on Alameda LAFCO's South Livermore Valley Special Study – (Business)

The Alameda Local Agency Commission (LAFCO) will consider accepting a final report on its *South Livermore Valley Special Study*. The final report returns to the Commission after a public review and comment period with additional information incorporated based on the comments and feedback received.

LAFCO Staff Recommendation: Formally accept and file the final report.

6. Final Report and Alameda LAFCO's Initial Feasibility Analysis – (Business)

The Alameda Local Agency Commission (LAFCO) will receive a final report and presentation from consultant, Richard Berkson of Berkson Associates on its *Initial Feasibility Analysis* (IFA) for the potential incorporation of the unincorporated communities of Castro Valley, Ashland, Cherryland, San Lorenzo, Fairview, and Hayward Acres. The final report returns to the Commission after a 30-day public review period. The report has been revised from its initial draft form to include four different incorporation models for the unincorporated areas of (a) Castro Valley, (b) Eden, (c) Fairview, and (d) Castro Valley, Eden and Fairview.

LAFCO Staff Recommendation: Formally accept and file the final report.

7. Draft Report | Countywide Fire Protection and Emergency Medical Services MSR – (Business)

The Alameda Local Agency Formation Commission (LAFCO) will review a draft municipal service review on fire protection and emergency medical services throughout Alameda County. The draft has been prepared as part of the Alameda LAFCO's adopted work plan and independently assesses the availability, need, and adequacy of key public services provided in the region. This includes preparing determinations addressing the factors required in the statute as part of the municipal service review (MSR) process as well as informing future boundary changes and sphere of influence updates of affected agencies.

LAFCO Staff Recommendation: The draft is being presented for discussion and feedback ahead of staff initiating a 30-day public review and comment period and returning the item to the Commission at its next regular meeting for final action.

8. Matters Initiated by Members of the Commission

9. Executive Officer Report

10. Informational Items

- **a.** Current and Pending Proposals
- **b.** Progress Report on 2023-2024 Work Plan
- **c.** Legislative Update
- **d.** 2023 CALAFCO Annual Conference Report (verbal)

11. Adjournment of Regular Meeting

Next Meetings of the Commission

Policy and Budget Committee Meeting
Thursday, December 7, 2023 at 2:00 p.m., Dublin City Hall, RMR

Regular Meeting
Thursday, January 11, 2024 at 2:00 p.m., Dublin City Hall, Council Chamber

DISCLOSURE OF BUSINESS OR CAMPAIGN CONTRIBUTIONS TO COMMISSIONERS

Government Code Section 84308 requires that a Commissioner (regular or alternate) disqualify herself or himself and not participate in a proceeding involving an "entitlement for use" application if, within the last twelve months, the Commissioner has received **$250 or more in business or campaign contributions from an applicant, an agent of an applicant, or any financially interested person who actively supports or opposes a decision on the matter.** A LAFCo decision approving a proposal (e.g., for an annexation) will often be an "entitlement for use" within the meaning of Section 84308. Sphere of Influence determinations are exempt under Government Code Section 84308.

If you are an applicant or an agent of an applicant on such a matter to be heard by the Commission and if you have made business or campaign contributions totaling $250 or more to any Commissioner in the past twelve months, Section 84308(d) requires that you disclose that fact for the official record of the proceeding. The disclosure of any such contribution (including the amount of the contribution and the name of the recipient Commissioner) must be made either: l) In writing and delivered to the Secretary of the Commission prior to the hearing on the matter, or 2) By oral declaration made at the time the hearing on the matter is opened. Contribution disclosure forms are available at the meeting for anyone who prefers to disclose contributions in writing.

Pursuant to GC Section 84308, if you wish to participate in the above proceedings, you or your agent are prohibited from making a campaign contribution of $250 or more to any Commissioner. This prohibition begins on the date you begin to actively support or oppose an application before LAFCO and continues until 3 months after a final decision is rendered by LAFCO. If you or your agent have made a contribution of $250 or more to any Commissioner during the 12 months preceding the decision, in the proceeding that Commissioner must disqualify himself or herself from the decision. However, disqualification is not required if the Commissioner returns that campaign contribution within 30 days of learning both about the contribution and the fact that you are a participant in the proceedings. Separately, any person with a disability under the Americans with Disabilities Act (ADA) may receive a copy of the agenda or a copy of all the documents constituting the agenda packet for a meeting upon request. Any person with a disability covered under the ADA may also request a disability-related modification or accommodation, including auxiliary aids or services, in order to participate in a public meeting. Please contact the LAFCO office at least three (3) working days prior to the meeting for any requested arrangements or accommodations.

Alameda LAFCO Administrative Office
224 West Winton Avenue, Suite 110
Hayward, CA 94544
T: 510.670.6267
W: alamedalafco.org

AGENDA REPORT
November 9, 2023
Item No. 4a

TO: Alameda Commissioners

FROM: April L. Raffel, Commission Clerk

SUBJECT: **September 14th Regular Meeting Minutes**

The Alameda Local Agency Formation Commission (LAFCO) will consider draft minutes prepared for the meeting held on September 14, 2023. The minutes are in action-form and being presented for formal Commission approval.

Background

The Ralph M. Brown Act was enacted by the State Legislature in 1953 and – among other items – requires public agencies to maintain written minutes for qualifying meetings.

Discussion

This item is for Alameda LAFCO to consider approving action minutes for the September 14, 2023, regular meeting. The attendance record for the meeting follows.

- All Commissioners were present.
- Alternate Commissioners Tam was absent.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):
Approve the draft minutes prepared for Alameda LAFCO's September 14, 2023, regular meeting (Attachment 1) with any desired corrections or clarifications.

Alternative Two:
Continue consideration of the report to a future meeting and provide direction to staff as needed.

Administrative Office
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224 West Winton Avenue, Suite 110
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Nate Miley, Regular County of Alameda
David Haubert, Regular County of Alameda
Lena Tam, Alternate County of Alameda
Karla Brown, Regular City of Pleasanton
Melissa Hernandez, Regula City of Dublin
John Marchand, Alternate City of Livermore
Ralph Johnson, Regular Castro Valley Sanitary District
Mariellen Faria, Regular Eden Township Healthcare District
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District
Sblend Sblendorio, Chair Public Member
Bob Woerner, Alternate Public Member

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the consent calendar. A successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation as provided unless otherwise specified by the Commission.

Respectfully,



April L. Raffel
Commission Clerk

Attachments:
1. Draft Meeting Minutes for September 14, 2023, Regular Meeting

Attachment 1

SUMMARY ACTION MINUTES
ALAMEDA LOCAL AGENCY FORMATION COMMISSION
September 14, 2023, REGULAR MEETING
City of Dublin Council Chambers, 100 Civic Drive, Dublin, CA

1. CALL TO ORDER AND PLEDGE OF ALLEGIANCE

2. ROLL CALL

The regular meeting was called to order at 2:04 p.m. by Chair Brown.
The Commission Clerk performed the roll call with the following attendance recorded.

Regulars Present:	Karla Brown, City of Pleasanton Mariellen Faria, Eden Township Healthcare District David Haubert, County of Alameda Melissa Hernandez, City of Dublin Ralph Johnson, Castro Valley Sanitary District Nathan Miley, County of Alameda Sblend Sblendorio, Public
Alternates Present:	John Marchand, City of Livermore Georgean Vonheeder-Leopold, Dublin San Ramon Services District Bob Woerner, Public
Members Absent:	Lena Tam, Alternate, County of Alameda

The Commission Clerk confirmed a quorum was present with six voting members. Also present at the meeting were Executive Officer Rachel Jones, Commission Counsel Andrew Massey, and Commission Clerk April Raffel.

Commissioner Miley arrived at 2:14 p.m.

2a. In accordance with California Government Code 54953, County Counsel, Andrew Massey recommended having the Commission vote on allowing Commissioner Haubert to call in and participate in the meeting remotely due to medical purposes and confirm he did not have an 18-year-old or above in the room.

Commissioner Hernandez motioned with a second from Commissioner Sblendorio to approve the recommendation. Roll call requested:

AYES:	Brown, Faria, Haubert, Hernandez, Johnson, and Sblendorio
NOES:	None
ABSENT:	Miley
ABSTAIN:	None

The Commission Clerk confirmed a quorum approved 6-0 to allow Commissioner Haubert to participate remotely due to a medical purpose.

3. PUBLIC COMMENT:

Chair Brown invited anyone from the public to address the Commission on any matter not listed on the agenda and within the jurisdiction of the Commission.

The Commission Clerk confirmed there were no public comments to address the Commission.

Chair Brown closed the public comment.

4. CONSENT ITEMS

Item 4a
Approval Meeting Minutes for July 13, 2023
Item presented to approve draft action minutes prepared for the Commission's July 13, 2023 regular meeting. Recommendation to approve.

Item 4b
Approval of Meeting Dates for 2024 Calendar Year
Item presented to approve the meeting dates for 2024 calendar year. Recommendation to approve.

Item 4c
Approval of Berkson Associates 1st Contract Amendment
Item presented to consider approval of Berkson Associates 1st Contract Amendment. Recommendation to approve.

Item 4d
Approval of Chase Designs 2nd Contract Amendment
Item presented to consider approval of Chase Designs 2nd Contract Amendment. Recommendation to approve.

Item 4e
Approval of End of Fiscal Year 2022-2023 Budget Report
Item presented to accept and file end of Fiscal Year 2022-2023 Budget Report. Recommendation to approve.

Chair Brown asked if any Commissioners would like to pull any consent agenda item. No Commissioners wanted to pull any item from the consent agenda.

Commissioner Sblendorio motioned with a second from Commissioner Johnson to approve the consent calendar. Roll call requested:

AYES:	Brown, Faria, Haubert, Hernandez, Johnson, and Sblendorio
NOES:	None
ABSENT:	Miley
ABSTAIN:	None

The Commission Clerk confirmed the motion was approved 6-0.

5. **SALC Planning Grant | Final Report and Mapping System –** (Business)
Executive Officer Jones reported this item is for the Commission to receive a final report tied to its two-year planning grant from the State of California and its Sustainable Agricultural Lands Conservation (SALC) program in the amount of $250,000. The final report marks the completion of the Commission and its partner, the Alameda County Resource Conservation District(ACRCD), on the creation of a repository of agricultural and open space use policies from stakeholders and jurisdictions throughout the County and related preservation tools such as the Alameda Sustainable Agricultural Lands Conservation Mapper that can be used for agencies and stakeholders to identify high priority parcels for conservation efforts, as well as looking at infill development areas for disadvantaged areas, or creating urban gardens and farms. Recommendation to support the recommendations and mapping tool as presented in the SALC Final Report.

The Alameda Local Agency Commission (LAFCO) received a PPT presentation from Resource Conservationist Courtney Coon of ACRCD on the SALC project.

Chair Brown invited Commission questions. Commission discussion followed.

Chair Brown opened the public hearing. The Commission Clerk confirmed there was one public comment to address the Commission. A comment was received from the following person.

- Karen Sweet – Alameda County Resource Conservation District, Board President

Chair Brown proceeded to close the public hearing.

Commissioner Johnson motioned with a second from Commissioner Faria to approve the recommendation to support the recommendations in the SALC Report and mapping tool. Roll call requested:

AYES:	Brown, Faria, Haubert, Hernandez, Johnson, Miley, and Sblendorio
NOES:	None
ABSENT:	None
ABSTAIN:	None

The Commission Clerk confirmed the motion was approved 7-0.

6. **2024 – 2025 Strategic Plan Update –** (Business)
This item is for the Commission to review and consider the proposed 2024 – 2025 Strategic Plan Update. Executive Officer Jones reported that our commission convened on June 23rd to discuss mission accomplishments and priorities for the next two years, which were contained in the strategic plan update for 2024-2025, which include municipal service review studies, creating a robust staff with more staff resources in terms of hiring and office space. Some priority projects are the Livermore sewer extension, establishing and moving forward with the Wastewater Committee, review of our emergency services, and out-of-area service agreements. Recommendation to adopt the Strategic Plan for 2024-2025.

Chair Brown invited Commission questions. Chair Brown asked if LAFCO considered outreach at public forums to begin discussion about the important work LAFCO does and invited Executive Officer Jones to speak at Pleasanton City Council. Commission discussion followed.

Chair Brown invited public comments. The Commission Clerk confirmed there were no public comments to address the Commission. Chair Brown proceeded to close the public hearing.

Commissioner Sblendorio motioned with a second from Commissioner Hernandez to adopt the 2024 – 2025 Strategic Plan. Roll call requested:

AYES:	Brown, Faria, Haubert, Hernandez, Johnson, Miley, and Sblendorio
NOES:	None
ABSENT:	None
ABSTAIN:	None

The Commission Clerk confirmed the motion was approved 7-0.

7. MATTERS INITIATED BY MEMBERS OF THE COMMISSION

- None

8. EXECUTIVE OFFICER REPORT

a. Update on the Fire Protection and Emergency Services Municipal Service Review draft report.
b. Update on South Livermore Valley Area Plan study to be presented at next regular meeting.
c. Update on Castro Valley Initial Feasibility Analysis Report to be presented at next regular meeting.

9. INFORMATIONAL ITEMS

a. Current and Pending Proposals
b. Progress Report on 2023-2024 Work Plan
c. CALAFCO Annual Conference, October 18th – October 20th in Monterey, California

10. ADJOURNMENT OF REGULAR MEETING

Chair Brown adjourned the meeting at 2:52 p.m.

Next Meetings of the Commission

Policy and Budget Committee Meeting
Thursday, October 5, 2023, at 2:00 p.m., Dublin City Hall, RMR

Regular Meeting
Thursday, November 9, 2023, at 2:00 p.m., Dublin City Hall, Council Chambers

I hereby attest the minutes above accurately reflect the Commission's deliberations at its September 14, 2023 meeting.

ATTEST,

April L. Raffel
Commission Clerk

DRAFT

AGENDA REPORT
November 9, 2023
Item No. 4b

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Budget Update for Fiscal Year 2023-2024 | First Quarter Report**

The Alameda Local Agency Formation Commission (LAFCO) will review a report comparing budgeted to actual transactions through the first quarter of fiscal year 2023-2024. Actual expenses processed through the first four months totaled $289,471, an amount representing 36.9% of the budgeted total with a third of the fiscal year complete. The report is being presented to the Commission to accept, file, and provide direction to staff as needed.

Information

Alameda LAFCO's adopted budget for 2023-2024 totals $787,740. This amount represents the total approved operating expenditures for the fiscal year divided between three active expense units: salaries and benefits; services and supplies; and internal services. A matching revenue total was also budgeted to provide a balanced budget and with the purposeful aid of a planned $265,000 transfer from reserves. Budgeted revenues are divided amongst three active units: intergovernmental contributions, application fees, and investments.

Discussion

This item is for the Commission to receive an updated comparison of (a) budgeted to (b) actual expenses and revenues through the month of October. The report provides the Commission with the opportunity to track expenditure trends accompanied by year-end operating balance projections from the Executive Officer. The report is being presented to the Commission to formally accept, file, and provide related direction to staff as needed.

Budgeted Expenses	Budgeted Revenues	Budgeted Year End Balance
FY 23-24	FY 23-24	FY 23-24
$784,740	$784,740	$0

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Bob Woerner, Alternate Public Member
Lena Tam, Alternate County of Alameda
John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

Summary of Operating Expenses

The Commission's budgeted operating expense total for 2023-2024 is $784,470. Actual expenses processed through the first four months totaled $289,471, an amount representing 36.9% of the budgeted total with a third of the fiscal year complete. Actuals through the first four months and related analysis suggest the Commission is ahead to finish the fiscal year with a budget shortfall of at least $150,000 if a budget amendment in the Services and Supplies Unit is not made. A discussion on budgeted and actual expenses through the first four months and related year-end projections follow.

Expense Units	Adopted	Actuals	Percent Expended	Remaining Balance
Salaries and Benefits	424,519	141,984	33%	282,265
Services and Supplies	229,271	140,536	62%	88,735
Internal Service Charges	80,950	7,041	9%	73,909
Contingencies	50,000	0	0%	50,000
	$784,740	$289,471	37%	$495,269

Staffing Unit

The Commission budgeted $424,519 in Staffing or Salaries and Benefits Unit for 2023-2024. Through the first four months, the Commission's estimated expenses within the affected accounts totaled $141,894 or 33% of the budgeted amount. It is projected the Commission finish the fiscal year with actuals equal to the budgeted amount.

Services and Supplies Unit

The Commission budgeted $229,271 in the Services and Supplies Unit for 2023-2024 to provide funding for *direct* support services necessary to operate Alameda LAFCO. Through the first four months, the Commission's actual expenses within the affected 14 accounts totaled $140,536, or 61.3% of the budgeted amount. Five of the affected accounts – finished with balances exceeding the proportional 33% threshold with explanations provided below. It is projected the unit will finish the fiscal year with an operating deficit of $150,000 based on LAFCO's projects and studies, less any budget amendments are applied.

- Travel and Mileage
  This account covers the Commission's transportation costs. The Commission budgeted $1,200 in this account for 2023-2024 based on recent actual trends. Actual expenses through October totaled $730 and can be attributed to travel costs for the 2023 CALAFCO Annual Conference held in Monterey. Staff projects limited additional mileage costs over the succeeding months given that that the CALAFCO Staff Workshop will be held in Alameda County.

- Memberships

  This account covers the Commission's annual dues for ongoing membership of several outside agencies and organizations as previously authorized by the members. This includes CALAFCO and the California Special Districts Association memberships. The Commission budgeted $12,221 in this account for 2023-2024 based on recent trends. Actual expenses through October totaled $12,221, or 100% of the budgeted amount and tied to providing full payment of all budgeted costs. Staff projects no additional expenses to this account.

- Professional Consulting Services

  This account covers the Commission's outside planning and professional costs for applications, special projects, CEQA review, and consulting expertise. The Commission budgeted $160,00 in this account for the fiscal year. Actual expenses through October totaled $121,577, or 76% of the budgeted amount and were tied to LAFCO's ongoing projects and studies. Expenses in this account that exceed the proportional 33% threshold can be attributed to delays in processing LAFCO's contracts from the previous fiscal year. Staff projects an additional $150,000 expensed to this account based on recent reports and invoices. Staff will request a budget transfer in the amount of $250,000 to cover these costs for this fiscal year and provide additional funds for any bonus projects.

- Public Notices

  This account covers the Commission's notices placed in newspapers or mailed to individual landowners and registered voters. The Commission budgeted $2,500 in this account for 2023-2024 based on recent actual trends. Actual expenses through October totaled $1,823, or 72.9% of the budgeted amount. The additional costs are attributed to notices for LAFCO special studies such as the Initial Feasibility Analysis for Castro Valley and its surrounding unincorporated communities.

- Pier Diems

  This account covers the Commission's stipends for meeting attendance for LAFCO's regular, standing, and ad hoc meetings. The Commission budgeted $9,000 in this account for 2023-2024 based on recent actual trends. Actual expenses through October totaled $4,124, or 45.8% of the budgeted amount. The additional expenses are attributed to ad hoc committee meetings. Staff projects the account will have a balanced budget at the fiscal year close.

Internal Services and Supplies

The Commission budgeted $80,950 in the Internal Services and Supplies Unit for 2023-2024 to provide funding for *indirect* support services necessary to operate Alameda LAFCO. Through the first four months, the Commission's actual expenses within the four affected accounts totaled $7,042, or 8.7% of the budgeted amount. None of the affected accounts finished with balances exceeding the proportional 33% threshold, and staff estimates the unit to finish the fiscal year with a balanced budget.

Summary of Operating Revenues

The Commission budgeted operating revenue total for 2023-2024 at $784,740. Actual revenues collected through the first four months totaled $393,585. This amount represents 50% of the budgeted total with a third of the fiscal year complete. A summary comparison of budgeted to actual operating revenue follows.

Revenue Units	Adopted	Actuals	Percent Expended	Remaining Balance
Agency Contributions	482,740	393,585	82%	89,155
Application Fees	30,000	0	0%	30,000
Interest	7,000	0	0%	7,000
Fund Balance Offset	265,000	0	0%	265,000
	$784,740	$393,585	50%	$393,155

Agency Apportionments

The Commission budgeted $482,740 in the Agency Apportionments Unit for 2023-2024. This total budgeted amount was to be divided into three equal shares at $160,913 and invoiced among the County of Alameda, 14 cities, and 15 independent special districts as provided under State statute. Alameda LAFCO has received payments from the majority of the agencies with the exception of the following cities: Emeryville, Hayward, Oakland, Piedmont, and Union City. Staff notified the County Auditor to send the cities a second invoice for LAFCO payments.

Application Fees Unit

The Commission budgeted $30,000 in the Application Fees Unit for 2023-2024. Through the first four months, no monies have been collected in this unit.

Interest Unit

The Commission budgeted $7,000 in the Interest Unit for 2023-2024. Through the first four months, no monies have been collected in this unit by the County Treasurer.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):
Accept and file the report as presented and provide direction as needed to staff with respect to any related matters for future consideration.

Alternative Two:
Continue consideration of the report to a future meeting and provide direction to staff as needed.

Alternative Three:
Take no action.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the consent calendar. A successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation as provided unless otherwise specified by the Commission.

Respectfully,



Rachel Jones
Executive Officer

Attachments:
1. 2023-2024 General Ledger through October 31, 2023

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ALAMEDA LOCAL AGENCY FORMATION COMMISSION

Regional Service Planning | Subdivision of the State of California

Expense Ledger

		FY 2020-2021		FY 2021-2022		FY 2022-2023		FY 2023-2024			
		Adopted	Actuals	Adopted	Actuals	Adopted	Projected	Adopted	Actuals As of 10-31-23	Difference	
Salary and Benefit Costs											
Account	Description										
60001	Staff Salaries	234,254	172,085	250,564	250,564	275,933	275,933	292,488	97,763	(194,725)	33.4%
-	(ACERA)	122,903	88,649	123,411	123,411	124,558	124,558	132,031	44,131	(87,900)	33.4%
		357,157	**260,735**	**373,975**	**373,975**	**400,491**	**400,491**	**424,519**	**141,894**	**(282,625)**	**33.4%**
Service and Supplies											
Account	Description										
-	Intern	1,600	-	-	-	-	-	-	-	-	-
610077	Postage	1,000	1,000	500	-	500	500	500	-	-	-
610141	Copier	3,000	-	1,000	-	500	500	500	-	-	-
610191	Pier Diems	8,000	7,100	8,500	5,600	7,500	7,500	9,000	4,124	(4,876)	45.8%
610211	Mileage/Travel	1,300	-	500	373	600	5,000	1,200	730	(470)	60.8%
610461	Training (Conferences and Workshops)	5,000	-	2,500	-	2,500	2,500	2,500	-	-	-
610241	Records Retention	1,000	303	350	210	350	350	350	61	(289)	17.3%
610261	Consultants	96,000	42,527	100,000	152,709	150,000	150,000	160,000	121,577	(38,423)	76.0%
610261	Mapping - County	5,000	-	500	-	-	-	-	-	-	-
610261	Planning Services	5,000	-	5,000	-	5,000	5,000	5,000	-	-	-
610261	Legal Services	25,000	-	20,000	-	20,000	20,000	20,000	-	-	-
610261	SALC Grant Charges	-	-		72,404			-	-		
610311	CAO/CDA - County - Services	1,000	7,700	1,000	-	1,000	-	250	-	-	-
610312	Audit Services	10,000	-	10,000	-	10,000	-	10,000	-	-	-
610351	Memberships	10,762	10,662	10,760	10,760	11,287	11,287	12,221	12,221	-	100.0%
610421	Public Notices	5,000	2,149	3,000	2,453	2,000	2,000	2,500	1,823	(677)	72.9%
610441	Assessor - County - Services	2,500	-	500	-	250	-	250	-	-	-
610461	Special Departmental	1,500	1,000	1,500	233	1,500	1500	2,000	-	-	-
620041	Office Supplies	4,000	916	4,000	28	3,000	3000	3,000	-	-	-
		186,662	**73,357**	**269,610** Amended	**244,769**	**215,987**	**209,137**	**229,271**	**140,536**	**(88,735)**	**61.3%**
Internal Service Charges											
Account	Description										
630051	Office Lease/Rent	32,500	32,500	32,500	32,500	50,550	32,500	50,550	1,537	(49,013)	3.0%
630021	Communication Services	100	-	100	-	100	100	100	-	-	-
630061	Information Technology	27,373	25,870	25,870	27,938	26,000	26,000	27,000	5,505	(21,495)	20.4%
630081	Risk Management	3,100	3,280	3,280	3,280	3,300	3,300	3,300		-	-
		63,073	**61,650**	**61,750**	**63,718**	**79,950**	**61,900**	**80,950**	**7,041**	**(73,909)**	**8.7%**
Contingencies		**50,000**	-	**50,000**	-	**50,000**	-	**50,000**		-	-
Account	Description										
-	Operating Reserve	-	-	-	-	-	-	-	-	-	-
		-	-	-	-	-	-	-	-	-	-
				655,335 Adopted							
EXPENSE TOTALS		**656,892**	**395,742**	**755,335** Amended	**682,462**	**746,428**	**671,528**	**784,740**	**289,471**	**(495,269)**	**36.9%**

Revenue Ledger

Account	Description	FY 2020-2021 Adopted	FY 2020-2021 Actuals	FY 2021-2022 Adopted		FY 2021-2022 Actuals	FY 2022-2023 Adopted	FY 2022-2023 Projected	FY 2023-2024 Adopted	FY 2023-2024 Actuals As of 10-31-23	FY 2023-2024 Difference	
Intergovernmental												
-	Agency Contributions											
	County of Alameda	146,630	146,631	144,445		144,445	153,143	153,143	160,913	160,913	(0)	100.0%
	Cities	146,630	146,631	144,445		144,445	153,143	153,143	160,913	71,759	(89,154)	44.6%
	Special Districts	146,630	146,631	144,445		138,943	153,143	153,143	160,913	160,913	(0)	100.0%
		439,891	**439,891**	**433,335**		**427,833**	**459,429**	**459,429**	**482,740**	**393,585**	**(89,155)**	**81.5%**
Service Charges												
-	Application Fees	**30,000**	**38,643**	**30,000**		**6,434**	**30,000**	**5,000**	**30,000**		(30,000)	**0.0%**
-	SALC Grant Funds			**100,000**	Amended	**72,404**						
Investments												
-	Interest	**7,000**	**8,965**	**7,000**		**5,765**	**7,000**	**7,000**	**7,000**	**0**	**(7,000)**	**0.0%**
Fund Balance Offset		**180,000**	**-**	**185,000**		**185,000**	**250,000**	**250,000**	**265,000**		**-**	**-**
				655,335	Adopted							
	REVENUE TOTALS	**656,891**	**487,499**	**755,335**	Amended	**697,436**	**746,429**	**721,429**	**784,740**	**393,585**	**(391,155)**	**50.2%**
OPERATING NET		(1)	91,757	-		14,974	1	49,901	(0)	**104,114**	-	-
UNRESTRICTED FUND BALANCE			**1,153,327**			**883,301**		**683,202**				
As of June 30th												

AGENDA REPORT
November 9, 2023
Item No. 4c

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Proposed Budget Amendment for Fiscal Year 2023-2024**

The Alameda Local Agency Formation Commission (LAFCO) will consider a proposed budget amendment to help ensure all budgeted operating expenses finish Fiscal Year 2023-2024 with positive operating balances. The proposed amendment involves the transfer of $250,000 from reserves ("fund balance") to the Services and Supplies Unit for professional services to continue to fund LAFCO's special studies and new municipal service reviews this year. Staff recommends approval.

Background

Alameda LAFCO's adopted budget for 2023-2024 totaled $784,740. This amount represented the total approved operating expenditures for the fiscal year divided between three active expense units: salaries and benefits; services and supplies; and internal services. A matching revenue total was also budgeted to provide a year-end balance of $0 and with the purposeful aid of a planned $265,000 transfer from reserves. Budgeted revenues are divided between three active units: intergovernmental contributions, application fees, and investments. The Commission's total unaudited fund balance as of July 1, 2023 was $683,202.

Discussion

This item is for Alameda LAFCO to consider a proposed amendment for FY 2023-2024 involving drawing down $250,000 of reserves. The amendment would collectively transfer $250,000 out of the fund balance to the Services and Supplies Unit for the continuance of conducting the Commission's special studies and new countywide municipal service review on police services. Expenses in this account already exceed the proportional threshold and can be attributed to delays in processing LAFCO's contracts from the previous fiscal year. The timing of the proposed amendment follows staff updating its year-end budget projections and would help ensure enough funding will not stall the Commission's projects, as well as ensure the expense unit finishes the fiscal year with a positive balance.

Analysis

The proposed amendment before Alameda LAFCO remedies a projected year-end deficit with the Supplies and Services Unit by drawing on reserves. The proposed amendment would cover the

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Ralph Johnson, Regular Castro Valley Sanitary District
Sblendorio, Regular Public Member
David Haubert, Regular County of Alameda
Melissa Hernandez, Regular City of Dublin
Mariellen Faria, Regular Eden Township Healthcare District
Bob Woerner, Alternate Public Member
Lena Tam, Alternate County of Alameda
John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

additional MSR on police services as planned in its study schedule, as well as its special projects such as the creation of a Countywide Regional Wastewater and Water Committee as recommended in the Commission's 2021 Countywide MSR on Water, Wastewater, Stormwater, and Flood Control Services. The $250,000 budget amendment would show Commission's total unaudited fund balance at $433,202.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):
Authorize the budget transfer of $250,000 from the LAFCO Fund Balance to its Services and Supplies Unit.

Alternative Two (Recommended):
Continue to a future meeting and provide direction to staff with respect to any additional analysis or information requested.

Alternative Three (Recommended):
Deny the request.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Respectfully,



Rachel Jones
Executive Officer

Attachments: none

AGENDA REPORT
November 9, 2023
Item No. 4d

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Proposed Contract Extension with PCA | Third Amendment**

This is a request for the Alameda Local Agency Formation Commission (LAFCO) to consider extending its contract agreement with Policy Consulting Associates (PCA) to complete Alameda LAFCO's Countywide Fire Protection and Emergency Medical Services Municipal Service Review (MSR).

Information

At Alameda LAFCO's March 11, 2021 regular meeting, the Commission approved a 12-month contract with Policy Consulting Associates (PCA) to prepare a MSR on fire protection and emergency medical services with accompanying sphere of influence updates. The original agreement expired on April 30, 2022. The Commission extended the contract through a first amendment with an expiration date of April 30, 2023. This was the result of the request from several fire agencies to postpone the data collection phase of the report because of the added demands on the agencies during the extreme fire season. The contract agreement was extended for an additional seven-month period with the expiration date of November 30, 2023.

Now, LAFCO staff and PCA agree that more time is necessary to conduct public hearings of the draft and final report of the MSR. The contract amount in the proposed third agreement would not increase and remain at the same not-to-exceed cost of $99,710 (Attachment 1).

In consultation with PCA on the third amendment, PCA provided an updated project timeline for the Countywide Fire Protection MSR. The new project timeline estimates a final report by January 11, 2024.

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John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

Below is the new proposed timeline for the completion of the Fire MSR:

Milestone	Date
Task 3: Public Review Draft MSR	
Release MSR for public review	11/9/23
Presentation at LAFCO meeting	11/9/23
Public comment period ends	12/11/23
Task 4: Final MSR	
Release of Draft Final	12/29/23
Presentation of Final Draft at LAFCO meeting	1/11/24
Finalize MSR and send to LAFCO	2/2/24

Discussion

This item is for the Commission to review the proposed new timeline for its Countywide MSR on Fire Protection and Emergency Medical Services and to extend the overall agreement through April 1, 2024 with no additional associated costs.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):
Approve the third amendment with PCA to complete the MSR with any related comments or feedback amending the proposed MSR timeline.

Alternative Two:
Continue the item to a future meeting and provide direction to staff.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the consent calendar. A successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation unless otherwise specified by the Commission.

Respectfully,



Rachel Jones
Executive Officer

Attachments:

1. Proposed Contract Extension with PCA – Third Amendment
2. Contract Extension with PCA – Second Amendment

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Procurement Contract No. 22486

CONTRACT EXTENSION
THIRD AMENDMENT TO AGREEMENT

This Third Amendment to Agreement ("Third Amendment") is made by and between the Alameda Local Agency Formation Commission (LAFCO) and Policy Consulting Associates, LLC., dba PCA, (PCA) ("Contractor") with respect to that certain agreement entered by them on April 1, 2021 and that certain First Amendment to Contract dated 04/01/2022, and the Second Amendment to the Contract dated 11/22/22 (collectively referred to herein as "the Agreement') pursuant to which PCA provides professional consulting services related to the completed of the State-mandated sphere of influence updates and municipal service reviews for fire protection and emergency medical services to Alameda LAFCO.

For valuable consideration, the receipt and sufficiency of which are hereby acknowledged, LAFCO and PCA agree to amend the Agreement in the following respects:

1. The term of the Agreement is currently scheduled to expire on November 30, 2023. The parties mutually agree that more time is necessary to conduct public hearings of the draft and final reports. Therefore, the parties mutually agree to extend the current term for four additional months from the current end date to a new end date of April 1, 2024.

2. The term of the Agreement is extended from April 1, 2021 through November 30, 2023 to April 1, 2021 through April1, 2024.

3. The schedule in Exhibit A-2 is replaced with the revised schedule in Exhibit A-3 to the Second Amendment.

4. There is no change in the Agreement amount of not to exceed $99,710, and any current balance will continue through this Amendment.

5. Except as specifically and expressly modified by this amendment, all of the terms and conditions of the Agreement are and remain in full force and effect. This amendment is effective November 9, 2023.

IN WITNESS WHEREOF, the parties hereto have executed this Amendment to the Agreement as of the day and year first above written.

ALAMEDA LAFCO

By:_____
Rachel Jones, Executive Officer
Alameda Local Agency Formation Commission

Policy Consulting Associates, LLC., dba PCA

By:_____
Signature

Name:_____
(Printed)

Title:_____

Date:_____
Address:
5050 Laguna Blvd., #112-711
Elk Grove, CA 95758

Approved as to Form:

By:_____
Andrew Massey, LAFCo Counsel

By signing above, signatory warrants and represents that he/she executed this Agreement in his/her authorized capacity and that by his/her signature on this Agreement, he/she or the entity upon behalf of which he/she acted, executed this Agreement

Exhibit A-3

Milestone	Date
Task 3: Public Review Draft MSR	
Release MSR for public review	11/9/23
Presentation at LAFCO meeting	11/9/23
Public comment period ends	12/11/23
Task 4: Final MSR	
Release of Draft Final	12/29/23
Presentation of Final Draft at LAFCO meeting	1/11/24
Finalize MSR and send to LAFCO	2/2/24

CONTRACT EXTENSION
SECOND AMENDMENT TO AGREEMENT

This Second Amendment to Agreement ("Second Amendment") is made by and between the Alameda Local Agency Formation Commission (LAFCO) and Policy Consulting Associates, LLC., dba PCA, (PCA) ("Contractor") with respect to that certain agreement entered by them on April 1, 2021 and that certain First Amendment to Contract dated 04/01/2022, (collectively referred to herein as "the Agreement') pursuant to which PCA provides professional consulting services related to the completed of the State-mandated sphere of influence updates and municipal service reviews for fire protection and emergency medical services to Alameda LAFCO.

WHEREAS, pursuant to the Agreement, the CONTRACT PERIOD is from April 1, 2021 through November 30, 2023. This Agreement may be extended for an additional twelve-month period, if mutually agreed by both parties hereto, in writing not less than thirty (30) days prior to the expiration of this Agreement.

For valuable consideration, the receipt and sufficiency of which are hereby acknowledged, LAFCO and PCA agree to amend the Agreement in the following respects:

1. The term of the Agreement is currently scheduled to expire on April 30, 2023. The parties mutually agree that more time is necessary to complete the project including public hearings. Therefore, the parties mutually agree to extend the current term for seven additional months from the current end date of November 30, 2023.

2. The term of the Agreement is extended from April 1, 2021 through April 30, 2023 to April 1, 2021 through November 30, 2023.

3. The schedule in Exhibit A-1 is replaced with the revised schedule in Exhibit A-2 to the Second Amendment.

4. There is no change in the Agreement amount of not to exceed $99,710, and any current balance will continue through this Amendment.

5. Except as specifically and expressly modified by this amendment, all of the terms and conditions of the Agreement are and remain in full force and effect. This amendment is effective November 11, 2022.

IN WITNESS WHEREOF, the parties hereto have executed this Amendment to the Agreement as of the day and year first above written.

ALAMEDA LAFCO

By: _____
Rachel Jones, Executive Officer
Alameda Local Agency Formation Commission

Policy Consulting Associates, LLC., dba PCA

By: _____
Signature

Name: Jennifer Stephenson
(Printed)

Title: Principal

Date: 11/28/22

Address:
5050 Laguna Blvd., #112-711
Elk Grove, CA 95758

Approved as to Form:

By: _____
Andrew Massey, LAFCo Counsel

By signing above, signatory warrants and represents that he/she executed this Agreement in his/her authorized capacity and that by his/her signature on this Agreement, he/she or the entity upon behalf of which he/she acted, executed this Agreement

Exhibit A-2

Milestone	Date
Task 1: Data Collection and Review	
Receive RFI responses from agencies	12/11/21
Phone interviews	Continuous
Analysis and drafting of agency chapters	12/1/22
Send chapters to agencies for review	Continuous
Task 2: Administrative Draft MSR	
Administrative Draft MSR to LAFCO staff	12/20/22
Receive comments from LAFCO staff	1/16/23
Incorporate comments from LAFCO staff	2/8/23
Task 3: Public Review Draft MSR	
Release MSR for public review	2/9/23
Presentation at LAFCO meeting	3/9/23
Public comment period ends	3/16/23
Task 4: Final MSR	
Release of Draft Final	4/13/23
Presentation of Final Draft at LAFCO meeting	5/11/23
Finalize MSR and send to LAFCO	5/18/23

AGENDA REPORT
November 9, 2023
Item No. 4e

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer
Ad Hoc Selection Committee (Johnson and Vonheeder-Leopold)

SUBJECT: Contract Award for Countywide Regional Water and Wastewater Committee

The Alameda Local Agency Formation Commission (LAFCO) will consider awarding a service contract to a team of water resource consultants to aid in the establishment of a Countywide Regional Water and Wastewater Committee. The contract is for a period of 24 months, starting in November 2023; in an amount not-to-exceed $73,575. Staff recommends approval.

Background

As part of Alameda LAFCO's *Countywide Municipal Service Review on Water, Wastewater, Stormwater, and Flood Control Services* and work plan for FY 2023-2024, the Commission recommends the establishment of a Countywide Regional Water and Wastewater Committee that includes all affected agencies providing water and wastewater services in Alameda County to share practices for collaboration on how the region can recycle water, or better utilize water that is already imported, so it is not only used once and discarded into the Bay.

The establishment of a Countywide Regional Water and Wastewater Committee will play a crucial role in identifying future water reuse opportunities. The primary purpose of this initiative is to explore opportunities and share best practices for water reuse and enhanced water utilization in the region. This effort aims to promote sustainable practices and address challenges related to water supply, wastewater discharge, and climate resilience.

Selection Process

The Requests for Proposals (RFP) calling for bids from experienced consultants to assist LAFCO in creating a Countywide Regional Water and Wastewater Committee was issued on October 6, 2023. The deadline to receive proposals was October 20, 2023. LAFCO compiled a list of potential bidders with the help of recommendations from other LAFCO agencies. The RFP was electronically sent to 15 firms.

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Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

The Executive Officer assigned Commissioners Johnson and Vonheeder-Leopold to review, screen written proposals, conduct interviews, and recommend a firm to the Commission. LAFCO received one proposal from a team led by professional engineer Eric Rosenblaum PE. The review panel evaluated the proposal on October 27, 2023.

The panel recommends Water Resource Consultants, the team led by Eric Rosenblaum PE based on expertise, prior interagency collaboration efforts, and a detailed analysis in establishing a key framework for the regional committee. Mr. Rosenblaum and members of the team have for many years been individually responsible for developing, permitting, funding, and managing recycled water projects in the San Francisco Bay and throughout the United States, and together are now actively engaged in enabling interagency collaboration as a key element of water reuse. The team most recently initiated and facilitated a regional meeting of water and wastewater agencies sponsored by the Bay Area Clean Water Agencies (BACWA) in which a number of Alameda County water and wastewater utilities participated.

Financing

Staff will request additional monies from the fund balance in the FY 2023-2024 budget to cover costs associated with creating a Countywide Regional Water and Wastewater Committee.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):
Award a service contract to Water Resource Consultants to establish a Countywide Regional Water and Wastewater Committee for the contract period of approximately 24 months, starting November of 2023; in an amount not to exceed $73,575; and

Authorize the Executive Officer to finalize contract negotiations and execute the contract with the advice of Alameda LAFCO Legal Counsel.

Alternative Two:
Continue consideration of the report to a future meeting and provide direction to staff as needed.

Alternative Three:
Take no action.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the consent calendar. A successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation as provided unless otherwise specified by the Commission.

Respectfully,

Rachel Jones
Executive Officer

Attachment:

1. Draft Contract Agreement
2. Water Resource Consultants Proposal

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P.O./Contract # _____

ALAMEDA LAFCO, ALAMEDA COUNTY, STATE OF CALIFORNIA
STANDARD AGREEMENT

THIS AGREEMENT, made and entered into this *** day of *****, by and between the ALAMEDA LOCAL AGENCY FORMATION COMMISSION, a public agency of the State of California, hereafter called the "Alameda LAFCO", and Water Resource Consultants a business duly qualified in the State of California, whose principal place of business 656 13th Street, San Jose, CA 95112, is hereafter called the "Contractor."

WITNESSETH

WHEREAS, the Alameda LAFCO desires to create a Countywide Regional Water and Wastewater Committee, a recommendation as part of the Alameda LAFCO's Countywide Municipal Service Review on Water, Wastewater, Stormwater, and Flood Control Services and that is a part of LAFCO's workplan for fiscal year 2023-2024 and the proposal can be viewed in Exhibit A attached hereto ("Services"); and

WHEREAS, Contractor is professionally qualified to provide such services; and

WHEREAS, the Alameda LAFCO desires to retain and employ the services of Contractor in connection with such work, and Contractor is agreeable with such employment.

NOW, THEREFORE, it is agreed that the Alameda LAFCO does hereby retain and employ Contractor to provide the Services in connection with such work, and Contractor accepts such employment, on the terms and conditions hereinafter specified in this Agreement and additional provisions attached hereto, and the following described exhibits, all of which are incorporated into this Agreement by this reference:

Exhibit A	Scope of Services
Exhibit B	Payment Terms
Exhibit C	Insurance Requirements

CONTRACT PERIOD will be a continuance from November 27, 2023 through November 27, 2025. This Agreement may be extended by mutual agreement of both parties hereto, in writing not less than thirty (30) days prior to the expiration of this Agreement.

COMPENSATION: The Alameda LAFCO agrees to pay Contractor, pursuant to the terms set forth in Exhibit B, for services performed hereunder in a total amount not to exceed $73,575 for the term of the current agreement, including all expenses, contingencies, and other miscellaneous expenses.

ADDITIONAL PROVISIONS, pages 3 through 11, attached hereto constitute a part of this agreement.

IN WITNESS WHEREOF, the parties hereto have executed this agreement as of the day and year first above written.

ALAMEDA LAFCO

By: _____
Rachel Jones
LAFCO EXECUTIVE OFFICER

CONTRACTOR

_____
CONTRACTOR

By: _____

Title: Principal

656 13th Street
San Jose, CA 95112

Tax Payer I.D. # _____

APPROVED AS TO FORM:

_____
Andrew Massey,
LAFCO LEGAL COUNSEL

I hereby certify under penalty of perjury that the Executive Officer of the Alameda LAFCO was duly authorized to execute this document on behalf of the Alameda LAFCO by a majority vote of the Commission on May 11, 2023.

Date: _____

ATTEST:
_____

Alameda LAFCO
County of Alameda
State of California

By: _____

ADDITIONAL PROVISIONS

1. EMPLOYER/EMPLOYEE RELATIONSHIP: No relationship of employer and employee is created by this Agreement, it being understood that Contractor shall act hereunder as an independent Contractor; that Contractor shall not have any claim under this Agreement or otherwise against the Alameda LAFCO for seniority, vacation time, vacation pay, sick leave, personal time off, overtime, health insurance, medical care, hospital care, retirement benefits, Social Security, disability, Workers' Compensation, or unemployment insurance benefits, civil service protection, or employee benefits of any kind; that Contractor shall be solely liable for and obligated to pay directly all applicable taxes, including, but not limited to, Federal and State income taxes, and in connection therewith Contractor shall indemnify and hold the Alameda LAFCO harmless from any and all liability which the Alameda LAFCO may incur because of Contractor's failure to pay such taxes; that Contractor does, by this Agreement, agree to perform his/her said work and functions at all times in strict accordance with currently approved methods and practices in his/her field and that the sole interest of the Alameda LAFCO is to ensure that said service shall be performed and rendered in a competent, efficient, timely and satisfactory manner and in accordance with the standards required by the agency concerned. Notwithstanding the foregoing, if the Alameda LAFCO determines that pursuant to state and federal law Contractor is an employee for purposes of income tax withholding, the Alameda LAFCO shall, upon two weeks notice to Contractor withhold from the payments to Contractor hereunder federal and state income taxes and pay said sums over to the Federal and State governments.

2. HOLD HARMLESS/INDEMNIFICATION: To the fullest extent permitted by law, Contractor shall hold harmless, defend and indemnify Alameda LAFCO, its Commissioners, employees and agents from and against any and all claims, losses, damages, liabilities and expenses, including but not limited to attorneys' fees, arising out of or resulting from the performance of services under this Agreement, provided that any such claim, loss, damage, liability or expense is attributable to bodily injury, sickness, disease, death or to injury to or destruction of property, including the loss therefrom, or to any violation of federal, state or municipal law or regulation, which arises out of or is any way connected with the performance of this agreement (collectively "Liabilities") except where such Liabilities are caused solely by the negligence or willful misconduct of any indemnitee. Alameda LAFCO may participate in the defense of any such claim without relieving Contractor of any obligation hereunder. The obligations of this indemnity shall be for the full amount of all damage to Alameda LAFCO, including defense costs, and shall not be limited by any insurance limits.

3. INSURANCE AND BOND: Contractor shall at all times during the term of the Agreement with Alameda LAFCO maintain in force those insurance policies as designated in the attached Exhibit C, "Insurance Requirements," and will comply with all those requirements as stated herein.

4. WORKERS' COMPENSATION: Contractor shall provide Workers' Compensation insurance at Contractor's own cost and expense and further, neither the Contractor nor its carrier shall be entitled to recover from the Alameda LAFCO any costs, settlements, or expenses of Workers' Compensation claims arising out of this agreement.

5. CONFORMITY WITH LAW AND SAFETY:

   A. Contractor shall observe and comply with all applicable laws, ordinances, codes and regulations of governmental agencies, including federal, state, municipal, and local governing bodies, having jurisdiction over the scope of services or any part hereof, including all provisions of the Occupational Safety and Health Act of 1979 and all amendments thereto, and

all applicable federal, state, municipal, and local safety regulations. All services performed by Contractor must be in accordance with these laws, ordinances, codes and regulations. Contractor shall indemnify and hold Alameda LAFCO harmless from any and all liability, fines, penalties and consequences from any noncompliance or violations of such laws, ordinances, codes and regulations. If a provision of this Agreement is found to be invalid, the parties legally, commercially, and practicably can continue this Agreement without that provision, and the remainder of this Agreement shall continue in force and effect unless an essential purpose of this Agreement would be defeated by the loss of such provision. In the event any of the terms, conditions, or provisions of this Agreement are held to be illegal or otherwise unenforceable, such term, condition or provision shall be deemed severable from the remainder of this Agreement and shall not cause any other part or provision of this Agreement to be illegal or unenforceable.

B. Accidents: If death, serious personal injury or substantial property damage occurs in connection with the performance of this agreement, Contractor shall immediately notify Alameda LAFCO by telephone. Contractor shall promptly submit to Alameda LAFCO a written report, in such form as may be required by Alameda LAFCO of all accidents which occur in connection with this Agreement. This report must include the following information: (1) name and address of the injured or deceased person(s); (2) name and address of Contractor's subcontractor, if any; (3) name and address of Contractor's liability insurance carrier; and (4) a detailed description of accident and whether any of LAFCO's equipment, tools, material, or staff were involved. Contractor further agrees that it shall take all reasonable steps to preserve all physical evidence and information which may be relevant to accidents or circumstances surrounding a potential claim, while maintaining public safety. Contractor shall provide Alameda LAFCO the opportunity to review and inspect such evidence, including the scene of the accident.

6. PAYMENT: Payment to Contractor will be made only upon presentation of proper invoice by Contractor subject to the approval of Alameda LAFCO, and in accordance with this Agreement and its Exhibit B.

7. ROYALTIES AND INVENTIONS: The Alameda LAFCO shall have a royalty-free, exclusive and irrevocable license to reproduce, publish and use the results produced in the course of or under this Agreement; and Contractor shall not publish any such material relating to Alameda LAFCO without prior consent of Alameda LAFCO.

8. CONFIDENTIALITY OF INFORMATION: Confidential information is defined as all information disclosed to Contractor which relates to Alameda LAFCO's past, present, and future activities, as well as activities under this Agreement. Contractor will hold all such information with the same degree of care which Contractor utilizes to protect its own data of a similar nature. Upon cancellation or expiration of this Agreement, Contractor will return to Alameda LAFCO all written or descriptive matter which contains any such confidential information.

9. CONFLICT OF INTEREST: No officer, member, or employee of Alameda LAFCO and no member of its governing body shall have any pecuniary interest, direct or indirect, in this Agreement or the proceeds thereof. No Contractor, nor any member of Contractor's family shall serve on the Alameda LAFCO, or hold any such position which either by rule, practice or action nominates, recommends, or supervises Contractor's operations, or authorizes funding to Contractor. Contractor shall immediately bring to Alameda LAFCO's attention any situation in which its client has, or is reasonably likely to have an application or other matter pending before Alameda LAFCO. The

provisions of this Agreement are not exclusive, and thus Alameda LAFCo may at its discretion appoint a different firm to serve as its consultant in the event of a conflict. Contractor agrees not to assign any of the key personnel identified in Exhibit A to any matter that is, or is likely to be pending before Alameda LAFCO regardless of whether Alameda LAFCO in its discretion decides to hire another firm to avoid a conflict.

10. USE OF ALAMEDA LAFCO PROPERTY: Contractor shall not use Alameda LAFCO premises or property (including equipment, instruments and supplies) or personnel for any purpose other than in the performance of his/her obligations under this Agreement.

11. EQUAL EMPLOYMENT OPPORTUNITY PRACTICES/PROVISIONS: Contractor assures that it will comply with Title VII of the Civil Rights Act of 1964 and that no person shall, on the grounds of race, creed, color, disability, sex, sexual orientation, national origin, age, religion, Vietnam era Veteran's status, political affiliation, or any other non-merit factor, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under this Agreement.

    A. Contractor shall, in all solicitations or advertisements for applicants for employment placed as a result of this Agreement, state that it is an "Equal Opportunity Employer" or that all qualified applicants will receive consideration for employment without regard to their race, creed, color, disability, sex, sexual orientation, national origin, age, religion, Vietnam era Veteran's status, political affiliation, or any other non-merit factor.

    B. Contractor shall, if requested to so do by Alameda LAFCO, certify that it has not, in the performance of this Agreement, discriminated against applicants or employees because of their race, creed, color, disability, sex, sexual orientation, national origin, age, religion, Vietnam era Veteran's status, political affiliation, or any other non-merit factor.

    C. If requested to do so by Alameda LAFCO, Contractor shall provide Alameda LAFCO with access to copies of all of its records pertaining or relating to its employment practices, except to the extent such records or portions of such records are confidential or privileged under State or Federal law.

    D. Contractor shall recruit vigorously and encourage minority- and women-owned businesses to bid its subcontracts.

    E. Nothing contained in this contract shall be construed in any manner so as to require or permit any act which is prohibited by law.

    F. The Contractor shall include the provisions set forth in paragraphs A through E (above) in each of its subcontracts.

12. ASSIGNMENT OF CONTRACT: Nothing contained in this Agreement shall be construed to permit assignment or transfer by Contractor of any rights under this Agreement and such assignment or transfer is expressly prohibited and void unless otherwise approved in writing by Alameda LAFCO.

13. DRUG-FREE WORKPLACE: Contractor and Contractor's employees shall comply with Alameda LAFCO's policy of maintaining a drug-free workplace. Neither Contractor nor Contractor's employees shall unlawfully manufacture, distribute, dispense, possess or use controlled substances, as defined in 21 U.S. Code section 812, including marijuana, heroin, cocaine, and amphetamines, at any LAFCO facility or work site. If Contractor or any employee of Contractor is convicted or pleads

nolo contendere to a criminal drug statute violation occurring at an Alameda LAFCO facility or work site, the Contractor within five days thereafter shall notify the Executive Officer of Alameda LAFCO. Violation of this provision shall constitute a material breach of this Agreement.

14. FEDERAL AND STATE AUDITS: Until the expiration of five (5) years after the furnishing of any services pursuant to this Agreement, Contractor shall make available, upon written request, to the Federal/State government or any of their duly authorized representatives, this Agreement, and such books, documents, and records of Contractor that are necessary to certify the nature and extent of the reasonable cost of services to Alameda LAFCO. If Contractor enters into any Agreement with any related organization to provide services pursuant to this Agreement with value or cost of $10,000 or more over a twelve-month period, such Agreement shall contain a clause to the effect that until the expiration of five years after the furnishing of services pursuant to such subcontract, the related organization shall make available, upon written request, to the Federal/State government or any of their duly authorized representatives, the subcontract, and books, documents and records of such organization that are necessary to verify the nature and extent of such costs. This paragraph shall be of no force and effect when and if it is not required by law. Alameda LAFCO shall have access to Contractor's financial records for purposes of auditing payments made to Contractor hereunder. Such records shall be complete and available for audit ninety (90) days after final payment is made to Contractor hereunder and shall be retained and available for audit purposes for five (5) years after said final payment hereunder.

15. TIME IS OF THE ESSENCE in each and all of the provisions of this agreement.

16. AMENDMENT: No change, alteration, variation, modification of the terms, termination or discharge of this Agreement shall be valid unless made in writing and signed by the parties hereto.

17. ASSURANCE OF PERFORMANCE: If at any time Alameda LAFCO believes Contractor may not be adequately performing its obligations under this Agreement, that Contractor may fail to complete the Services as required by this Agreement, or has provided written notice of observed deficiencies in Contractor's performance, Alameda LAFCO may request from Contractor prompt written assurances of performance and a written plan to correct the observed deficiencies in Contractor's performance. Contractor shall provide such written assurances and written plan within ten (10) calendar days of receipt of Alameda LAFCO's written request and shall thereafter diligently commence and fully perform such written plan. Contractor acknowledges and agrees that any failure to provide written assurances and a written plan to correct observed deficiencies, in the required time, to diligently commence and fully perform such written plan, is a material breach under this Agreement.

18. KEY PERSONNEL: Contractor shall identify himself as key personnel assigned to perform services in Exhibit A and obtain Alameda LAFCO approval of any substitution by the Contractor of key personnel.

19. SUBCONTRACTORS: Contractor shall identify and obtain Alameda LAFCO approval of all subcontractors. Nothing provided herein shall create any obligation on the part of Alameda LAFCO to pay or to see to the payment by Contractor of any monies to any subcontractor, supplier or vendor, nor create any relationship in contract or otherwise, express or implied between any such subcontractor, supplier or vendor and Alameda LAFCO. Approval by Alameda LAFCO of any subcontractor shall not constitute a waiver of any right of Alameda LAFCO to reject defective work, material or equipment, not in compliance with the requirements of this Agreement.

20. CHOICE OF LAW: This Agreement, and any dispute arising from the relationship between the parties to this Agreement, shall be governed by the laws of the State of California, excluding any laws that direct the application of another jurisdiction's laws, and its courts shall have jurisdiction (but not exclusive jurisdiction) to hear and determine all questions relating to this Agreement.

21. WAIVER: Any failure of a party to assert any right under this Agreement shall not constitute a waiver or a termination of that right, under this Agreement or any provisions of this Agreement.

22. ENTIRE AGREEMENT: This Agreement, including all attachments, exhibits, and any other documents specifically incorporated into this Agreement, shall constitute the entire Agreement between Alameda LAFCO and Contractor relating to the subject matter of this Agreement. As used herein, Agreement refers to any documents incorporated herein by reference and any exhibits or attachments. This Agreement supersedes and merges all previous understandings, and all other agreements, written or oral, between the parties and sets forth the entire understanding of the parties regarding the subject matter thereof. The Agreement may not be modified except by a written document signed by both parties.

23. TERMINATION: Alameda LAFCO may terminate this Agreement with or without cause by providing thirty (30) days notice, in writing, to the Contractor. Upon the expiration of said notice, this Agreement shall become of no further force or effect whatsoever and each of the parties hereto shall be relieved and discharged here from. Alameda LAFCo may terminate at any time without notice upon material breach of the terms of this Agreement and/or in the event that Alameda LAFCO determines that the Contractor's performance is substandard or unsatisfactory.

24. SURVIVAL: The obligations of this Agreement, which by their nature would continue beyond the termination or expiration of the Agreement, including without limitation, the obligations regarding Hold Harmless/Indemnification (paragraph 2), Confidentiality of Information (paragraph 9), and Conflict of Interest (paragraph 10), shall survive termination or expiration.

25. NOTICES: All notices, requests, demands, or other communications under this Agreement shall be in writing. Notices shall be given for all purposes as follows:

    - Personal delivery: When personally delivered to the recipient, notices are effective on delivery.

    - First Class Mail: When mailed first class to the last address of the recipient known to the party giving notice, notice is effective three mail delivery days after deposit in a United States Postal Service office or mailbox.

    - Certified Mail: When mailed certified mail, return receipt requested, notice is effective on receipt, if delivery is confirmed by a return receipt.

    - Overnight Delivery: When delivered by overnight delivery (Federal Express/United Parcel Service/DHL WorldWide Express/etc.) with charges prepaid or charged to the sender's account, notice is effective on delivery, if delivery is confirmed by the delivery service.

    - Telex or facsimile transmission: When sent by telex or fax to the last telex or fax number of the recipient known to the party giving notice, notice is effective on receipt, provided that (a) a duplicate copy of the notice is promptly given by first-class or certified mail or by overnight delivery, or (b) the receiving party delivers a written confirmation of receipt. Any notice given

by telex or fax shall be deemed received on the next business day if is received after 5:00 p.m. (recipients time) or on a non-business day.

Addresses for purpose of giving notice are as follows:

To LAFCO: Alameda LAFCO
224 West Winton, Suite 110
Hayward, CA 94544

To Contractor: Water Resource Consultants
656 13th Street
San Jose, CA 95112

Any correctly addressed notice that is refused, unclaimed, or undeliverable because of an act or omission of the party to be notified shall be deemed effective as of the first date that said notice was refused, unclaimed, or deemed undeliverable by the postal authorities, messenger, or overnight delivery service.

Any party may change its address or telex or facsimile number by giving the other party notice of the change in any manner permitted by this Agreement.

[END OF ADDITIONAL PROVISIONS]

EXHIBIT A - SCOPE OF SERVICES

Refer to Attachment 2

EXHIBIT B – CONTRACT PAYMENT TERMS

Contracted Service:

1. The Alameda LAFCo will pay Contractor for services provided herein, upon submittal of an invoice and summary report of services performed pursuant to this agreement. All services will be performed at the direction of, and with the prior authorization of, the LAFCO Executive Officer. Invoices will be approved by the Alameda LAFCO Executive Officer. Payments under the terms of this Agreement shall not exceed $73,575. This amount includes all administrative expenses and costs, travel expenses and contingencies. For the purposes assigned in the proposal, the billing rates are as listed in the firm's proposal and shown below:

Budget and Team Participation

Phase	Hr	Cost ($)
Phase 1: Research and Agency Interviews	115	$ 31,625
Phase 2: Findings and Follow-up	50	$ 13,750
Phase 3: Framework and Recommendations (Final Report)	75	$ 20,625
Project Management	25	$ 6,875
Project Hours and Costs	**265**	**$ 72,875**
Travel/Direct Costs		$ 700
Total Project Cost (excl. Additional Work)		**$73,575**

Team Member	Hours Available
Eric Rosenblum	85
Shannon Spurlock	65
Dave Smith	45
Bob Raucher	40
Felicia Marcus	25
Total Hours	265

2. Alameda LAFCo expects Contractor to cover all costs of professional development activities, training, and/or continuing education unless Alameda LAFCO requires such professional development activities, training and/or continuing education of Contractor or Contractor obtains prior written approval from LAFCO to incur the cost of such professional development activities, training and/or continuing education.

3. The term of this Agreement is November 27, 2023 through November 27, 2025.

EXHIBIT C - MINIMUM INSURANCE REQUIREMENTS

Without limiting any other obligation or liability under this Agreement, the Contractor, at its sole cost and expense, shall secure and keep in force during the entire term of the Agreement or longer, as may be specified below, the following minimum insurance coverage, limits and endorsements:

	TYPE OF INSURANCE COVERAGES	MINIMUM LIMITS
A	**Commercial General Liability** Premises Liability; Products and Completed Operations; Contractual Liability; Personal Injury and Advertising Liability	$1,000,000 per occurrence (CSL) Bodily Injury and Property Damage
B	**Commercial or Business Automobile Liability** All owned vehicles, hired or leased vehicles, non-owned, borrowed and permissive uses. Personal Automobile Liability is acceptable for individual contractors with no transportation or hauling related	$1,000,000 per occurrence (CSL) Any Auto Bodily Injury and Property Damage
C	**Workers' Compensation (WC) and Employers Liability (EL)** Required for all contractors with employees	WC: Statutory Limits EL: $1,000,000 per accident for bodily injury or disease

D **Endorsements and Conditions**:

1. **ADDITIONAL INSURED:** All insurance required above with the exception of Commercial or Business Automobile Liability, Workers' Compensation and Employers Liability, shall be endorsed to name as additional insured: the Alameda Local Agency Formation Commission (LAFCO), the individual members thereof, and all Alameda LAFCO officers, agents, employees, volunteers, and representatives. The Additional Insured endorsement shall be at least as broad as ISO Form Number CG 20 38 04 13.
2. **DURATION OF COVERAGE:** All required insurance shall be maintained during the entire term of the Agreement. In addition, Insurance policies and coverage(s) written on a claims-made basis shall be maintained during the entire term of the Agreement and until 3 years following the later of termination of the Agreement and acceptance of all work provided under the Agreement, with the retroactive date of said insurance (as may be applicable) concurrent with the commencement of activities pursuant to this Agreement.
3. **REDUCTION OR LIMIT OF OBLIGATION:** All insurance policies, including excess and umbrella insurance policies, shall include an endorsement and be primary and non-contributory and will not seek contribution from any other insurance (or self- insurance) available to Alameda LAFCO. The primary and non-contributory endorsement shall be at least as broad as ISO Form 20 01 04 13. Pursuant to the provisions of this Agreement insurance effected or procured by the Contractor shall not reduce or limit Contractor's contractual obligation to indemnify and defend the Indemnified Parties.
4. **INSURER FINANCIAL RATING:** Insurance shall be maintained through an insurer with a A.M. Best Rating of no less than A:VII or equivalent, shall be admitted to the State of California unless otherwise waived by Risk Management, and with deductible amounts acceptable to Alameda LAFCO. Acceptance of Contractor's insurance by Alameda LAFCo shall not relieve or decrease the liability of Contractor hereunder. Any deductible or self-insured retention amount or other similar obligation under the policies shall be the sole responsibility of the Contractor.
5. **SUBCONTRACTORS:** Contractor shall include all subcontractors as an insured (covered party) under its policies or shall verify that the subcontractor, under its own policies and endorsements, has complied with the insurance requirements in this Agreement, including this Exhibit. The additional Insured endorsement shall be at least as broad as ISO Form Number CG 20 38 04 13.
6. **JOINT VENTURES:** If Contractor is an association, partnership or other joint business venture, required insurance shall be provided by one of the following methods:
   - Separate insurance policies issued for each individual entity, with each entity included as a "Named Insured" (covered party), or at minimum named as an "Additional Insured" on the other's policies. Coverage shall be at least as broad as in the ISO Forms named above.
   - Joint insurance program with the association, partnership or other joint business venture included as a "Named Insured".
7. **CANCELLATION OF INSURANCE:** All insurance shall be required to provide thirty (30) days advance written notice to Alameda LAFCo of cancellation.
8. **CERTIFICATE OF INSURANCE:** Before commencing operations under this Agreement, Contractor shall provide Certificate(s) of Insurance and applicable insurance endorsements, in form and satisfactory to Alameda LAFCO, evidencing that all required insurance coverage is in effect. Alameda LAFCO reserves the rights to require the Contractor to provide complete, certified copies of all required insurance policies. The required certificate(s) and endorsements must be sent as set forth in the Notices provision.

Attachment 1: Proposed Scope of Work, Schedule, and Budget to Develop a Framework for a Countywide Regional Water Committee

Purpose:

The purpose of the proposed scope of work is to assist Alameda County LAFCO in creating a Countywide Regional Water and Wastewater Committee of agencies providing water and wastewater services in Alameda County. Formation of this Committee was recommended by their recent analysis of the water, wastewater, flood control, and stormwater services provided by 10 special districts engaged in utility services and 14 cities through Alameda County.[1] The Committee will be designed to encourage and inspire all affected agencies *"to share practices for collaboration on how the region can recycle water and better utilize water that is already imported, so it is not only used once and discarded into the Bay*."

The proposed services include 1) assessing regional capacity to recycle water and identifying barriers to reuse; 2) discussing our findings with participating agencies for further insight and refinement; and 3) developing a Framework for a Countywide Regional Water and Wastewater Committee with recommendations for its objectives, composition, organization, and operation. In addition, if warranted we are prepared to present our recommendations to participating agencies and facilitate the first meeting of the Committee. We propose to perform the work in three phases, as follows:

Phase 1: Review existing information and interview key personnel at selected agencies

In this initial phase we intend to assess the capacity of agencies providing water supply, wastewater treatment, and/or stormwater management services to Alameda County residents to produce, distribute, and use recycled water. By reviewing existing documents and reports and interviewing key personnel we will also identify their interests, issues, and concerns about water reuse, highlighting the incentives and barriers to reuse which might be addressed in a Countywide Regional Water and Wastewater Committee.

To perform this work we will draw on our team's experience surveying dozens of utilities around the United States and reviewing successful collaborative regional water reuse programs. We plan to apply the technique we developed for analyzing the five factors impacting an agency's ability to collaborate, as described in the report our team prepared for the EPA National Water Reuse Action Plan.[2] We will be looking into the opportunities for reuse and the obstacles to interagency cooperation from a variety of angles, including the value of multiple benefit projects and nature-based solutions (including reuse of storm water) as well as the concept of risk management as applied to increasing water resilience.[3]

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[1] Recommendation #1: "Alameda LAFCO should *create a Countywide Regional Water and Wastewater Committee that includes all affected agencies that provide water, wastewater, stormwater, and flood control services to explore opportunities and to share practices for collaboration on how the region can recycle water, or better utilize water that is already imported, so it is not only used once and discarded into the Bay."* (Quad Knopf Consultants, 2021)

[2] These factors include governance; regulation; economics; management; and leadership. Specific examples of how these factors affect agencies' ability to work together are discussed in detail in the report, *Multi-agency Water Reuse Programs" Lessons for Successful Collaboration.* (Rosenblum, Marcus, Raucher, Sheikh, & Spurlock, 2022)

[3] The risk of economic loss due future water shortages in particular can motivate elected officials and others to champion reuse. Dr. Raucher articulated this concept in previous papers including "*The Economics of Asset Management: Applying Triple-Bottom-Line and Risk Management Perspectives*" (Raucher & Clements, The Economics of Asset Management: Applying Triple-Bottom-Line and Risk Management Perspectives, 2013) and "*An Economic Framework for Evaluating the Benefits and Costs of Water Reuse"* (Raucher et al., 2006)

In addition to the "*Municipal Services Review on Water, Wastewater, Flood Control, and Stormwater Services Reports*" referenced above, studies and reports we expect to review include Urban Water Management Plans, agency recycled water master plans, and local climate adaption and resilience plans. We also intend to analyze selected interagency agreements pertinent to collaboration for reuse. Agencies with significant influence on Alameda County's ability to develop successful interagency water reuse programs that may participate in interviews include the major water suppliers (ACWD, DSRSD, EBMUD, Zone 7), the larger wastewater utilities (DSRSD, EBDA, EBMUD, LAVWMA, Ora Loma SD, USD) as well as the cities of Hayward and Livermore and SFPUC, and others as suggested by LAFCO staff.

Schedule: 16-20 weeks.
Budget: 115 hours
Deliverable: Draft report, "*Incentives and Barriers to Interagency Collaboration for Water Reuse in Alameda County*."

Phase 2: Circulate draft report to participating agencies and conduct individual and group meetings to obtain additional insight into factors impacting collaboration.

In this second phase the team will reflect the agency capacities and concerns identified in the draft report to the organizations characterized for response. In addition to validating the observations in the report, this will also allow the team to establish credibility with agency staff who will eventually be asked to participate in the Countywide Regional Committee. The discussion may occur virtually or in person, both individually and in clusters. Clusters of two or more agencies could be selected based on a common water supplier or wastewater service provider, location in the same growth strategy area, or other groupings as suggested by the draft report.

The benefit of presenting the findings in the report to pairs of agencies was suggested by the outcome of the recent BACWA workshop. In the final session, more than a dozen water and wastewater managers reported that they were motivated by the facilitated conversations to seek out their counterparts for one-on-conversations about local opportunities for reuse. This confirmed our belief that key to the formation of successful reuse projects is the development of trust between agencies. By sharing the information simultaneously with pairs or small groups of agencies we hope to stimulate more conversations between potential local partners.

Another benefit of this approach is the opportunity to discuss directly with participating agencies how a Countywide Regional Committee could help address the barriers identified in the report. This input directly supports the development of the Committee framework in the next phase of work.

Schedule: 6-8 weeks.
Budget: 50 hours
Deliverable: Final report, "*Incentives and Barriers to Interagency Collaboration for Water Reuse in Alameda County*" validated with direct input from participating agencies.

Phase 3: Develop a framework for creating a Countywide Regional Water and Wastewater Committee.

In the third phase we will consolidate all the information collected to this point to create a framework for a Countywide Regional Water and Wastewater Committee that meets the needs expressed by Alameda County water and wastewater agencies, increasing their ability to collaborate to reuse water, improve the resilience of county water supplies, reduce effluent discharges to San Francisco Bay, and enhance the natural environment. The framework will address the Committee's goals, structure, operational

approaches and considerations, communication mechanisms, provisions for stakeholder engagement, participant roles and responsibilities, topics for Committee consideration, and possible outputs.

In developing the framework we will consider the various types of group interactions shown to be effective in supporting collaboration. In addition to formal plenary Committee session, smaller meetings organized around specific problems, topic areas, or geographic associations can help build strong interagency working relationships, as can informal meetings facilitated by the Committee.

The draft report will review available alternative and recommend a framework for Committee organization and implementation that best addresses the issues and concerns shared by the participating agencies in the previous phases. The report will also highlight other mechanisms to facilitate interagency collaboration that could contribute to achieving Committee goals.

Schedule: 6-8 weeks.
Budget: 75 hours
Deliverable: Draft report, *"A Consensus-Based Framework for Organization and Implementation of a Muti-Agency Committee to Increase the Capacity for Water Reuse in Alameda County*"

Project management

To ensure that the project progresses within schedule and budget constraints and meets client expectations we will provide monthly updates and meet periodically with the Executive Director and/or designated agency representatives as appropriate.

Schedule: Throughout project duration
Budget: 25 hours
Deliverable: Monthly progress reports and meetings as required

Additional Work: Convene and facilitate the foundational meeting of the Countywide Regional Water and Wastewater Committee

Upon completion of the work identified in Phases 1-3, our team is prepared to help plan and convene the initial meeting of the Committee, and to act as facilitators as appropriate throughout its duration. Services will include coaching and supporting designated staff of the participating agencies as they manage logistics, set the agenda, and develop the program for the meeting consistent with the approach provided in the Consensus Framework.

Schedule: 2-4 weeks
Budget: 50 hours
Deliverable: Initial meeting of Countywide Regional Water and Wastewater Committee

Budget and Team Participation

Phase	**Hr**	**Cost ($)**
Phase 1: Research and Agency Interviews	115	$ 31,625
Phase 2: Findings and Follow-up	50	$ 13,750
Phase 3: Framework and Recommendations (Final Report)	75	$ 20,625
Project Management	25	$ 6,875
Project Hours and Costs	**265**	**$ 72,875**
Travel/Direct Costs		$ 700
Total Project Cost (excl. Additional Work)		**$73,575**

Team Member	**Hours Available**
Eric Rosenblum	85
Shannon Spurlock	65
Dave Smith	45
Bob Raucher	40
Felicia Marcus	25
Total Hours	265

References

Quad Knopf Consultants. (2021). *Alameda LAFCO Countywide Municipal Services Review on Water, Wastewater, Flood Control, and Stormwater Services.* Hawyard: Alameda LAFCO. Retrieved May 10, 2023, from https://alamedalafco.org/wp-content/uploads/2022/03/Alameda-LAFCO-MSR-November-2021-adopted-resized.pdf

Raucher, R. S., & Clements, J. (2013). The Economics of Asset Management: Applying Triple-Bottom-Line and Risk Management Perspectives. *2013 WEFTEC* (pp. 1770-1775). Alexandria, VA: Water Environment Federation. Retrieved from https://www.accesswater.org/?fileid=-44466

Raucher, R. S., Darr, K., Henderson, J., Rice, J., & Sheikh, B. (2006). *An Economic Framework for Evaluating the Benefits and Costs of Water Reuse (Project 03-06).* Denver, CO: AWWA.

Rosenblum, E., Marcus, F., Raucher, R., Sheikh, B., & Spurlock, S. (2022). *Multi-agency Water Reuse Programs" Lessons for Successful Collaboration.* Washington, DC: USEPA. Retrieved from https://www.epa.gov/system/files/documents/2022-03/multi-agency_water_reuse_programs-lessons_for_successful_collaboration_march_2022.pdf

Attachment 2: Team Qualifications

Team Background

This proposal is offered by a coalition of professionals who have come together for the express purpose of advancing integrated water management to increase local water resilience. Eric Rosenblum, our team lead, will be the primary point of contact and project manager and his company (a sole proprietorship doing business as "Eric Rosenblum PE Water Resource Consultants") will serve as the contracting entity. Each of our team members, however, will provide their own unique perspective based on their long experience in the fields of utility management, regulation, environmental economics, organizational development and communications, and our work will reflect our deep respect for each other's special skills and ability.

Our team came together in 2020 in response to the release of the EPA's National Water Reuse Action Plan (WRAP). WRAP managers recognized that water utilities will have to work together in order to increase the nation's capacity to reuse water, and they invited us to propose a project that would help agencies collaborate more effectively. This project was developed as WRAP Action Item 2.16, "*Support Local and Regional Reuse Projects by Identifying Challenges, Opportunities, and Models for interagency Collaboration."* The team responsible for this project included **Eric**, an environmental engineer who had previously managed operations at the San Jose/Santa Clara Water Pollution Control Plant was responsible for implementing the region's first large-scale nonpotable reuse program; **Dr. Bob Raucher**, an economist who has specialized in evaluating water reuse and other nontraditional water supply options, identifying the economic aspects costs of water supply shortages and the importance of valuing water supply reliability; **Felicia Marcus**, an attorney who has been at the forefront of water management for over thirty years as President of the Los Angeles Board of Public Works, Regional Administrator of U.S. EPA Region IX, and most recently as Chair of the California State Water Resources Control Board; and **Shannon Spurlock**, now Senior Researcher of Public Policy and Practice Uptake at the Pacific Institute, who became engaged in water reuse a decade ago through her work advocating for food security which led her to spearhead an effort to change Colorado law making recycled water available for agricultural use. Following the completion of that project, **Dave Smith**, our EPA liaison and policy analyst, subsequently joined our team as we came to appreciate his insight into the ways federal and state regulators could support interagency cooperation. (Our team's background and experience is profiled in more detail in the section "Our Team" below, and complete resumes are included as **Attachment 4: Team Resumes**.)

While it was originally conceived as a way to provide utilities with examples of agreements and guidance in implementing mutli-party reuse projects, we took advantage of the opportunity to consider the challenge of interagency collaboration from multiple perspectives. We realized that the majority of agencies were created decades ago—over a century in some cases—and that the demands on water and wastewater utilities have changed dramatically in that time. We reviewed the extensive literature available on the topic of integrated water management and interagency cooperation and identified five factors that seemed to most significantly impact agencies' ability to collaborate—governance, regulation, economics, management, and leadership. We interviewed dozens of agencies around the nation and eventually selected five regions across the country to analyze as examples of successful collaborations. In March 2022 EPA published the results of our investigation in the report, "*Multi-agency Water Reuse Programs" Lessons for Successful Collaboration."*

Concurrent with our work to prepare this report, the team has presented our work in numerous conferences around the world and lead interactive workshops demonstrating how this multi-disciplinary approach can help local organizations more effectively engage with their peers in pursuit of water reuse and other integrated water management objectives. Internationally, we have conducted workshops at the International Water Association World Water Congress (Copenhagen, Denmark) and the IWA Reuse and Reclamation Conference (Chennai, India) and presented details of our work at UNESCO's EauMega Conference on Water, Megacities and Global Change (Paris, France). Nationally we have presented the results of our investigations into case studies in a series of panel discussions held in conjunction with the annual meetings of the WateReuse Association (San Antonio, Atlanta), and locally we led the implementation of the recent BACWA workshop, *"Advancing Water Reuse in the Bay Area: Exploring Opportunities and Challenges for Interagency Collaboration."* We will bring to our work with Alameda County water, wastewater, and stormwater agencies a wealth of practical experience coupled with our unique analytical strategies and tested collaboration tools to create a Committee that will help them advance their efforts to envison and plan sustainable, integrated water planning solutions.

Our Team



Eric Rosenblum PE is a professional engineer who helps public agencies and companies use water sustainably through water reuse. As a water resource consultant, Eric advises public agencies in planning and implementing wastewater reuse programs where he draws on his experience managing operations at a 160 mgd advanced wastewater treatment plant (he is also a certified wastewater treatment plant operator) and his decade-long tenure as Director of South Bay Water Recycling where he was responsible for the design, construction, and operation of Silicon Valley's first regional water recycling program. Most recently he was lead author of **Multi-Agency Water Reuse Projects: Lessons for Successful Collaboration** (USEPA, 2022) and continues to help public and private water utilities negotiate and develop interagency agreements.

Eric also assists companies in the high-tech and manufacturing sectors reduce water use through conservation, onsite reuse, and the use of municipal recycled water. He gives equal weight to the concerns of "the board room and the boiler room," working closely with operators to identify practical concerns while achieving corporate sustainability goals. Eric co-edited (with Cheryl Davis) **Sustainable Industrial Water Use: Perspectives, Incentives, and Tools** (IWA Publishing, 2021), the first book on the subject of water and industry to bring together the voices of the executives, plant managers, investors, inventors, regulators, policymakers and advocates each working in their own way to influence industry to use water more responsibly. He has also contributed to several publications on water resource management and has taught both undergraduate and graduate level courses in federal and state environmental review.



Shannon Spurlock is a Senior Researcher of Public Policy and Practice Uptake at the **Pacific Institute**, where she focuses on the scaling on multi-benefit approaches and outcomes in water policy, planning, and projects. She has led regional, statewide, and national projects that convene experts in water reuse and stormwater capture and use to advance water resilience.

Shannon is a co-author of the Multi-Agency Water Reuse Projects: Lessons for Successful Collaboration (USEPA, 2022), an outcome of the Water Reuse Action Plan's (WRAP) Action 2.16. She also led WRAP Action 8.5, Engagement with Disadvantaged and Rural Communities on Water Reuse, where she was lead author of the report, "Lessons for Optimizing the Adoption of Water Reuse in Underserved Communities" and is currently leading WRAP Actions to quantify the volume of water available for municipal reuse (Action 5.5) and to evaluate the potential for urban stormwater capture and use in Colorado (Action 5.8).

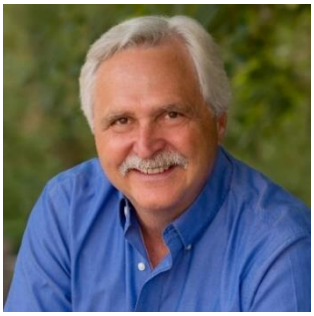
Shannon's background includes significant experience with stakeholder engagement and consensus building. Her work in food systems serendipitously intersected with water policy when she worked with stakeholders across the state of Colorado over a span of seven years to adopt rules allowing agricultural applications of recycled water. These rules ultimately went into effect in January 2020. Shannon strives to build a water resilient future that benefits everyone.



Dave Smith founded **Water Innovation Services** in 2022 after 31 years as a senior manager with the U.S. Environmental Protection Agency's Pacific Southwest Region. During his tenure at the EPA's Pacific Southwest Region, Dave managed each Clean Water Act core program and specialized in wastewater and stormwater management, integrated watershed planning, state and local water program oversight, and regulatory and financing issues associated with innovative water management strategies. Drawing on his extensive experience at EPA, Dave started Water Innovation Services in order to support water management agencies and organizations in policy analysis, water innovation, regulatory and financial planning, and strategic development.

Dave was a coauthor of the national Water Reuse Action Plan and co-led 5 actions under that plan, including Actions 2.16 (addressing interagency collaboration issues associated with water reuse), 2.6 (evaluating how permitting discretion can enable water reuse), and 3.3 (focused on building capacity to capture and use stormwater). Since 2008 he conceived and led projects aimed at improving water permitting, monitoring, and financing strategies to incentivize implementation of multiple-benefit water management projects at different geographical scales.

At Water Innovation Services, Dave helps clients launch innovative, integrated wastewater and stormwater management approaches, focusing on wastewater recycling, multi-benefit stormwater management, infrastructure finance, and permitting process improvement. He is currently supporting efforts in the Bay Area, Los Angeles County, the Pajaro River watershed, and the Boston area to advance multi-agency water integrated management solutions including water reuse. He holds a Master of Public Policy degree from UC, Berkeley, and a B.A. in Government from Wesleyan University.



Robert Raucher, **PhD** (Raucher LLC) specializes in economics, affordability, risk management, and strategic planning for water supply, clean water, and recycled water agencies and research associations. Bob provides more than 40 years of experience in a diverse array of professional activities, including one-water supply planning and partnerships, the evaluation of water reuse and other nontraditional water supply options, water utility partnerships and regional collaboration, affordability assessments and remedies, the economic costs of water supply shortages, valuing water supply reliability, water sector planning under climate change and related uncertainties, and developing business case evaluations for a broad range of water-related investments.

Dr. Raucher is an active member of the water supply, water reuse, and wastewater management community, serving on numerous expert panels and committees. He recently served as co-author of a report on potential U.S. federal low-income water customer assistance program design options and program evaluation. He also has served on a National Research Council committee, coauthoring a National Academy report on the risks, costs and benefits associated with stormwater and gray water as potential water supply enhancements. Bob has served on three workgroups for the National Drinking Water Advisory Council, and was a principal author of AWWA's M-50 Manual for Water Supply Planning. Bob was the recipient of the 2016 Water Research Foundation *Pankaj Parekh Research Innovation Award* for lifetime achievements in applied water sector research. Dr. Raucher holds a PhD in natural resource economics and public finance, and an MS in econometrics, from the University of Wisconsin-Madison.



Felicia Marcus is the William C. Landreth Visiting Fellow at Stanford University's Water in the West Program. She most recently served as Chair of the State Water Resources Control Board (Board) for the State of California. The Board implements both federal and state laws regarding drinking water and water quality, and it implements the state's water rights laws. The Board sets statewide water quality, drinking water, and water rights policy, hears appeals of local regional board water quality decisions, decides water rights disputes, and provides financial assistance to communities to upgrade water infrastructure. During her term, the Board dealt with the state's worst drought in modern history and focused on issues as diverse as integrating the drinking water program from the Department of Public Health into the Board to better serve disadvantaged communities; developing and implementing historic groundwater management legislation; upgrading the state's water rights system; setting flow and water quality objectives for the San Francisco Bay and Delta; accelerating the adoption of conservation, recycling, and storm water capture through innovative permitting and financial assistance; and dealing with the myriad critical issues necessary to prepare the state for a more challenging water future under climate change.

Before her appointment to the Water Board, Marcus served in positions in government, the non-profit world, and the private sector. In government, Felicia served as the Regional Administrator of the U.S. EPA Region IX in the Clinton Administration where she was known for her work in bringing unlikely allies together for environmental progress and for making the agency more responsive to the communities it serves, particularly Indian Tribes, communities of color, local government, and agricultural and business interests. Before EPA, Ms. Marcus served as the President of the Board of Public Works for the City of Los Angeles, appointed by Mayor Tom Bradley. As President, she managed the City's Department

of Public Works' 5,700 employees, whose responsibilities include the City's wastewater, solid waste (including recycling), stormwater, street maintenance, street lighting, street trees, major construction contracting programs, as well as smaller specialized programs which work with public and private sector groups on waste minimization, graffiti abatement, motion picture permitting, and water reclamation. In the non-profit world, she was the Western Director for the Natural Resources Defense Council (NRDC) and Executive VP/COO of the Trust for Public Land (TPL), a national non-profit dedicated to conserving land for people.

Attachment 3: References

National Water Reuse Action Plan—"Support Local and Regional Reuse Projects by Identifying Challenges, Opportunities and Models for Interagency Collaboration" (Action Item 2.16)

Client: US Environmental Protection Agency (EPA), Washington DC

References:

Dr. Sharon Nappier, PhD, MSPH
National Program Leader for Water Reuse
US Environmental Protection Agency
Office of Science and Technology
1200 Pennsylvania Ave NW
Washington DC 20460
(443) 695-9073
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Ms. Melody LaBella, PE
Resource Recovery Program Manager
Central Contra Costa Sanitary District
5019 Imhoff Place
Martinez CA 94553
(925) 229-7370
mlabella@centralsan.org

This two-year project was performed under the direction of EPA to help agencies work together to develop recycled water resources. Our team evaluated five regional partnerships responsible for successful reuse programs and created a framework for understanding collaboration among agencies. The final report (https://www.epa.gov/system/files/documents/2022-03/multi-agency_water_reuse_programs-lessons_for_successful_collaboration_march_2022.pdf) also includes a summary of "lessons learned" as well as questions and exercises to facilitate utility collaboration, and an annotated bibliography of references for further study.

"Advancing Water Reuse in the Bay Area: Exploring Opportunities and Challenges for Interagency Collaboration"

Client: Bay Area Clean Water Agencies (BACWA), Oakland, CA

References:

Dr. Lorien Fono, PhD
Executive Director
Bay Area Clean Water Agencies
PO Box 24055, MS 702
Oakland, CA 94623
(510) 684-2993
lfono@bacwa.org

Ms. Jacqueline Zipkin, PE
General Manager
East Bay Dischargers Association
2651 Grant Ave.
San Lorenzo, CA 94580
(510) 278-5910
jzipkin@ebda.org

As a sponsor of the EPA-funded research on collaboration (WRAP Action Item 2.16), BACWA engaged our team to convene a meeting where Bay Area water and wastewater agencies could discuss their issues and drivers with respect to water recycling and recognize opportunities for partnership to address current and future reuse challenges. We began planning in March 2023 with a committee of BACWA wastewater utility representatives and regional water supply agency managers to ensure that the meeting would be inclusive and reflective of their collective concerns. The workshop was held September 20, 2023, and was attended by more than 75 Bay Area water managers.

Attachment 4: Team Resumes

Eric Rosenblum

Eric Rosenblum, PE BCEE
Water Resource Consultant
eric@envirospectives.com
(408)656-6666

Areas of Qualification

- Integrated water resource planning with a focus on water, wastewater, and stormwater reuse with an emphasis on facilitation of institutional partnerships.
- Preparation of interagency memoranda, cooperative agreements between utilities and industrial partners, and customer commitments.
- Assessment of water reuse potential and benefit/cost analysis of recycled water alternatives.
- Municipal and industrial water and wastewater treatment design, operation, and management, including water recycling, residuals management and industrial wastewater reuse.

Professional Positions, Licenses and Certifications

- Water Resource Consultant, San Jose CA, 2011–present
- Program Director, South Bay Water Recycling, City of San Jose (CA), 1993–2011
- Principal Engineer, Operations, San Jose/Santa Clara Water Pollution Control Plant, 1986-1993
- Registered Professional Engineer, California C42856; Washington 22031600
- Board Certified Environmental Engineer, American Academy of Environmental Engineers (BCEE98-20080)
- Certified Wastewater Treatment Plant Operator California V-6957
- Past Certified Water Treatment and Distribution Operator (Grade 3) California (2001- 2011)

Project Experience

As program director, Eric was responsible for the design, construction, implementation, and operation of South Bay Water Recycling, Silicon Valley's nonpotable recycled water utility. In that capacity he worked closely with federal and state agencies, applying for and receiving over $200 million in grants and loans, and developed wholesaler-retailer agreements with regional and local water suppliers. He also established a phased rate program that included discounts to promote the use of recycled water, which were phased out over time to ensure long-term financial stability.

Since leaving the public sector in 2011, Eric has helped many cities and companies evaluate and implement water reuse programs. Examples of his work in the municipal sector include:

- Development of memoranda of understanding between King City and California Water Service Company for the distribution and use of nonpotable recycled water.
- Evaluation of options for the City of Vacaville (CA) to treat and provide recycled water to the Solano Irrigation District and Solano County Water Agency.
- Examination of institutional issues influencing the joint development of a potable water reuse project between the Soquel Creek Water District and the City of Santa Cruz (CA).

- Evaluation of potential impacts of proposed state regulations on recycled water use in King County, Washington.
- Development of an alternate cross-connection control strategy to allow local winegrowers in the Los Carneros Water District to use recycled water from Napa (CA) Sanitation District.
- Determination of the feasibility of exporting effluent from the City of Richmond (CA) to East Bay Municipal Utility District, and the West Contra Costa Sanitary Landfill.
- Evaluation of the potential for supplying East Bay Discharges Authority (CA) recycled water to various industrial customers.
- Development of interagency agreements between the cities of Livermore and Pleasanton (CA) to supply recycled water across their service area boundaries.

In addition, as detailed in the list of references below, Eric has been engaged in a number of studies into different aspects of sustainable water management, including:

- EPA **National Water Reuse Action Plan** Action Item 2.16 "*Support Local and Regional Reuse Projects by Identifying Challenges, Opportunities, and Models for interagency Collaboration*"
- "**Sustainable Industrial Water Use: Perspectives, Incentives, and Tools**" (IWA Publishing, 2021) and "**Guidelines for Responsible Industrial Water Use in a Changing Climate**" (IWA Publishing, projected January 2024).

Under the leadership of Dr. Bob Raucher, Eric has also participated in several research projects specifically focused on the financial and regulatory aspects of water reuse programs:

- *Challenges and Practical Approaches to Water Reuse Pricing,* Water Research Foundation #4662 (2019)
- *White Paper: Survey of Effective Statutes and Regulatory Policies for Water Reuse* WateReuse Research Foundation 15-09 (2016)

Education

M.S. Environmental Engineering, University of Houston (Houston, TX)

B.A. Liberal Arts, St. John's College (Annapolis, MD)

Professional Affiliations and Awards

WateReuse Association (WRA): 1994-present. *Advocate of the Year, 2009*

International Water Association: 2000-Present. *Sustainability in the Water Sector and Water Reuse Specialty Groups*

Water Environment Federation (WEF). 1979-present. *Bradley Gascoigne Medal, 1989*

American Water Works Association (AWWA). 1982-present

American Society of Civil Engineers (ASCE). 1986-present

Selected Publications

1. Rosenblum, E. et al. **Multi-Agency Water Reuse Programs: Lessons for Successful Collaboration** (Washington DC: U.S. EPA, 2022) https://www.epa.gov/system/files/documents/2022-03/multi-agency_water_reuse_programs-lessons_for_successful_collaboration_march_2022.pdf

2. Davis, C. and E. Rosenblum, editors. **Sustainable Industrial Water Use: Perspectives, Incentives, and Tools** (London: IWA Publishing) 2021. 451 pp. esp. Ch.24 "*Incentivizing sustainability: How utilities can support industrial water conservation and reuse*"; and Ch. 34 *Implementing sustainable water use: A roadmap for industry"* https://iwaponline.com/ebooks/book/814/Sustainable-Industrial-Water-Use-Perspectives
3. Pandipati, S., Sinaki, M., & Rosenblum, E. (2022). *Making Water Safe for Use--And Reuse*. **Bulletin** of the Santa Clara County Medical Association, 2nd Quarter 2022.
4. Rosenblum, E. "Chapter 2: Planning for Water Recycling and Reuse," in **Industrial Water Reclamation & Reuse to Minimize Liquid Discharge**, (Alexandria, VA: WEF), 2021
5. Rosenblum, E. Sec. 7.5, "*Recycled Water Institutional Issues and Agreements*," in **City of Vacaville Recycled Water Master Plan** (Carollo Engineers). 2017
6. Rosenblum, E. et al. *"Industrial water recycling surges forward."* **World Water: Water Reuse & Desalination** 3:3, pp. 12-15 (2012)
7. Rosenblum, E. and J. Anderson *"The water reclamation matrix: a framework for sustainable urban water use"* **Proceedings**, 2nd IWA Leading-Edge Conference on Sustainability in Water-Limited Environments." (Sydney, NSW Australia, November 8-10, 2004)
8. Rosenblum, E. ed. *"Chapter 5: Legal and Institutional Issues"* in **Guidelines for Water Reuse,** EPA 625/R-04/108 (USEPA: September 2004)
9. B. Sheikh, E. Rosenblum, D. York, and E. Hartling. *"Institutional Requirements in California and Florida for Implementation of Water Recycling/Reclamation projects"*, **Proceedings**, WateReuse Symposium XIX, Phoenix, Arizona (September 21, 2004).
10. Rosenblum, E. and Richardson, T. *"Evaluating Reuse: Benefit Cost Analysis as a Public Policy Tool"* **Proceedings**, Annual Meeting of the California Section of the WateReuse Association, February 2003 (San Francisco, California)
11. Rosenblum, E., Richardson, T. and Byers, B. "*Quantitative Evaluation of Water Reuse Alternatives in Silicon Valley"* in **Decision Support Systems for Water Resources Management**, AWRA/UCOWR Conference, Snowbird, UT pp. 233-238 (2000)
12. Rosenblum, E. *Selection and Implementation of Nonpotable Water Recycling in Silicon Valley (San Jose area) California,* **Water Science and Technology** Vol 40 No 4 pp 51-58
13. Sheikh, B., E. Rosenblum et al. (1998) *Accounting for the Benefits of Water Reuse*, In **Proceedings**, AWWA/WEF 1998 Water Reuse Conference; Orlando, FL
14. Gillogly, T., Hansen, E., Adham, S. and E. Rosenblum. **"Comparison of Treatment Methods for Partial Desalting of Tertiary Effluents."** US BOR Report (2004)
15. Rosenblum, E. "Choosing to Reuse: Three Northern California communities consider the economics of water recycling." **Water Environment and Technology** (May 1998).
16. Rosenblum, E. "From Discharge to Recharge: The Changing Role of Operations," **Operations Forum**, (November 1996).

References

Available on request.

Shannon L. Spurlock

Denver, Colorado ▪ 303.875.2249
shannon@shannonspurlock.com ▪ in/shannonspurlock/

Organizational Leader & Public Policy Advocate

Stakeholder Engagement | Relationship Building | Public Policy Advancement

Strategic and committed professional with exceptional leadership skills and ability to unite stakeholders with a shared vision. A hands-on leader, with over 15 years of expertise in policy and program advancement who fosters a culture of stewardship and collaboration. An adept relationship builder who possesses the fine-tuned ability to cultivate long-term partnerships to achieve organizational goals.

Areas of Expertise

Leadership - Relationship Building | Program Management | Training & Development | Government Relations | Strategic Planning | Partnership Development | Public Speaking | Executive Reports & Presentations | Team Management
Governance & Public Policy - Policy Development | Advocacy | Research & Data Analysis | Stakeholder & Community Engagement | External & Media Relations | Fundraising & Budget Management | Proposal Development

Career Experience

Pacific Institute (United States)

Senior Researcher – Public Policy & Practice Uptake (March 2022 – Present)

- Develop and implement a strategy for integrating multi-benefit approaches into public water policy and planning
- Conduct research and analysis to fill key knowledge gaps that support scaling policies and practices
- Inform the creation and implementation of a communications strategy that advances policy and practice adoption
- Cultivate robust relationships and networks with key stakeholders, including from government, non-governmental organizations, and the private sector

Ochotona Consulting (Denver, Colorado)

Founder & Principal Consultant (March 2020 – Present)

- Identify and work with pilot communities where water reuse will be a viable strategy to enhance water security as part of WRAP Action 8.5, *Engagement with Disadvantaged and Rural Communities on Water Reuse*
- Researched and identified strategies that promote interagency collaboration for the U.S. Environmental Protection Agency's National Water Reuse Action Plan (WRAP), Action 2.16: *Support Local and*

Regional Reuse Projects by Identifying Challenges, Opportunities, and Models for Interagency Collaboration. Part of a national team responsible for highlighting practices that promote and inhibit interagency collaboration among water utilities for the purpose of expanding water reuse.

- On behalf of the law firm, Conrad O'Brien, and the water utility, Chester Water Authority, oversee the development and implementation of a public-facing, web-based tool that highlights water affordability in Southeastern Pennsylvania.

Denver Urban Gardens (Denver, Colorado)

Director of External Relations / Director of Public Affairs & Policy (2010 - March 2020)

- Directed external operations including policy development and advancement, media relations, and fundraising; served as the organization's spokesperson during interviews, meetings, and national and international conferences
- Collaborated with elected and appointed officials to advance agricultural, food, and water policies
- Championed system-based policy changes including HB18-1093 Reclaimed Water Use for Edible Crops in Colorado
- Developed and sustained regional and statewide coalitions through relationship building, peer-to-peer knowledge transfer, and statewide presentations to industry and legislative professionals
- Fundraised $1.5M annually through key partnerships; fostered long-term partnerships with national corporations such as General Mills, Sprouts Healthy Communities Foundation, Target, Charlotte's Web, CoBank, and TIAA

WateReuse Research Foundation (United States)
Researched, reported, and consulted on opportunities and impediments to adoption of water reuse by Colorado's agricultural sector.

Consultant (2016 - 2017)

- Co-authored *State of Irrigated Agricultural Water Reuse – Impediments and Incentives* (WRRF-15-08)
- Researched Colorado's capabilities of using recycled water as an irrigation resource
- Conducted a literature review with an emphasis on the Colorado experience as part as of a geographically diverse partnership between California, Idaho, Israel, Japan, and Australia
- Authored *State of Ag Reuse in Colorado*, which showcased a historical perspective and the benefits of water reuse

Denver Sustainable Food Policy Council (Denver, Colorado) Represented Council to present on and further fine-tune policy strategies to achieve a robust and resilient sustainable food system.

Commissioner (2010 - 2017)

- Appointed by Mayor Hancock as a founding Member and Co-Chair to represent Denver; directed monthly meetings to conceptualize, measure, and prioritize annual projects, strategies, and goals.
- Partnered with City of Denver to pass the Fresh Produce and Cottage Food Sales Home Occupation Ordinance allowing residential sales of homegrown produce contributing to local economic growth

Regis University (Denver, Colorado)

Presenter, Community Health Assessment Class (2016-2019)
Lectured frequently on issues related to food and health including *Sustainable Food Systems & Food Security* and *Health Equity & Sustainable Food Systems*.

Center for Collaborative Conservation at Colorado State University | Colorado | *Employed a collaborative approach with community partners and diverse stakeholders to build support for expanding the allowed uses of recycled water in Colorado.*

Fellow (2015-2016)

- Focused on coalition building and the collaborative aspect of problem-solving, specifically as it relates to changing Colorado's regulatory approach to recycled water
- Successful outcomes led to statewide agricultural support for expanding Regulation 84 to include food crops grown for human consumption as an allowable use of recycled water
- Collaborative efforts led to the passage of Colorado HB18-1093, Reclaimed Water Use for Edible Crops. Bipartisan, statewide efforts resulted in near unanimous support, with 92 of 100 Colorado General Assembly Representatives voting in favor of this bill

Board Service

Board of Directors for WateReuse Colorado (Colorado Chapter, WateReuse Association)
Nourish Colorado (Statewide food policy organization)
Steering Committee, Water and Planning Network (American Planning Association)

Education

Master of Nonprofit Management – Regis University | Denver, Colorado

Bachelor of Arts – University of Colorado | Boulder, Colorado

Sample of Relevant Publications

Peters Moschetti, W., Spurlock, S., & Torres, C. (2013). *Policy Brief: Enhancing Direct Market Technical Assistance.* Colorado Food Systems Advisory Council. Denver: Colorado Food Systems Advisory Council.

Rosenblum, E., Marcus, F., Raucher, R., & Spurlock, S. (2022). *Multi-agency Water Reuse Programs: Lessons for Successful Collaboration.* United States Environmental Protection Agency. Washington, D.C.: United States Environmental Protection Agency.

Sheikh, B., Kara, N., Thebo, A., Haddad, B., Spurlock, S., Gardner, T., . . . Funamizu, N. (2019). *Agricultural Use of Recycled Water- Impediments and Incentives (Project 15-08/4775).* The Water Research Foundation. Alexandria: The Water Research Foundation.

Spurlock, S. (2016, Summer). Denver Urban Gardens Works Toward Allowing Reclaimed Water for Urban Gardening. *Colorado WaterWise*, pp. 3-4.

Thilmany McFadden, D., Spurlock, S., Sheikh, B., & Higham, D. (2018). *Preparing for Food Security in an Age of Limited Natural Resources Part I: Water.* Colorado Food Systems Advisory Council. Denver: Colorado Food Systems Advisory Council.

David Smith

Water Innovation Services, Oakland, CA
(510) 457-0770 / davesmith@waterinnovationservices.com

KEY SKILLS AND EXPERIENCE

- More than 31 years of experience in environmental, finance and regulatory program planning, analysis, and management for U.S. Environmental Protection Agency Region 9.
- National leader in wastewater, stormwater watershed and nonpoint source management and capacity development.
- Organized and led more than 50 studies, conferences, webcasts and trainings focusing on wastewater and stormwater permitting, finance, capture and use, and program development,
- Led and evaluated cross-program integration, policy development, and organizational reform focusing on stormwater and wastewater management, water recycling, climate change, and environmental justice.
- Wrote or led development of numerous national rules, guidance documents, policy statements, and strategies for advancing innovative stormwater and watershed management.
- Proven record in growing new water management programs, policies and plans with elected bodies, regulatory boards, citizen/industry groups, research organizations, and the public.

EDUCATION

University of California, Berkeley, Berkeley, CA *Master of Public Policy, 1987*

- Post graduate coursework in Stream and Wetland Restoration, Stormwater Management, Climate Change, Sustainability, Watershed and Groundwater Management.

Wesleyan University, Middletown, CT *Bachelor of Arts in Government, 1981*

PROFESSIONAL EXPERIENCE

Water Innovation Services, Oakland, CA *2022-present*

- *Founder and Principal* of small firm offering water policy, regulatory, finance, strategy, and training support to advance stormwater, wastewater, and watershed programs.
- Guided issuance in 2022 of 3 national reports addressing stormwater harvesting, regulatory innovation in water recycling, and organizational collaboration challenges and strategies.
- Developing training strategies to improve Clean Water Act permitting of innovative water management technologies and approaches to enable multi-benefit water management.
- Supporting Bay Area-focused process to accelerate water reuse planning and investment.
- Co-leading national study of stormwater capture and use potential, opportunities, and advancement strategies funded by Water Research Foundation, in partnership with Pacific Institute and 6 cities across the U.S.
- Co-leading statewide California task force developing policy guidance to advance innovative financing mechanisms for multi-objective stormwater management.

- Evaluating strategies for improving protection of disadvantaged communities through implementation of new Clean Water Act stormwater permits in Boston-area watersheds.

U.S. Environmental Protection Agency, Region 9 Water Division *1990-2021*
San Francisco, CA

***Assistant Water Director,* Tribal and State Assistance Branch** *2019-2021*

- Supervised 40 staff in Infrastructure Finance, U.S-Mexico Border, Climate Change Planning, Watershed Management, Nonpoint Source Control, and Tribal Water programs.
- Devised and led project planning strategy to build $600 million in water treatment infrastructure in the U.S. and Mexico under the U.S.-Mexico-Canada Trade Agreement.
- Core member of national Water Reuse Team and co-author of Water Reuse Action Plan; co-led 5 actions to advance stormwater capture/use, surmount regulatory barriers to water recycling, increase access to federal funding, and spur interagency collaborations.
- Led development of Water Division Climate Adaptation Plan incorporating actions to use Clean Water Act regulatory, financing, and technical tools to advance climate adaptation.

***Manager,* Water Quality Assessment Section** *2018-2019*

- Supervised review and development of complex water quality standards and watershed scale pollution budgets (TMDLs) in coordination with state and local partners.
- Organized several stormwater and watershed program development and finance workshops and reports addressing asset management, innovative finance, and program development.
- Co-led development of *Excellence in Stormwater Management,* an on-line national training program focused on stormwater program finance, regulation, and public engagement.

***Manager,* NPDES Permits Section** *2009-2018*

- Supervised development and oversight of several hundred complex stormwater and wastewater permits in coordination with state, tribal, territory, and local partners.
- Funded and organized national research project in collaboration with University of California, Berkeley to evaluate effects of permitting on use of innovative technologies.
- Assisted western states and cities in devising alternative permitting mechanisms to protect water quality while enabling multi-objective wastewater/stormwater management.

***Manager,* Wetlands Office** *2006-2009*

- Guided cooperative planning projects with federal and state wetlands, water quality, and species protection agencies, local land use agencies, flood control districts, developers, and community activists to align wetland/species protection with regional land use planning.
- Led development of wetland mitigation banking review team process in EPA Region 9.

***Team Leader,* Total Maximum Daily Load Team** *1994-2006*

- Organized, recruited, and led cross-program Regional TMDL Team and aided 4 states in starting TMDL programs resulting in more than 400 TMDL plans.

- Authored or co-authored 5 major national technical guidance documents, 5 TMDLs, and led more than 15 TMDL training meetings.
- Developed multi-media strategies to implement Community-Based Environmental Protection and Watershed Management approaches with state and tribal partners.

Prior to joining EPA in 1990, worked for California Department of Toxic Substances Control, the U.S. Congressional Budget Office, and ICF Incorporated from 1983-1990.

SELECTED PUBLICATIONS, WEBCASTS, AND CONFERENCES

Smith, D., et al. (2022) *Navigating the NPDES Permitting Process for Water Reuse Projects: Strategies to Enable Recycling and Protect Water Quality*. Water Reuse Action Plan Action 2.6, March, 2022.

Smith, D. et al. (2022) *Pure Potential: Strategies for Advancing Stormwater Capture and Use*. Water Reuse Action Plan Action 3.3, March, 2022.

Rosenblum, E., Marcus, F., Raucher, R., Shiekh, B., Spurlock, S., and Smith, D. (2022) *Multi-Agency Water Reuse Programs: Lessons for Successful Collaboration*. Water Use Action Plan Action 2.16, March 2022.

Smith, D., Green Nylen, N., Marcus, F., Mumley, T. (2021) "Permitting Water Innovation: Improving Permitting Processes to Support New Water Management Technologies and Strategies." Webcast sponsored by EPA Water Reuse Team, November 17, 2021.

Smith, D., et al. (2021) "Keys to Success: Water Recycling in Small and Disadvantaged Communities." Webcast sponsored by EPA Water Reuse Team, November 2021.

Smith, D., Macler, B., Flores, J. (2020) "Keys to Success: Water Recycling in Tribal Communities." Webcast sponsored by EPA Water Reuse Team, July, 15, 2020.

Smith, D., et al. (2020) *Working Better Together: Interagency Cooperation as the Key to Large-Scale Urban Water Reuse*. Eaumega Second International Conference: Water, Megacities, and Global Change. UNESCO, December, 2020.

Smith, D. et al. (2018) *Mainstreaming Potable Water Reuse in the United States: Strategies for Leveling the Playing Field.* U.S. Environmental Protection Agency, April, 2018.

Smith, D., Ganter, W., Mumley, T (2017) *Evolution of Stormwater Permitting and Program Implementation Approaches*. Conference report from meeting held at San Francisco Bay Regional Water Quality Control Board, Oakland, CA, December 5-6, 2017.

Smith, D. (2002) *Water Quality and Agriculture: How Can TMDLs Help?* ENVIRONS Environmental Law and Policy Journal Vol. 25, No. 2, Spring 2002.

Smith, D. (2000) *TMDLs and the Endangered Species Act.* Proceedings of Western Governors' Association TMDL Conference, Tempe, AZ, February, 2000.

Smith, D. et al. (1999) *Protocol for Developing Sediment TMDLs, First Edition*. EPA-841-B-99-004, October 1999.

USEPA (1996) *Watershed Approach Framework*. EPA 840-S-96-001, June 1996.



Robert Raucher, Ph.D.

Water Economics and Planning

Dr. Raucher offers specialized expertise in economics, water sector planning, benefit-cost and business case evaluation, risk management, strategic planning, and affordability. He provides expertise integrating water recycling, stormwater and other nontraditional supply options into utility planning and management. He applies a triple bottom line (TBL) approach to assess who benefits and related potential cost sharing allocations for who pays. Bob offers expertise in asset management and planning under climate uncertainty.

Education

Ph.D., Public Sector Economics and Natural Resource Economics, University of Wisconsin-Madison

M.S., Econometrics, University of Wisconsin-Madison

B.A., Anthropology and Economics, State University of New York at Albany

Professional Experience

National Drinking Water Advisory Council (NDWAC), workgroup expert on estimating benefits and costs

National Research Council, Committee member/co-author: graywater and stormwater management benefits and costs for water supply augmentation

Recipient: Water Research Foundation *Pankaj Parekh Research Innovation Award* for achievements in applied water sector research

Expert Member, Independent Review Panel, Long-Term Salton Sea Restoration Project, Univ. of California Santa Cruz & CA Dept. of Water Resources, Salton Sea Management Program

Representative Projects

Water Reuse Supply Options: Benefits and Costs
Client: City of Santa Cruz, CA (2014 – ongoing)
Economic analysis of the key benefits of the water utility's potential investments in recycled water and other supply alternatives, and risk management perspectives on the benefits of investing in nontraditional water supply options. Providing reports and briefings for the City's Water Department, Water Commission, City Council, and Advisory Committee.

Valuing Recycled Water Benefits and Evaluating Cost-Sharing Options
Client: City of Tucson, AZ (2019 – 2022)
Benefit-cost analysis of Tucson's water recycling program's significant TBL benefits -- including supply reliability, ecosystem enhancements, public health, recreational, and aesthetic values. The analysis also reveals the net cost savings for the City's potable system (e.g., the costs of potential under-investment, should nonpotable water recycling be curtailed).

Using Graywater and Stormwater to Enhance Local Water Supplies: Assessing Risks, Costs, and Benefits
Sponsor: National Academies of Sciences, Engineering & Medicine (2016)
Committee member and co-author of National Research Council report, Dr. Raucher focused on the economics and incentives of implementing innovative stormwater management and graywater reuse strategies. Examined benefits, costs, and related incentive options for implementing graywater, green infrastructure, and stormwater management options.

Multi-Agency Collaboration to Support Water Reuse
Sponsors: USEPA (WRAP 2.16), Water Reuse Association (2022)
Co-author of *Multi-agency Water Reuse Programs: Lessons for Successful Collaboration,* prepared for the EPA Water Reuse

Action Plan (WRAP). With co-authors Eric Rosenblum, Felicia Marcus, and Shannon Spurlock, evaluated economic, management, regulatory and other factors that support (or inhibit) multiple water utilities working collaboratively to develop mutually beneficial water reuse projects. Developed case studies illustrating strategies to identify and overcome obstacles and promote successful multi-utility collaboration for potable or nonpotable reuse.

Valuing Water Asset Investments and the Consequences of Failure
Client: Water Research Foundation (2018)
Developed and applied risk management framework valuing investments in water infrastructure. Integrated Triple Bottom Line (TBL) assessment of the full Consequence of Failure (CoF) costs of adverse outcomes from water infrastructure failures. Illustrated how using CoF information, along with probability of failure insights, can justify capital improvement and operations budgets for targeted resiliency activities.

Salton Sea Restoration Management Program: Expert Review Panel
Client: UC Santa Cruz; CA Dept. of Water Resources (2021-2022)
Guided and reviewed evaluations of the economic, public health, welfare, and ecologic consequences of alternative potential approaches to restoring (or failing to restore) the Salton Sea through water importation and related infrastructure investment options.

The Value of Water Supply Reliability in the Residential Sector
Client: WateReuse Research Foundation
Dr. Raucher estimated the value of water supply reliability to residential customers facing periodic water-use restrictions due to climate change and other potential causes of water shortages. Stated preference choice set experiments (conjoint analysis) were developed, pretested, and implemented in an internet-based field survey of 2000 households within five utility service areas across the US. This research provides empirically robust estimates of household willingness-to-pay to avoid varying levels (severity, frequency, and duration) of future water supply shortfalls and water-use curtailments.

Triple Bottom Line (TBL) Analysis of Green Infrastructure (GI) for Stormwater Management
Client: Philadelphia Water Department
Dr. Raucher led a TBL analysis of a series of "green" alternatives for stormwater management measures. The TBL analysis revealed significant co-benefits and related opportunities to incentivize the use of GI on public and private spaces in lieu of an exclusive reliance on traditional "gray" infrastructure approaches.

Opportunities and Economics of Direct Potable Reuse (DPR)
Client: WateReuse Research Foundation
Dr. Raucher and co-author, Dr. George Tchobanoglous (UC Davis), prepared a 2014 white paper, *Opportunities and Economics for Direct Potable Reuse*. This white paper identifies the relevant treatment technologies for DPR, together with associated cost, energy use, and carbon footprint. This paper identified the direct benefits of DPR projects and the key issues and

benefits for considering DPR projects relative to other water supply options. The paper also identifies the potential amount of water available for future DPR and IPR projects in California.

Value of Water Reuse for Supply Reliability in the Commercial, Industrial, and Institutional (CII) Sectors

Client: WateReuse Research Foundation

Dr. Raucher, as Principal Investigator (PI), reviewed water-use data collected for CII customers, and identified key CII subsectors by overlaying water use data with data on local economic output by subsector. Businesses in key CII subsectors were interviewed to assess potential impacts on economic output and employment from water-use curtailment scenarios. Examining the value of water supply reliability in important commercial and industrial sectors provides a useful basis for determining how much "value added" is provided by potential investments in policies and projects that enhance overall water supply reliability to business and agriculture.

The Value of Water, and the Role of Water Valuation in Water Sector Planning and Management

Client: Water Research Foundation

Dr. Raucher examined the value of water, described a range of value concepts and measures that apply to water resources and water service provision, and demonstrated how values can be incorporated into the planning and management functions of water resource management agencies. Water valuation was explored for a broad range of water uses and settings, including (1) conjunctive use values using reclaimed water; (2) commercial, industrial, and institutional (CII) values for reuse water applied to industrial proposes; (3) instream uses for ecological purposes, hydropower generation, and recreation; and (4) extractive use values for agricultural, industrial, and municipal (residential) users.

Developing Economic and Financial Analysis Guidelines for Water Supply, Wastewater, and Other Sanitation Components of Urban Development Projects.

Client: Asian Development Bank,

Dr. Raucher developed guidelines for the financial and economic analysis of sanitation components (water supply, wastewater, solid waste, drainage improvement, and flood protection) of urban development projects. The project entailed providing technical guidance and case illustrations for the application of management issues including demand forecasting, financial management, cost recovery, and sustainability evaluations. The guidelines also address the issues of measuring benefits and costs of infrastructure investments that are designed to protect and enhance public health, safety, and environmental conditions.

Evaluating Long- and Short-term Water Sector Planning under Climate Change

Client: WateReuse Research Foundation

As PI, Dr. Raucher evaluated how water resource professionals in water and wastewater utilities can best include climate change considerations in their ongoing planning and decision-making processes. Pragmatic guidance was developed to assist managers identify key vulnerabilities, and effectively operationalize an adaptive management approach for managing their climate-related risks. The use of nontraditional water supply options (including water reuse, desal, stormwater capture, and conservation) serve as focal points as likely no/low regrets options to enhance flexibility, diversify portfolios, and provide greater supply reliability and resilience in the face of uncertain but potentially significant climate change risks.

Economic and TBL Framework for Water Reuse Projects
Client: WateReuse Research Foundation

Dr. Raucher served as PI creating a Triple Bottom Line (TBL) framework to help water agencies identify, estimate, and communicate the full range of benefits and costs associated with water reuse projects. Dr. Raucher examined the distinction between a financial accounting assessment of water reuse program cash flows (incurred costs compared to revenue streams) and an economic benefit-cost analysis that includes TBL values for community-wide beneficiaries (e.g., potable water system customers benefiting from deferred or avoided potable supply costs). The team developed a spreadsheet model and demonstrated the framework's applicability through case study applications. Case study applications included the Phoenix Water Department, Arizona; West and Central Basin Municipal Water District, California; Pinellas County, Florida; Santa Clara Valley Water District, California; and Las Vegas Valley Water District, Nevada.

Publications and other additional information available upon request

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Experience:

08/01 – present: Landreth Visiting Fellow, Stanford University, Woods Institute, Water in the West Program
08/19 – present: Founding Member, Water Policy Group
07/12 – 02/19: Board Member and Chair (4/13+), State Water Resources Control Board
11/08 – 06/12: Western Director, Natural Resources Defense Council, San Francisco, CA
12/01 – 11/08: Executive Vice-President and Chief Operating Officer, The Trust for Public Land, San Francisco, CA
06/01 – 12/01: Consultant, Emeryville, CA
07/93 – 01/01: Regional Administrator, US Environmental Protection Agency, Region 9, San Francisco, CA
02/91 - 07/93: President, Board of Public Works, Los Angeles, CA
08/89 - 02/91: Commissioner, Board of Public Works, Los Angeles, CA
09/88 - 08/89: Director of Litigation, Public Counsel, Los Angeles, CA
01/86 - 09/88: Litigation Associate, Munger, Tolles & Olson, Los Angeles, CA
09/84 - 11/85: Visiting Fellow, Center for Law in the Public Interest, Los Angeles, CA
08/83 - 08/84: Law Clerk, Honorable Harry Pregerson, US Court of Appeals, 9th Circuit, Los Angeles, CA
07/82 - 08/82: Summer Associate, O'Melveny & Myers, Los Angeles, CA
06/82 - 07/82: Summer Associate, Fried, Frank, Harris, Shriver & Jacobson, NY, NY
06/81 - 08/81: Law Clerk, Office of the City Attorney, Criminal Branch, Special Operations, Environmental Protection Section, Los Angeles, CA
09/78 - 08/80: Legislative Assistant, Rep. Anthony C. Beilenson, Washington, DC
09/77 - 04/78: Research Assistant (Volunteer), Time/Life News Service, Rotary Foundation Fellow, University of Hong Kong

Education:

New York University School of Law, J.D. -- June 1983
Honors: Root-Tilden Scholar; NYU Review of Law and Social Change (Articles Editor)
Harvard College, A.B. cum laude East Asian Studies -- June 1977
Honors: Rotary Foundation Fellowship (Hong Kong); Center for International Affairs

Current Community Activities:

Fellow, National Academy of Public Administration
Board Member, Western Electricity Coordinating Council
Fellow, American College of Environmental Lawyers
Commission for Environmental Cooperation—Joint Public Advisory Committee Member (Obama Administration appointment)
Board Member, Daugherty Global Water for Food Institute
Board Member, WateReuse
Board Member, Pacific Institute
Water Solutions Network—Advisory Board
Sustainable Conservation—Advisory Board

Selected past roles:

Delta Stewardship Council--Member (Schwarzenneger Administration appointment)
Public Policy Institute of California—Statewide Leadership Council
California Economic Summit—Co-chair, 2011
UC Irvine Planning, Policy, and Design Distinguished Fellow 2015-2016 Class

Urban Habitat—Board Member
Kesten Institute for Public Finance and Infrastructure Policy (USC)—Advisory Board
Metropolitan Water District—Blue Ribbon Committee

Selected Awards:
Los Angeles County Bar Association – Environmental Law Section –*2023 Public Service Award – for outstanding contributions in shaping environmental law and policy*
Council for Watershed Health – *2022 Dorothy Green Award for Lifetime Achievement – in recognition of leadership toward watershed health over the 25 years of the Council's existence in the Los Angeles area*
American Water Works Association – *2022 Award of Merit – Given to a non-water utility professional for outstanding service in providing better water for people*
LA Waterkeeper – 2022 Women of Water Award – *recognizing three women for shaping water policy throughout California as part of a Clean Water Act 50th Anniversary celebration*
WateReuse California – *2021 Bahman Sheikh Award for Vision in Water Reuse*
Tuolumne River Trust – *2019 Water Visionary Award*
The Bay Institute – *Bay Hero of the Year 2019*
Water Replenishment District of Southern California -- *Water Sustainability Award 2019*
Sierra Club, Angeles Chapter – *Award for Extraordinary Environmental Leadership 2019*
Leadership Counsel for Justice and Accountability – *2019 Champion for Leadership and Integrity*
Clean Water Action – *2019 Clean Water Champion -- For leadership in protecting California's Water*
Planning and Conservation League -- *2019 "Environmental Hero" Award – In recognition of highest integrity in protecting the waters of California for present and future generations.*
Community Water Center – *2019 Water Justice Champion*
California Tribal Water Summit – *2018 Recognition Award – For leadership and innovation that supports improved policy development, environmental protection, human right to water, and cultural use of water.*
Heal the Bay - *Dorothy Green Award 2016*
California Water Policy Conference - *2016 Dorothy Green Award*
National Association of Clean Water Agencies *2016 National Environmental Achievement Award for State Public Service - for exemplary commitment to your community, the environment and the challenges faced by NACWA members*
Leadership California *2016 Legacy of Service Award - honors a woman who has made significant contributions in public sector roles at the national and state level*
Southern California Water Committee *Harriet M. Wieder Award 2015 – For Leadership in Pursuit of Southern California's Water Future.*
California Council for Environmental and Economic Balance *Edmund G. "Pat" Brown Award 2015 – for activities exemplifying the spirit of environmental and economic balance.*
Los Angeles Sustainability Collaborative 2012 - *for outstanding environmental leadership within Southern California and throughout the State of California*
Hidden Villa 2007 *Duveneck Humanitarian Award - for environmental and community leadership*
Los Angeles Regional Water Quality Control Board *2002 Water Quality Excellence Award - for long-term efforts to protect water quality*
San Diego Baykeeper *2001 Lighthouse Award – to a federal, state, or local government official for outstanding achievement in protecting water resources*
California Waste Association *1999 Clarence Gieck Award - for her continuing efforts to improve the relationship between industry and government in California*
Coalition for Clean Air *1999 Special Award - in Recognition of Contributions to Clean Air*
Association of Metropolitan Sewerage Agencies 1993 Public Service Award - *to recognize outstanding leadership in the protection and improvement of our Nation's water quality*
Los Angeles Magazine *1993 Environmental Pride Award - in Recognition of Outstanding Commitment to the Environment*
Anti-Defamation League - Pacific Southwest Division *1992 Civic Commitment Award - for community leadership and dedication to the environment and social justice*
American Society for Public Administration - *Los Angeles Chapter 1991 Earl Warren Award - to a civic leader or political office holder who has made an outstanding contribution to good government in the Los Angeles Metropolitan Area*
Harvard-Radcliffe Club of Southern California *1990 John Harvard Award for Distinguished Community Service*

Heal The Bay *1989 Super Healer Award - In recognition of outstanding contribution to helping achieve a fishable and swimmable Santa Monica Bay*

Other recognition:
California Journal—9th Most Influential in State Capitol 2015, 10th Most Influential 2016
Congressional Rollcall—20 Most Influential Women in State Government 2016

Publications:
Marcus, F. (2022). State Climate Policy and Nature-based Solutions: A Match that Provides Multiple Benefits for Climate, Water, and More. Stanford University (available online https://waterinthewest.stanford.edu/publications/state_climate_policy_and_nature-based_solutions).
Rosenblum, E., Marcus, F., Raucher, R., Sheikh, B., Spurlock, S. (2022). Multi-agency Water Reuse Programs: Lessons for Successful Collaborations. USEPA (available online https://www.epa.gov/system/files/documents/2022-03/multi-agency_water_reuse_programs-lessons_for_successful_collaboration_march_2022.pdf).
Marcus, F. (2021). Musings of a former regulator, or "How can we do better?", in Davis, C. and Rosenblum, E. eds. Sustainable Use of Water by Industry: Perspectives, Incentives and Tools (London: IWA Publications).
Marcus, F. (2021). Foreword: Marching Away From Folly, in Kibel, P., Riverflow: The Right to Keep Water Instream (Cambridge: Cambridge University Press).
Marcus, F., Doolan, J., Castle, A., Naidoo, D., and Bhagwan, J. (2020). It Takes a Team: Helping megacities build water security in the face of socio-economic and climate change challenge. 2ND International Conference "Water, Megacities and Global Change." Paris: UNESCO (Online).
Smith, D., Rosenblum, E., Marcus, F., Raucher, R., and Spurlock, S. (2020). Working Better Together: Interagency Cooperation as the Key to Large-Scale Urban Water Reuse. 2nd International Conference "Water, Megacities and Global Change." Paris: UNESCO (Online).
Marcus, F. CEQA and Large-Scale Infrastructure Projects. In: Douglas, K., ed. *Everyday Heroes Protect the Air we Breathe, the Water We Drink, and the Natural Areas We Prize: Thirty-Five Years of the California Environmental Quality Act*, Planning and Conservation League and California League of Conservation Voters, 2005:109.
Marcus, F. A Personal View on the Importance and Imperative of Diversity Work. In: Enderle, E., ed. *Diversity and the Future of the U.S. Environmental Movement*, Yale School of Forestry & Environmental Studies, 2007:51.
Marcus, F. and Morse, J., Saving Community Gardens in NYC: Land Trusts and Organizing. In: *Who Owns Our Cities?* Race, Poverty & the Environment, Vol. 15, No. 1, Spring 2008.
Marcus, F., California Proves Benefit of Energy Efficiency. In: Sustainable Industries, February 18, 2010.
Felicia Marcus & Justin Horner, *Response to* The Quiet Revolution Revived: Sustainable Design, Land Use Regulation, and the States *by Sara Bronin*, 40 Envtl. L. Rep. (Envt'l L. & Pol'y Ann. Rev.) 10743 (2010)

Opinion pieces available upon request

AGENDA REPORT
November 9, 2023
Item No. 5

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Final Report on Alameda LAFCO's South Livermore Valley Special Study**

The Alameda Local Agency Commission (LAFCO) will consider accepting a final report on its *South Livermore Valley Special Study*. The final report returns to the Commission after a public review and comment period with additional information incorporated based on the comments and feedback received. Staff recommends the Commission formally accept and file the final report. In step with approving the report, staff recommends working with the Commission's Policy and Budget Committee to further strategies that will aid agricultural land preservation and foster the economic vitality of the South Livermore Valley.

Background

In 1987, the County of Alameda, in conjunction with the cities of Livermore and Pleasanton, created the South Livermore Valley Area Plan (SLVAP) that provided land use policies aimed at preserving existing vineyards and wineries to enhance the recognition and image of the South Livermore Valley as an important premium wine-producing region and to create incentives for the investment and expansion of vineyards and other cultivated agriculture. The plan was approved by the County and City of Livermore in 1993.

The SLVAP specifically calls for the expansion of cultivated agricultural acreage from approximately 2,100 acres in 1993, to a minimum of 5,000 acres. The SLVAP established policies and implementation programs to direct new residential development to appropriate locations adjacent to cities and required that new urbanization provides additional economic resources necessary to preserve and expand viticulture and other cultivated agriculture on the most important agricultural lands in the area.

After 30 years since the passage of the County's 1993 SLVAP and the City of Livermore's 1993 General Plan Amendment, Alameda LAFCO amended its study schedule in January 2021 to review and examine the relative success of the SLVAP and the interrelated City of Livermore Valley Specific Plan, as well as assess the current growth management needs of the region moving forward.

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Karla Brown, Chair City of Pleasanton
Ralph Johnson, Regular Castro Valley Sanitary District
Sblendorio, Regular Public Member
David Haubert, Regular County of Alameda
Melissa Hernandez, Regular City of Dublin
Mariellen Faria, Regular Eden Township Healthcare District
Bob Woerner, Alternate Public Member
Lena Tam, Alternate County of Alameda
John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

Discussion

This item is for the Commission to receive and accept the final report on its *South Livermore Valley Special Study*. After a 30-day public review period, comments and feedback have been incorporated as appropriate into the final report from the following agencies and individuals (Attachment 2):

- County of Alameda, Planning Department
- Alameda County Agricultural Advisory Committee
- City of Livermore
- Tri-Valley Conservancy
- Mr. David Kent
- Ms. Paula Peterson
- Mr. Paul Speroni
- Ms. Sheila Berry

Analysis

The report has been commissioned to provide objective information and data that may better inform deliberations and potential future policy decisions pertaining to the South Livermore Valley area through the support of agricultural preservation policies and the extension of municipal services. This information includes a retrospective review and establishment of current conditions within the South Livermore Valley relative to key Alameda LAFCO interests, policy positions, and procedural requirements.

A summary of key findings follows:

<u>South Livermore Valley Specific Annexations</u>

- In 1993, there were 2,100 acres of planted vineyards. By 2010, with the combination of the County's Density Bonus Program and the Tri-Valley Conservancy land acquisitions, approximately 5,000 acres of land had been placed under permanent conservation easement.

- In 1993, there were only 11 wineries in the South Livermore Valley, and in 2023 that number is estimated to be around 45 wineries.

- Between 1993 and 2010, 1,155 new homes had been built in six new neighborhoods to create a new agriculture and urban interface.

Now in 2023, most of the SLVSP's expectations and new development have been completed. Table 1 presents a summary of the SLVSP's expectations, as compared to today's current conditions.

Table 1: SLVSP Development Potential and Actual Development to Date		
	SLVSP Development Potential [1]	Actual Development (2023)
Sub-Area #1 (east side of South Vasco Road between East Avenue and Tesla Road		
Residential Development (lots)	133	133
New Commercial Development (sites)	0	0
Agricultural Land (acres)	94	73
Sub-Area #2 (east side of South Vasco Road between East Avenue and Tesla Road		
Residential Development (lots)	574	530
New Commercial Development (sites)	2	0
Agricultural Land (acres)	177	219
Sub-Area #3 (east side of South Vasco Road between East Avenue and Tesla Road		
Residential Development (lots)	195	244
Commercial Development (sites)	2	0
Agricultural Land (acres)	16	18
Sub-Area #4 (east side of South Vasco Road between East Avenue and Tesla Road		
Residential Development (lots)	130	130
New Commercial Development (sites)	4	2
Agricultural Land (acres)	117	126
Sub-Area #5 (east side of South Vasco Road between East Avenue and Tesla Road		
Residential Development (lots)	177	175
New Commercial Development (sites)	5	1
Agricultural Land (acres)	42	48
Sub-Area #6 (east side of South Vasco Road between East Avenue and Tesla Road		
Residential Development (lots)	0	0
New Commercial Development (sites)	1	0
Agricultural Land (acres)	174	188
Sub-Area #7 (east side of South Vasco Road between East Avenue and Tesla Road		
Residential Development (lots)	12	0
New Commercial Development (sites)	1	0
Agricultural Land (acres)	188	76
Total SLVSP		
Residential Development (lots)	1,221	1,212
New Commercial Development (sites)	16	3
Agricultural Land (acres)	810	747

Source: City of Livermore, SLVSP, 1997 as amended 2004

Vineyard Acreage

- Most recently, in the UC Davis study titled, *"Grape Growing and Winemaking in the Livermore Valley, Realizing the Heritage"* reports that as of September 2020, there were just over 3,100 acres of orchards and vineyards in the South Livermore Valley, of which 2,824 acres were planted to vineyards (wine grapes), 160 acres were planted to olives, and 135 acres planted to pistachios.

Cannabis

- The only fully permitted and operating cannabis facility within SLVAP is a retail operation, Garden of Eden at Highlands, at 7000 Tesla Road, the first cannabis business to open in the unincorporated East County area near Livermore. The facility was approved by Alameda County in May of 2022. Cannabis is not, and may not be grown at this property.

South Livermore Sewer Extension Project

- Measure P only allows sewer service to be extended for commercial and residential uses that are permitted by Alameda County's SLVAP and allowed by Alameda County's Measure D, as those County policies exist now, or as they may be amended in the future. Measure P will not change the location of the South Livermore Urban Growth Boundary, does not amend Alameda County's SLVAP, and does not amend Alameda County's Measure D.

- *Incremental Expansion of Local Winery Demand*: Increasing the number of small local wineries in the Livermore Valley can only marginally increase the local demand for Livermore grapes. As reported in *Realizing the Heritage*, the smaller Livermore wineries reportedly purchased 1,729 tons of grapes grown in the Livermore Valley, representing the product of perhaps 346 acres of vineyards, or about 12 percent of Livermore's vineyard acreage. It would require a doubling of more of these small wineries, which are dependent on wine tourism and the direct-to-consumer purchase of wine, to have a major impact on the demand for Livermore grapes. The two largest wineries, Wente Vineyards and Concannon, are largely self-sufficient in grape production. Each of these wineries own and operate their own vineyards, which provide enough grapes to generally satisfy their own demand. As is, these wineries are unlikely to support a substantial increase in demand for more grapes. However, with the recent changes to Measure D that allow for an increased FAR for agricultural buildings, combined with the availability of a municipal sewer system to help overcome new regulatory obligations, these new conditions may provide enough of an incentive for these wineries to expand their operations, and therefore require additional grapes.

Alameda LAFCO Policy Considerations

Specific Proposal Policy 16.1: LAFCO will encourage jurisdictional changes rather than out-of-area agreements if territory is within a city's or district's sphere of influence and can be efficiently served by the agency.

Consistency Consideration: Of the 200 properties within the likely service area for the South Livermore Sewer Expansion Project, approximately 58 properties (or about 30%) are located outside of the City of Livermore and its Sphere of Influence. Of the 2,710 acres within the likely service area, those properties outside of Livermore and its Sphere of Influence amount to approximately 1,760 acres of land (or about 70% of the potentially served area).

Specific Proposal Policy 2.4: Land may not be annexed to a city unless it is contiguous to the city at the time the proposal is initiated unless the land is owned by the city, is being used for municipal purposes at the time Commission proceedings are initiated, is within the same county as the city, and does not exceed 300 acres in area.

Consistency Consideration: Of the 200 properties within the likely service area for the South Livermore Sewer Expansion Project, approximately 144 properties, including about 107 parcels within the Buena Vista neighborhood (or more than 70%), are located either contiguous to the City of Livermore boundary or within the City of Livermore's Sphere of Influence. Of the 2,710 acres within the likely service area, those properties within Livermore's Sphere of Influence amount to approximately 950 acres of land (or about 30% of the potentially served area).

These properties are all within Alameda County, only one of these properties (the Alameda County Martinelli Event Center) is used for municipal purposes, and these properties combine far more than 300 acres in area.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):
Accept the final report on Alameda LAFCO's *South Livermore Valley Special Study.*

Alternative Two:
Continue consideration of the item to a future meeting and provide direction to staff as needed.

Alternative Three:
Take no action.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the business calendar. The following procedures are recommended in consideration of this item:

1. Receive verbal presentation from staff unless waived.
2. Invite any comments from the public.
3. Provide feedback on the item as needed.

Respectfully,



Rachel Jones
Executive Officer

Attachment:

1. Alameda LAFCO's South Livermore Valley Special Study, Final Report
2. Comment Letters



South Livermore Valley Area Plan



South Livermore Valley Specific Plan

South Livermore Valley Special Study

Prepared for:
Alameda County Local Agency Formation Commission

Prepared by:
Lamphier-Gregory

October 2023

Alameda LAFCO South Livermore Valley Special Study

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Chapter 1: Introduction

Generally, the Alameda Local Agency Formation Commission (Alameda LAFCO) uses special studies to encourage local governments to evaluate their current operations and to consider options for reorganization of municipal services. Special studies are intended to provide general information about local governments, and to present alternatives for improving services and reducing operational costs. Alameda LAFCO uses these special studies to seek a balance between the competing needs for affordable housing, economic opportunity, and conservation of natural resources.

This special study has a somewhat different purpose, as specifically directed by the Alameda LAFCO Board. This Special Study's purpose includes providing information to the LAFCO Board that is specific to the South Livermore Valley. This information includes a retrospective review and establishment of current conditions within the South Livermore Valley relative to the following key Alameda LAFCO interests:

- How many acres of land in the Livermore Valley have been annexed to the City of Livermore and/or the City Pleasanton for residential or urban uses, as compared to data from prior years?
- How many changes in Spheres of influence or municipal service boundary adjustments have occurred in the past?
- How much urban development has occurred within the Livermore Valley pursuant to the goals of the City of Livermore's South Livermore Valley Specific Plan (SLVSP), planning goals and expectations of the City of Pleasanton, and goals and plans of the Alameda County South Livermore Valley Area Plan (SLVAP)?
- What is the status of current vineyard acreage and the number of wineries in South Livermore, as compared to data from prior years, and as compared to County SLVAP goals?
- How many acres of open space and agricultural lands are currently preserved through conservation easements and/or land trusts in South Livermore, as compared to prior years and as compared to the County's SLVAP goals?
- What has been the impact of cannabis cultivation within SLVAP, as related to acreage of cannabis crop production and potential replacement of viticulture croplands?

Since the time that this Special study was originally initiated by Alameda LAFCO, several important events have occurred that provide a re-focus for this Study. In January 2021, the State Water Resources Control Board issued new General Waste Discharge Requirements for Winery Process Water, applicable throughout the state. In June of 2022, the Alameda County Board of Supervisors certified an Addendum to the East County Area Plan EIR, and approved language for a countywide ballot initiative intended to increase the allowable development intensity on agriculturally designated lands in the East County. In November of 2022, that ballot initiative passed, amending Measure D to provide for increased development potential on agriculturally designated lands in the East County. In July of 2022, the Livermore City Council certified an EIR for the South Livermore Sewer Expansion Project, and approved language for a citywide ballot initiative to extend sanitary sewer service beyond Livermore's Urban Growth Boundary, principally to serve residences wine country uses currently relying on on-site wastewater treatment systems. In November 2022, that ballot measure also passed, allowing for the extension of sewer services to permitted uses within the SLVAP planning area.

These relatively recent events will likely have significant influence regarding the future of Livermore Valley. Accordingly, the scope of this Special Study has expanded to provide information that is relevant to Alameda LAFCOs interests, policy positions and procedural requirements relative to the following topics:

- How might the new wastewater disposal requirements of the Water Board's General Waste Discharge Requirements for Winery Process Water (the General Order) affect existing winery operations, and the potential for expansion of wineries in the Livermore Valley?
- How might the City's plans for extended sewer service to new areas affect existing and potential new development?
- How might the City's plans for extended sewer service affect the City/County Urban Growth Boundary, Livermore's existing City boundary and Sphere of Influence, and the City's current municipal service area for sewer service?
- How might the recent changes to Measure D, which increased the permitted floor-to-area ratio (FAR) for potential agricultural development, combined with expanded sewer service, affect vineyard lands within the Valley?
- What other factors that are relevant to Alameda LAFCO's mission might affect the viability of agricultural businesses in the Livermore Valley, and what means and methods might be available to Alameda LAFCO to influence these outcomes?
- What is Alameda LAFCO's role relative to the City of Livermore's proposed sewer expansion project and the City's intent to provide municipal sewer services outside of their established City and municipal service boundaries?
- What are the important policy and procedural implications for Alameda LAFCO, relative to the City of Livermore's proposed sewer expansion project?

Another important event that has occurred since the time this Special Study was initiated is the Tri Valley Conservancy's commission of a study by the University of California at Davis titled, "*Grape Growing and Winemaking in the Livermore Valley, Realizing the Heritage*" (2022), which was prepared by UC Davis Professors James T. Lapsley, Ph.D. and Daniel A. Sumner, Ph.D. This important study provides a definitive, impartial assessment of the economic viability of wine production in the Livermore Valley. It includes context, background, economic reasoning and evidence to help address the potential to maintain and perhaps expand profitable commercial wine grape and wine production in the Livermore region. This Special Study relies heavily on the data generated by *Realizing the Heritage*, and many of the conclusions of this Special Study could not be substantiated without the critical analysis presented in *Realizing the Heritage*. The work of Professors Lapsley and Sumner is heavily cited and sourced throughout this Special Study. Alameda LAFCO staff and their consultants have benefited greatly from their work, and we are grateful for their efforts and the Tri Valley Conservancy's leadership on these issues.

Chapter 2: Applicable Land Use Plans

The South Livermore Valley is generally defined as being the level to slightly sloping land south and southeast of the city of Livermore, where almost all Livermore Valley vineyards are located. The South Livermore Valley is about 8 miles wide (west to east) from Ruby Hill in Pleasanton on the west to just past Greenville Road to the east, and about 2 miles long (north to south) from the City of Livermore's southerly boundary in the north to the southern foothills of the Diablo Range to the south. The South Livermore Valley generally corresponds to the boundaries of the Alameda County South Livermore Valley Area Plan.

The South Livermore Valley is subject to several overlapping land use plans of Alameda County, the City of Livermore and the City of Pleasanton. The applicable land use plans are briefly summarized below.

2.1 – Alameda County's 1993 South Livermore Valley Area Plan

In an early effort to halt the urbanization of vineyards that was taking place in South Livermore, the County of Alameda and the cities of Livermore and Pleasanton initiated a multi-year planning process in the late 1980s aimed at protecting and rejuvenating the South Livermore Valley as a premium wine-producing region. Working with a wide range of interest groups and citizens, the County and the cities of Pleasanton and Livermore reached a consensus on a set of goals and objectives to guide future land use in the South Livermore Valley. This process resulted in the *South Livermore Valley Area Plan*, which was approved by the County Board of Supervisors in 1993.[1] The planning area for the South Livermore Valley Area Plan (SLVAP) includes approximately 14,000 acres of unincorporated land that extends in a broad crescent around the southern edge of the cities of Livermore and Pleasanton, and encompasses the majority of the South Livermore Valley's most suitable agricultural and viticulture land between Livermore' city limits and the ridge lands to the south, east and west (see **Figure 1**).

The SLVAP created no new entitlement for urban or other development, but rather creates a framework for the consideration of future development based on whether such development would further the agricultural preservation strategies of the SLVAP. The SLVAP recognizes that agriculture cannot compete on an economic basis with urban development, and so policies and implementation programs of the SLVAP direct new residential development to appropriate locations adjacent to cities and requires that new urbanization provide additional economic resources necessary to preserve and expand viticulture and other cultivated agriculture on the most important agricultural lands in the area. Among its goals, the SLVAP specifically calls for the expansion of cultivated agricultural acreage from approximately 2,100 acres in 1993, to a minimum of 5,000 acres.

[1] Alameda County, South Livermore Valley Area Plan, 1993

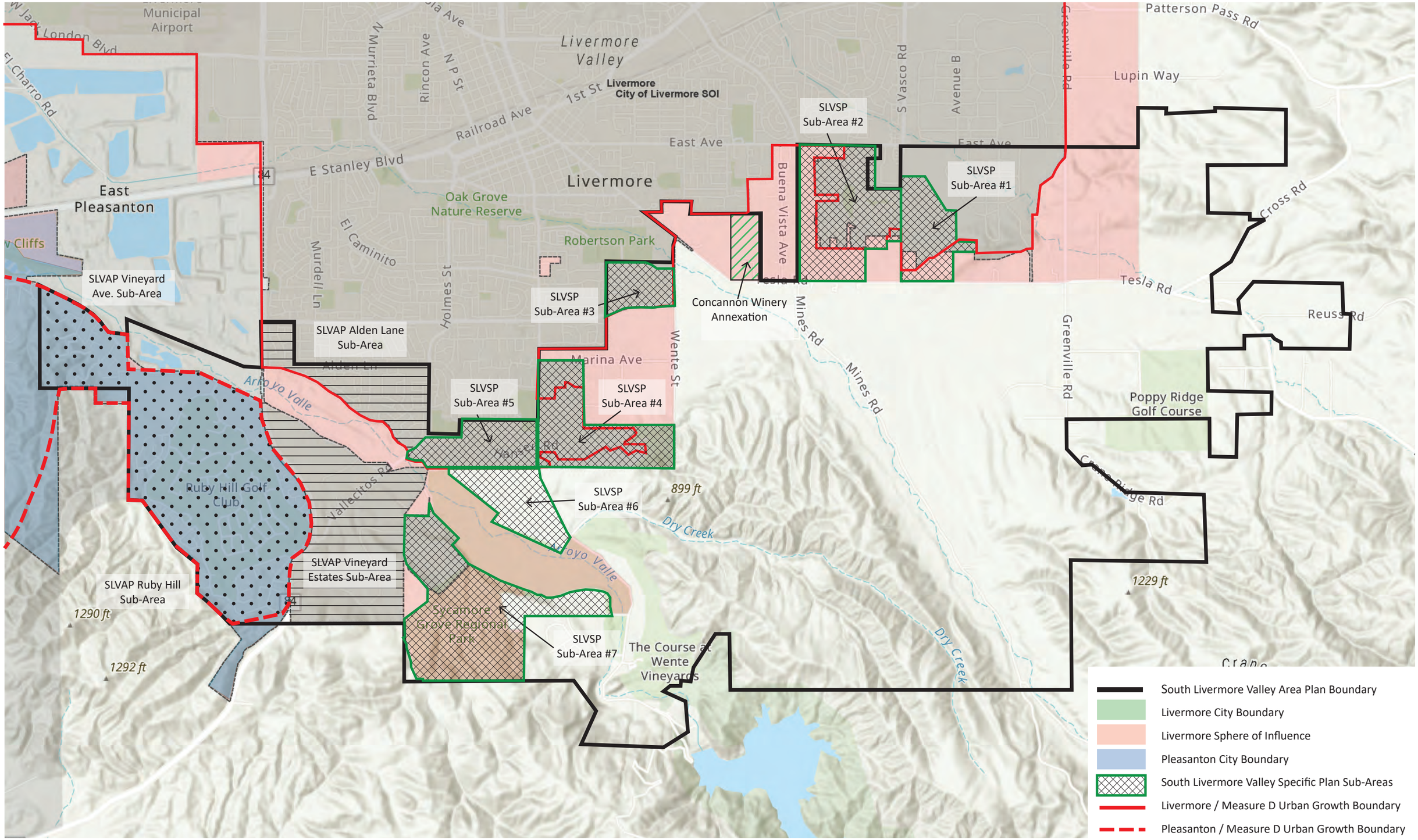


Figure 1
South Livermore Planning Areas and Boundaries

To achieve these goals, the SLVAP includes the following land use strategies:

- Creation of a density bonus system that provides an economic incentive to encourage landowners to expand viticulture acreage by permitting a reduction in the minimum parcel size, provided the landowner planted wine grapes and placed the land under a permanent agricultural easement;
- Establishment of an agricultural land trust (now the Tri Valley Conservancy) capable of accepting donations or purchasing conservation easements to protect productive agricultural lands in perpetuity; and
- Requiring all new urban development in the surrounding area of Livermore to contribute to preservation, promotion and expansion of viticulture in the Valley, which could include development of new vineyards, dedication of agricultural easements, financial contributions to the land trust, refurbishment of existing wineries, or the inclusion of wine country amenities such as golf courses, conference centers, and a wine museum.

The SLVAP encourages development of new wineries and other tourist-related projects that attract tourists and that increases recognition of the South Livermore Valley as a premium wine-producing region. The SLVAP suggests that such uses could include a wine museum, a culinary institute, conference center, or a resort hotel. These destination-type uses would be complemented by tourist-serving retail uses such as restaurants, bicycle rentals, art galleries or other small-scale uses that would contribute to the creation of an attractive, full-service destination for visitors to the wine country. Retail use and other major attractions are subject to an agricultural mitigation fee, rather than the acre-for-acre mitigation required of residential development. The SLVAP also recognizes that the City of Livermore has primary responsibility for overseeing and implementing an accompanying urban component of the SLVAP, since the majority of the SLVAP's anticipated urban development would need to be annexed into and served by the City of Livermore.

2.2 – City of Livermore' 1993 General Plan Amendment

Following the County's adoption of the SLVAP, the City of Livermore amended its General Plan in 1993 to incorporate compatible policies of the County's SLVAP. Livermore's amended General Plan provided a policy framework for the South Livermore Valley consistent with the County's SLVAP and established a City Urban Growth Boundary (see also **Figure 1**).[2] The policy direction of the General Plan amendment was intended to result in development of new residential units within the new South Livermore Urban Growth Boundary as a means of achieving expanded viticulture acreage via implementation of an agricultural mitigation program. That program was intended to require new urban development to plant one acre of new vineyard or other cultivated agriculture for every acre of urbanized land, and to plant one acre of new vineyard or other appropriate crop for every new home constructed. All new agricultural acreage planted under this mitigation program was to be located within the County's SLVAP planning area and placed under a permanent agricultural easement. Developers were also required to provide evidence of a long-term (8 years or more) maintenance contract for the care of the vineyards. Thus, the mitigation program was intended to use the increased economic value associated with new residential development to contribute to the expansion of viticulture in the South Livermore Valley. The City's 1993 amended General Plan also indicated Livermore's intention to establish a more detailed Specific Plan to establish the exact location of new urban development in the South Livermore Valley.

[2] Livermore, *City of Livermore General Plan*, 1993

2.3 – Alameda County's 1994 East County Area Plan

The Alameda County East County Area Plan (or ECAP) was originally approved by the County Board of Supervisors in 1994.[3] The East County planning area encompasses 418 square miles of eastern Alameda County and includes the cities of Dublin, Livermore, Pleasanton and a portion of Hayward, as well as surrounding unincorporated areas. The planning area extends from the Pleasanton/Dublin ridgeline on the west to the San Joaquin County line on the east, and from the Contra Costa County line on the north to the Santa Clara County line on the south. The ECAP is the County's General Plan for all of East County, including the South Livermore Valley. At the time of preparation of the 1994 ECAP, the East County was experiencing significant growth pressure. With a population of approximately 133,000 in 1990, and projected to exceed 250,000 by the year 2010, growth and its effect on quality-of-life were the central issues in East County. Accordingly, the first, primary goal of the 1994 ECAP was to delineate areas suitable for urban development from other open space areas suitable for long-term protection of natural resources, agriculture and public safety, relying on an Urban Growth Boundary, or UGB.

The 1994 ECAP incorporated the SLVAP in its entirety (with minor reorganization and editorial changes to format). Relative to the South Livermore Valley, the 1994 ECAP recognized four separate subareas of the SLVAP, including the Vineyard Avenue, Alden Lane, Ruby Hill and the Vineyard areas (see also **Figure 1**).

- ECAP policy recognized the Vineyard Avenue and Alden Lane subareas as "Transitional Areas," due to their physical or visual isolation from the main part of the South Livermore Valley, adjacency and relationship to existing urbanized areas, and their location within the boundaries of Pleasanton and Livermore, respectively. The 1994 ECAP policy called for working with the cities of Pleasanton and Livermore to encourage urban development to provide a graceful transition between existing urban areas and the Vineyard area, and to promote recognition of the surrounding area as a premium wine-producing region through structural design, appropriate landscaping and open space, and signage. 1994 ECAP policies also called for working with the cities of Pleasanton and Livermore to ensure that new urban development within these Transitional Areas compensate for loss of cultivable or potentially cultivable soils through use of agricultural mitigation fees to fund the South Livermore Agricultural Land Trust.
- For the Ruby Hill area, 1994 ECAP policies called for establishment of development agreements, pre-annexation agreements or other means, such that the Ruby Hill area in Pleasanton would be developed to include up to 850 homes and a golf course, and required 467 acres of vineyards to be planted, two wineries to be restored, and the payment of a minimum of $8.5 million in agricultural mitigation fees to be used to fund the South Livermore Agricultural Land Trust.
- Within the Vineyard Area, 1994 ECAP policies retained parcel size regulations at a 100-acre minimum per residence, and permitted agricultural uses that are compatible with the promotion of the area as a wine region. The 1994 ECAP formalized the SLVAP's "Cultivated Agriculture Overlay District" for the remaining Vineyard Area. This Overlay District allows for a density bonus of up to four additional home sites per 100 acres if, and only if the applicant can demonstrate that the density bonus would contribute substantially to the goal of promoting viticulture or other cultivated agriculture, and if the land meets certain site criteria.

The 1994 ECAP also encouraged Livermore and Pleasanton to adopt policies and programs establishing other sources of funds for the Agricultural Land Trust, such as fees on appropriate development outside of the South Livermore Valley.

[3] Alameda County, *Alameda County East County Area Plan* (ECAP), 1994

2.4 - Livermore's 1997 South Livermore Valley Specific Plan

In 1997, the City of Livermore adopted the South Livermore Valley Specific Plan (SLVSP). [4]The land use concept for the SLVSP was intended to protect and enhance open space and agricultural uses, as well as to create a logical and coherent pattern of new urban uses. Accordingly, lands that are critical to the Valley's future as a major wine-producing region are to be placed under permanent agricultural easements and planted with vineyards or other intensive agricultural crops. The easement-protected lands establish a permanent boundary to prevent future urban expansion, and an agricultural mitigation program secured under permanent agricultural easements, the newly planted vineyards and other intensive agriculture.

New development within the SLVSP is intended to establish a permanent edge to the urban area, providing a gradual transition from urban to rural that allows agriculture to blend with developed areas, and integrates new development within an agricultural setting. The SLVSP focuses seven distinct Sub-Areas (see also **Figure 1**) that have relatively compact development patterns that allow for creation of residential neighborhoods that have a rural character, consistent with the area's scenic natural setting and the Valley's historic wine country character. Within these seven Sub-Areas, the SLVSP provides for the potential development of 487 acres (or 26% of the total 1,891-acre SLVSP planning area), accommodating up to 1,221 dwelling units. All the units are to be single-family detached residences. The SLVSP also designates 16 sites (nearly 60 acres) for possible commercial development that is intended to provide amenities that enhance the experience of visitors to the South Livermore Valley wine country, and only those commercial uses that support wine-related tourism are permitted.

In order to offset the impacts of this development, land that is critical to the Valley's future as a major wine producing region is to be placed under permanent agricultural easements and planted with vineyards or other intensive agricultural crops. In total, the agricultural mitigation program set forth in the SLVSP is intended to secure, under permanent agricultural easement, approximately 1,920 acres of newly planted vineyards and other intensive agricultural lands.

By siting new development and directing the location of agricultural easements, the SLVSP establishes a permanent boundary that prevents future urban expansion from threatening the viability of the South Livermore Valley wine region.

2.5 - Alameda County's 2000 Measure D Initiative and ECAP Amendments

In November of 2000, a ballot measure known as Measure D (or the Save Agriculture and Open Space Lands Initiative) passed by a majority of Alameda County voters and became effective as of December 22, 2000. The 2000 Measure D was an ordinance that amended the 1994 ECAP to revise the East County UGB to reserve less land for urban growth and more land for agriculture and open space, applied similar policies to rural Castro Valley, required new housing to be located primarily within existing cities, modified land use restrictions applicable to rural areas, and required a County-wide vote prior to any changes to these policies.[5] The ordinance was specifically designed to remove the County government from urban development outside the new UGB.

By May of 2002, Alameda County completed and adopted corresponding amendments to ECAP.[6] The Initiative resulted in the addition, deletion and revision of more than 60 policies and programs of the previously applicable 1994 ECAP, as well as establishment of and changes to the UGB and the ECAP Land Use Diagram. Two major changes were made in the 2002 ECAP in response to Measure D that are particularly

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4 Livermore, South Livermore Valley Specific Plan,

5 League of Women Voters, accessed at: http://www.smartvoter.org/2000/11/07/ca/alm/meas/D/

6 Alameda County, *East County Area Plan*, as adopted by the Board May 2002

relevant to South Livermore. First, Measure D resulted in amending the South Livermore Valley Area Plan to place absolute limits on the density and geographic extent of this Area Plan. Second, ECAP land use policies for Large Parcel Agriculture, Resource Management and Rural Residential land use designations were amended to be more restrictive, including changes related to development standards for subdivisions and requiring Site Development Review for agricultural parcels. To maximize the long-term productivity of East County's agricultural resources (most of which are found in the South Livermore Valley), the 2002 ECAP calls for the conservation of Prime Agricultural Soils, Farmlands of Statewide Importance and Unique Farmlands that are located outside the UGB.

Except for specifically identified Parklands (Sycamore Grove Park, the Del Valle Regional Park and the Ohlone Regional Wilderness), the remainder of the South Livermore Valley has a land use designation under the 2002 ECAP of Large Parcel Agriculture (LPA). The LPA designation is primarily intended to provide for low-intensity agricultural and grazing uses, and also permits agricultural processing facilities (e.g., wineries and olive presses), limited agricultural support service uses (e.g., animal feed facilities, silos, stables and feed stores), secondary residential units, visitor-serving commercial facilities (e.g., tasting rooms, fruit stands, bed and breakfast inns), recreational uses, public and quasi-public uses, solid waste landfills and related waste management facilities, quarries, windfarms, utility corridors, and similar uses compatible with agriculture.

Specific policy limitations of ECAP as modified by the 2000 Measure D Initiative and that apply to the Large Parcel Agriculture land use designation included:

- A minimum parcel size of 100 acres (with exceptions for smaller existing parcels)
- A maximum building intensity for non-residential buildings of a .01 FAR (floor area ratio), but not less than 20,000 square feet, and where permitted, greenhouses shall have a maximum intensity of .025
- One single-family home per parcel, provided that all other County standards are met for adequate road access, sewer and water facilities, building envelope location, visual protection and public services
- Residential and residential accessory buildings shall have a maximum floor space of 12,000 square feet. Additional residential units may be allowed if they are occupied by farm employees required to reside on-site
- Apart from infrastructure, all buildings shall be located on a contiguous development envelope not to exceed 2 acres, except they may be located outside the envelope if necessary for security reasons or, for agricultural structures necessary for agricultural uses

The year 2000 Measure D Initiative did not supersede or change any of the provisions of the SLVAP and did not address the City of Livermore's SLVSP. The 2000 Measure D only applies to lands within unincorporated East Alameda County.

2.6 - Alameda County's 2022 Measure D Initiative

In November of 2022, another ballot measure also known as Measure D was placed on the ballot by the County Board of Supervisors and was passed by a majority of Alameda County voters. This 2022 ballot measure amended certain policies and standards of the 2000 Measure D, providing for an increased development potential for agricultural buildings and covered equestrian riding arenas. Specifically, the 2022 Measured D allows for:

- A maximum floor area ratio of 0.025 (or 2.5% FAR) for "agricultural buildings"[7] in areas designated under the General Plan as Large Parcel Agriculture (LPA), which includes much of the unincorporated South Livermore Valley; and
- A maximum FAR of 0.025, with at least 20,000 square feet allowed on smaller parcels, up to a maximum of 60,000 square feet on larger parcels, for covered equestrian riding arenas in areas designated under the General Plan as Large Parcel Agriculture (LA) and Resource Management (RM).

The 2022 Measure D did not change the regulations pertaining to building space relative to residential and residential accessory buildings, did not change the FAR allowed for non-residential buildings, and did not change the requirements for a 2-acre contiguous development envelope. The permissible FAR for Agricultural Buildings and for Non-Residential Buildings are therefore additive, in that the total permitted FAR for combined agricultural buildings and non-residential buildings within the Large Parcel Agriculture land use designation is 0.035.

[7] The following definition of agricultural building was approved by the County Board of Supervisors on April 13, 2023: *Agricultural, Building:* A structure designed and constructed or used to house farm implements or farm equipment; poultry, livestock, or similar farm or ranch animals; or hay, grain, olives, nuts, hops, wine, or other horticultural products in bins, tanks, barrels, case goods, or other storage vessels. This structure shall allow for the processing, treatment, packaging, and storage of agricultural and/or horticultural products. This structure shall not be a place of human habitation, nor shall it be a place used by the public or for social events.

Chapter 3: Current Status within the South Livermore Valley

The land use policy framework as described in Chapter 2 has presided over a relatively complex and often controversial land use and development pattern throughout the Livermore Valley over the past 30 years. Over this time-period, the broader issue of halting expanding urbanization of the Valley and preserving vineyards and other agricultural and open space lands has generally been resolved with establishment of the Measure D and corresponding Livermore and Pleasanton Urban Growth Boundaries. However, efforts to achieve the ECAP/SLVAP goals for rejuvenating the South Livermore Valley as a premium wine-producing region and achieving as much as 5,000 acres of planted vineyards remain ongoing.

The following provides a brief summary of the 20-year history and current land use status within the South Livermore Valley.

3.1 - Annexations and Development of SLVAP Transition Areas

When the original SLVAP was being prepared, and just prior to approval of the original 1994 ECAP, the South Livermore Valley included several transitional areas at the urban/agricultural edge. These areas included Ruby Hill Area, the Ruby Hill Vineyard Estates, the Vineyard Avenue Corridor Area, and the Alden Lane Area. The 1993 and subsequent 2002 ECAP amendments incorporated development plans for these transitional areas that have now been implemented and are substantially complete, as described below and as shown in **Figure 2.**

Ruby Hill

In 1991, Alameda County approved development of the approximately 96-acre Ruby Hill master-planned community, which was expected to include 850 homes, a golf course, a retail site and other improvements on an approximately 1,600-acre site. Following this initial County approval, the City of Livermore enjoined Alameda County and the Ruby Hill developers in a legal challenge to this approval. The legal challenge was resolved via a four-way development agreement between Pleasanton, Livermore, Alameda County and the Ruby Hill developers, and included several pre-annexation agreements and other conditions of approval for the Ruby Hill project. These agreements and conditions provided for the annexation of Ruby Hill to the City of Pleasanton, permitting up to 850 homes and a golf course, and requiring 467 acres of vineyards to be planted within and adjacent to the development and permanently protected from further development by agricultural easements. Additionally, two historic wineries present on the site were required to be renovated and refurbished, and the project was conditioned on payment of agricultural mitigation fees to be used to fund the South Livermore Agricultural Land Trust (now Tri Valley Conservancy). The settlement agreement over Ruby Hill was also the stimulus for preparation of the County's SLVAP, adopted by Alameda County in 1993.

The Ruby Hill development began construction in 1993 and is now essentially complete, with 850 homes, an 18-hole golf course, approximately 280 acres of vineyard and vineyard-related area within the boundaries of Ruby Hill and additional adjacent vineyard area, and 91 acres of open space.

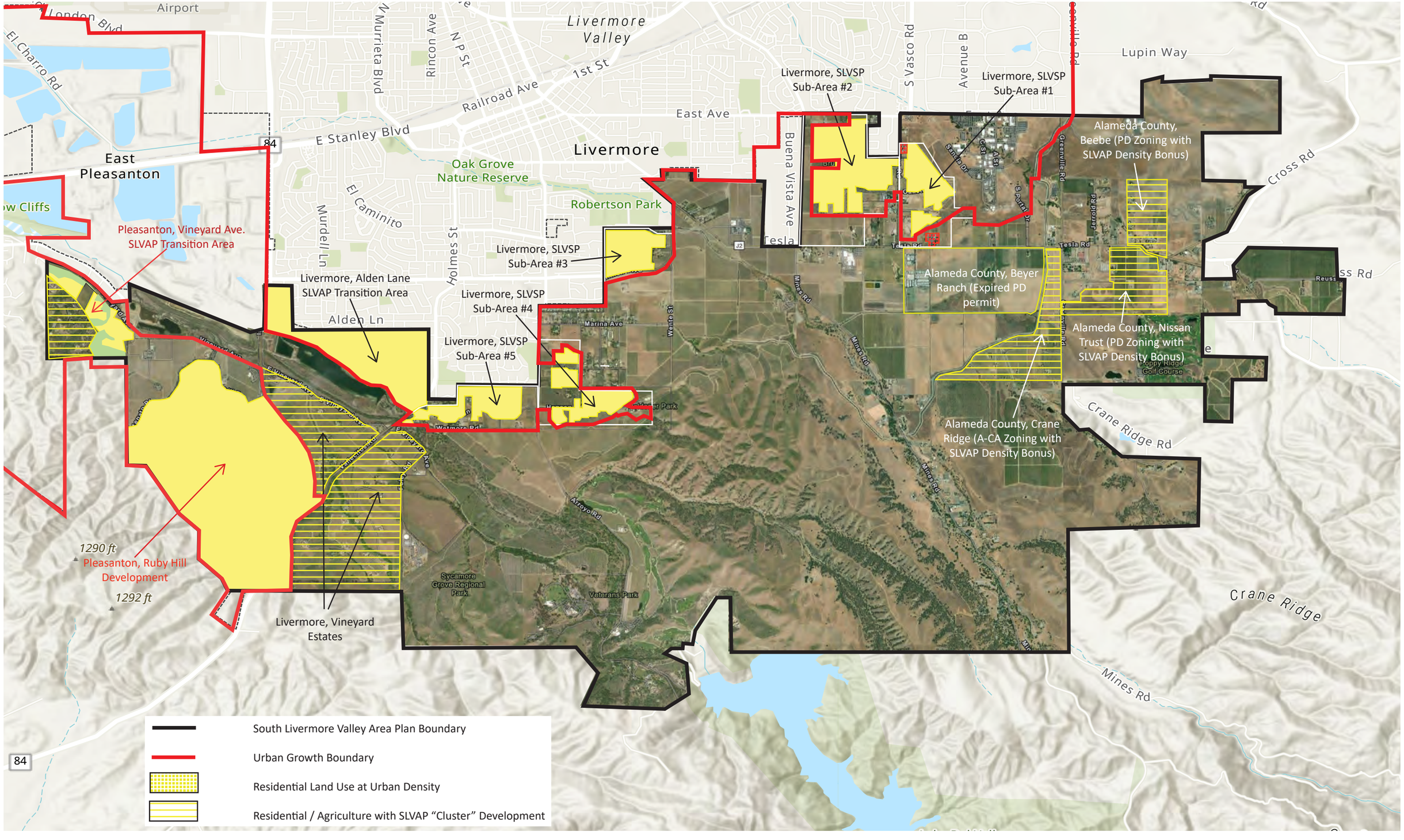


Figure 2
Residential Developent within South Livermore Valley (urban and agricultural)

Source: Alameda LAFCO Base Map with 2023 Google Earth aerial photography; Livermore SLVSP, 1997; Alameda County SLVAP, 1994; Alameda County permit activity through 2023

Vineyard Estates / Alden Lane

The Ruby Hill development proposal also included a separate component known as the Vineyard Estates area, located on 694 acres immediately east of Ruby Hill. As an additional element of the Ruby Hill settlement agreement, the City of Livermore agreed to annex the Vineyard Estates area. Livermore's annexation of the Vineyard Estates lands adjacent to Ruby Hill was intended to establish an urban limit that would prevent further eastward expansion of Pleasanton's urban lands. In 1992, the City of Livermore issued a CEQA Negative Declaration, and approved the Alden Lane/South Vineyard Avenue Area (Vineyard Estates) project.

The Vineyard Estates was then subdivided into thirty-two 20-acre parcels, each of which has been planted with vineyards and developed with an estate home on each parcel.

The companion Alden Lane Transitional Area in Livermore is just south of Alden Lane and north of Lake A, one of the first lakes in the 'Chain of Lakes' pursuant to the Alameda County Specific Plan for Livermore-Amador Valley Quarry Area Reclamation. The intent of annexing the Alden Lane Transitional Area was to encourage new urban development that provides a transition between existing urban areas and the adjacent vineyard area and establishing a permanent urban/agriculture edge. Construction of the South Alden Lane area (now known as the Oaks neighborhood) was completed in 2002, with approximately 280 single-family homes on lot sizes of generally 10,000 to 15,000 square feet in size. The Chain of Lakes located just south of the Alden Area Transition Area provides a buffer between this urban neighborhood and the predominantly agricultural land uses south of Vineyard Avenue.

Vineyard Avenue Corridor

The SLVAP established a Vineyard Avenue Transitional Area in Pleasanton, and policies for the Vineyard Avenue Area encouraged new urban development in this area to, "provide a graceful transition between existing urban areas and the adjacent vineyards area, and to promote recognition of the area as a premium wine-producing region through structural design, appropriate landscaping and open space, and signage." In 1999, the City of Pleasanton annexed the Vineyard Avenue Area and adopted the Vineyard Avenue Specific Plan, governing development of the 384-acre area located on both sides of old Vineyard Avenue in the southeastern portion of Pleasanton, south of the Arroyo Del Valle and west of Ruby Hill. [8]

Pleasanton's Vineyard Avenue Specific Plan provides for the development of 189 new housing units in addition to 18 then-existing homes, which were planned to be retained or relocated on-site. The Specific Plan accommodates a range of housing types and densities that respond to the site's terrain and community needs, including four different residential designations. The Semi-Rural Residential designation permits custom homes on five-acre minimum-sized lots, intended to provide a transitional buffer between residential uses to the north and agricultural land to the south. The Hillside Residential district provided for 19 new homes on 40,000-square foot minimum-sized lots, allowing for a clustering of homes in well-defined areas of the hills, and permanent preservation of surrounding open space land. The Low-Density Residential district permits 79 new homes with a 20,000-square foot minimum lot size and is generally located in the rolling hills south of Vineyard Avenue. The Medium Density Residential district provides for up to 85 new single-family homes on 10,000-square foot minimum-sized lots and is concentrated in the more accessible and flatter portions of the planning area north of the prior alignment of Vineyard Avenue, to be developed as individual neighborhoods with a design character compatible with a "vineyard village" concept. An additional land use component of the Vineyard Avenue Specific Plan is the Vineyard district, which provides for a total of 66 acres of planted vineyards on five separate lots, with an estate home and support facilities permitted on each. The Specific Plan also anticipated development of a community park and an elementary school.

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[8] Pleasanton, *Vineyard Avenue Specific Plan*, June 1999

As of 2006, most of the single-family homes had been built or had planning approvals and Vineyard Avenue had been realigned. Today, the Vineyard Avenue Specific Plan includes approximately 168 residential homes, approximately 30 acres of vineyard or other agricultural crops, and surrounding open space. Neither the community park nor the elementary school have been constructed.

3.2 - South Livermore Valley Specific Plan Annexations

The City of Livermore's 1997 SLVSP was developed with the intention of creating a logical and coherent pattern of new urban uses, with corresponding permanent protection through conservation easements of agricultural lands that are critical to the Valley's future as a major wine-producing region. The new development permitted pursuant to the SLVSP is not intended to be an extension of the City's urban pattern, but rather a new and permanent edge to the urban area. As such, the SLVSP establishes development patterns that provide a more gradual and graceful transition from urban to rural. The protected agricultural lands and the City's Urban Growth Boundary establish a permanent boundary to prevent future urban expansion. The SLVSP includes seven distinct and non-contiguous sub-areas distributed along Livermore's southern boundary, within which 487 acres are designated for the development of up to 1,221 single-family detached residences, as well as 16 sites for possible commercial development supportive of wine-related tourism. [9]

In order to ensure that new development will make a direct contribution to the expansion of viticulture in the South Livermore Valley, the SLVSP established an accompanying mitigation program that requires new urban development pursuant to the SLVSP to plant one acre of new vineyard (or other appropriate cultivated agriculture, such as orchards) for every acre urbanized, and to plant one acre of new vineyard (or other appropriate crop) for every new home constructed. All new agricultural acreage planted under this mitigation program must be located within the County's SLVAP boundaries (inclusive of the SLVSP Sub-Areas) and must be placed under permanent agricultural easement. In addition to the planting and dedicating of easements on the mitigation acreage, developers are also required to provide evidence of a long-term (8 years or more) maintenance contract for care of the vineyards. Thus, the mitigation program uses the increased economic value associated with new residential development to directly contribute to the expansion of viticulture in the South Valley. The agricultural mitigation program was intended to secure, under permanent agricultural easement, approximately 1,920 acres of newly planted vineyards and other intensive agricultural lands.

The SLVSP established the City of Livermore's primary responsibility for overseeing and implementing the urban component of this strategy, since most of the urban development was to be annexed into and served by the City. The Implementation Element of the SLVSP set forth a variety of implementing steps and regulatory procedures necessary to implement the SLVSP, including City-initiated pre-zoning and annexations, and adjustments to the City's Growth Management System. The Implementation Element also established the basic steps that developers needed to follow to obtain project approvals, including preparation of public improvement plans, financing plans and development agreements.

Development pursuant to the SLVSP has occurred primarily on five of the seven sub-areas of the SLVSP, throughout an approximate ten-year period from 2003 through 2013. In a presentation prepared by the Livermore Community Development Director in 2011, that presentation identified the following progress toward implementation of the SLVSP: [10]

- In 1993 there were 2,100 acres in planted vineyards. By 2010, with the combination of the County's Density Bonus Program and the Tri-Valley Conservancy land acquisitions, approximately 5,000 acres of land had been placed under permanent conservation easement. This included dedication of 371 acres to

[9] Livermore, *SLVSP 1997*, page 3-1

[10] Livermore Community Development Director, *Managing the Agricultural/Urban Interface*, September 2011

the East Bay Regional Park District (EBRPD) as an addition to Sycamore Grove Park, and the dedication of 55 acres as regional open space.

- In 1993 there were only 11 wineries in the South Livermore Valley, and in 2010 that number had increased to 42 wineries.
- Between 1993 and 2010, 1,155 new homes were built in six new neighborhoods to create a new agriculture/urban interface.

Now in 2023, most of the SLVSP's expected annexations and new development have been completed. **Table 1** presents a summary of the SLVSP's expectations, as compared to today's (2023) current conditions.

As indicated in Table 1, virtually all the new residential developments contemplated under the SLVSP have been annexed to the City of Livermore, and construction of these new homes occurred between the years of 2003 and as recently as 2013. There is no new residential development associated with the SLVSP that has not already occurred, except for 12 units (6 one-acre parcels, and 6 20-acre parcels) within Sub-Area 7. Accordingly, the SLVSP's agricultural mitigation program has been almost completely implemented, and very little additional vineyard or orchard plantings can be expected pursuant to the mitigation program.

Table 1: SLVSP Development Potential and Actual Development to Date		
	SLVSP Development Potential [1]	Actual Development (2023)
Sub-Area #1 (east side of South Vasco Road between East Avenue and Tesla Road		
Residential Development (lots)	133	133
New Commercial Development (sites)	0	0
Agricultural Land (acres)	94	73
Sub-Area #2 (east side of South Vasco Road between East Avenue and Tesla Road		
Residential Development (lots)	574	530
New Commercial Development (sites)	2	0
Agricultural Land (acres)	177	219
Sub-Area #3 (east side of South Vasco Road between East Avenue and Tesla Road		
Residential Development (lots)	195	244
Commercial Development (sites)	2	0
Agricultural Land (acres)	16	18
Sub-Area #4 (east side of South Vasco Road between East Avenue and Tesla Road		
Residential Development (lots)	130	130
New Commercial Development (sites)	4	2
Agricultural Land (acres)	117	126
Sub-Area #5 (east side of South Vasco Road between East Avenue and Tesla Road		
Residential Development (lots)	177	175
New Commercial Development (sites)	5	1
Agricultural Land (acres)	42	48
Sub-Area #6 (east side of South Vasco Road between East Avenue and Tesla Road		
Residential Development (lots)	0	0
New Commercial Development (sites)	1	0
Agricultural Land (acres)	174	188
Sub-Area #7 (east side of South Vasco Road between East Avenue and Tesla Road		
Residential Development (lots)	12	0
New Commercial Development (sites)	1	0
Agricultural Land (acres)	188	76
Total SLVSP		
Residential Development (lots)	1,221	1,212
New Commercial Development (sites)	16	3
Agricultural Land (acres)	810	747

Source: City of Livermore, SLVSP, 1997 as amended 2004

Of the SLVSP's 16 commercial sites, only five of these sites have been developed with commercial uses (the Pruett Farms, Cuda Ridge, Dante Robere and Las Positas wineries, and the Caldeira Estates rental lodging accommodations), as shown in **Table 2** and as illustrated in **Figure 3**. In its Staff Report to the Livermore City Council in June of 2022, Livermore staff suggests, "*likely due to weaker market demand, land costs and financial risks, the extent of small-scale wine-country commercial uses (e.g., inns, bed and breakfasts, wineries, tasting rooms, restaurants, etc.) on the SLVSP's designated commercial sites has not been as strong as anticipated*."

Table 2: SLVSP Commercial Development to Date

Sub-Area	Site #	Permitted Uses	Existing Use
2	A1	Small Winery or B&B; and Tasting Room or Small Restaurant	**Pruett Farms Winery**
2	A2	Medium Winery or B&B; and Tasting Room or Small Restaurant	private residence
3	A1	Small Winery or B&B	**Caldeira Estates accommodations**
3	A2	Small Tasting Room or Small Restaurant	undeveloped
4	A1	Small Olive Mill and Wine Tasting Room	**Cuda Ridge Winery**
4	A2	Small Winery	vineyard
4	B	Small Winery or Small Restaurant	vineyard
4	C	Small Winery	vineyard
5	C1	Small Winery	undeveloped
5	D1	Commercial Center	undeveloped
5	D2	Wine County Inn and Restaurant	undeveloped
5	D3	Small Winery	**Las Positas Vineyards Winery**
5	A	B&B	residences
5	B	Small Winery	**Dante Robere Winery**
6	A	Medium Winery	vineyards
7	A	Winery, Restaurant and Wine County Inn	undeveloped

Source: City of Livermore, *SLVSP* as amended 2004

As shown in Table 2, the SLVSP is very specific about what types of commercial uses will be permitted on each site. New commercial uses are permitted subject to conditional use permits or other project-specific review. All commercial development applications are also subject to a site plan approval and/or a Planned Unit Development permit. Additional accessory activities that support the permitted uses may be permitted with the approval of a conditional use permit. SLVSP policies provide that commercial uses must maintain a small, pedestrian scale, will not exceed an FAR of 0.25, building setbacks for commercial sites (with one exception) shall be 100 feet from road frontages, all setback areas shall be planted with vineyards or orchards, and the design of commercial facilities shall be consistent with the rural, wine country character. The SLVSP also includes detailed design standards and guidelines to guide the City's evaluation of applications for these commercial sites. The rigor and detail of these standards and guidelines may affect market demand for these sites.

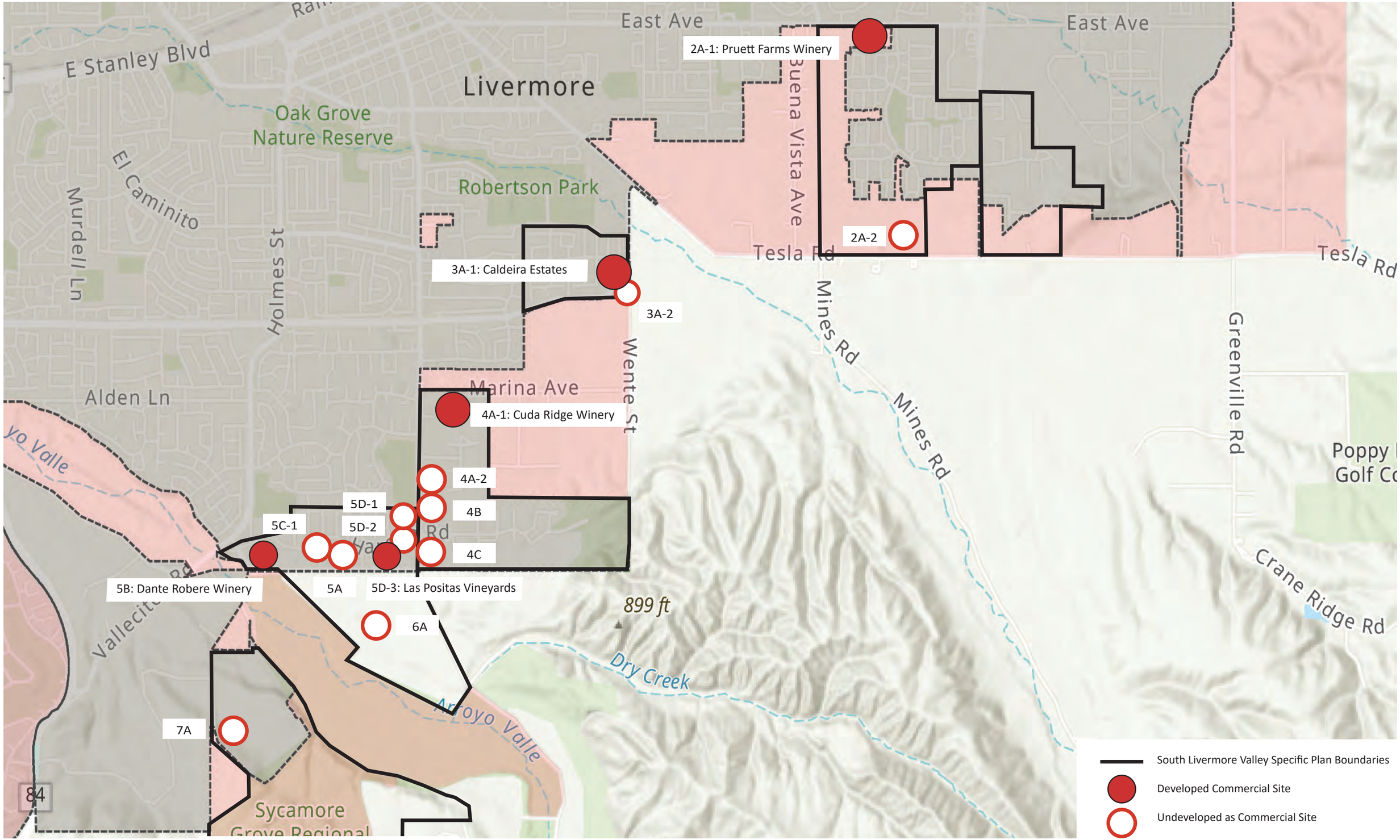


Figure 3
South Livermore Valley Specific Plan, Commercial Sites

Source: City of Livermore, South Livermore Valley Specific Plan, as ameded 2004

Other pre-existing commercial uses within the SLVSP Sub-Areas, including four equestrian facilities, two wineries (Rios-Lovell and Livermore Valley Cellars) and a tree farm, remain.[11]

The SLVSP's agricultural mitigation program did not intend to accommodate all the expected 1,920 acres of newly planted vineyards or orchards to occur only within the seven Sub-Areas of the SLVSP. As shown in Table 1, the SLVSP did anticipate the potential for as much as 810 acres of new agricultural lands within these Sub-Areas, and nearly 750 acres of vineyards and orchards have been established (nearly 100 acres of anticipated vineyards/orchards in Sub-Area 7 have yet to be established). The remaining agricultural mitigation acreage has occurred outside of the SLVSP's Sub-Areas. Agricultural mitigation fees from new development within the SLVSP area were used by the Tri Valley Conservancy to secure conservation easements elsewhere within the South Livermore Valley.

3.3 - Special Annexations and Island Annexations

Concannon Winery

In 2014, the Water Board adopted Waste Discharge Requirements for the Concannon Winery that allowed the winery to discharge treated wastewater to land and allowed the winery two years to complete a connection to a municipal sanitary sewer or to initiate alternative compliance actions.[12] The winery was not able to complete either of those actions, and the discharge of treated wastewater to land was terminated in 2016. The winery was required to haul sanitary wastewater and winery wastewater to the EBMUD wastewater treatment plant for disposal. To remedy this condition, Concannon Winery pursued additional measures to comply with the Water Board's waste discharge requirements. These measures included substantial improvements to its wastewater treatment system and seeking a connection to the City of Livermore sewer system.

Concanon Winery's 2017 Wastewater Management Plan (WMP) included substantial new wastewater treatment systems (including collection, conveyance, treatment, storage and discharge system designed to reduce biochemical oxygen demand, total suspended solids and total nitrogen in winery wastewater), the use of treated winery wastewater for irrigation of vineyards and cover crops, and the cessation of discharge of sanitary waste to land. The WMP also includes an anticipated connection to the City of Livermore's sewer system for discharge of all sanitary waste from the facility, and as a backup discharge location for treated winery wastewater. In 2017, the Water Board adopted a new Waste Discharge Requirement Order to reflect the improved conditions at the Concannon Winery, including the changes made to the wastewater treatment system, changes to the location and method of discharging treated wastewater, and adoption of a self-monitoring program.[13]

Concurrently, Concannon Winery pursued a connection to the City of Livermore sewer system by seeking to annex to the City of Livermore. In October of 2017, the City of Livermore agreed to a request by owners of the Concannon Winery to annex and pre-zone three parcels totaling 79.4 acres at Tesla Road to enable the property to connect to the City's sanitary sewer system. The City adopted a resolution certifying an environmental determination and authorizing submittal of an application to Alameda LAFCO to request initiation of proceedings for the proposed annexation of the Concannon Winery property and adopted a

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11 Livermore, City Council Staff Report, Item #7-2, *Receive Alameda County Local Agency Formation Commission 20-Year Report on Measure D*, June 27, 2022

12 SFRWQCB, *Order # R2-2014-0029, Waste Discharge Requirements for the Wine Group, LLC., Concannon Winery Wastewater Management Systems*, July 9, 2014

13 SFRWQCB, *Order #R2-2017-0010, Waste Discharge Requirements for the Wine Group, LLC., Concannon Winery Wastewater Management Systems*, April 12, 2017

resolution authorizing execution of a transfer of property tax revenue agreement for the Concannon Winery property with Alameda County.

In September of 2018, Alameda LAFCO considered and approved the annexation proposal filed on behalf of the Concannon Winery landowners by the City of Livermore, annexing the Concannon Winery property into the City of Livermore for purposes of receiving public wastewater services. The annexation was found necessary for the discharge of industrial and domestic waste to alleviate environmental health concerns.[14]

Other "Island" Annexations

Alameda LAFCO has worked with the cities of Livermore and Pleasanton to consider and approve several annexation applications for unincorporated "island" properties substantially surrounded by incorporated lands, has considered an out-of-area service agreement to extend sewer services to a proposed project in Livermore Valley known as Beyer Ranch (that project was approved by the County but its permit subsequently lapsed),[15] and to consider the appropriate Sphere for certain gravel quarry properties within the Chain of Lakes. None of these prior Alameda LAFCO actions or considerations for "island" properties have materially altered or affected municipal services or changes of organization within the South Livermore Valley.

3.4 - SLVAP "Cluster" Development

Within the unincorporated Vineyard Area of South Livermore Valley, the County's SLVAP provides for a "Cultivated Agriculture Overlay District". This district provides for certain exceptions or differences in land use policies that apply elsewhere in County-designated Agricultural and/or Resource Management areas. Specifically, the Overlay District provides for a base density of 100 acres per home site, but also allows a density bonus of up to 4 additional home sites per 100 acres or fraction thereof (i.e., up to 5 units per 100 acres). The density bonus must demonstrate that the development will contribute substantially to the goal of promoting viticulture or other cultivated agriculture. Accordingly, an applicant must guarantee that a minimum of 90% of the original parcel will be permanently set aside for viticulture or other cultivated agriculture, that the set-aside acreage will be planted in wine grapes or other cultivated agriculture, and that provisions (such as agricultural conservation easements) are in place to ensure its continued cultivated agricultural use. Building site envelopes for homes and ancillary uses shall be designated on the 10%-portion of the parcel, outside the required 90% set aside for agricultural areas, and no building site envelope may exceed a 25% slope. New commercial uses may also be proposed as part of a bonus density application and are similarly limited to the 10% maximum area of each parcel not dedicated to cultivated agriculture. Wineries and small bed-and-breakfast establishments are examples of appropriate commercial uses.[16]

Since the approval of the SLVAP and its "Cultivated Agriculture Overlay District", Alameda County has only approved a few projects that have been developed relying on the density bonus provisions: [17]

- The Vineyard Estates development adjacent to Ruby Hill (described above), was one of the first projects in South Livermore Valley to take advantage of the clustering and density bonus provisions. Vineyard Estates is located on 694 acres immediately east of Ruby Hill. The Vineyard Estates property was

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[14] Alameda LAFCO Agenda Report, *Proposal for Annexation of 4592 Tesla Road et al to the City of Livermore*, for September 20, 2018, Item #10, and *Summary Action Minutes, Regular Meeting*, September 20, 2018

[15] Alameda County Community Development Agency, *Planning Department Staff Report to the Planning Commission, Beyer Ranch Winery Project*, February 5, 2018

[16] Alameda County, SLVAP, 1993, pages 14-17

[17] Alameda County Community Development Agency, personal communication, planning cases in the SVAP are for the past 20 years, 2023

subdivided into thirty-two 20-acre parcels. Each parcel is planted with vineyards and developed with one estate home on each parcel, resulting in 90% of the overall Vineyard Estates property being set aside for agricultural or open space use.

- The Crane Ridge development along the west side of Greenville Road and south of Tesla Road relied on the provisions of the Cultivated Agriculture Overlay District (A-CA district) to allow for the subdivision of approximately 200 acres into ten residential/winery sites (i.e., 10, approximately 20-acre parcels), with the majority of these parcels planted as wine grapes.
- The Beebe Family Trust project (Zoning Unit 2006) relied on the Planned Development District provisions of the SLVAP's Cultivated Overlay District to subdivide an 85-acre parcel along the north side of Tesla Road and east of Greenville Road into four lots (i.e., 4, 20-acre minimum parcel), with required planting of approximately 37 acres of new vineyards and retaining 11 acres of existing vineyards. A conservation easement protects 90% of the property for permanent agricultural use.
- The Nissan Family Trust project (Zoning Unit 2005) also relied on the Planned Development District provisions of the SLVAP's Cultivated Overlay District to subdivide an approximately 162-acre parcel along the south side of Tesla Road and east of Greenville Road into eight lots (i.e., 8, 20-acre minimum parcels), with associated vineyard planting and conservation easements.

One additional cluster development project (Beyer Ranch) was approved by the County, but its subdivision permit has expired, and the development project did not proceed. Beyer Ranch was a proposal to subdivide a roughly 244-acre site into 12 lots, with a minimum area of 20 acres each. Six lots on the north half of the site were intended for commercial winery facilities with a large winery hospitality/events center. The other six lots on the south half and east side of the site were intended to be developed with one single-family residence each, plus vineyards.[18]

3.5 - Agricultural Lands

Agricultural Land, per California Department of Conservation's Farmland Mapping

The California Department of Conservation's Farmland Mapping and Monitoring Program (FMMP) provides data pertaining to California's agricultural land resources. This data is an inventory of agricultural soil resources, generally updated every two years (however, the latest data available for Alameda County is for the year 2018). Agricultural lands within Alameda County that are tracked by the FMMP fall within the categories of Prime Farmland, Farmland of Statewide Importance, Unique Farmland and Grazing Land. These land use categories are more specifically described below: [19]

- *Prime Farmland*: Farmland that is best suited for producing food, feed, forage, fiber and oilseed crops, with the best combination of physical and chemical features able to sustain long-term agricultural production, and available for these uses. This land has the soil quality, growing season and moisture supply needed to produce sustained high yields. Land must have been used for irrigated agricultural production at some time during the four years prior to the mapping date, to be considered "Prime".

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[18] Alameda County Community Development Agency, *Planning Department Staff Report to the Planning Commission, Beyer Ranch Winery Project*, February 5, 2018

[19] California Department of Conservation, Farmland Mapping and Monitoring Program (FMMP) accessed at: https://maps.conservation.ca.gov/dlrp/ciftimeseries/ - per the FMMP website, "the 2020 data is under development and will be updated as areas are completed", but Alameda County data is not available as of the date of this Study

- *Farmland of Statewide Importance*: Farmland of Statewide Importance has a good combination of physical and chemical characteristics for producing food, feed, forage, and fiber and oilseed crops, and is available for these uses. Farmland of Statewide Importance is similar to Prime Farmland but with minor shortcomings, such as greater slopes or less ability to store soil moisture. Land must have been used for irrigated agricultural production at some time during the four years prior to the mapping date, to be considered of Statewide Importance.
- *Unique Farmland*: Unique Farmland is land other than Prime and Farmland of Statewide Importance that is currently used to produce specific high value food and fiber crops. It has the special combination of soil quality, location, growing season and moisture supply needed to produce sustained high quality and/or high yields of a specific crop when treated and managed according to modern farming methods. These lands are currently producing crops of high economic importance to California (e.g., vineyards). They are usually irrigated but they may include non-irrigated orchards or vineyards, as found in some climatic zones in California. Land must have been cropped at some time during the four years prior to the mapping date, to qualify as being Unique Farmland.
- *Grazing Land*: Grazing Lands are those lands on which the existing vegetation is suited to the grazing of livestock. This category was developed in cooperation with the California Cattlemen's Association, University of California Cooperative Extension, and other groups interested in the extent of grazing activities.

According to the FMMP's 2018 data, the South Livermore Valley contains 1,127 acres of Prime Farmland, 1,014 acres of Farmland of Statewide Importance and 1,680 acres of Unique Farmland – for a total of 3,822 acres of designated/identified agricultural land resources (see **Figure 4**).

Whereas these agricultural land resource designations are premised on soil quality, growing season and moisture, they also require the land to have been used for cultivated agricultural production at some time during the four years prior to the mapping date. Therefore, there is a strong correlation between FMMP data and mapped vineyards and orchards (see below).

Most of the remaining land within the South Livermore Valley is currently designated as Grazing Land. This designation does not suggest that the underlying soil types are not agriculturally productive, but only that they have not been actively used for agricultural production at some time during the past four years. Based on a review of historic FMMP data, many of the areas currently designated as important agricultural resources and that are now actively under agricultural production were, at some point, previously designated as Grazing Land. Also, the FMMP's designation of Farmland of Statewide Importance and Unique Farmland is not intended to indicate a soil category of lesser value than Prime. The FMMP's designation of Statewide Important or Unique Farmland simply recognizes vineyards as providing a sustained production of a specific high quality and high yield crop of economic importance to California.

3.6 - Vineyards and Orchards

Vineyard Acreage over Time

Wine grapes are the major agricultural crop in the Livermore Valley, comprising 90 percent of the Valley's irrigated agricultural acreage. Since the 1880s, the Livermore Valley has had a distinguished history as one of California's premium wine grape regions. However, according to information from *Realizing the Heritage* and from City of Livermore research, the extent of vineyard acreage in the Livermore Valley has varied substantially over time: [20]

[20] Lapsley and Sumner, *Realizing the Heritage* 2022

- In 1891, the California Board of Viticultural Commissioners conducted an in-depth survey of grape growing and winemaking in each California County. According to this survey, Livermore had approximately 3,770 acres planted in vineyards.
- Wine production ebbed during the early 1900s due to the Depression, prohibition, and outbreak of phylloxera. By 1966, there were only about 1,690 acres of vineyard land remaining, partially due to the threat of encroaching urban development.
- By the early 1990s, the County's SLVAP EIR estimated that the South Livermore Valley vineyards had grown to contain perhaps 2,000 acres of vineyards and 100 acres of orchards.
- The 1990s were a boom period for California vineyards in general, with wine grape acreage doubling statewide in a single decade. In Livermore, approximately 1,900 acres of vineyards were planted or re-planted, most of which was a result of mitigation offsets for urban development.
- Most recently, *Realizing the Heritage* reports that as of September of 2020, there were just over 3,100 acres of orchards and vineyards in the South Livermore Valley, of which 2,824 acres were planted as vineyards (wine grapes) and 160 acres were planted to olives, and 135 acres planted to pistachios. [21]

[21] Lapsley and Sumner, *Realizing the Heritage*, 2022, page 21

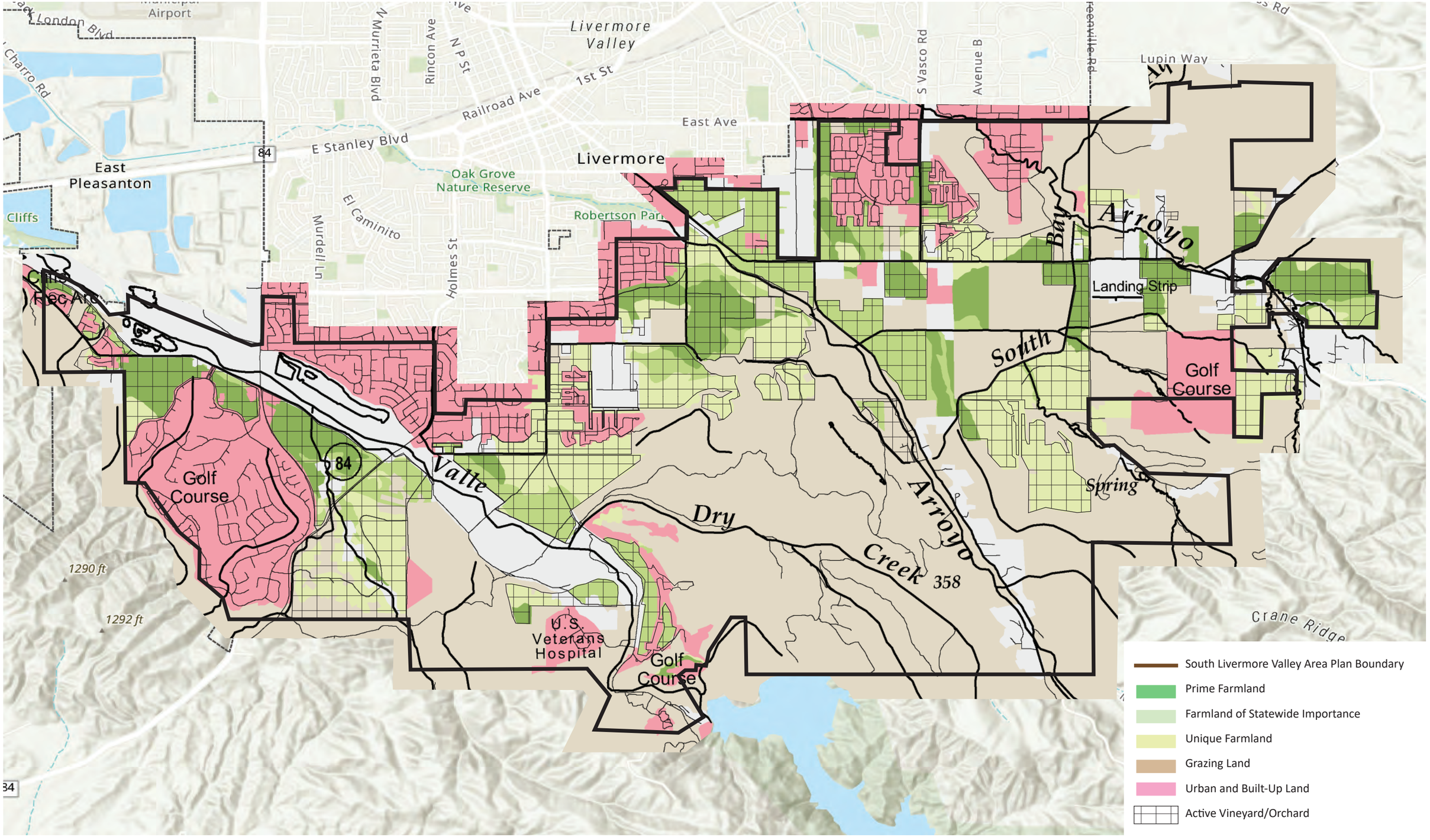
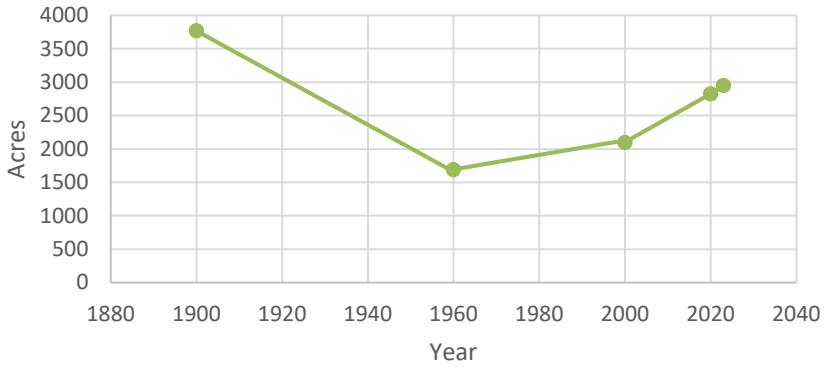


Figure 4
Important Farmlands as defined by the California Department of Conservation

Source: California Department of Conservation
Farmland Mapping & Monitoring Program, accessed at: https://maps.conservation.ca.gov/DLRP/CIFF/

Livermore Valley has seen a surge in vineyard acreage over the past 30 years, in strong response to Livermore and County plans that have established Urban Growth boundaries and required planting or re-planting of vineyards as mitigation offsets for urban development. Livermore Valley's vineyard acreage has also benefitted from a projected profitability of wine grapes and relatively reliable water supply from Zone 7.[22] **Chart 3** below demonstrates this substantial swing in cultivated acreage in Livermore Valley.

Chart 3: Change in Vineyard Acreage over Time



Source: Lapsley and Sumner, *Realizing the Heritage* 2022

Characteristics of Livermore Valley's Existing Vineyards

Livermore Valley's vineyard acreage is divided among approximately 125 separate vineyards, most of which are small and independent.

- 68 vineyards are under 10 acres in size, and 36 vineyards are over 10 but less than 20 acres. Collectively these 104 vineyards account for about one-third of the Valley's vineyard acreage
- 13 vineyards of between 20 acres and 100 acres account for just over one-third of Valley's vineyard acreage
- 8 vineyards are larger than 100 acres in size, and account for nearly 1,000 acres, or just less than one-third of the Valley's vineyard acreage

Two companies (Wente and Concanon) own approximately half of Livermore Valley's wine grape acreage, including most of the larger and mid-sized vineyards. Most of the small vineyards are farmed by vineyard management companies rather than by the vineyard owner, and about 500 acres of vineyards are leased to third parties.[23]

Vineyard Age

As much as 1,500 acres of Livermore's vineyards were planted in the late 1990s and early 2000s, as mitigation for urban development. Other new vineyard plantings occurred during this time in response to projected winegrape profitability and improved water availability from Zone 7. *Realizing the Heritage* estimates that between 1,900 and 2,100 acres of vineyards were established in the Livermore Valley in the late 1990s and early 2000s.[24] Most California coastal vineyards have an economic life of about 30 years. Vineyards older than 30 years of age can certainly continue to produce grapes, but the yield per acre

[22] Lapsley and Sumner, Realizing the Heritage 2022
[23] Lapsley and Sumner, Realizing the Heritage, 2022, starting at page 25
[24] Lapsley and Sumner, Realizing the Heritage 2022, page 75

declines, making them less economical to farm. These 1,900 to 2,100 acres of 1990's-era vineyards, which represent approximately 65 percent of Livermore's current vineyard acreage, will be due to be replaced in the coming decade. [25]

Economic Outlook for Livermore Valley Vineyards

Existing Vineyards

Realizing the Heritage suggests that one of the most important findings of their study is that, "many of Livermore's independent vineyards have not been profitable. While revenue may be sufficient to cover annual operating expenses, in many cases the amount of annual revenue above annual operating expenses is not sufficient to cover the amortized expenses of establishing a vineyard or to generate a return on the investment in vineyard."[26]

Most independent Livermore vineyards are small. These smaller vineyards tend to have higher operating costs per acre than larger vineyards, and lower market prices than those vineyards with on-going contracts with wineries. Many of these smaller vineyards are also relatively old. Almost 2,000 of Livermore's 2,900 acres of vineyards were planted between 1995 and 2003 and are now in or entering their third decade of production. Since California vineyards generally have an economic lifespan of about 30 years before declining productivity, the owners of these older Livermore vineyards will soon face a decision about replanting. Anecdotal reports indicate that some Livermore Valley vineyards have not been profitable for decades, which is consistent with lack of new vineyard plantings in the Valley since the early 2000's. Given the decades-long experience of low returns on investment in vineyards, and especially the difficulty in finding a profitable market for grapes, it is likely that many vineyard owners will not invest in re-planting, unless they have a winery contract for their production. [27]

The findings from *Realizing the Heritage* are supported by data presented in Alameda County's annual Crop Reports. [28]The charts presented below compare annual production of wine grapes (almost exclusively from the Livermore Valley) to total sales (as adjusted for an annual average inflation rate of 2.44%). As **Chart 4** demonstrates, the annual production of wine grapes has generally been on an increasing trajectory since 2000 (although there was a major dip in 2019-2020), representing an average annual increase of nearly 9% in total grape production. **Chart 5** presents the value of wine grapes sold during that same period. Whereas the annual value of wine grapes sales has also generally been on an increasing trajectory since 2000, the average annual increase in sales is just over 5%, indicating that the relative value of grapes has not kept pace with production (i.e., lower returns per ton of grapes).

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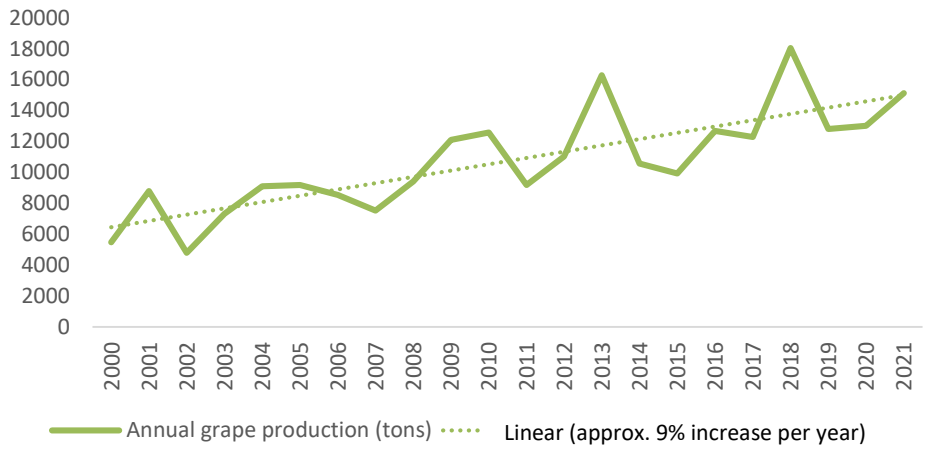
25 Lapsley and Sumner, Realizing the Heritage 2022, page 102

26 Lapsley and Sumner, Realizing the Heritage 2022, page 110

27 Realizing the Heritage, 2022 pages 110-111

28 Alameda County Community Development Agency, Agriculture/Weights & Measures, Crop Reports, years 2000 to 2021

Chart 4: Alameda County Annual Wine Grape Production (tons), 2000 to 2021



Source: Alameda County Community Development Agency, Agriculture/Weights & Measures, *Crop Reports, years 2000 to 2021*

Chart 5: Alameda County Value of Wine Grapes Sold, 2000 to 2021



Source: Alameda County Community Development Agency, Agriculture/Weights & Measures, *Crop Reports, years 2000 to 2021*

New Vineyards

Realizing the Heritage makes the clear statement that, "new vineyards are expensive, thirty-year capital investments", and cites two recent U.C. studies that estimate the cost of establishing and operating a new vineyard in the Livermore Valley. These studies estimate that:

- vineyard-suitable land in the Livermore Valley may cost as much as $25,000 per acre
- it costs another approximately $30,000 per acre to establish new vineyard planting, and
- cash costs for farming an acre of grapes were reported as being between $4,000 and $5,000 per acre

The Cost and Return studies cited in *Realizing the Heritage* conclude that, "a well-managed vineyard, with better than average yields and expected prices at or just above those prevailing for high quality Livermore

Valley grapes, could expect an annual return of about $2,800 per acre after covering the interest costs on the land and vineyard establishment. Under these conditions, new vineyards would be profitable." [29]

However, *Realizing the Heritage* also finds that, "attempting to encourage more Livermore grape supply without stimulating additional demand for those grapes is unlikely to be successful. Insufficient grower returns are not a recipe to stimulate investment. We have found that there can be profitable vineyard and winery investment at suitable market prices, but any increase in acreage must be supported by increased demand for Livermore grapes and wine."[30]

Realizing the Heritage also cautions that many of the conditions that will affect future grape prices will be regional in nature not Livermore-specific. Regional and statewide supply and demand for California coastal grapes and wine over the next three decades is difficult to predict, and these changes will affect the prices for Livermore grapes and the profitability of Livermore vineyards. Thus, as with other farm investments, planting a Livermore vineyard remains a risky undertaking.[31]

Orchards

Livermore Valley has also found a niche in the production of olives and pistachios. There are three commercial-scale olive orchards in the Livermore Valley, totaling approximately 160 acres. These olive orchards are distributed across the Livermore Valley. Although additional olives are grown as boundaries or around wineries, these limited plantings are not included in the total of olive orchards.

Livermore Valley also has five different pistachio orchards, totaling 135 acres. These pistachio orchards are all located in the Arroyo Mocho area. Pistachios seem particularly suitable for property adjacent to housing because they do not require as many agricultural operations each year as do wine grapes. [32]

Currently Estimated Vineyard and Orchard Acreage

Using the numbers from *Realizing the Heritage* and maps prepared by the Tri Valley Conservancy as a starting point,[33] and relying upon aerial photographs as of 2023 (Google Earth), this Study estimates that the current acreage of vineyards in the South Livermore Valley is approximately 2,950 acres, and the current acreage of orchards (primarily pistachio and olive) is approximately 350 acres, for a total cultivated acreage of approximately 3,300 acres, as indicated in **Table 2** and shown on **Figure 5**.

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29 Lapsley and Sumner, Realizing the Heritage 2022, page 14
30 Lapsley and Sumner, Realizing the Heritage 2022, page 113
31 Lapsley and Sumner, Realizing the Heritage 2022, page 89
32 Lapsley and Sumner, Realizing the Heritage 2022, page 22
33 Tri Valley Conservancy, Preserving South Livermore - 2019, accessed at: https://trivalleyconservancy.org/preserving-agriculture

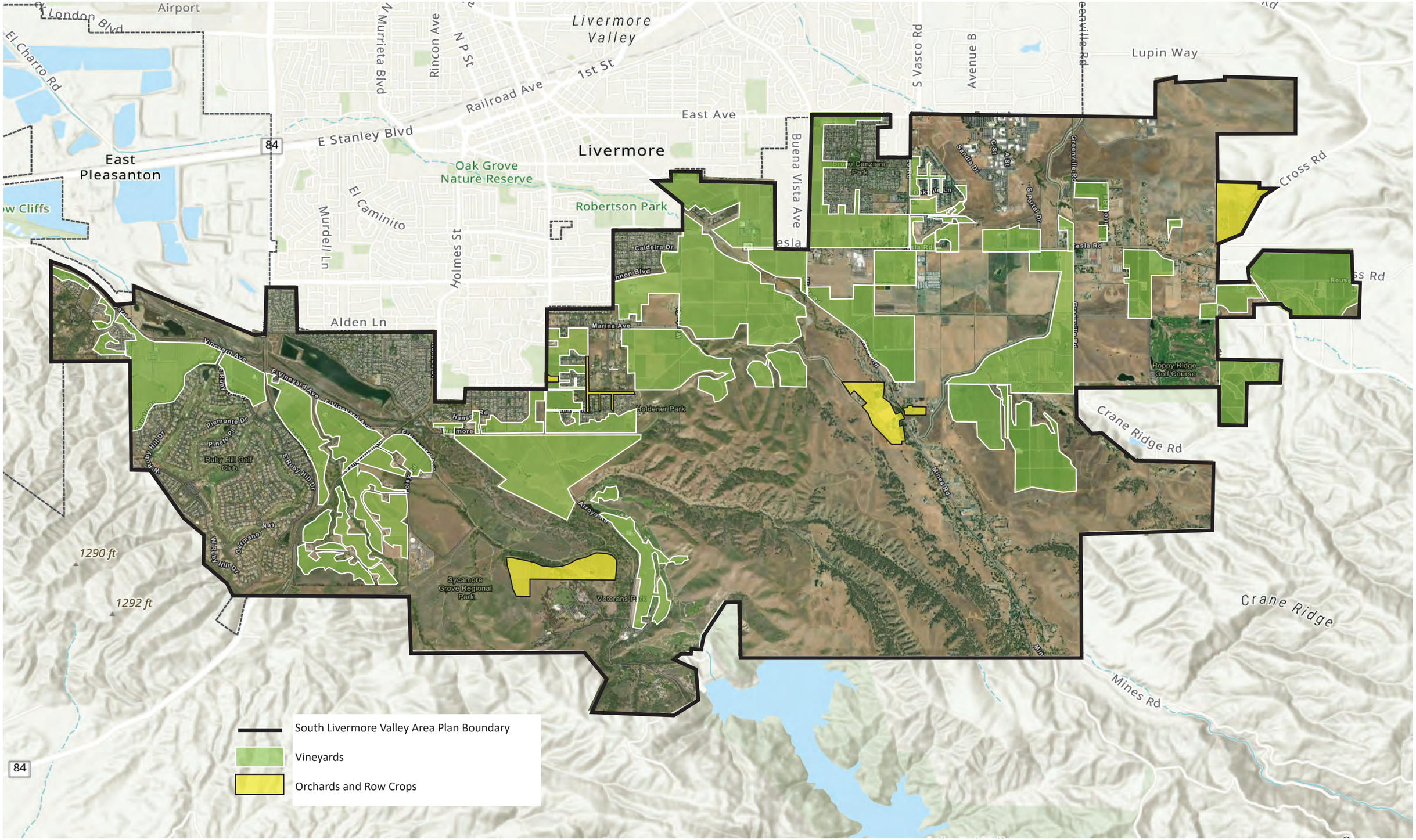


Figure 5
Vineyards and Other Crops within South Livermore Valley Area Plan

Source: Tri Valley Conservancy 2019, as updated per 2022 Google Earth aerial photography

Table 6: South Livermore Valley – Existing Vineyards and Orchards			
	Vineyard Acres	Orchard Acres	Total Planted Acres
Vineyard Ave. Specific Plan Area	25	10	35
Ruby Hill	175	-	175
Vineyard Estates	350	-	350
SVSP On-Site	610	110	720
Vineyard Area	1,790	230	2,020
Total:	**2,950**	**350**	**3,300**

Source: Tri Valley Conservancy 2019, and GoogeEarth imagery 2023

Note: The difference between the estimated vineyard acreage presented in *Realizing the Heritage* and the acreage as calculated for this Study is less than 5%, which may account for differences in methodology and assumptions, as well as changes in planted acreage over time (between 2020 and 2023).

In a separate study prepared by Zone 7 of the Alameda County Water Agency (Zone 7), they report a total of 3,800 acres of vineyards and 200 acres of other crops as irrigated lands in the year 2020.[34] However, according to Zone 7, their acreage numbers do not distinguish between current vineyard and fallowed vineyard (only current vineyard estimates are assumed in this Study), and their irrigated land use numbers represent total acreage over the entire groundwater basin, not just the South Livermore area.

3.7 - Conservation Easements and Public Lands/Parks

Conservation Easements

The 1993 County ECAP (Program 129) envisioned the establishment of a South Livermore Valley Agricultural Land Trust as an autonomous non-profit corporation with federal and State tax-exempt status. The Trust would be enabled to purchase or accept donations of lands in the South Livermore Valley, in fee or easement, that will further the goals of the SLVAP. Following the County's adoption of ECAP, the South Livermore Valley Agricultural Land Trust was established in 1994 to preserve and protect important agricultural and open space lands. Agricultural mitigation funds required to be paid by the Ruby Hill development, as well as other sources, were to fund the Trust's initial purchases.

Over time, the Land Trust recognized the need to have a greater conservation presence in the region and expanded its geographic area to cover the entire Tri Valley area (the cities of Livermore, Pleasanton, Dublin, San Ramon and Sunol). The South Livermore Valley Agricultural Land Trust was renamed the Tri-Valley Conservancy (or TVC). The TVC also expanded their operational mission to include not only agricultural protection and preservation, but also preserving and protecting open space, habitat and parkland, promoting the Tri Valley's agricultural economy, and working to nurture a conservation ethic especially among the region's young people. The mission of Tri-Valley Conservancy (TVC) is to "*promote economically sustainable vineyards and orchards, and increase permanently protected, biologically diverse open spaces*." [35]

To accomplish this mission, one of the tools that the TVC relies on is conservation easements. The TVC works with willing landowners to acquire the development rights of a property through a voluntary legal arrangement of a conservation easement, which ensures that the property will be protected from future

[34] Zone 7, *2020 Urban Water Management Plan,* June 2021, page 4-1

[35] Tri-Valley Conservancy (TVC), *accessed at: https://trivalleyconservancy.org/about-us/*

development. A conservation easement allows the property owner to retain ownership and to use the land for agricultural or other conservation purposes, and to sell the land or pass it on to heirs with the easement attached, but limits or restricts development for non-conservation purposes. The TVC is then responsible for making sure the easement's terms are followed on a long-term basis. Another tool of the TVC is direct land acquisition or purchasing a property to preserve the land's resources. Once land is preserved (through easement or acquisition) the TVC takes on a land stewardship role to best protect its resources.

According to their website, the Tri-Valley Conservancy now holds conservation easements on more than 4,500 acres across over one hundred properties, including 3,881 acres of farms and agriculture and 643 acres of habitat land. The TVC has also worked to secure an additional 500 acres of parks and open space lands, including the purchase of 74 acres that was added to Sycamore Grove Park in South Livermore Valley. [36]

A map of the TVC's current (as of 2019) conservation easements is shown on **Figure 6**.

Public Open Space Parks

The South Livermore Valley has a number of open space and recreational amenities that contribute to the attractiveness of the South Livermore Valley as a visitor destination, as described below and shown on **Figure 6**.

- *Sycamore Grove Park*: The Livermore Area Recreation and Park District (LARPD) owns and operates the Sycamore Grove Park regional park, which includes the Arroyo del Valle corridor and one of the largest remaining stands of Western Sycamores in the U.S. Veterans Park, which is located adjacent to Sycamore Grove Park, also consists of open space and natural parkland with group picnic facilities.
- *Ravenswood Historic Site*: Ravenswood Historic Site is a special use park as a National Register-listed 19th century vineyard estate, with Victorian-style structures, vineyards and winery ruins. The site has been renovated by LARPD and is used for meetings and special events. Proposals have been explored by LARPD and the Friends of the Vineyards about the possibility of building a wine museum at the south end of the Ravenswood site, on land that is currently undeveloped.
- *Robertson Park*: Robertson Park is a 133-acre regional park located along both sides of Arroyo Mocho and is a developed urban park that includes lighted ballfields, soccer fields and other active recreation facilities. The park also includes a major equestrian center including a stadium that serves as home to the annual Livermore Rodeo.
- *Del Valle Regional Park*: Del Valle Regional Park is a 4,000-acre recreation area surrounding the Del Valle Reservoir. Located in the foothills, this regional park is managed by the East Bay Regional Park District (EBRPD) for the California Department of Parks and Recreation. The park offers boating, fishing, sailboarding, swimming, picnicking and hiking.

[36] https://trivalleyconservancy.org/what-we-do/protect-land/preserving-land/

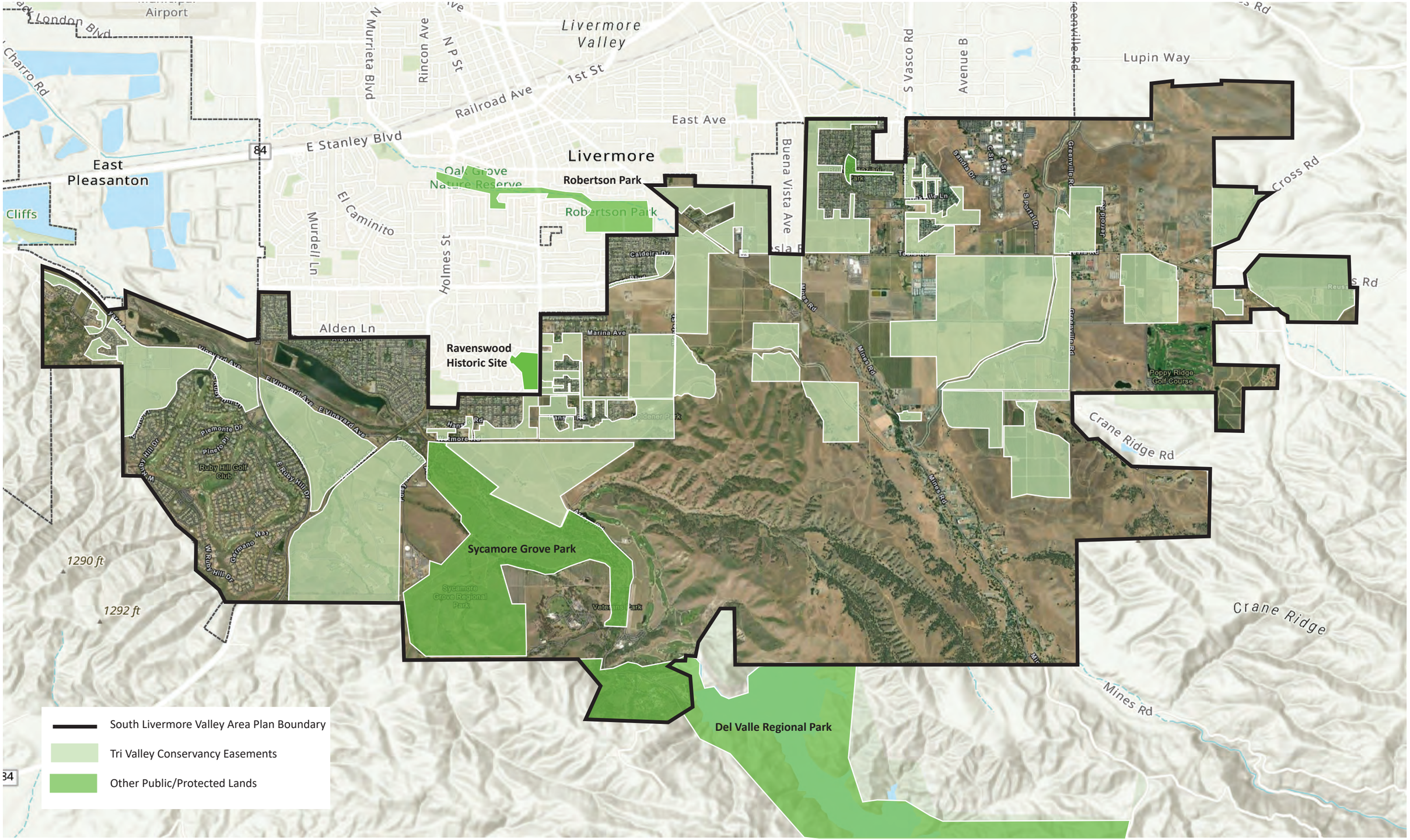


Figure 6
Conservation Easements and Public Lands

Source: Tri Valley Conservancy, 2019, accessed at: https://trivalleyconservancy.org/preserving-agriculture/

3.8 - Commercial Uses

Wineries

The 2022 *Realizing the Heritage* report provides a comprehensive list of Livermore Valley wineries. The original source of the winery data was from a firm that studies the U.S. wine industry and tracks California wineries. According to data presented in *Realizing the Heritage,* there were 48 wineries in Livermore Valley in 2019.[37] However, 3 of those wineries are actually vineyards with little wine production, leaving 45 operating wineries within the Livermore Valley as of 2019. Most of Livermore Valley's wineries are located along Tesla Road between South Livermore Avenue and east of Greenville Road, including the Wente winery that has been there since 1884. Secondary concentrations of wineries are found along Greenville Road south of Tesla Road, and along small roads that branch off Tesla Road. The Arroyo Valle area between Ruby Hill and Hanson Road was home to most of Livermore's early wineries in the 1880s including the now-historic Ravenswood winery site, and still includes several of Livermore Valley's remaining wineries.

There is also a light industrial district within the city of Livermore, located along South Vasco Road south of East Street, which has been transformed into an "urban wine, brewery and spirits district". Nearly a quarter of Livermore Valley's 45 wineries are located within this industrial wine district, which is served by City of Livermore water and wastewater infrastructure.

Realizing the Heritage reported that the Livermore Valley Winery Association's website listed 30 wineries that were members of the Association in 2019. A more recent (April 2023) update of the Livermore Valley Wine Community's (LVWC) website now shows 41 wineries as members of its association.[38] As many as 7 of the wineries present in 2019 and identified in *Realizing the Heritage* could not be found as currently being in operation, whereas 7 new wineries are now members of the LVWC. The number of current wineries in the Livermore Valley is again now estimated at 45 wineries, as shown on **Figure 7**.

Many wineries in the Livermore Valley produce wine from grapes that are grown outside the Livermore Valley, as well as grapes grown within the Livermore Valley. Conversely, not all the grapes grown on Livermore vineyards are used by Livermore wineries:

- Wente Vineyards and Concannon wineries are largely self-sufficient in grapes, growing their own grapes in their own (or managed) vineyards
- The next 5 larger wineries relied on approximately 555 acres (about 19%) of Livermore Valley vineyards
- The remaining approximately 38 smaller Livermore wineries collectively required production from only about 330 acres (or 12%) of Livermore Valley vineyards

In total, grapes from about 1,900 acres of Livermore Valley vineyards (or approximately two-thirds of all vineyard lands within the Valley) were required by Livermore's current winery production. This leaves the production of grapes from about 900 acres, or almost one-third of Livermore's total vineyard acreage (and approximately half of the independent vineyard acreage) being exported out of the Livermore Valley at prevailing spot-market prices for coastal grapes.[39]

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37 Lapsley and Sumner, "*Realizing the Heritage*', Table 12

38 Livermore Valley Wine Community, accessed at: https://www.lvwine.org/wineries.php

39 Lapsley and Sumner, Realizing the Heritage, page 15

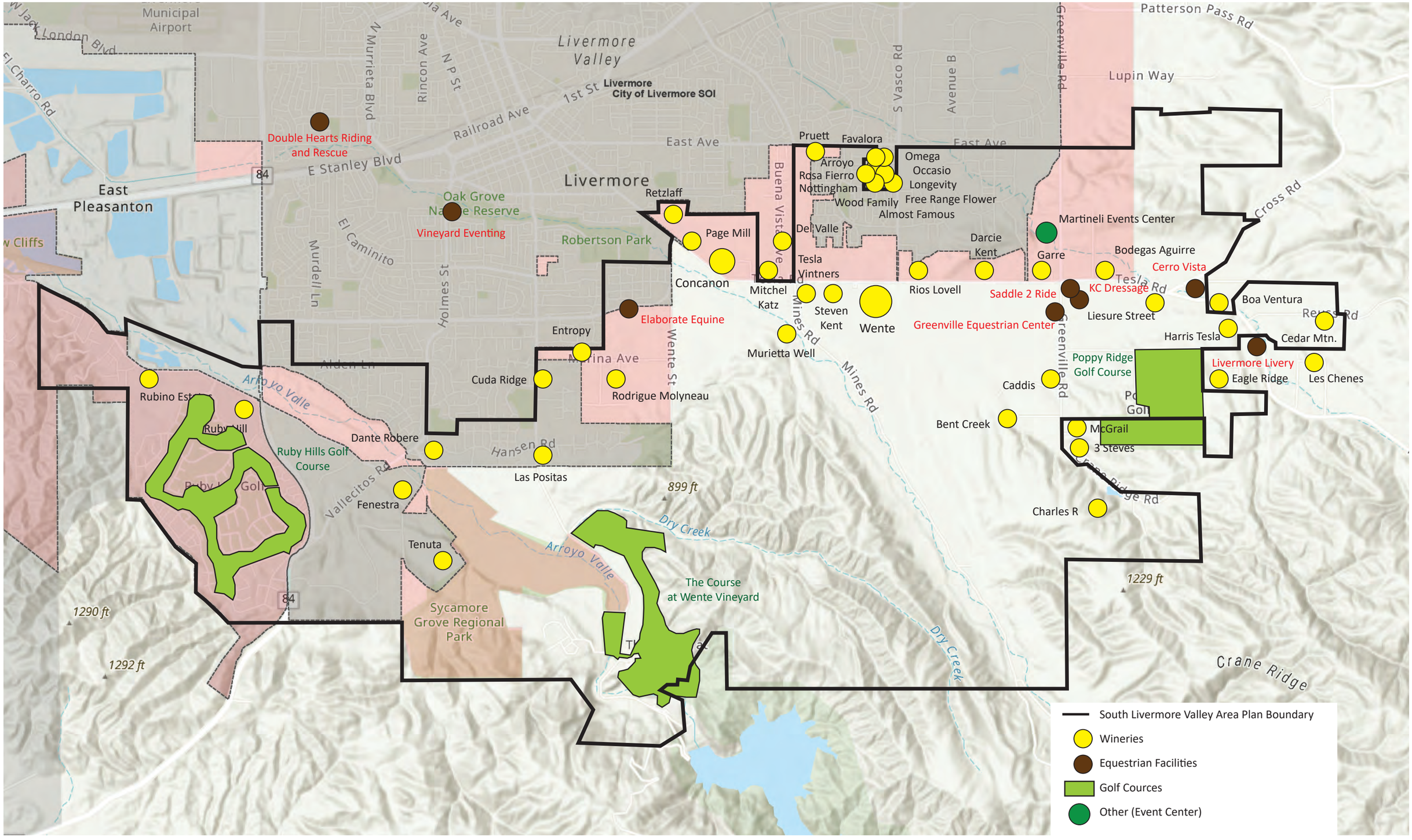


Figure 7
South Livermore Valley Wineries, Equestrian Facilities and Golf Courses

Source: Alameda LAFCO Base Map; UC Davis, *Realizing the Heritage*, 2022 (wineriy list) as updated per 2023 iternet search; 2023 internet search (equestrian centers/horse boarding facilities)

Equestrian Facilities

In a separate Alameda LAFCO Special Study prepared in 2022, that Study referenced an "Equine CUP Streamlining Project Report" of October 2003, which stated that "*the equine industry [in Alameda County] has been increasingly challenged over the years to accommodate business and regulatory changes. Although there is no definitive horse or facility census for a trend analysis, it is apparent that many facilities have closed. Facilities close for many reasons, including retirement, lack of profitability, displacement by development, competition with other outdoor activities, and the costs of meeting new regulatory demands*".[40]

That same 2022 LAFCO Special Study also found that, although the number of horse-related facilities appear to have decreased, the demand for equine-industry products and services continues to grow, evidenced by the growing miles of equine and multi-use trails and trail plans in the Bay Area, and horse owners relate the need to travel outside the County to find boarding vacancies. Ensuring that stables remain economically viable reduces pressure for more intense development.

Whereas countywide equestrian facilities may have been/are in decline, the Livermore Valley appears to have a robust equestrian presence. Based on a current internet search, there are eight separate equestrian-based operations within the Livermore Valley providing horse boarding/stables, riding lessons and advanced equestrian training, and horse rescue operations. These existing equestrian facilities are also shown in **Figure 7**.

Golf Courses

The Livermore Valley is home to three prestigious golf courses (see also **Figure 7**).

- The Ruby Hill development (see description above) includes a 225-acre Ruby Hills Country Club and golf course.
- Poppy Ridge Golf Course is an 18-hole, Northern California Golf Association (NCGA) approved golf course located on 280 acres east of Greenville Road, opposite the Crane Ridge Vineyards. The golf course was approved as a stand-alone facility that does not have any residential development proposed adjacent to it. Construction of the Poppy Ridge Golf Course was completed in 1997.
- The Course at Wente Vineyards is located at the south end of Arroyo Road, east of Sycamore Grove Park and the VA Hospital. The course was designed to follow the eastern edge of the valley, with vineyards located between the course and Arroyo Road. The golf course occupies 120 acres. As with the Poppy Ridge Golf Course, no residential development is associated with the Course at Wente Vineyards. The course is associated with the Wente Brothers Sparkling Wine Cellars, restaurant and concert site.

Taken together, these three golf courses occupy approximately 625 acres of land.

Cannabis

The only fully permitted and operating cannabis facility within the SLVAP is a retail operation, Garden of Eden at Highlands, at 7000 Tesla Road (at the Darcie Kent Winery), the first cannabis business to open in the unincorporated East County area near Livermore. The facility was approved by Alameda County in May of 2022. Cannabis is not grown and may not be grown at this property. Two sites have pending cannabis cultivation applications (as Conditional Use Permits) pending, one at 9249 Tesla Road and one at 8588 Tesla Road.[41]

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[40] Alameda County, Equine CUP Streamlining Project Report, October 2003

[41] Personal communication, Alameda County Planning Department, 2023

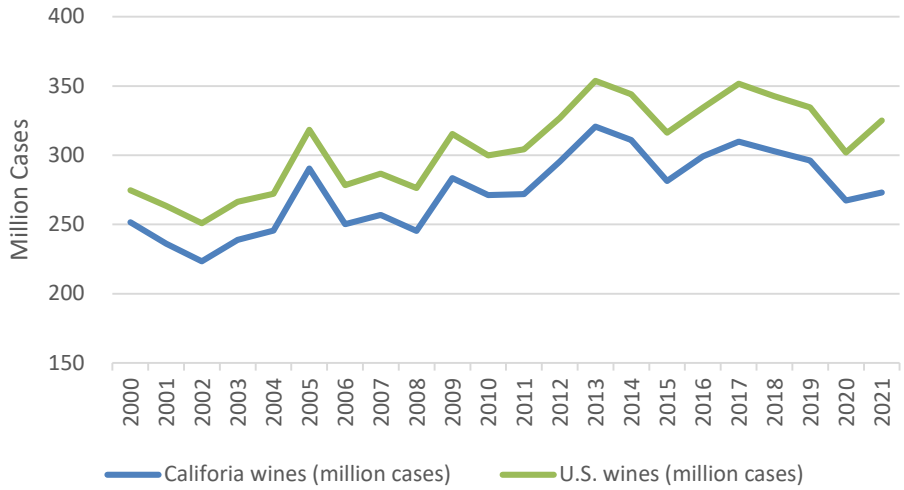
3.9 - Economic Outlook for Livermore Valley Wineries

Macro-Economics of California Wine Industry

Economic Trends of Wine Industry in California

The United States produces approximately 12 percent of the world's wine. California produces between 80 and 85 percent of all wine made in the United States (see **Chart 7**) and is the world's fourth largest producer of wine behind only Italy, Spain and France. California also has the largest number of wineries in the country, with about 4,800 bonded wineries, comprising nearly half of the approximately 10,043 wineries in the country.[42] According to the Wine Institute, California's wineries shipped over 273 million cases of wine to all markets in the U.S. and abroad in 2021, including more than 238 million cases of wine to U.S. markets. However, as shown in Chart 4, the volume of California wines sold (in cases) peaked around the years 2013 to 2016, and sales volume has been in general decline since then (but with a sharp improvement after a significant drop during the 2020 pandemic year).[43]

Chart 7: Wine Sales, U.S. and California Wines



Source: Wine Institute, accessed at https://wineinstitute.org/our-industry/statistics/california-us-wine- production/

The Wine Institute portrays a different trend in the retail value of California wine sales. Wines shipped to the U.S. markets was estimated at a retail value of $45.6 billion (estimated retail value includes markups by wholesalers, retailers and restaurateurs). Since 2003, the retail value of California wines has increased by about 35 percent, representing a relatively consistent average annual increase of about 2 percent, year on year (see **Chart 8**), although also suffering from a significant drop during the 2020 pandemic year.[44] Many

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42 National Association of American Wineries, accessed at https://wineamerica.org/policy/by-the-numbers and https://www.winecountry.com/blog/california-wine-facts/#:~:text=The%20majority%20were%20red%20grapes,wineries%20in%20the%20entire%20country.

43 Wine Institute and the California Association of Winegrape Growers, *The Economic Impact of California Wine and Grapes*, 2022, accessed at: https://wineinstitute.org/our-industry/statistics/california-us-wine-production/

44 https://wineinstitute.org/our-industry/statistics/california-us-wine-sales/

wine experts attribute the difference between wine volume sales and wine retail value to a general shift in consumer preferences for higher quality and more expensive wines.

Chart 8: Retail Value of California Wine



Source: Wine Institute, accessed at https://wineinstitute.org/our-industry/statistics/california-us-wine-sales/

According to a *State of the Wine Industry Report*, many of the economic trends in wine sales (volume versus value) are highly driven by demographics. This report indicates that, "*consumers older than 60 are the only growth segments, and consumers younger than 60 have a lower share of wine consumption compared to what they did in 2007. While older consumers are paying more for premium wine, younger buyers are increasingly less engaged with the wine category*."[45]

Projections about the future of the wine business range from pessimistic, to cautious, to optimistic:

- "the wine category will continue to fight off ongoing challenges in 2023, according to IWSR, with the long-term trend of slowly declining volumes in many markets expected to continue" [46]
- "analysts expect demand for wine to remain healthy, driven by a limited reopening of tourism, restaurant and event traffic. . . and many expect to see modest improvements in wine sales and grape values" [47]
- "The California wine industry cannot be complacent. It faces challenges that include more competition from other imports and other American wine producers, but the growing reputation for quality, the increasing willingness of consumers to pay for higher quality, and the wine industry's ability to innovate bode well for its success." [48]

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45 Silicon Valley Bank (now a division of First Citizens Bank), "*State of the Wine Industry Report, 2023*", accessed at: https://www.svb.com/trends-insights/reports/wine-report

46 The Drinks Business, https://www.thedrinksbusiness.com/2023/03/slow-decline-of-global-wine-volumes-set-to-continue-iwsr-says/#:~:text=Wine%20volumes%20for%20H1%202021,fall%20in%20many%20core%20markets

47 https://www.agloan.com/2022-q1-wine-industry-trends-and-forecast

48 Rachael E. Goodhue, Richard D. Green, Dale M. Heien, and Philip L. Martin, "*Current Economic Trends in the California Wine Industry*", Giannini Foundation of Agricultural Economics, University of California Davis, 2007

Business Trends in the California Wine Industry

An older (2007) UC Davis report, *Current Economic Trends in the California Wine Industry,* provided insights about California's wine industry that are still relevant, and perhaps more so, today. As indicated in that 2007 report, while "the number of wine grape growers had increased slightly in the past decade, the number of wineries doubled to 2,900, [which has now substantially increased to as many as 4,800 bonded wineries in California, the opposite of a general consolidation trend in food processing. Within the winery sector, there is significant consolidation. Like other food-sector firms, a combination of economic and marketing forces is encouraging wineries to be either small enough to sell most of their wine directly to consumers, or large enough to have clout with distributors and retailers. The top three California wineries accounted for nearly 60 percent of total wine shipments, and the top ten California wineries accounted for 85 percent of total shipments. An important part of the large firms' recipe for success is their ability to offer distributors and large retailers a range of labels at different price points. Smaller California wineries often aim to sell three-quarters or more of their wine directly to consumers, many of whom visit the winery to taste the wine. Direct sales eliminate distributor and retailer mark-ups as well as winery-incurred shipping costs. Mid-size wineries [defined as more than 10,000 cases per year] face challenges, as they are too large to depend on direct-to-consumer sales, but too small to attract the attention of major distributors or retailers. Wineries in the middle between direct sales and multiple labels and marketing clout may have to seek a new business model. Mid-size wineries could shrink and follow the small-producer strategy, grow and follow a large-producer strategy, or become part of a large producer's brand portfolio via mergers and acquisitions."[49]

Micro-Economics of Livermore Valley Wineries

The Livermore Valley's winery industry is vitally important to the local economy but represents a very small share of the overall California wine industry's economic activity. The following relative comparisons put the scale of Livermore Valley wineries (which are assumed to represent virtually all of Alameda County's winery industry) in perspective of the overall California wine economy:

- Livermore Valley's 45 wineries represent about 1% of California's 4,800 bonded wineries[50]
- Livermore Valley wineries were estimated to produce about 977,050 cases of wine in 2019,[51] representing less than 1% of the 238 million cases of California-wide wine production [52]
- Approximately 415,800 tourists visited Alameda County wineries in 2022, spending approximately $276 million dollars. This representing about 2% of the 23.6 million winery tourist statewide, and nearly 4% of the $7.2 billion in statewide winery tourism spending (including retail wine, hotels, restaurants and other venues)
- The wine industry in Alameda County generated an estimated $2.4 billion in annual economic activity, representing just over 3% of California's $73 billion in total annual wine industry economic activity (which is inclusive of employment, wages, taxes, tourism spending, visits, and charitable giving) [53]

Although Livermore Valley represents a small share of California's vast winery industry, the business trends in Livermore Valley do reflect the statewide trend is business consolidation. Data that is presented in *Realizing*

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49 Ibid

50 Discover California Wines, "California Wines Profile" accessed at: https://discovercaliforniawines.com/wp-content/uploads/2022/08/CAWines-Profile-Aug_2022.pdf,

51 Lapsley and Sumner, Realizing the Heritage 2022, page 29 - Table 1.2: Livermore Wineries by Case Production

52 Discover California Wines, "California Wines Profile"

53 John Dunham & Associates, "*Economic Impact of California Wine and Grapes 2022*", commissioned by the Wine Institute and the California Association of Winegrape Growers, 2023

the Heritage is now a few years removed, but is still the best source of local information and provides several important characteristics about Livermore Valley wineries that likely remain accurate: [54]

- Of the 48 Livermore Valley wineries existing in 2019, two wineries (Wente and Concannon) produced about 82% of all wines sold
- These two large wineries, plus 5 more mid-sized wineries (those producing more than 10,000 cases of wine per year), or 15% of all Livermore Valley wineries, produced about 90% of all wines sold from the Valley

These larger and mid-sized wineries generally have a diverse sales base that includes distribution chains to national markets including grocery stores and liquor stores, with only about 20% of their wines sold directly to consumers.

- The remaining 41 smaller wineries in Livermore Valley, representing 85% of all Livermore Valley wineries, sold only about 10% of all wines sold from the Valley

Sales from these smaller Livermore wineries were much more dependent on direct sales to customers (e.g., online sales or direct sales at the winery and tasting rooms), with direct-to-consumer sales representing approximately 75% of all sales for all these other wineries. Most of the smallest wineries rely almost entirely on direct-to-consumer sales. As indicated in *Realizing the Heritage*, "the focus on cellar-door sales makes sense for the smaller individual wineries, as most do not seem to have the resources or desire to compete with other wineries for sales to retailers or wholesalers". [55]

Most of Livermore's smaller wineries that rely almost entirely on the direct-to-consumer sales approach are operating on the edge of profitability. As one winery owner put it, "*We have generally just broken even. We have professional jobs outside the winery and don't need to turn this into a profitable business. We get to experiment with different varieties and interact with interested consumers. We do it for the fun, not the money*."[56] These smaller wineries' direct-to-consumer sales approach provides their consumers with a personal engagement with the winery and its operators, may provide an enjoyable and informative experience. These small wineries also fulfill an important niche by creating a draw of visitors that take advantage of the Valley's other winery tourism industries.

The lack of profit margins for these small wineries does not mean their business models aren't viable, only that these businesses do depend on outside financing and the continued enjoyment of operating these businesses by the owners. These businesses are also at risk if the tourism/visitor sales cycle is disrupted (as evidenced by the large number of Livermore wineries that closed due to the pandemic) and are at risk from unexpected business operation expenses or demands (i.e., new regulations regarding winery process water disposal).

On a broader land use planning perspective, the annual grape crush represented by these numerous small wineries does not generate a substantial demand for Livermore Valley grapes (the smallest 40 wineries collectively require the output of only about 250 acres of Livermore's vineyards), and even a substantial increase in the number of these smaller wineries could not justify increasing the size of the Valley's existing vineyard acreage.

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54 Lapsley and Sumner, Realizing the Heritage 2022, page 29 - Table 1.2: Livermore Wineries by Case Production

55 Lapsley and Sumner, Realizing the Heritage 2022, page 99

56 Ibid

Chapter 4: State Water Board Waste Discharge Requirements for Wineries

Winemaking is an important industry that has generated as much as $71 billion for the California economy. Winemaking also generates process water that has the potential to degrade groundwater quality depending on winery-specific activities, size and treatment processes. The primary concerns for winery process water that effects groundwater quality are nitrogen, salinity and biochemical oxygen demand. In 2001, the State Water Board adopted a General Waste Discharge Requirements for Winery Process Water (General Order) that applies to wineries statewide, which includes requirements to ensure winery operations effectively mitigate adverse impacts to water quality. These General Order requirements have potentially significant implications on those Livermore Valley wineries that are not served by a municipal sewer system, as further summarized in the following chapter of this Special Study. [57]

4.1 - Winery Process Water

The late fall of each year (September through November) is when wineries typically harvest grapes to make wine. This period is known as the crush. Typical wine production during the crush involves harvesting and crushing grapes, fermentation, clarification, aging and storing, blending, and bottling. Other operations include facility cleaning, which involves washing processing equipment, floors, tanks, barrels and bottles. Other sources of water use include cleaning chemicals, spilled wine or juice, water softener regeneration brine, and boiler or cooling tower blowdown. During these wine production and cleaning processes, much of this water does not become wine, but becomes what is known as “winery process water”, or excess water used in the wine making process. Some wineries operate year-round, generating process water during the off-season from blending, bottling, and cleaning. The amount of process water used during these operations varies based on the specific operations of each winery, but wineries can use as much as 6 to 16 liters of water per liter of wine produced.[58]

Process water is typically collected at the winery using floor drains and trenches, piping, pumps, tanks and other ancillary equipment. Those wineries not connected to a municipal sewer system typically rely on ponds, land application and/or subsurface disposal systems to treat, reuse and/or dispose of their process water.

- Process water ponds provide process water storage, mixing, equalization, treatment, disposal and operational flexibility for wineries. Most ponds settle suspended solids, ponds with aeration reduce biochemical oxygen demand (BOD), and ponds with alternating aerobic and anoxic zones remove nitrogen. Constructed wetlands associated with a pond can further reduce BOD and nitrates and are effective as a “polishing step” prior to land application. Pond size and land disposal acreage are interrelated, as more available pond storage means less area is needed for land application or subsurface disposal, and vice versa. This balance is determined by site conditions and constraints, process water volume and quality, treatment objectives, costs and operational resources.
- Land application is a strategy to beneficially reuse process water to grow crops. Because winery process water contains organic matter and nitrogen, land application generally improves soil productivity and provides supplemental plant nutrients, while simultaneously treating and disposing of the process water. Dissolved solids in process water include plant macronutrients (e.g., ammonium, nitrate, phosphorous

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[57] California State Water Resources Control Board (Water Board), Order WQ 2021-0002-DWQ General Waste Discharge Requirements for Winery Process Water, January 20, 2021

[58] Journal of Water Science & Technology, accessed at: https://iwaponline.com/wst/article/80/10/1823/71671/The-impact-of-the-winery-s-wastewater-treatment

and potassium) that are removed by those land application systems that incorporate growing and removing crops.

- Subsurface disposal systems generally consist of a treatment unit and a subsurface disposal area (e.g., a drain field, infiltration gallery or dispersal area). Treated process water is discharged via gravity flow or a low-pressure distribution system to a subsurface disposal area. Plants grown at the subsurface disposal area can provide some additional treatment. Although more commonly used by smaller wineries, larger wineries with limited land application area or pond capacity also use subsurface disposal systems, or a subsurface disposal system in conjunction with land application. The siting, design and operation of a subsurface disposal system depends on site conditions, groundwater elevation, process water volume and characteristics, and soil properties.

Each of these methods for treating, reusing and/or disposal of winery process water have the potential to introduce constituents that may degrade groundwater quality. The primary constituents of concern in process water are nitrogen, biochemical oxygen demand (BOD), and salinity. Grape juice, wine, pomace and cleaning chemicals can also contribute nitrogen, BOD, and salinity.

Nitrogen

Winery process water has generally low levels of nitrate, but high concentrations of ammonia and organic nitrogen that can readily mineralize and convert to nitrate in soil. Excessive application of winery process water and other nitrogen-containing materials can result in nitrate leaching and groundwater degradation.

Salinity

Total dissolved solids (TDS) is a measurement of salinity, and consists of volatile (organic) and fixed (inorganic) elements. A significant proportion of winery process water is made up of volatile dissolved solids which break down in soil. The fixed dissolved solids (FDS) portion does not degrade biologically and is the primary salinity constituent of concern. Excessive salinity loading from process water, supplemental water, fertilizer, and soil amendments can impact the beneficial uses of groundwater and soil hydraulic conductivity.

Biochemical Oxygen Demand

Bio-degradable organic matter (measured as BOD) increases soil productivity, soil fertility and crop production, but excessive BOD application to land can result in nuisance odors and anaerobic conditions not favorable to biological treatment conditions, and can mobilize metals such as iron and manganese. Excessive BOD loading to ponds can lead to anaerobic conditions, impact process water treatment, and cause nuisance odors.

4.2 – State Water Board's Purpose in Establishing the General Order

The California Water Code defines winery process water as 'waste', and since the discharge of winery waste can affect the quality of waters of the state, such discharges are subject to regulation pursuant to the California Water Code. Any person discharging winery process water or proposing to discharge winery process water in any manner other than to a community sewer system must file a report of waste discharge (ROWD) and obtain coverage under a Waste Discharge Requirement (WDR) or a waiver of WDR.

The State Water Board estimates that there are approximately 4,580 wineries in California, and approximately 3,612 of these wineries are bonded (i.e., licensed to manufacture, sell, purchase, possess and transport alcoholic beverages within the state). Of these bonded wineries, approximately 2,070 wineries (57%) dispose of their process water waste to land, and the remaining 43% of the state's bonded wineries discharge to a community sewer system or other method. The Water Board also estimates that only about 16 percent of the bonded wineries that discharge to land have existing individual WDR permits or conditional

waivers to dispose of their winery waste. There is a substantial backlog of individual winery permitting throughout the state.

Pursuant to the Water Code, the State Water Board may prescribe General WDRs for a category of discharges if the discharges are produced by the same or similar operations, involve the same or similar types of waste, require the same or similar treatment standards, and are more appropriately regulated under general WDRs than individual WDRs. Discharges to land from winery process water and waste treatment and disposal systems have certain common characteristics such as similar constituents, concentrations of constituents, and disposal techniques, and they require the same or similar treatment standards. Therefore, the Water Board has found that winery process water discharges are more appropriately regulated under a General WDR. A General WDR provides a set of consistent standards and regulations that apply statewide, and the permit streamlining process pursuant to a General WDR allows the Regional Water Boards to focus on issues related to compliance, rather than issuing thousands of site-specific permits. According to the Water Board, the General Order was requested by winemakers to address inconsistencies in permitting statewide for winery process water, and the State Water Board collaborated with the wine industry and other stakeholders by soliciting and incorporating feedback throughout development of the General Order.

Nitrogen Loading

The Water Board's General Order requires land application of process water nutrients at agronomic rates and discharge of process water treated to meet an identified nitrogen effluent limit prior to subsurface disposal to preclude the creation of pollution, contamination or nuisance. Some of the nitrogen in the process water will be lost to the atmosphere, stored in the soil matrix or taken up by plants when applied to cropped (or landscaped) land. As a result, land application at an agronomic rate and subsurface disposal of process water treated to the General Order's effluent limit are unlikely to impair beneficial uses of groundwater.

Salinity Control

Source control is the best approach for addressing salinity. A number of chemical replacements for sodium-based chemical compounds are available that can reduce the salinity of winery process water. Compliance with the General Order includes implementation of minimum salt control BPTC measures, and additional salt controls in response to exceedances of fixed dissolved solid threshold to control salinity in discharges and protect water quality.

BOD Controls

Compliance with the Water Board's General Order includes a BOD loading limit, effluent limits, and implementation of best practicable treatment or control (BPTC) measures to control the generation of nuisance odors, provide adequate treatment, and protect water quality.

4.3 - Components of the General Order [59]

Tiered Enrollment Schedule

Wineries that direct all process water to a community sewer system are not required to apply for General Order coverage.

[59] State Water Board, General Waste Discharge Requirements For Winery Process Water (Order WQ 2021-0002-DWQ), January 20, 2021, accessed at: https://www.waterboards.ca.gov/water_issues/programs/waste_discharge_requirements/winery_order.html

- It is estimated that 10 of Livermore Valley's approximately 45 wineries are located within a thriving winery district at the southwest corner of South Vasco Road and East Avenue in the City of Livermore. This district is served by the City of Livermore's municipal sewer system, and these wineries will not require coverage under the General Order.

Those existing wineries that are already covered under an individual WDR, general WDR, or conditional waiver to WDR may continue discharging under those permits until they expire or come up for renewal. At that time (or earlier at the discretion of the Regional Water Board), it is intended that those wineries will re-enroll under the General Order.

- Within the Livermore Valley there are many wineries, including Concannon and Wente, plus the wineries located within Crane Ridge and the Beyer Ranch areas, that currently discharge winery process water under existing WDRs. When these individual or group WDRs expire, these wineries will be required to enroll under the General Order.[60]

All other wineries that are not served by a municipal sewer system or already covered under a separate WDR will be required to submit a Notice of Intent (NOI) and an associated Technical Report to enroll in the General Order by January 20, 2024. Full compliance with the General Order must occur within 5 years of the date of the NOI.

Tier-Based Limits and Reporting

Wineries that are authorized under the General Order are classified into regulatory tiers based on the annual process water flow from the facility. The application requirements, fees, and monitoring and reporting requirements are connected to and commensurate with the complexity of the discharge regulated under each tier. The General Order's tiers include:

- Exempt (less than 10,000 gallons per year)
- Tier 1 (10,000 to 30,000 gallons per year)
- Tier 2 (30,001 to 300,000 gallons per year)
- Tier 3 (300,001 to 1,000,000 gallons per year), and
- Tier 4 (greater than 1,000,000 gallons per year)

Exempt wineries are not required to enroll under the General Order. However, exempt wineries that violate General Order prohibitions or exempt status conditions or are otherwise determined to pose a threat to water quality (which can include a large concentration of wineries in a specific area), may no longer qualify for exempt status and may be required to apply for General Order coverage as a Tier 1 facility.

Tier 1 wineries are considered to have a low potential for degrading water quality provided they comply with General Order requirements. These smaller wineries are required to apply for General Order coverage as a Tier 1 facility. A large concentration of Tier 1 wineries in an area may pose a higher threat to water quality and result in groundwater degradation and may be required to apply for General Order coverage as a Tier 2 facility.

The annual process water flows from each winery in the Livermore Valley is dependent on several factors that may vary from winery to winery based on each wineries' water use. If all Livermore Valley wineries practice significant water, conservation strategies and can achieve ratios of about 6 liters of water per liter of

[60] The Water Board's 2017 WDR for Concannon cites the Revised Wastewater Management Plan, which includes a connection to the City of Livermore's publicly owned treatment works for discharge of all sanitary waste from the facility, and as a backup discharge location for treated winery wastewater

wine produced, the approximately 40 Livermore Valley wineries subject to the General Order (those not served by municipal sewer) may generally fall under the following categories:

- Perhaps 4 or 5 of Livermore Valley's smallest wineries may fall under the "Exempt" category
- Perhaps 10 to 12 of Livermore Valley's smaller wineries may fall under the "Tier 1" category
- Perhaps 17 to 18 of Livermore Valley's mid-sized wineries may fall under the "Tier 2" category
- Perhaps 3 of Livermore Valley's larger wineries may fall under the "Tier 3" category, and
- It is likely that the Wente winery will fall under the "Tier 4" category, as would the Concannon winery if their Livermore sewer connection remains as a backup discharge location for treated winery process wastewater.[61]

General Specifications for Ponds, Land Application and Subsurface Disposal Areas

Ponds

Undersized ponds can lead to process water spills, insufficient treatment, anaerobic conditions and nuisance odors. To minimize these problems, the General Order requires ponds be sized to meet a 100-year, 24-hour peak storm design standard. Small ponds are required to meet a 25-year, 24-hour peak storm design standard at a minimum. The Discharger is also required to submit a technical report describing how a smaller pond will be operated without overtopping under 100-year, 24-hour peak storm conditions.

- Tier 1 and Tier 2 facility ponds generally contain smaller amounts of process water for a shorter period of the year and pose a smaller threat to water quality if the ponds are properly maintained and in good working condition. Therefore, Tier 1 and Tier 2 wineries with existing ponds may continue operating the ponds at their current sizes, provided they comply with all other General Order requirements. Tier 1 wineries may also construct ponds that are smaller than the peak storm design standards, provided they meet all other General Order requirements, including applicable pond specifications.

Ponds that percolate process water have the potential for degrading underlying groundwater. Ponds lined with a relatively impermeable layer (e.g., clay, concrete or geo-membrane liner) minimize percolation.

- Tier 1 and Tier 2 wineries may continue operating existing ponds at their current lined or unlined status, provided they comply with all other General Order requirements. The Regional Water Board may require ponds that are determined to have had, or have the potential for frequent or significant spills, or have the potential to cause groundwater pollution, to comply with the General Order pond capacity and/or liner requirements.
- New or expanding ponds at Tiers 2, 3, and 4 wineries must be lined to meet a hydraulic conductivity standard to prevent percolation-related degradation.
- Tier 4 wineries are required to conduct groundwater monitoring at their process water ponds unless the winery demonstrates a reduced potential for groundwater degradation and qualifies for an exemption.

Land Application

Winery process water is often used to supplement rainfall and fresh water sources for vineyards or other crop irrigation. The General Order requires a discharger of process water used in irrigation to monitor the source water, process water and supplemental water quality to determine compliance with applicable nitrogen and biodegradable organics (measured as BOD) loading limits.

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[61] California Regional Water Quality Control Board San Francisco Bay Region (SFRWQCB), The Wine Group, LLC-Concannon Winery Waste Discharge Requirements, Order No. R2-2017-0010, April 2017, page 2

- To manage BOD loading, the General Order requires that land application of winery process water occur within an irrigation cycle average meeting BOD loading limits.[62] Field rotation, alternating wet and dry times, infiltrating water within 48 hours, and managing the hydraulic loading are all necessary to allow the soil to return to aerobic conditions. Good land application, farming practices and site controls are also required to prevent excessive hydraulic loading, nuisance conditions and off-site discharges. The land application area must be properly managed to prevent over-irrigation, which can result in runoff or ponding.
- Wineries that generate and apply larger volumes of process water inherently have a higher potential for percolation to groundwater and groundwater degradation. Therefore, Tier 4 wineries are generally required to conduct groundwater monitoring at the land application area.
- Wineries with groundwater monitoring data that demonstrate impacts to water quality may be required to evaluate the winery, treatment and disposal operations, and address and mitigate groundwater quality impacts through development and implementation of a site-specific Nitrogen Control Plan.

Subsurface Disposal Systems

Simple subsurface disposal systems that only provide for settling of solids provide minimal treatment. In the settling tank, solids in the process water settle out and the anaerobic conditions provide some BOD reduction, but nitrogen removal varies depending on the system design and operation. Once discharged, the effluent BOD can further biodegrade in the aerobic conditions of the subsurface disposal area and the nitrogen can be converted to nitrate. More advanced subsurface disposal systems can be designed for nitrogen and/or BOD removal. Treatment alternatives include biological filters, pretreatment in process water ponds designed for nitrification and denitrification upstream of the subsurface disposal systems, and other engineered alternatives. The General Order includes effluent limits for total nitrogen, BOD, and total suspended solids (TSS) to assess subsurface disposal systems treatment effectiveness and minimize the potential for degrading groundwater.

- Tiers 2, 3, and 4 wineries using subsurface disposal systems that exceed the total nitrogen effluent limit may be required to evaluate the winery, treatment and disposal operations, and prepare a Nitrogen Control Plan with improvements needed to comply with the limit.
- The General Order requires the discharger to implement subsurface disposal system operational controls and provide sufficient disposal area necessary to prevent excessive loading, inadequate treatment and nuisance conditions. It also requires that the subsurface disposal systems meet a maximum hydraulic loading limit to prevent excessive loading to the subsurface disposal area.
- Wineries that discharge large volumes of process water to a subsurface disposal area have a higher potential for percolation to groundwater and groundwater degradation. Therefore, Tier 4 facilities are required to conduct groundwater monitoring for subsurface disposal systems.

Solids Management

Coarse and suspended process solids are screened, filtered, precipitated and settled from grape juice, wine and process water. Removing solids prior to directing process water to flowmeters, storage tanks, and treatment systems minimizes system clogging, extends the life of equipment, improves treatment efficiency, and restores system capacity. Process solids are also generated from process water treatment systems. Ponds are periodically dredged to restore capacity. Sludge and scum from settling tanks are also removed as part of regular maintenance. Process solids are typically containerized or stockpiled and dried before they are

[62] An irrigation cycle is made up of irrigation days and the subsequent dry days. For example, a land application area (LAA) divided into seven sections would have a 7-day irrigation cycle for each section if each received one day of application followed by six days of drying.

applied to land as a soil amendment or disposed of off-site. Onsite composting and reuse of process solids are encouraged.

Salt Control

Effective strategies to minimize salt concentration (measured in fixed dissolved solids - or FDS) in process water include facility source control, chemical substitution and recycling, good housekeeping, solids removal, and other best practice measures. Most of these measures aim to keep salts out of process water. Salt reduction technologies (e.g., reverse osmosis) are available but can be expensive, so are not as widely used. Minimum Best Practicable Treatment or Control measures for salt control generally consisting of good housekeeping, source control and reduced salt usage, and solids screening and management, and are required compliance measures of the General Order.

- This General Order requires Tiers 2, 3, and 4 facilities to compare winery effluent FDS concentrations to an FDS threshold to determine if additional measures are needed at the facility to control salt and minimize the potential for groundwater degradation. The FDS threshold is based on reasonable Best Practicable Treatment or Control measures that can be implemented at wineries to minimize salinity impacts to groundwater.
- Facilities that exceed the FDS threshold may be required to evaluate the winery, treatment and disposal operations, discuss findings, and propose improvements to reduce effluent FDS in a Salt Control Plan. An exceedance of the FDS threshold is not a violation of the General Order, but the General Order does require the discharger to implement salt control Best Practicable Treatment or Control and to potentially submit a Salt Control Plan if the FDS threshold is exceeded.

Annual Reporting Requirements and Fees

Although the State Water Board intended to streamline and improve the WDR permitting process for wineries, stakeholders across the winemaking industry have expressed concern about the cost and complexity of complying with the new General Order.

The General Order provides a model Monitoring and Reporting Program that provides dischargers with alternatives to address site-specific conditions to achieve General Order compliance. [63]The Monitoring and Reporting Program includes cost estimates for compliance that provide a general range of costs, whereas actual costs will depend on many factors. According to the Water Board's estimate, the one-time monitoring costs will be approximately:

- for Tier 1 winery - $500 to purchase a flow meter, with no on-going monitoring costs
- for Tiers 2 to 4 - $500 to $750 to purchasing a pH and electrical conductivity meter

The Water Board's estimate of the effort to develop required technical reports is estimated to range from 40 hours of in-house staff time to 100 hours of in-house and/or consultant time, depending on the winery size and complexity and the needs of the specific technical report.

The Water Board's estimate for annual ongoing monitoring costs by Tier are:

- Tier 1: no on-going monitoring
- Tier 2 (assuming 61 days of discharge) - $1,500 to $5,000

[63] State Water Board, General Waste Discharge Requirements For Winery Process Water (Order WQ 2021-0002-DWQ), January 20, 2021, Attachment G: Monitoring and Reporting Program

- Tier 3 (assuming 75 days of discharge) - $3,000 to $10,000
- Tier 4 (assuming 100 days of discharge) - $25,000 to $45,000

These estimated ongoing annual monitoring costs do not include labor costs for in-house staff or consultants. They also do not include costs to a winery for possible engineering, design, permitting or construction work that may be necessary for General Order compliance, or the technical reports potentially required if certain General Order activities or requirements are triggered because the specific work necessary at individual wineries. These costs will vary significantly, and the Water Board found it is not feasible to summarize such costs and factors of the General Order. The General Order does address facility-specific compliance costs by providing dischargers with alternatives to demonstrate compliance by meeting specific design or performance standards, a compliance schedule to complete necessary upgrades at existing wineries, and compliance options for addressing specific General Order exceedances. [64]

Wine Institute Estimates of Costs

The Wine Institute (an advocacy group for the California wine industry) commissioned a study to calculate the ongoing monitoring cost of compliance with the General Order, beyond the startup cost and capital expenses estimated by the Water Board. They found the annual monitoring costs for a typical Tier 2 winery (with 6-7 winery employees dedicated to the production of wine), could cost between $21,000 and $35,000 in additional annual wages. They also suggest that there are additional unknown costs necessary to upgrade systems to meet other standards proposed in the Winery Order, and they anticipate that many wineries will need to engage an expert consultant to assist with compliance. The estimated costs of these consulting services range from $20,000 to $40,000 per year. They estimate the annual costs of testing and monitoring a Tier 2 winery could be as much as $52,000 to $91,000, and that these costs would be even greater for Tier 3 and 4 wineries.[65]

[64] State Water Board, General Waste Discharge Requirements For Winery Process Water, Attachment G: Monitoring and Reporting Program, Estimated Monitoring and Reporting Program Cost Ranges, page G-30

[65] Wine Institute, et.al.., *Letter to California State Water Resources Control Board, RE: General Waste Discharge Requirements for Winery Process Water*, August5, 2020

Chapter 5 - Livermore Valley Water and Groundwater Quality Issues

The Livermore Valley Groundwater Basin is an inland alluvial groundwater basin underlying the east-west trending Livermore-Amador Valley and Livermore Uplands in eastern Alameda County. The groundwater basin is divided into four basin areas: the Main Basin; Fringe Basin North; Fringe Basin Northeast and Fringe Basin East. The Main Basin is further divided into an upper and lower aquifer. The Main Basin is a portion of the regional groundwater basin that contains the highest yielding aquifers and generally the best quality groundwater and is an important source of drinking water for the communities that overly it. The Fringe Basins contain water with slightly higher salinity, and generally yield low quantities of water to wells. The Upland Aquifer is of lower productivity and quality than the aquifers of the Main Basin, and groundwater production is limited to domestic and agricultural uses in these areas.

5.1 - Nitrates

2015 Nutrient Management Plan (NMP)

The Zone 7 Water Agency monitors groundwater quality throughout the Basin. In 2015, Zone 7 published a Nutrient Management Plan (NMP) to assess existing and future groundwater nutrient concentrations relative to planned expansion of recycled water projects and future development in the Livermore Valley.[66] The 2015 NMP concluded that in general, groundwater quality throughout most of the Main Basin is suitable for most types of urban and agriculture uses, with some minor localized water quality degradation. The primary nutrient constituent of concern identified in the NMP is nitrate, which is the only nutrient to have had a significant impact on groundwater quality. The Basin objective for nitrate was 45 mg/L (measured as NO3) for both the Main and Fringe Basins. As reported in the 2015 NMP, the Main Basin and each of the Fringe Basins all had average basin concentrations of NO3 that were well below the 45 mg/L Basin objective. However, there were ten identified Areas of Concern (or 'hot spots") where local nitrate concentrations exceeded the Basin objective.[67] Nitrate contamination in groundwater supplies is typically the result of nitrogen-containing compounds being leached from the surface and mixing with ambient groundwater. Sources of nitrogen loading include fertilizers, decaying vegetation and other organic materials, animal manure waste, nitrogen-fixing crops, and sewage and other wastewaters disposed of on-site (including winery process water).

The ten "hot spots" identified in the 2015 NMP are believed to primarily be vestiges of past agricultural land uses and processes, and former municipal wastewater and sludge disposal practices. However, five of the "hot spot" areas are outside of the Urban Growth Boundary, where on-site wastewater treatment systems are the predominant method for sewage disposal. These "hot spot" areas included Buena Vista, Greenville and Mines Road in the Livermore Valley – areas with substantial concentrations of Livermore Valley's wineries.

- The nitrate plume at Buena Vista is in an area that is primarily not served by municipal sewers, with low- to medium-density residential, vineyard and winery land uses. The potential sources of the nitrate are existing on-site wastewater treatment systems and historical agricultural practices, livestock manure and

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66 Zone 7 Water Agency, *Nutrient Management Plan (NMP) for the Livermore Valley Groundwater Basin* (California Department of Water Resources [DWR] Basin No. 2-10), July 2015

67 A separate Salt Management Plan (SMP) for the Livermore Valley Groundwater Basin was developed and issued by Zone 7 Water Agency in 2004 and incorporated into Zone 7's Groundwater Management Plan GWMP) for the Basin in 2005. Percolating water from on-site wastewater treatment system OWTS was found to contributes a small amount to the overall salt additions to the groundwater basin, but it was not identified as a significant source. Therefore, no specific limitations or control measures were recommended for management of salt additions from on-site wastewater treatment system.

composting vegetation. There were over 100 on-site wastewater treatment systems in use near the plume, as well as numerous wineries in the area.

- The nitrate plume at Greenville is also in an area that is not served by a municipal sewer and is developed as low-density residential, vineyard and wineries. The source of nitrate is unconfirmed but may be from historical chicken farming and other agricultural land uses located up gradient of the monitoring well. There is concern for the potential increase in on-site wastewater treatment system disposal from future commercial development planned for this area.
- The nitrate plume indicated at Mines Road was represented by monitoring of a single well. Nitrate concentrations in this well have historically fluctuated widely, ranging from non-detect to a maximum of nearly 95 mg/L (measured as NO3) in October 2011. The reason for the fluctuations is unknown but may be related to agriculture and changes in precipitation. This area is not served by a municipal sewer. It is primarily an agricultural, open space and low-density residential area.

Although the 2015 Nutrient Management Plan did not predict overall Basin groundwater quality to degrade significantly due to ongoing and anticipated future nutrient loading, the NMP does identify the need to further assess, reduce or manage, and monitor nutrient loading to make sure that no new high nitrate "hot spot" areas are created. Zone 7's short-term goals expressed in the 2015 NMP were to improve their understanding of current and historical nutrient impacts to the groundwater basin, and to minimize current and future nutrient loading while allowing for a reasonable amount of new loading from rural development and increased recycled water use. The long-term goal was to meet Basin objectives in all parts of the groundwater basin. The strategies for achieving these goals included:

- promoting the continued use of best management practice (BMP) requirements aimed at minimizing nutrient loading from certain land uses (i.e., irrigated and fertilized turf and landscapes, confined livestock operations, vineyards and wineries)
- implementing loading limits for on-site wastewater treatment systems located within the identified "hot spot" Areas of Concern
- implementing an "On-site Wastewater Treatment System (OWTS) Special Permit Area" designation where advanced on-site wastewater treatment systems with nitrogen reduction treatment methods are required, and
- because wastewater generated by commercial operations can result in higher loading rates than residential flows, the permitting of on-site wastewater treatment systems for new commercial projects within the special permit requirement areas require a higher level of scrutiny, and commercial projects (i.e., wineries) must include a nitrogen-removing system, and also must demonstrate by analysis that the project will result in an improved nitrate condition beneath the site and not cause the offsite condition to worsen.
- Many of the commercial user's on-site wastewater treatment systems will fall under the Water Board's jurisdiction, and thus be subject to their Report of Waste Discharge (ROWD) requirements.

2021 Alternative Groundwater Sustainability Plan Update

In 2021, Zone 7 prepared an Alternative Groundwater Sustainability Plan Update for the Livermore Valley Groundwater Basin.[68] This 2021 Sustainability Plan Update included new data about on-site wastewater treatment systems obtained from the Alameda County Department of Environmental Health, and used a different threshold defined as a Maximum Contaminant Level of 10 mg/l (measures as nitrate, or N), based

[68] Zone 7 Water Agency, *Alternative Groundwater Sustainability Plan 2021 Update for the Livermore Valley Groundwater Basin*, December 2021

on the federal and State Primary Maximum Contaminant Level for drinking water. Based on year 2020 data, the total average nitrate (as N) concentration in both the Upper and Lower Aquifers of the Main Basin is 3.2 mg/L. In each of the Fringe Sub-Basins, average concentrations range from 2.9 to 8.3 mg/L. All average concentrations are below the Maximum Contaminant Level (MCL); however, certain localized areas remain as "Nitrate Areas of Concern", where nitrate concentrations still exceed the MCL (see **Figure 8**).

To minimize nitrate loading to the Basin, the 2015 NMP recommended implementing on-site wastewater treatment system loading limits in areas of concern, as well as an OWTS Special Permit Area where advanced treatment and additional monitoring was required. Based on these 2015 NMP measures, the size of most areas of concern have decreased in extent, indicating an improved condition. Prior to implementing the 2015 NMP measures, the Buena Vista area of concern appeared to have been increasing slightly and migrating downgradient towards the Cal Water municipal wells, and nitrate concentrations in the Greenville are of concern were increasing over time, suggesting that the plume was either increasing or migrating downgradient. Since 2015 and the establishment of nitrate loading limits and establishment of the OWTS Special Permit Area, 2021 data shows that these recommendations have reduced nitrogen loading by about 70 pounds of nitrogen per year, primarily in the Buena Vista and Greenville Special Permit Areas.

The 2021 Sustainability Plan Update also included an estimate of future annual nitrogen loading. Annual nitrogen loading from each known source was estimated and summed up to predict future nitrate trends. The model results predict that average nitrate concentrations will decrease over time in the Main Basin but will increase in the Fringe and Upland Areas. The 2021 Sustainability Plan Update concluded that the on-site wastewater treatment system loading limits and the OWTS Special Permit Areas, together with coordination with Alameda County Environmental Health on its management program for on-site wastewater treatment systems, are addressing the nitrate loading concerns in the area, and support Zone 7's continued sustainable management of the Basin's groundwater quality on a regional basis, while protecting groundwater quality for beneficial uses.

The State Water Board's General Order for statewide wineries provides that local agencies may apply to the State Water Board or Regional Water Board for oversight of wineries located within the local agency's jurisdiction. Some Regional Water Boards work with County Environmental Health Programs and may authorize local agencies to oversee winery process water activities. The Alameda County Department of Environmental Health is already engaged in oversight of many of the regulatory and monitoring provisions of the General Order through its existing OWTS Special Permit Area process, which could potentially provide local agency oversight of the General Order.

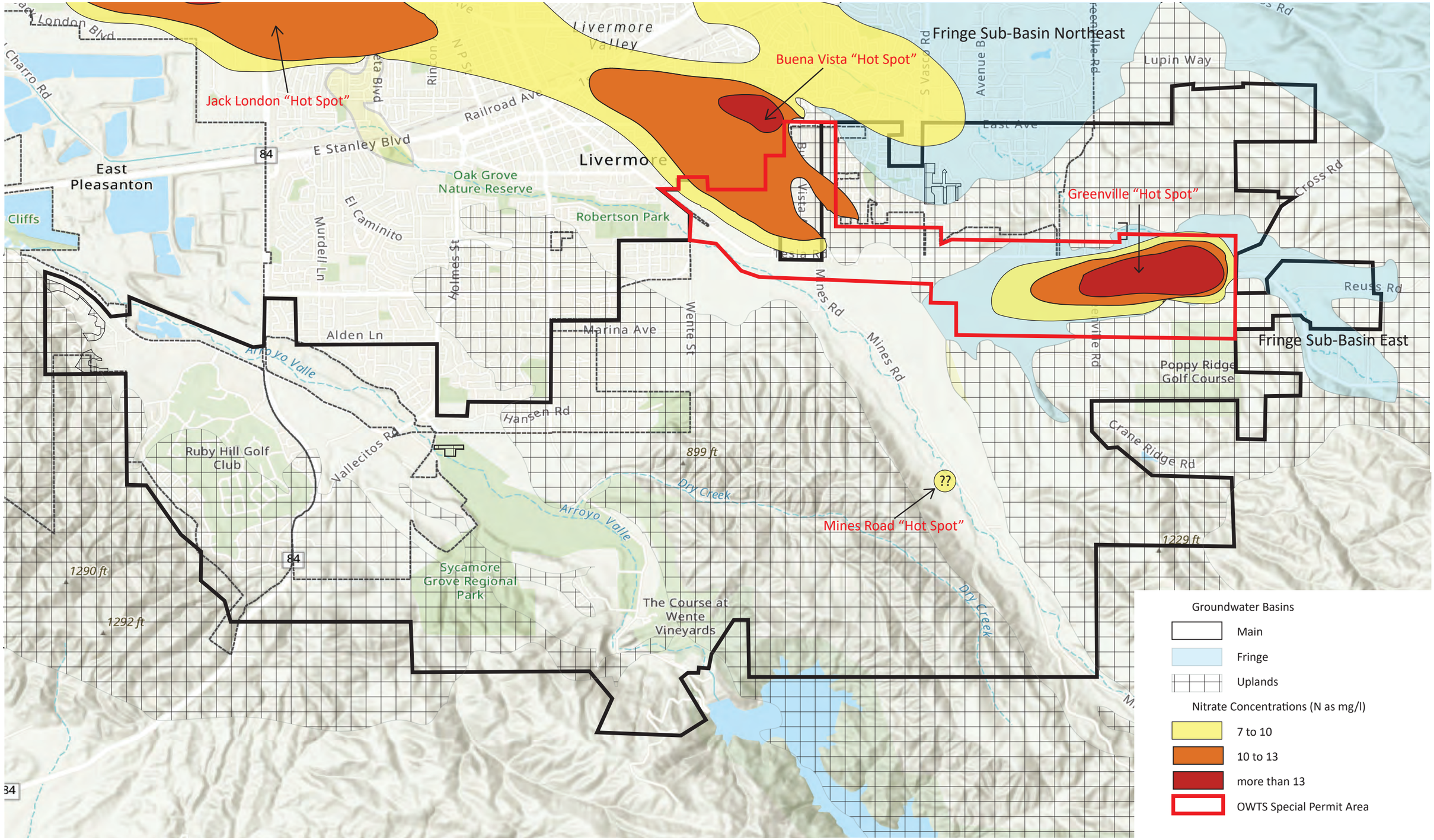


Figure 8
Nitrate Concentrations (mg/L) in the Upper Aquifer, 2020 Water Year

Source: Zone 7 Water Agency, *Alternative Groundwater Sustainability Plan for the Livermore Valley Groundwater Basin*, 2020, Figure 8-22

5.2 - Salinity

Irrigation practices tends to concentrate salts and minerals as part of the evapotranspiration processes. Historic and current irrigation of agriculture and urban development over the Main Basin has resulted in higher salinity leachate and percolate recharge into the groundwater, which has elevated the Main Basin's groundwater concentrations of total dissolved solids (TDS). Historic, and to a lesser degree current wastewater disposal practices contribute to an increase of groundwater salinity in the Main Basin. More recently, the use of treated recycled water, which provides an important source of water supply, has elevated concerns about salt loading of the Main Basin. Generally, recycled water contains two to three times the concentration of salts (represented as TDS) as typical treated water.[69]

Zone 7 Salt Management Plan

In 2004, the Zone 7 Water Agency adopted a Salt Management Plan (SMP) to address the increase in total dissolved solids (TDS) that were observed in portions of the Main Basin. Over time, implementation of the SMP has included modifications to existing conjunctive use programs, salt removal by groundwater pumping, artificially recharging lower salinity imported water, and development of the Mocho Groundwater Demineralization Plant (MGDP). The MGDP began operation in 2009, and is a reverse osmosis treatment system that produces demineralized water (water with extremely low TDS). The demineralized water is then blended with the groundwater to desired TDS levels, while the brine concentrate from the reverse osmosis process is exported out of the watershed to San Francisco Bay.

According to Zone 7's Annual Report for the 2020 water year,[70] Zone 7 found that there has been a continued general upward trend in TDS concentrations in the Main Basin over the last 40 years, but TDS concentrations within the South Livermore Valley have stayed relatively low, especially during times of significant stream recharge. During the 2020 water year, TDS concentrations in groundwater were lowest in the areas adjacent to the Arroyo Valle and the Arroyo Mocho, where they were generally less than the applicable minimum threshold levels established under the Salt Management Plan. Higher TDS concentrations tend to be in areas within Pleasanton and northeast of Livermore.

5.3 - Biochemical Oxygen Demand

Biochemical oxygen demand (BOD) is the measure of oxygen consumed by bacteria and other microorganisms during the process of decomposition of organic matter by aerobic bacteria. A high BOD indicates that more oxygen is required for decomposition and signifies lower water quality, while a low BOD means less oxygen is being removed from the water during composition, so the water is usually more pure. Oxygen consumed in the decomposition process also robs other aquatic organisms of the oxygen they need to live.

BOD content is an important factor for on-site wastewater treatment systems (or septic systems). Septic tanks operate as an anaerobic (without oxygen) process, so much of the BOD present in sewage (and in winery process water) flows to the leach field. The organic matter in the sewage supports the growth of microbes under the leach field in the absorption field (or biomat). These microbes within the absorption field remove bacteria and viruses from the sewage so that they do not pass to the groundwater, and they digest most of the remaining BOD. Under proper site and operating conditions, septic systems remove more than 95 percent of a waste stream's BOD, and the absorption field operates in equilibrium (as many cells are

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69 Zone 7 Water Agency, *Salt Management Plan*, May 2004

70 Zone 7 Water Agency, *Sustainable Groundwater Management Program's Annual Report for the 2020 Water Year*, March 2021, page 7-4

growing as are being decomposed). If organic matter is added to a septic system faster than it can be decomposed in the absorption field, the absorption field thickens and reduces the wastewater infiltration rate. This typically leads to a system-wide reduction in the hydraulic loading rate (the rate at which wastewater enters a septic system), and/or septic tank effluent begins to back up in the soil absorption trenches, or breaks out on the ground surface.

BOD is also traditionally used to measure of the strength of effluent that is released from conventional sewage treatment plants to surface waters or streams. Sewage that has a high BOD can deplete oxygen in receiving waters, causing fish kills and other changes to the surface water ecosystem. The City of Livermore owns and operates the City of Livermore Water Reclamation Plant, which provides secondary treatment of wastewater collected from its service area. This treated wastewater is combined with treated effluent form other public wastewater treatment systems, and eventually discharged into the San Francisco Bay. To control pollutants that are discharged into the surface waters of the Bay, the City of Livermore Water Reclamation Plant's NPDES Permit includes water quality-based effluent limitations to attain and maintain applicable numeric and narrative water quality criteria. The criteria pursuant to this permit for the discharge of Biochemical Oxygen Demand (BOD) is 45 mg/l on a monthly average, and 30 mg/l on a weekly average. [71]

[71] California Regional Water Quality Control Board San Francisco Bay Region (RWQCB), , NPDES Permit CA0038008, September 1, 2022

6- South Livermore Sewer Expansion Project

6.1 - South Livermore Sewer Expansion Project Objectives

In May of 2022, the City of Livermore issued a Draft Supplemental EIR for a proposed South Livermore Sewer Expansion Project.[72] As background to the Sewer Expansion Project, the City of Livermore indicated that,

> "*Because connection to urban services such as sanitary sewers is limited by the City's Urban Growth Boundary, many residential and commercial uses in South Livermore Valley rely on on-site wastewater treatment systems. In South Livermore Valley, the Regional Water Quality Control Board, County Department of Environmental Health, and Zone 7 Water Agency have restricted issuing permits for new septic systems or replacing failing septic systems. These Agencies' positions reflect their mission to protect the Tri-Valley's groundwater basin. The Agencies have identified high nitrate concentrations in groundwater throughout the Tri-Valley resulting from past livestock operations and failing, undersized or inefficient septic systems. These issues have the potential to adversely affect water quality and public health, safety and quality of life. The inability to construct, expand or replace septic systems, or to connect to the sanitary sewer, is negatively affecting the South Livermore Valley wine industry and related uses, thus preventing the vision of the Livermore General Plan, SLVAP and SLVSP."* [73]

To address these concerns, the City proposed implementation of a South Livermore Sewer Expansion Project that would amend the City's voter-approved policies related to the South Livermore Urban Growth Boundary, to permit the extension of sanitary sewer lines into non-City served areas beyond the City limits. The City's objectives for the proposed Sewer Expansion Project included the following:

- Improve groundwater quality in the South Livermore Valley area relative to nitrates, which is associated with residential septic systems and livestock keeping
- Facilitate the development potential of existing and new wineries, visitor serving commercial uses, and residences consistent with the City's General Plan, SLVSP and South Livermore Valley Area Plan (SLVAP) subject to Alameda County Measure D, and
- Enhance the short- and long-term economic viability of agriculture and viticulture in the South Livermore Valley area, consistent with goals of the City's General Plan [74]

6.2 – Sewer Expansion Project Description

Sewer Line Improvements

The South Livermore Sewer Expansion Project's alignment is generally located southeast of the City of Livermore within unincorporated Alameda County, California (see **Figure 9**). A portion of the project alignment is located within the City of Livermore and another portion aligns with the City's Sphere of Influence boundary.

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72 Livermore, City of, *Draft Supplemental Environmental Impact Report for the South Livermore Sewer Expansion Project* (State Clearinghouse #2021120386), May 2022

73 Livermore, City of Draft SEIR, May 2022, page 2-7

74 Ibid, page 2-7

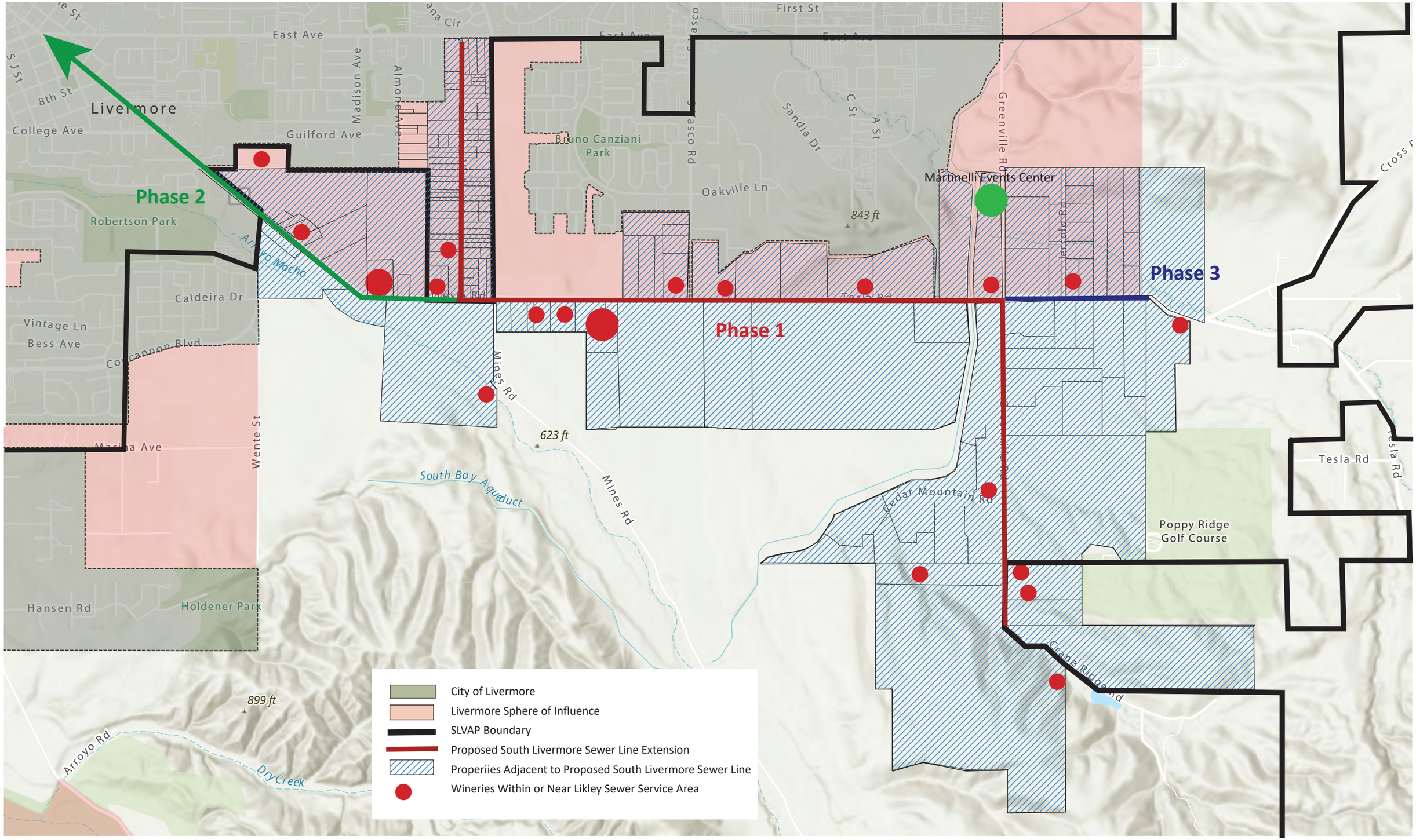


Figure 9
South Livermore Sewer Line Expansion Project Alignment and Adjacent Properties

Source: City of Livermore, South Livermore Sewer Expansion Project Final Supplemental Environmental Impact Report , June 2022

- Phase 1 of the Sewer Expansion alignment would be located along Buena Vista Avenue, southward from the existing sewer line within the East Avenue right-of-way to Tesla Road. From there, it would extend eastward along Tesla Road from Buena Vista Avenue to Greenville Road, and then south down Greenville Road from Tesla Road to approximately 5,900 feet south of Tesla Road. The portion along Buena Vista Avenue is within the City's Sphere of Influence, and adjacent to the City boundary and UGB at East Avenue. The alignment along Tesla Road is adjacent to the City's Sphere of Influence. The alignment along Greenville Road is outside the City's Sphere of Influence.

The project also includes two potential future phases of the sewer alignment:

- The western future phase would be located on Tesla Road, extending westward from Buena Vista Avenue to South Livermore Avenue, then up South Livermore Avenue to an existing sewer main northwest of Concannon Boulevard. The western portion of this alignment along South Livermore Avenue is within the City boundary and UGB.
- The eastern future phase would be an eastward extension located on Tesla Road, from Greenville Road to approximately 3,000 feet east of Greenville Road. This extension along Greenville Road is outside the City's Sphere of Influence.

An additional component of the Sewer Expansion Project involves improvements to the existing sewer line in the City limits to alleviate existing "bottlenecks" in the sewer line in segments along East Avenue. The Bottleneck Project would be completed as part of Phase 1. The Project alignment (all phases) is located within existing paved rights-of-way.

Treatment Plant Capacity

According to the City of Livermore's South Livermore Sewer Expansion Project EIR, untreated winery process water during the crush and bottling season have a biochemical oxygen demand (BOD) that is 14 to 28 times higher than typical residential sewage. Based on the 2012 WRP Plant Master Plan, the primary clarifiers and aeration tanks at the Livermore Water Reclamation Plant (LWRP) could handle approximately 14,000 gallons per day of untreated winery process water, beyond currently projected General Plan buildout flows. The preliminary analysis provided in the Sewer Expansion Project EIR estimates that sewer flows from South Livermore Valley wineries along the proposed sewer expansion alignment could be approximately 33,715 gallons per day (HydroScience 2022). Therefore, untreated organic flows from wineries could overload the treatment processes at the LWRP. Therefore, pre-treatment of the organic flows from wineries that apply for a sewer connection to the proposed system may be required to prevent overloading the treatment processes at the LWRP.

The impacts of organics (BOD) in winery process water on the treatment processes at the LWRP would need to be further studied to determine whether, and what level of pre-treatment by individual users, would be required. Additionally, the City would need to determine the types and thresholds of any necessary future LWRP improvements needed to support citywide wastewater treatment needs.[75]

6.3 – City of Livermore's Actions on the Sewer Expansion Project

In June of 2022, the City of Livermore published a Final EIR for the South Livermore Sewer Expansion Project, and in July of 2022 the Livermore City Council voted unanimously to adopt a resolution certifying the EIR and to approve ballot initiative language to extend sanitary sewer service beyond the Urban Growth Boundary. The ballot measure was necessary because the City of Livermore voters approved the original South Livermore Urban Growth Boundary policies in 2000, and changes to those policies must be approved by the

[75] Livermore, City of, *South Livermore Sewer Expansion Project Draft SEIR*, May 2022, page 4.2-17

voters. The measure (Measure P) was placed on the November 2022 ballot by the Livermore City Council and at the request of Tri-Valley Conservancy.

Intended Users and Anticipated Benefits of the Sewer Expansion Project

The Livermore City Attorney prepared an impartial analysis of Measure P, which was included as part of the ballot measure information.

- The Livermore City Attorney found that Measure P allows the City to provide sewage treatment and disposal services for residences on property outside the South Livermore Urban Growth Boundary, subject to conditions that disallow further division of the property and disallow the provision of urban services to non-residential uses on the property. To receive sewer service, the measure requires the property to be designated for residential uses by the Livermore General Plan, Alameda County's SLVAP, or the City's SLVSP on the date the measure is passed. The uses must also conform to Alameda County Measure D.
- The Livermore City Attorney also found that Measure P allows the City to provide sewage treatment and disposal services for commercial uses on property outside the South Livermore Urban Growth Boundary that are designated for agricultural uses with associated allowable commercial uses, subject to conditions. For parcels that existed on October 27, 1997, the measure adds new conditions that define the conservation easement that must be recorded. For all other parcels designated for agricultural uses with associated allowable commercial uses, the measure imposes similar conditions, but does not require the parcels to be adjacent to the South Livermore Urban Growth Boundary. The measure provides that if Alameda County permits 180,000 square feet or more of commercial use, the City of Livermore is no longer permitted to provide new sewage treatment and disposal service for commercial uses.[76]

Measure P only allows sewer service to be extended for commercial and residential uses that are permitted by Alameda County's SLVAP and allowed by Alameda County's Measure D, as those County policies exist now, or as they may be amended in the future. Measure P will not change the location of the South Livermore Urban Growth Boundary, does not amend Alameda County's SLVAP, and does not amend Alameda County's Measure D.

Support for Measure P

In its Fact Sheet: *Relationship of Groundwater Management to Measure P*, Zone 7 indicated its interest in Measure P based on its role as the Groundwater Sustainability Agency responsible for ensuring the continued sustainable management of the underlying groundwater basin.[77] The Zone7 Fact Sheet noted that, " historic agricultural practices in this portion of Alameda County has resulted in the use of on-site wastewater treatment systems as a means of disposing of wastewater, which has caused the accumulation of nitrates in groundwater. In some locations, nitrates have accumulated in groundwater to levels above what is considered safe for drinking water consumption. The South Livermore Sewer Extension project would serve several commercial parcels along Tesla Road and the Buena Vista residential neighborhood, and both areas have been identified as having nitrate contamination in groundwater (see prior **Figure 8**). The proposed sewer connections are intended to reduce nitrate discharge into the groundwater basin and prevent further degradation of groundwater quality. Based on Zone 7's analysis, approximately 160 adjacent or nearby parcels either use existing on-site wastewater treatment systems, or they are zoned such that any future use would need an on-site wastewater treatment system. Conversion to a municipal sewer system would remove

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[76] Livermore, City Attorney's Office, Impartial Analysis Measure to Amend the South Livermore Urban Growth Boundary, August 2022

[77] Zone 7 Water Agency, *Relationship of Groundwater Management to Measure P "Fact Sheet",* October 2022

the input of nitrogen and nitrate contamination contributed from OWTS systems in the area. With the removal of a constant source, nitrate will naturally break down in groundwater and water quality will improve over an extended time without further treatment."

In addition to Zone 7's technical support, Measure P was also supported by the Tri-Valley Conservancy, Friends of Livermore, Friends of Open Space and Vineyards, the Greenbelt Alliance, the Livermore Valley Chamber of Commerce, the Innovation Tri-Valley Leadership Group, the East Bay Times, and the Independent. In the November 2022 election, Measure P was passed by the voters of the City of Livermore, receiving more than 66% approval.

6.4 –Funding and LAFCO Changes of Organization

Costs and Potential Funding Sources

In 2021, the City of Livermore retained HydroScience Engineers, Inc. to conduct preliminary design engineering and analysis of an extension of the City sewer system. HydroScience also developed a planning-level cost estimate for the new infrastructure and identified potential downstream capacity deficiencies related to the sewer line extension.[78] According to the planning level cost estimates of the HydroScience report, the total infrastructure costs (including hard costs, engineering design and consulting services, permitting and right of way, construction management and inspection, and a 30% contingency) is estimated at approximately $12,120,000. These costs are divided across each of the Project's phases, as indicated in **Table 9**.

Table 9: Planning-Level Cost Estimates for South Livermore Valley Sewer Extension

Construction Phase	Cost Estimate
Phase I	
Buena Vista Avenue	$2,070,000
Tesla Road, Buena Vista to Vasco	$1,820,000
Tesla Road, Vasco to Greenville	$2,630,000
Greenville, South of Tesla	$2,150,000
Subtotal:	**$8,670000**
Phase II – South Livermore Avenue to south of Concannon	$1,960,000
Phase III – Tesla Road, east of Greenville	$1,460,000
"Bottleneck" Improvements at East Avenue	$30,000
Total:	**$12,120,000**

Source: HydroScience Engineers, Inc., January 31, 2022, Attachment D

These preliminary costs were clearly identified as "planning level" estimates. Final cost estimating based on more refined engineering design has not yet been conducted. Funding sources needed to cover the full costs of the sewer extension project have also not been fully identified. It is expected that a large share of the costs (approximately $6.5 million) will be funded via a grant from the Alameda County Board of Supervisors, which

[78] HydroScience Engineers, Inc., *Sewer System Extension Hydraulic Analysis*, January 31, 2022

has already been earmarked for this project. Other funding sources will likely include some contribution from the City of Livermore. The rest is expected to come from federal and state infrastructure funds (e.g., Infrastructure for Rebuilding America grants), other federal appropriations, and groundwater management grants.

Properties that connect to the extended sewer line will be expected to pay City of Livermore sewer connection fees and on-going sewer service fees (like all Livermore residents and businesses) to address their portion of operations and maintenance costs of the sewer system.

A potential additional cost associated with the South Livermore Sewer Line project is the potential need to further address BOD levels of winery process water, with potential additional cost for treatment processes either at individual wineries as pre-treatment, or at the WRP.[79]

[79] Livermore, South Livermore Sewer Expansion Project Final Supplemental Environmental Impact Report (State Clearinghouse Number 2021120386), June 2022, page 4.2-17

Chapter 7 – Alameda LAFCO Consideration Related to South Livermore Valley

As described in the prior chapter of this Study, Livermore voters approved Measure P in November of 2022, which included changes to City General Plan policy to enable the extension of sewer service beyond the City's Urban Growth Boundary into the unincorporated South Livermore Valley. However, Alameda LAFCO is charged with the responsibility of identifying the most logical service providers for municipal services (including but not limited to wastewater) throughout Alameda County. Implementation of the City of Livermore's plans for this sewer extension are subject to LAFCO's approval as a "change of organization", either via annexation and/or through an out-of-area service agreement (or contract).

- Under an annexation scenario, the City may request Alameda LAFCO's approval for annexation of the "affected territory". This would allow the City to complete its proposed project without building in two different jurisdictions. In this case the affected territory includes certain lands already within the City of Livermore, lands that are outside of the City limits and Urban Growth Boundary but within Livermore's Sphere of Influence, and lands that are non-contiguous to the City's boundaries or its Sphere.
- Alternatively, the City may request Alameda LAFCO's approval for an Out-of-Area Service Agreement that would allow the City to provide wastewater services to the affected territory without amending its City limits.

At the time of preparation of this Special Study, the City of Livermore has not yet initiated any requests for LAFCO consideration of either an annexation or out-of-area contract. However, in anticipation of Livermore's likely request, the following information is provided for the LAFCO Board's consideration relative to issues of LAFCO purview when considering annexations and/or out of area contracts and the extension of municipal services.

7.1 – Information Relevant to LAFCO Concerns

Environmental Concerns

The Zone 7 Water Agency's 2015 Nutrient Management Plan concluded groundwater quality throughout most of the Main Basin is suitable for most types of urban and agriculture uses, with some minor localized water quality degradation, but also found ten identified Areas of Concern (or 'hot spots") where local nitrate concentrations exceeded the Basin Objective. Five of the "*hot spot*" areas are outside of the Urban Growth Boundary, where onsite wastewater treatment systems are the predominant method for sewage disposal. In its 2021 Alternative Groundwater Sustainability Plan Update, Zone 7 found that certain localized areas remain as "*Nitrate Areas of Concern*", where nitrate concentrations exceed the maximum contaminant levels. To minimize nitrate loading to the groundwater, Zone 7 and Alameda County Health Department have implemented a Special Permit Area, where advanced treatment and additional monitoring is required. This Special Permit Area generally corresponds to the area proposed to be served by the Livermore Sewer Extension Project.

Additionally, the State Water Board has determined that winemaking generates process water that has the potential to degrade groundwater quality depending on winery-specific activities, size and treatment processes. The primary concerns for winery process water that effects groundwater quality are nitrogen, salinity, and biochemical oxygen demand. The State Water Board's *General Order* found that statewide, the typical on-site methods for treating, reusing and/or disposal of winery process water statewide have the potential to introduce constituents that may degrade groundwater quality, and that advanced treatment with on-going monitoring of on-site wastewater systems at wineries is required.

Implementation of the City of Livermore's proposed sewer line extension would enable those residences and agricultural operations that are currently contributing to high nitrate concentrations in the groundwater via

their on-site wastewater treatment systems, particularly at the Buena Vista and Greenville area nitrate plumes, to instead dispose of their wastewater into the municipal wastewater system. This would remove a substantial number of existing on-site wastewater systems and considerably reduce future groundwater contamination in these “hot spot’ areas. A separate Zone 7 analysis prepared in response to the City’s proposed sewer line extension found that approximately 160 adjacent or nearby parcels either use existing on-site wastewater treatment systems or they are zoned such that any future use would need such systems. Conversion to a municipal sewer system would remove the input of nitrogen and nitrate contamination contributed from on-site wastewater treatment systems in the area. With the removal of a constant source, nitrate will naturally break down in groundwater and water quality will improve over an extended time without further treatment.

Risk of Urbanization

The language of Measure P, which the Livermore voters approved in 2022 as part of the proposed sewer expansion, allows sewer services to be extended only for those commercial and residential uses permitted by Alameda County's SLVAP and allowed by Alameda County Measure D, as those County policies exist now, or as they may be amended in the future. Measure P did not change the location of the South Livermore Urban Growth Boundary, did not amend Alameda County's SLVAP, and did not amend Alameda County Measure D. Further, Measure P only allows the City to provide sewage treatment and disposal services for commercial uses on those properties located outside the Livermore Urban Growth Boundary that are designated for agricultural uses with associated allowable commercial uses. For parcels that existed on October 27, 1997, Measure P added new conditions that define conservation easements that must be recorded on those properties if they receive sewer service. For all other parcels designated for agricultural uses with associated allowable commercial uses, Measure P imposes similar conditions, but does not require the parcels to be adjacent to the Livermore Urban Growth Boundary. The measure also provides that if Alameda County permits 180,000 square feet or more of commercial use in the Livermore Valley, the City of Livermore is no longer permitted to provide new sewage treatment and disposal service for those additional commercial uses.

In addition to these policies and legal limits to future urbanization, there are practical on-the-ground limitations to incremental urbanization into the area south of the Measure D/Livermore Urban Growth Boundary. Livermore’s SLVSP Subareas are now substantially built-out (with the exceptions of several commercial sites where wineries and/or wine country visitor-serving uses are permitted), the annexations of lands on the north side of the UGB have already been achieved, and the Tri-Valley Conservancy holds conservation easements on most agricultural lands immediately south of the Urban Growth Boundary (see **Figure 10**). The extension of service into the unincorporated agricultural lands south of the UGB already include appropriate measures to ensure the preservation and conservation of open space and prime agricultural lands, even within those areas to be served by new sewer service.

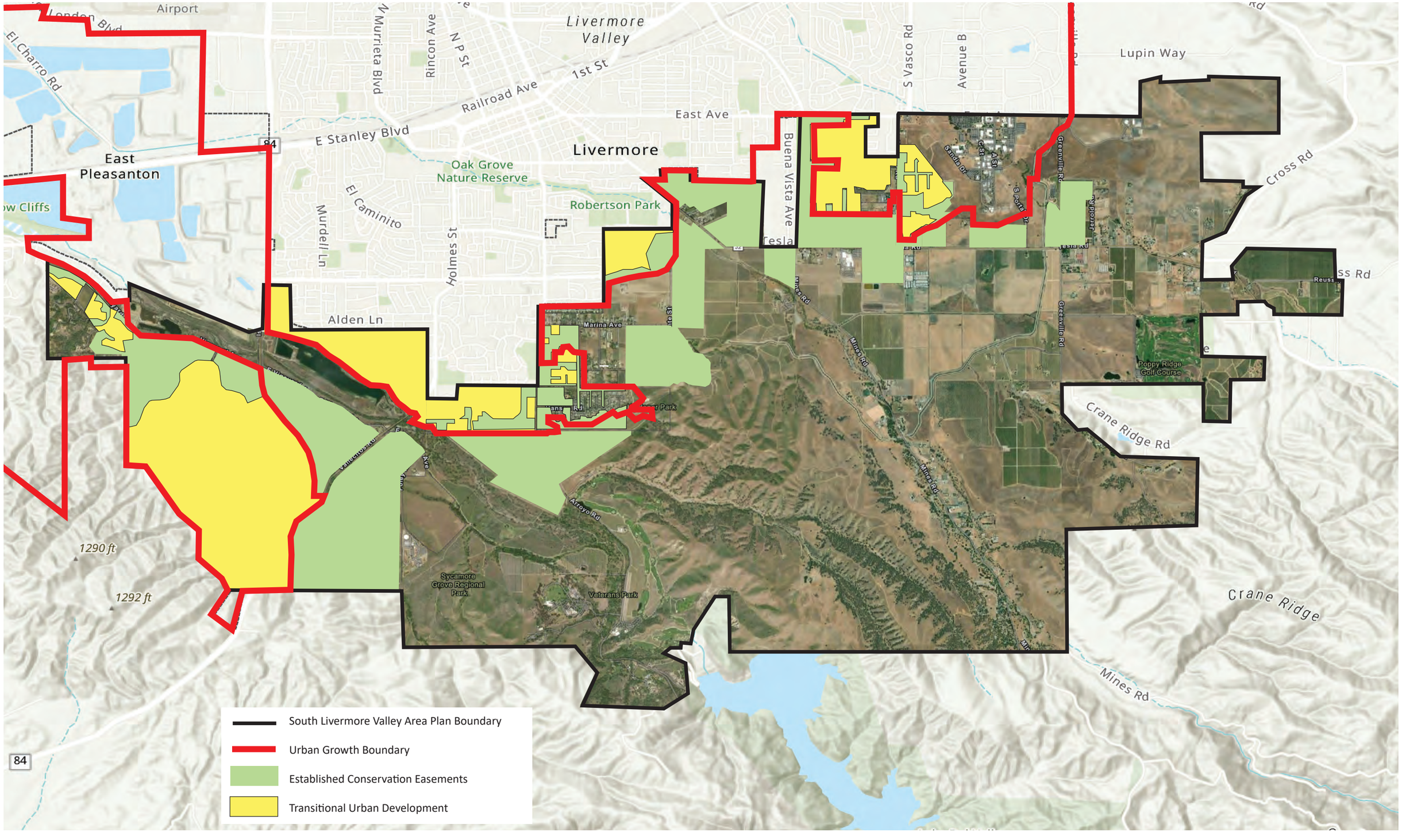


Figure 10
Transitional Urban / Agricultural Edge of South Livermore Valley

Source: Alameda LAFCO Base Map with 2023 Google Earth aerial photography; Tri Valley Conservancy, 2019 (Easements); Livermore SLVSP, 1997

Cost-Efficient Delivery of Wastewater Services

Public Funding

As of this Special Study, a budget for Livermore's sewer extension project has not been finalized. A preliminary estimate prepared at the time Measure P was placed on the ballot indicated an estimated cost of $11.5 to just over $12 million dollars. More current, but still preliminary estimates indicate that actual costs for this same project may be much higher. It is anticipated that the costs for engineering design and construction will be borne by a variety of public funding sources. Alameda County has conditionally committed up to $6.5 million toward this project, which (based on original costs estimates) is enough to fund the first phase of this sewer extension on Buena Vista Avenue and Tesla Road from Buena Vista to Greenville. Additionally, Congressman Swalwell has introduced a funding request to the US Appropriations Committee for $3 million,[80] and other funding sources will likely include additional contribution from the City of Livermore, State funds and other federal monies (e.g., Infrastructure for Rebuilding America Grants). Funding for the sewer line extension into the South Livermore Valley is not expected to rely on private funds from those who receive new sewer service.

Alameda County does not provide sewer services, and the provisions of Measure D prohibit the County from providing sewer services to those properties outside the UGB. No other sewer service provider is available or capable of providing these services. Other than advanced on-site wastewater treatment systems with on-going monitoring, there are no other providers of wastewater disposal services.

Private Costs

For those residential property owners who choose to obtain new City of Livermore sewer services, they will need to pay a one-time connection charge to the sewer system and will then pay applicable fixed monthly sewer service charges that apply to all Livermore residential properties. These charges fund the cost of operating, maintaining and improving the system.

All non-residential properties (including wineries) will pay the same monthly fixed charge, plus an additional variable rate based on the property type and the amount of wastewater the property generates during the billing cycle. The strength of wastewater, as measured by the amount of organic material and solids that are contributed by non-residential users, also directly impacts the cost of their treatment. Customer types that discharge higher-strength wastewater have higher rates, because their wastewater is more expensive to treat. [81]

Economic Incentive for Winery Retention, Winery Expansion and New Wineries

Livermore wineries are the primary market for Livermore Valley grapes, and the economic success of Livermore's wineries has a direct correlation with the success of the agriculture/viticulture industry in South Livermore.

As noted in *Realizing the Heritage*, "Wineries are capital intensive businesses. They must provide an adequate physical plant, fermentation tanks and equipment . . . , a temperature-controlled environment for bulk and bottled wines, and tanks and barrels for wine storage and aging. Inventories are often carried for several years prior to sale, which adds further costs and reduces cash flow." *Realizing the Heritage* also finds that, "most of Livermore's wineries are quite small businesses operating on the edge of profitability", quoting one winery owner (who may be representative of many of the small Livermore Valley wineries) as saying,

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80 Congressman Eric Swalwell, at: https://swalwell.house.gov/cpf

81 City of Livermore, Sewer Service Rates, accessed at: https://www.livermoreca.gov/departments/administrative-services/finance/utility-billing/wastewater-service-rates

"*We have generally just broken even. We have professional jobs outside the winery and don't need to turn this into a profitable business. The winery allows us to make more wine each year than we did as home winemakers. We get to experiment with different varieties and interact with interested consumers. We do it for the fun, not the money*."

This anecdotal evidence matches well with the reported sales volume of Livermore Valley wine. Although the number of current wineries in the Livermore Valley is now estimated at about 45 wineries, wine production by volume is highly consolidated. Two wineries (Wente and Concannon) have historically produced most of the wine sold from the Livermore Valley, representing more than 80% of all wine sold in 2019. The 10 largest wineries in the Valley produced nearly all the wine sold from the Valley, and the remaining approximately 35 or so small wineries produced less than 10 percent of Livermore Valley wines.

For many of those smaller Livermore wineries that may not be exempt from the County Health Department and new State requirements for advanced treatment and on-going monitoring of on-site wastewater systems, these requirements represent additional costs and management obligations that may be too much for these smaller wineries to absorb. With a fluctuating overall wine sales economy, the lingering effects of the pandemic and the extra burden of actively managing their wineries' disposal of process water, these new requirements could be a tipping point that discourages many of Livermore's smaller - "we do it for the fun"- wineries to remain in business. Alternatively, the ability to connect to a municipal sewer system for disposal of their process water may provide enough economic and ease-of-management incentive for these small winery owners to remain in business and continue to contribute to the overall Livermore wine county economy and culture.

The economic and ease-of-management incentive of an available municipal sewer, combined with the new 2022 Measure D regulations that provide for an increase in floor area for agricultural businesses, may also provide enough incentive for those several mid-sized and large wineries in Livermore Valley (i.e., those producing more than several thousand cases of wine per year) to expand their operations. Expansion of existing wineries could increase demand for more Livermore grapes, provide additional visitor-serving amenities and activities, and help increase the volume of direct to consumer sales of Livermore Valley wine.

An additional economic benefit that an available municipal sewer line may provide is the economic incentive needed to attract new wineries, especially new mid- to larger-sized wineries. As noted above, wineries are capital-intensive businesses, and the new State Winery Discharge Order will result in additional capital costs and management costs for winery operations statewide. Those locations where a municipal sewer line is an available option for the disposal of winery process water will become increasingly in demand for those winery businesses seeking to establish new operations. The Livermore sewer line extension may become an economic development opportunity to realize an entirely new market for Livermore grapes, as well as new business operations that are large enough to support national distribution and marketing of Livermore wines to a much broader consumer audience.

Achieving the "Critical Mass" of Cultivated Agriculture

The SLVAP establishes a goal for a "critical mass" of cultivated agriculture, particularly viticulture, of 5,000 acres. Among the goals identified when establishing the Tri-Valley Conservancy were safeguarding the Tri-Valley's urban growth boundaries and achieving this "critical mass" of cultivated land in the South Livermore Valley. Current estimates show a total of approximately 3,350 acres of cultivated agriculture, primarily as vineyards. Currently, the Livermore Valley is about 1,700 acres short of achieving this "critical mass" goal. To achieve the SLVAP goal, the currently planted acreage needs to be protected, many existing vineyards will need to be replaced/re-planted, and further planting encouraged and supported to ensure the economic viability of the Livermore wine region.

Land Supply

The South Livermore Valley Area Plan contains a land area of approximately 14,000 acres. According to *Realizing the Heritage*, as much as 5,000 acres are too steep or lack sufficient water for irrigated crop product, and more than 2,200 acres are already established with non-agricultural uses including golf courses, parks, agricultural-based residences and urban uses within the SLVSP Sub-Areas. This leaves a remainder of nearly 7,000 acres within the SLVAP that could potentially be used for cultivated agriculture/vineyards, only about half of which is currently planted. There are adequate land resources within the SLVAP to accommodate the 5,000-acre critical mass of cultivated agriculture established as the goal of the SLVAP. [82]

Most of this potential vineyard area is within the Valley's alluvial plains, although some existing and more potential vineyard lands are found in the Livermore Uplands. Generally, the soil in all these areas is suitable for vineyards. Differences in slope, depth of soil and the water holding capacity of the soil may cause differences in vineyard management.

Water Supply

Zone 7 of the Alameda County Flood Control and Water Conservation District is the primary water wholesaler for the Livermore Valley. Zone 7's primary water source is imported water from the State Water Project, which makes up approximately 80 percent of Zone 7's water supply. The remainder comes from "banked" groundwater that originated as imported water, and local surface water. In its 2020 Urban Water Management Plan (UWMP), Zone 7 reported that the demand for untreated agricultural water within the District is estimated at approximately 5,800 acre-feet of water, representing approximately 13 percent of the District's total water demand of 44,740 AFY.[83] Nearly all this water comes from the State Water Project. Zone 7 provides imported surface water directly to 82 untreated water customers, largely supplying local agricultural uses. Only an estimated 100 acre-feet of unmetered groundwater pumping is estimated from agricultural wells. As noted in *Realizing the Heritage*, "although landowners can apply for a permit to drill an agricultural well, few have done so because of the potential for boron, extremely low yields from the wells installed in the Livermore formation, and the general availability of surface water."[84]

The UWMP also includes a projection of potable and raw water demands through the year 2045. The projected demand for untreated agricultural water within the District is estimated to increase to approximately 8,300 acre-feet of water by year 2040, representing approximately 15 percent of the District's total estimated 2040 water demand of 55,300 AFY.[85]

However, Zone 7 identifies the future reliability of imported State Water project water as a concern. Drought, sea level rise and natural disasters threaten the Sacramento-San Joaquin Delta, a critical component of the delivery system bringing water to Zone 7. Therefore, Zone 7 is participating in and evaluating various projects that would provide alternate water supplies and/or storage, or protect the existing delivery system against threats. Zone 7's future water supplies are expected to keep pace with water demands through temporary water transfers and long-term projects. In 2045, water supplies are expected to be approximately 49 percent higher than in 2020. With continued strategic planning and implementation of key projects, Zone 7 believes it is well positioned to withstand the effects of a single dry year and a five-year drought. Current water supplies exceed water demands during dry conditions, and this remains true for five-year droughts beginning in 2025, 2030, 2035, 2040, and 2045. Zone 7 expects to be able to meet demands under dry year conditions, with any extra supplies largely going into groundwater storage (or banking) for use during the following years. Still, there is a potential that operational constraints could result in shortages, particularly in the near-term before major water supply projects are implemented. Untreated water customers (i.e., vineyards) would be most

82 Lapsley and Sumner, Realizing the Heritage 2022, page 21

83 Zone 7, 2020 Urban Water Management Plan, June 2021, page 4-2, Table 4-2

84 Lapsley and Sumner, Realizing the Heritage 2022, page 43

85 Zone 7, 2020 Urban Water Management Plan, June 2021, page 4-5, Table 4-4

vulnerable because of their reliance on Delta water. Under these conditions, Zone 7 would call for voluntary or mandatory conservation, and make operational adjustments to minimize shortages.

Agricultural Water Allocations

Zone 7 acquired water allocations for domestic and agricultural use from the State Water Project beginning in the early 1960s. By 1997, 6,600 acre-feet of Zone 7's SWP water was allocated to non-potable use, including irrigation. After 1997, the process to acquire SWP allocations changed as Zone 7 sought to increase its water supplies from the SWP by purchasing permanent allocations from other water districts that were not using their full allocations, and Zone 7 allowed agricultural interests to purchase a portion of this increased allocation. By the year 2000, an additional 1,500 acre-feet of SWP allocation was purchased by Zone 7, specifically for Livermore agricultural users, bringing the total untreated agricultural water allocation to 8,100 acre-feet. Based on current agricultural water demands of 5,800 acre-feet and the full SWP allocation of 8,100 acre-feet, there is 2,300 acre-feet of irrigation water from the SWP's full agricultural allocation that is currently "unused", and that could be used to irrigate new vineyards within the Valley. However, use of this "excess" water allocation (all of which has been purchased by individual holders of these allocations) would require the holder of the allocations to sell or transfer a portion of their allocation. It also does not account for dry years, when full allocations are not necessarily available.

As indicated in *Realizing the Heritage*, "a vineyard is a 30-year investment, and relies on water every year. Few landowners will make major investments in establishing a vineyard or an orchard unless they are confident that the investment will be profitable and that the necessary inputs, especially water, will be available for the life of the vineyard or orchard."[86]

Winegrape Business Outlook

Realizing the Heritage includes a detailed analysis of Livermore Valley's wine grape business, and concludes that, "Livermore's vineyard acreage will expand if vineyards are the most profitable use of agricultural land and other scarce resources, including the investment capital of those who wish to be in the winegrape business." Their report also cites other winegrape cost studies that show that "new Livermore Valley vineyards can be profitable and competitive with other coastal California regions, with an increase in demand for Livermore Valley grapes". [87]

If an increase in demand for Livermore grapes is necessary for the profitable expansion of Livermore Valley vineyards, then *Realizing the Heritage* presents three primary strategies for increasing demand, including 1) incremental expansion of local winery demand, 2) expanded efforts to market Livermore grapes to a much broader consumer audience, and 3) perhaps a more quickly realized option of additional grape demand from new mid- to large scale wineries. These strategies are independent and can be pursued in tandem.

- *Incremental Expansion of Local Winery Demand*: Increasing the number of small local wineries in the Livermore Valley can only marginally increase the local demand for Livermore grapes. As reported in *Realizing the Heritage*, the smaller Livermore wineries reportedly purchased 1,729 tons of grapes grown in the Livermore Valley, representing the product of perhaps 346 acres of vineyards, or about 12 percent of Livermore's vineyard acreage. It would require a doubling or more of these small wineries, which are dependent on wine tourism and the direct-to-consumer purchase of wine, to have a major impact on the demand for Livermore grapes. The two largest wineries, Wente Vineyards and Concannon, are largely self-sufficient in grape production. Each of these wineries owns and operates their own vineyards, which provide enough grapes to generally satisfy their own demand. As is, these wineries are unlikely to support a substantial increase in demand for more grapes. However, with the recent changes to Measure

[86] Lapsley and Sumner, Realizing the Heritage 2022, page 45-46

[87] Lapsley and Sumner, Realizing the Heritage 2022, page 9

D that allow for an increased FAR for agricultural buildings, combined with the availability of a municipal sewer system to help overcome new regulatory obligations, these new conditions may provide enough of an incentive for these wineries to expand their operations, and therefore require additional grapes.

- *Expanded Marketing Efforts*: Currently, grapes from approximately 900 acres of vineyards (representing approximately one-third of Livermore Valley's total grape production) are exported out of the Livermore Valley at prevailing spot-market prices for coastal grapes. Another way to increase demand for Livermore grapes would be to increase the marketing of Livermore grapes to a broader audience of wineries. With a greater regional or national demand for Livermore grapes, grape prices might become high enough to allow more Livermore vineyards to expect profitability, and therefore invest in expanded acreage. This strategy relies on a large regional or national distribution and marketing channel, which is more likely to be accomplished by larger or mid-sized wineries, or with substantial additional assistance of economic development agencies. The recent formation of a Wine Heritage District provides a 2% assessment on all sales by the local Livermore Valley wineries and provides a first secure funding source for marketing and promotion.
- *Market Differentiation*: The Livermore Valley is an American Viticulture Area (or AVA). An AVA is a delimited grape-growing region with specific geographic or climatic features that distinguish it from the surrounding regions. Increased marketing of the Livermore Valley AVA designation as higher quality of grapes may differentiate Livermore grapes and further incentivize wineries from a broader region to pay more for Livermore grapes for their winemaking. As noted in *Realizing the Heritage*, "almost two-thirds of [Livermore Valley's] survey-reported bearing acreage is devoted to Cabernet Sauvignon and Chardonnay," making it "heavily reliant on two varieties that are widely planted throughout California and for which Livermore growers do not receive a price premium." As recommended in *Realizing the Heritage*, "the need to further differentiate the Livermore Valley AVA from larger regions with similar climates, to attract outside investment in vineyard development, and to build a national reputation for at least one varietal that is well suited to the Livermore climate, should be closely examined."[88]
- *New Mid- to Large Scale Wineries*: As has been presented in this Study, Wente and Concannon wineries are the dominant and centralized wineries of the Livermore Valley, producing 700,000 and 100,000 cases of wine per year, respectively. The next tier of winery production size in the Livermore Valley drops quickly down to the scale of 10,000 to 25,000 cases per year (e.g., at Ruby Hill, Steven Kent, Darcie Kent, Tenuta Vineyards and Murietta's Well). Establishment of one or more moderate to large-sized new wineries within the Livermore Valley with production capabilities totaling as much as 100,000 cases of wine (i.e., a new Concannon-sized winery, or four new Steven Kent-sized wineries), could potentially generate a demand for perhaps as much as 500 new acres of vineyards.

As stated in *Realizing the Heritage*, because of Livermore's small share of California coastal winegrape and wine production, "*even a small increase in demand for Livermore grapes is likely to raise Livermore grape prices and vineyard profitability, allowing the Livermore Valley to 'realize its heritage' of the 1880s*" and achieve the 'critical mass' of up to 5,000 acres of planted vineyards and orchards.[89]

7.2 - LAFCO Policies Relative to Changes in Organization, Annexations and Out-of-Area Contracts

California law requires Local Agency Formation Commission (LAFCO) approval prior to any city annexing land or entering into an out of area service agreement with property owners to provide sewer services outside of the City's boundaries. Alameda LAFCO's determinations regarding the provision of municipal services can be

[88] Lapsley and Sumner, Realizing the Heritage 2022, pages 102 and 120

[89] Lapsley and Sumner, Realizing the Heritage 2022, page 9

accomplished through various changes of organization such as annexations, consolidations and approvals of out-of-area service agreements. These governance options allow cities, special districts and the County governments to provide municipal services to landowners throughout the county. Alameda LAFCo is authorized to approve, with or without amendments, out of area service agreements.

A portion of the South Livermore Sewer Extension project and certain lands to be served by this sewer extension are located within the City of Livermore's adopted Sphere of Influence, but outside of the City's established jurisdictional boundary and outside of the City's/Measure D Urban Growth Boundary. Other portions of the Sewer Extension project and lands likely to be served by this sewer extension are located outside of but adjacent to the City of Livermore's Sphere of Influence, and other portions of the Sewer Extension project and lands likely to be served are not adjacent to Livermore's Sphere. The likely service area for the South Livermore Sewer Expansion Project (i.e., properties that are adjacent to or in immediate proximity to the proposed sewer line alignment) includes approximately 200 separate properties and comprises about 2,710 acres of land (see **Figure 11**).

The extension of a City of Livermore sewer line to currently unincorporated territory is subject to LAFCO's approval, via an out-of-service-area agreement and/or annexation.

- Under an annexation scenario, the City may request annexation of the affected territory. This would allow the City to complete its proposed project without building in two different jurisdictions.
- Alternatively, the City may request an out-of-area service agreement from LAFCO, if it meets the statutory criteria outlined in Government Code Section 56133, and the Commission's adopted policies. If so, this would allow the City to provide wastewater services to the affected territory without amending its City limits.

Specific consideration of changes in organization, annexation and/or out-of-area service agreement(s) as directly related to the statutory criteria of Government Code Section 56133 and the Commission's adopted policies, is addressed below.

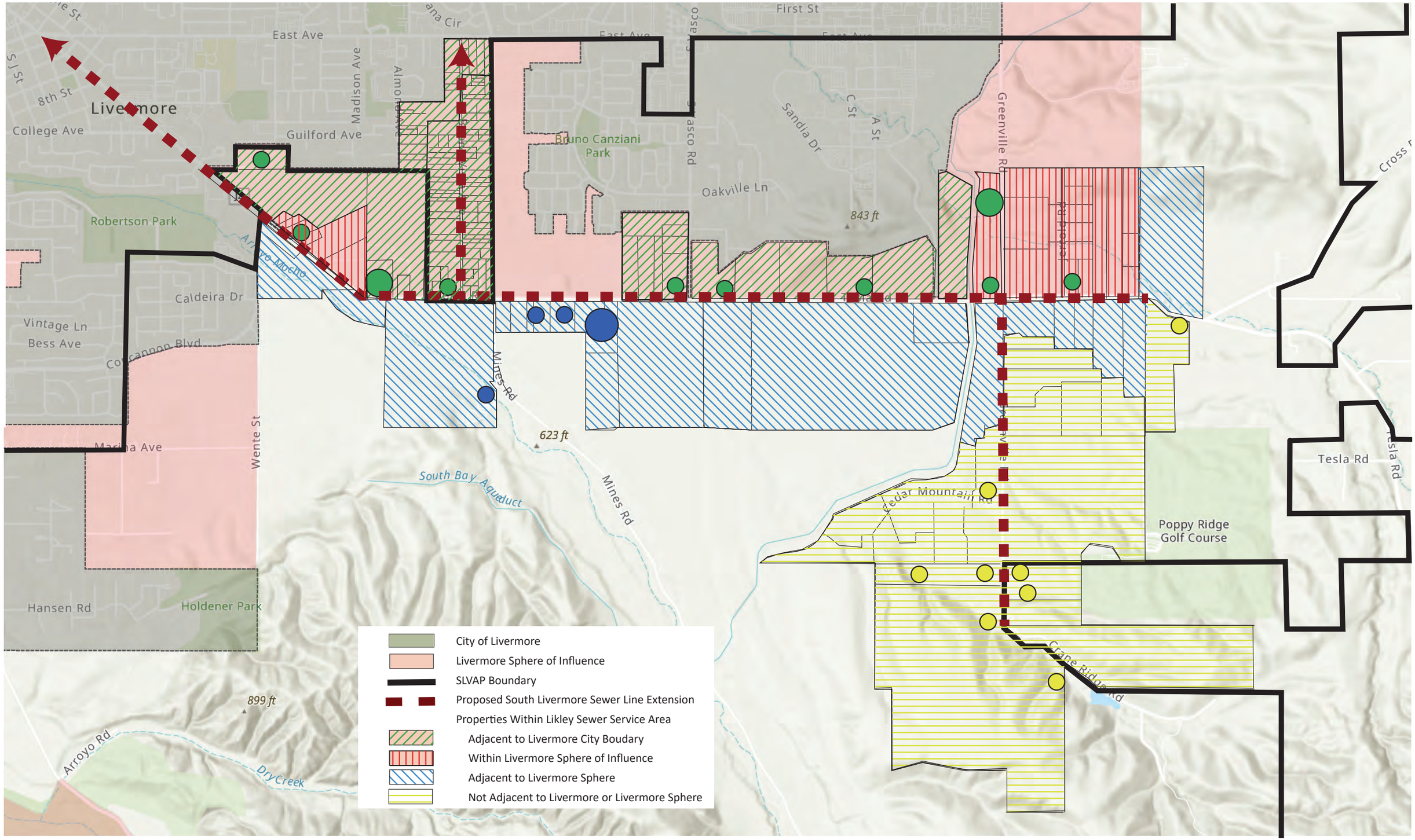


Figure 11
Likely Service Area for Livermore Sewer Line Expansion Project

Changes in Organization

Pursuant to the Cortese-Knox- Hertzberg Act (per Government Code Section 56010 through 56081) a change of organization is defined as an alteration of government structure, including city incorporation; district formation; annexation to or detachment from a city or district; city disincorporation or district dissolution; city or district consolidation; or merger or establishment of a subsidiary district. Alameda LAFCO policies relevant to changes in organization include the following.[90]

General Policy 1.4*: The Commission shall seek to approve changes of organization that encourage and provide planned, well ordered, efficient development patterns that include the appropriate preservation and conservation of open space and prime agricultural lands within and around developed areas and contribute to the orderly formation and development of local agencies based upon local circumstances and conditions.*

Consistency Considerations: Measure P, which the Livermore voters approved in 2022, amended City General Plan policies relative to the Urban Growth Boundary, but did not change the location of the Urban Growth Boundary, and did not amend the land use policies of Alameda County's SLVAP or Alameda County Measure D. Measure P only allows the City to pursue the provision of sewage treatment and disposal services to properties located outside the Livermore Urban Growth Boundary that are designated for agricultural uses, potentially with associated allowable commercial uses. Measure P includes conditions that define conservation easements that must be recorded on those properties if they receive sewer service, as well as limits on the maximum permitted amount of commercial use in the Livermore Valley. These provisions of Measure P retain current plans and policies related to well ordered, efficient development patterns, appropriate preservation and conservation of open space and prime agricultural lands, and the orderly formation and development of local agencies based upon local circumstances and conditions.

General Policy 1.7*: No application for a change of organization will be deemed filed until a Plan for Providing Municipal Services is received and accepted as complete by the Executive Officer. All service providers must document their ability to provide service to proposed service areas. An evaluation of a local agency's plan of service is necessary for proper consideration of any change of organization or reorganization (§56375) that expands or diminishes a service provider's responsibilities. The intent of plans of service evaluations is to ensure that the capacity, cost and adequacy of services within the district or city are not adversely impacted by the proposed LAFCO action.*

Consistency Considerations: The City of Livermore has not yet applied to Alameda LAFCO for any type of change in organization. When such application is filed, it will need to include a Plan for Providing Municipal Services, documenting the City's ability to provide extended sewer service without diminishing the City's responsibilities related to capacity, cost and adequacy of sewer collection, treatment and disposal. These issues were addressed in the City of Livermore's certified South Livermore Sewer Expansion Project EIR, concluding the following:

- The total peak sewer flow from all existing uses that could potentially discharge to the Livermore Water Reclamation Plan (LWRP) with implementation of the Sewer Extension project is estimated at 106,464 gallons per day, with peak sewer flows under a buildout scenario along the sewer alignment estimated at 141,335 gallons per day. Peak wet weather sewer flows are estimated at 308,800 gallons per day, and ultimate peak wet weather flows are estimated at 396,000 gallons per day. A preliminary analysis indicates that, with implementation of the Bottleneck Project along East Street,

[90] Alameda Local Agency Formation Commission (Alameda LAFCO), *Guidelines, Policies and Procedures* , General Proposal Policies and Specific Proposal Policies

the existing sewer conveyance system could handle the estimated peak wet weather instantaneous flow (HydroScience 2022).[91]

- Untreated organic flows from wineries could overload the treatment processes at the LWRP. The Livermore Municipal Code prohibits discharge into the City's system that would interfere with the performance or operation of the LWRP. Therefore, pre-treatment of the organic flows from wineries that apply for a sewer connection to the proposed system may be required upon City approval of future connections to reduce the potential for the increased sewer flows to overload the treatment processes at the LWRP. The impacts of organics in sewage from wine production on the treatment processes at the LWRP would need to be studied further to determine whether and what level of pre-treatment by individual users would be required.[92]
- The Sewer Extension project would not induce unanticipated growth in the City or surrounding area because it would serve existing development potential consistent with the City's General Plan, SLVSP and SLVAP, in conformance with Alameda County Measure D. Future projects would be required to obtain commitments from the City of Livermore to provide wastewater treatment services prior to construction, which would be dependent on remaining treatment capacity at the LWRP.[93]
- As of the date of this Special Study, a budget for Livermore's sewer extension project has not been finalized. Preliminary construction estimates indicated a total cost of $11.5 to just over $12 million dollars for the full Project (phases I, II and III), but final engineering and construction costs have yet to be developed. It is anticipated that the costs for engineering and construction will be borne by a variety of public funding sources, and not expected to rely on private funds from those who receive new sewer service.
- For those residential property owners who choose to obtain new City of Livermore sewer services, they will need to pay a one-time connection charge to the sewer system and will then pay applicable fixed monthly sewer service charges that apply to all Livermore residential properties. All non-residential properties (including wineries) will pay a monthly fixed charge, plus an additional variable rate based on the property type and the amount of wastewater the property generates during the billing cycle. Customer types that discharge higher-strength wastewater will have higher rates, because their wastewater is more expensive to treat.

Per the City of Livermore's Sewer Extension Project EIR, the City does have the capacity to provide sewer services to certain rural and agricultural land uses outside of its current service district, where no other alternative special district can provide such services.

General Policy 2.6*: LAFCO shall not act upon any change of organization or reorganization until environmental documentation has been approved that adequately addresses all potential areas of environmental concern*.

Consistency Considerations: In July of 2022, the City of Livermore certified the South Livermore Sewer Expansion Project EIR and approved ballot initiative language to extend sanitary sewer service beyond the Urban Growth Boundary. The certified EIR recognizes that LAFCO has discretionary approval authority as a Responsible Agency over subsequent actions, including out of area service agreements or annexation required to receive sewer service. Alameda LAFCO will need to consider whether the City's EIR has adequately addressed environmental concerns regarding those direct or indirect effects of the

91 City of Livermore, South Livermore Sewer Expansion Project Final EIR, June 2022, page 4.2-16
92 Ibid, page 4.2-17
93 Ibid, page 4.2-21

project on the environment, in particular the environmental consequences associated with provision of municipal services to areas currently outside the boundaries of the City of Livermore.

Specific Proposal Policy 2.2*: The fundamental policy of the Commission in considering the development status of land, located in or adjacent to an established city SOI boundary and contiguous to a city boundary, shall be that such urban development is preferred in cities. This policy is based on the fact cities exist to provide a broader range of services than do special districts.*

Consistency Consideration: The City of Livermore's Sewer Extension Project, including the provisions of Measure P, do not change the development status of any land located in or adjacent to the City's boundary, Sphere of Influence, or UGB. The Sewer Extension Project does not provide for the extension of urban development to any properties that are outside of the City's existing city boundary. The Sewer Extension project's new sewer lines would only support existing uses, and future development that is consistent with the General Plan, SLVSP and SLVAP in South Livermore Valley, subject to Alameda County Measure D.

Annexation

Pursuant to the Cortese-Knox- Hertzberg Act, annexation is defined as the inclusion of additional territory in a city or special district. Although no petition or application for annexation has yet been made, one option that would allow the City of Livermore to provide sewer services to properties that are currently outside of its City limits would be to annex all or a portion of these lands. Alameda LAFCO policies relevant to annexations include the following.

Specific Proposal Policy 1.2*: Annexations not initiated by LAFCO shall not be approved unless the annexing agency is willing to accept the annexation*.

Consistency Consideration: Alameda LAFCO has not initiated any actions relative to the annexation of lands to the City of Livermore. Should an annexation petition or application action arise, it is assumed that such a petition or application would be initiated by the City of Livermore. Per the City's Sewer Extension Project EIR, the City has already stated its willingness to extend sewer services for the purposes of improving groundwater quality in the South Livermore Valley area, and facilitating development of existing and new wineries, visitor serving commercial uses and residences consistent with the City's General Plan, SLVSP, and SLVAP, and enhancing the short- and long-term economic viability of agriculture and viticulture in the South Livermore Valley area.

Specific Proposal Policy 1.7*: LAFCO discourages the annexation of vacant land or extension of urban services unless there is a demonstrated near term (within five years) need for services.*

Consistency Consideration: In 2018, Alameda LAFCo conducted a Municipal Services Review (MSR) of the services provided by each of the cities in Alameda County. Based on that MSR, the City of Livermore's present and planned land uses are adequate for existing residents as well as future growth. There were no anticipated changes in the type of public services and facilities required within the SOl for the City of Livermore, although the level of demand for these services and facilities will increase commensurate with anticipated population growth over the next five years. There are no Disadvantaged Unincorporated Communities within or contiguous to the SOl for the City of Livermore and therefore no present or probable need for new facilities or services for Disadvantaged Unincorporated Communities. [94]

The MRS does not demonstrate a near-term ***need*** for the extension of urban services. Rather, the Sewer Extension project is intended to achieve Livermore and County ***objectives*** related to the following:

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[94] Alameda LAFCO, Resolution No. 2018-09, Reaffirming the Existing Sphere of Influence for the City of Livermore, January 11 , 2018

- Improve groundwater quality in the South Livermore Valley area relative to nitrates
- Facilitate the development potential of existing and new wineries, visitor serving commercial uses and residences consistent with the City's General Plan, SLVSP, and South Livermore Valley Area Plan (SLVAP) subject to Alameda County Measure D
- Enhance the short- and long-term economic viability of agriculture and viticulture in the South Livermore Valley area

Specific Proposal Policy 1.9*: Prior to annexation to a city or special district, the petitioners shall provide information demonstrating that the need for governmental services exists, the annexing agency is capable of providing service, that a plan for service exists, and that the annexation is the best alternative to provide service*.

Consistency Consideration: The City of Livermore has not yet petitioned Alameda LAFCO for any annexations. If (or when) such a petition is filed, it will need to include a Plan for Providing Municipal Services, documenting the City's ability to provide extended sewer service (these issues were fully addressed in the City of Livermore's certified South Livermore Sewer Expansion Project EIR). Information included in this Special Study demonstrates that there are strong environmental and economic benefits associated with the provision of sewer services to portions of the Livermore Valley rather than continued reliance on on-site wastewater treatment systems. Whether annexation is the best alternative to provide these sewer services, as compared to an out-of-area contract, remains an open question.

Specific Proposal Policy 1.15: *LAFCo shall disapprove proposals including annexation of territory subject to a Williamson Act contract if any city or special district would provide facilities or services related to sewers, non-agricultural water, or streets and roads in the territory under contract unless lands to be annexed that are within an adopted SOI, shall be physically contiguous to present agency boundaries unless one of the following conditions exists:*

a. Existing developed areas where it can be clearly found that interests of public health, safety, and welfare would best be served by the addition of the service, or which present clear or present health or safety hazards that could be mitigated by the requested change of organization;

b. Existing developed areas where agency facilities are present and sufficient for service and where the Commission determines that the annexation does not represent a growth-inducing factor for the area; or

c. Lands that are owned by the city and are being used for municipal purposes at the time Commission proceedings are initiated, and do not exceed 300 acres in area. If the city sells noncontiguous territory or leases it for development of shopping, hotel, motel or other lodging purposes, noncontiguous territory shall be automatically detached.

Consistency Consideration: Of the 200 properties within the likely service area for the South Livermore Sewer Expansion Project, 28 properties (or 14%) are under Williamson Act contract, and of the of the 2,710 acres within the likely service area for the South Livermore Sewer Expansion Project, nearly 1,200 acres (or 44%) are under Williamson Act contract. Only 7 of these properties are physically contiguous to the present City of Livermore boundary or within its Sphere of Influence.

Of those remaining Williamson Act properties not contiguous to the Livermore boundary or within Livermore's Sphere of Influence, none of these properties has clearly defined health or safety hazards that could only be mitigated by providing sewer service, none of these properties have City sewer lines currently present and sufficient for service, and one of these properties is owned or used for municipal purposes (the Alameda County Martinelli Event Center is not on land under Williamson Act contract).

However, Measure P (the ballot measure approved by Livermore voters that enabled the potential for implementation of the South Livermore Sewer Expansion Project) includes conditions that define conservation easements that must be recorded on those properties if they receive sewer service, as well

as limits on the maximum permitted amount of commercial use in the Livermore Valley. These provisions of Measure P retain current plans and policies related to well ordered, efficient development patterns, appropriate preservation and conservation of open space and prime agricultural lands, and substantially limit the potential for expanded sewer service to be a growth-inducing factor for the area.

Specific Proposal Policy 2.3*: Developed lands that benefit from municipal services and are contiguous to a city boundary, should be annexed to the city providing such services.*

Specific Proposal Policy 2.4*: Land may not be annexed to a city unless it is contiguous to the city at the time the proposal is initiated unless the land is owned by the city, is being used for municipal purposes at the time Commission proceedings are initiated, is within the same county as the city, and does not exceed 300 acres in area.*

Consistency Consideration: Of the 200 properties within the likely service area for the South Livermore Sewer Expansion Project, approximately 144 properties, including about 107 parcels within the Buena Vista neighborhood (or more than 70%), are located either contiguous to the City of Livermore boundary or within the City of Livermore's Sphere of Influence. Of the 2,710 acres within the likely service area, those properties within Livermore's Sphere of Influence amount to approximately 950 acres of land (or about 30% of the potentially served area).

These properties are all within Alameda County, only one of these properties (the Alameda County Martinelli Event Center) is used for municipal purposes, and these properties combine for far more than 300 acres in area.

Specific Proposal Policy 2.5: A city shall pre-zone undeveloped property to be annexed before the Commission takes action on the annexation. No changes to the general plan or zoning shall be made for two years after LAFCO approves a proposal unless the annexing city determines that substantial changes have occurred that necessitate such actions.

Consistency Consideration: Based on the Livermore City Attorney's impartial analysis of Measure P, sewer service would only be extended to residential properties or agricultural properties that permit commercial uses that are permitted by Alameda County's SLVAP and allowed by Alameda County's Measure D. Measure P did not change the location of the South Livermore Urban Growth Boundary, did not amend Alameda County's SLVAP, and did not amend Alameda County's Measure D.

No annexations have yet been proposed, no pre-zoning of lands outside of Livermore has yet been suggested, and no related annexation requests are currently before the Commission at this time. However, the City of Livermore's General Plan does include a land use designation of Rural Residential (RR) for the Buena Vista neighborhood, and a land use designation of Agriculture/Viticulture (AG/VT) for all other lands within its Sphere and within the likely service area for the South Livermore Sewer Expansion Project.

Out of Area Contracts

The following particularly relevant LAFCO polices pertain to the potential for Out of Area Contract(s):

Specific Proposal Policy 16.1: LAFCo will encourage jurisdictional changes rather than out-of-area contracts if territory is within a city's or district's SOI and can be efficiently served by the agency.

Consistency Consideration: Of the 200 properties within the likely service area for the South Livermore Sewer Expansion Project, approximately 58 properties (or about 30%) are located outside of the City of Livermore and its Sphere of Influence. Of the 2,710 acres within the likely service area, those properties outside of Livermore and its Sphere of Influence amount to approximately 1,760 acres of land (or about 70% of the potentially served area).

Specific Proposal Policy 16.3: LAFCo shall only authorize a city or district to provide new or extended services outside its jurisdictional boundaries and SOI if an existing or pending public health and safety threat exists, if

documentation of the public health and safety threat is provided, and if any alternative service providers have been notified of the pending request and are unable or unwilling to provide service.

Consistency Consideration: In its General order, the California Water Resources Control Board defines process water as "waste", and that "the discharge of winery waste can affect the quality of waters of the state". Zone 7 has identified nitrates as a "constituent of concern" and has identified ten local areas of concern where nitrate has been detected at concentrations above the Maximum Contaminant Level as established by regulatory water quality standards (i.e., the primary Maximum Contaminant Levels set by the EPA and the State of California Environmental Protection Agency).

There is no reason to believe that implementation of the State Water Board's General Order for Wineries, and on-going implementation of Zone 7/Alameda County Department of Environmental Health's on-site wastewater treatment system loading limits and other Special Permit Area requirements will be unable to address nitrate loading concerns in the area, or Zone 7's continued sustainable management of the Main Basin's groundwater quality on a regional basis.

Alternatively, the proposed extension of sewer service to areas outside of Livermore's Sphere of Influence would remove certain sources of nitrates and allow nitrate levels to naturally break down in the groundwater, such that water quality will improve over an extended time without further treatment. The availability of a municipal sewer may also serve as an economic and ease-of-management incentive that might encourage new mid- to larger-sized wineries, thereby increasing the demand for grapes and potentially encouraging additional vineyard plantings within the Livermore Valley.

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Jones, Rachel, LAFCo

From: Bennaton, Robert, CDA
Sent: Friday, August 11, 2023 4:41 PM
To: Jones, Rachel, LAFCo
Cc: McElligott, Elizabeth, CDA
Subject: RE: Alameda County Planning Staff's Comments on LAFCO's South Livermore Valley Special Study

Good Afternoon Rachel,

Thank you for the opportunity to review the Draft "Alameda LAFCO South Livermore Valley Special Study." The following are Alameda County Planning staff's comments on the report.

Footnote 7 at the bottom of page 9 of the study includes a definition for agricultural buildings attributed to the County Agricultural Advisory Committee (AAC). The stated definition does not accurately state
the definition recommended by the AAC in 2021. Also, in April of this year, the County Board of Supervisors approved an amendment to the County Zoning Ordinance to add a definition for agricultural building.

Therefore, County Planning staff requests that the footnote be corrected as follows:

> The following definition of agricultural building was approved by the County Board of Supervisors on April 13, 2023:
> *Agricultural, Building: A structure designed and constructed or used to house farm implements or farm equipment; poultry, livestock, or similar farm or ranch animals; or hay, grain, olives, nuts, hops, wine, or other horticultural products in bins, tanks, barrels, case goods, or other storage vessels. This structure shall allow for the processing, treatment, packaging, and storage of agricultural and/or horticultural products. This structure shall not be a place of human habitation, nor shall it be a place used by the public or for social events.*

Regarding footnote 8, also at the bottom of page 9, the AAC has not voted to recommend the adoption of a definition for non-residential buildings.
Therefore, Planning Department staff requests that footnote 8 be entirely deleted.

Please let me know if you have any questions regarding these comments.

Thanks and have a great weekend.

Best regards,
Rob Bennaton Ag & Open Space Planner - Policy, Planning & Research Team
Alameda County Community Development Agency - Planning Department
O: 5106706517 robert.bennaton@acgov.org www.acgov.org/cda C: 5107034119
See Alameda County General Plan & Zoning info via the Public Access Map (PAM).
Bay Area Urban Ag Map | Join the map! | What is Urban Agriculture?

LIVERMORE
CALIFORNIA

August 11, 2023

Rachel Jones, Executive Officer
Alameda Local Agency Formation Commission
224 West Winton Avenue, Suite 110
Hayward, CA 94544

Re: City of Livermore Comments on Draft Report on Alameda LAFCO's South Livermore Valley Special Study

Dear Rachel:

The City of Livermore appreciates the opportunity to comment on the South Livermore Valley Special Study (Study) and would like to thank you and your consultant team for including Livermore staff in it's development. It is our understanding that the Alameda Local Agency Formation Commission (LAFCO) uses special studies to encourage local governments to evaluate their current operations and to consider options for reorganization of municipal services. More specifically, it is our understanding that the intent of this Study is to evaluate the impact of relatively recent events on the future of the Livermore Valley.

As you recall, the City has been actively monitoring previous LAFCo Special studies that affect South Livermore Valley, including the Measure D Study and Proposed Measure D Amendments. Previously, the City provided comments on the scope of work for the Study in a letter dated September 30, 2022.

I am writing to convey the City of Livermore's initial response to the draft Study, relevance to City goals and policies, and Livermore's comments and recommendations for revision to the Study, as described below:

Livermore General Plan Goals

Livermore's General Plan Land Use (LU) and Economic Development (ED) Elements establish a policy framework to enhance the viability and strength of the South Livermore Valley wine country, as follows:

- Goal LU-13: Promote the South Livermore Valley as a unique and historic wine region.
    - Objective LU-13.1 Develop additional wineries with a range of sizes, and

other wine-country uses that promote the area as a premier wine-producing area.

- Goal LU-14 Take a proactive approach to protect, enhance, and increase viticulture and other cultivated agriculture.
- Goal LU-17: Coordinate land use planning of the area between Alameda County and the cities of Livermore and Pleasanton so as to increase certainty over future land uses and to reduce speculation.
- Goal ED 1 Maintain and expand a diverse economy to ensure economic vitality.
    - Objective ED-1.2 Expand agriculture and tourism as important economic sectors in the Livermore Valley

Within this policy framework, the City, along with our agency and community partners, have taken steps to address the issues of groundwater quality, economic feasibility of the Livermore Valley wine industry, and Livermore's tourism economy.

Measure P and South Livermore Valley Sewer Expansion Project

In 2022, the City sponsored Measure P, which as the report states, was approved by Livermore voters with 66% voting in favor. The measure did not change the urban growth boundary location, but allows the connection of wineries, and other visitor-serving uses located in South Livermore to sanitary sewer service. Sewer service is limited to parcels with uses consistent with the Livermore General Plan, South Livermore Valley Area Plan, South Livermore Valley Specific Plan, and in conformance with Alameda County Measure D. The intent of the sewer project at this scale is to maintain the Valley's agricultural character consistent with the land use vision and address ground water quality issues by phasing away from septic systems.

The City of Livermore is working with Alameda County to support construction of the sewer project. The project continues to make progress; however, as the report accurately states there is a funding shortfall, and the project team is exploring opportunities for external funding sources. We recommend the Study include a funding and financing chapter that identifies strategies and funding sources to assist in the construction of the sewer project, upgrades to treatment plant capacity, sewer connection costs, and ongoing system maintenance. The City and County are working to determine ownership and maintenance responsibilities. Connection and service fees will be collected by the responsible agencies to help fund operation of the system and maintenance over time.

Connection to Municipal Services

The Study includes a minor discussion of the ways properties could connect to a municipal sewer service. The study identifies two options: 1) Annexation, and 2) Out-

of-Area Service Agreements. Additional analysis of these options could be beneficial to assist in City and the County in evaluating an appropriate course of action.

Economic Vitality and Feasibility of South Livermore Valley

The City anticipates that recent events and actions taken collectively by Alameda County and the City of Livermore (such as Measure D/ECAP amendments and Measure P) will likely have significant and positive influence regarding the future of the South Livermore Valley and more specifically the tourism and hospitality sector.

The Study summarizes the state of the Valley's wine industry compared to historic trends and Statewide performance. However, it is the City's understanding that the purpose of the study is to provide a forecast of the potential implications of current plans, trends, and recent events in South Livermore to encourage local governments to evaluate current operations and to consider policy options. The Study provides a snapshot of current conditions but does not identify a path forward or a set of strategies that could achieve the desired outcomes for the South Livermore Valley.

Therefore, the City requests LAFCo conduct further economic feasibility and gap analysis to:

- Identify the barriers that are limiting the region's ability to achieve the vision for the Valley as a premier wine region and visitor destination
- Define the set of market conditions that would help stimulate the wine and tourism economy and grow the inventory of visitor serving uses
- Recommend land use and policy strategies to alleviate the identified barriers and create the proper set of conditions

In conclusion, the City appreciates the diligence and thoughtfulness that LAFCo staff and consultant team has undertaken to compile a comprehensive study of the current state of the South Livermore Valley. The City recommends LAFCo conduct further analysis of this information that would provide policy recommendations based on this contextual information.

Thank you again for the opportunity to comment on the Special Study. Please continue to inform the City of Livermore regarding the status of this study and any other related notices, documents, or meetings. If you have any questions regarding the comments above, please contact Andy Ross at (925) 960-4475 or e-mail at aaross@cityoflivermore.net

Sincerely,

Paul Spence,
Community Development Department Director

cc: Marianna Marysheva, City Manager
Jason Alcala, City Attorney
Brandon Cardwell, Economic Development Director
Steve Stewart, Planning Manager
Andy Ross, Economic Development Manager

Tri-Valley Conservancy
Feedback for
LAFCO South Livermore Valley Special Study

Typographical errors:
Page 1, first bullet, should be many, not may
Page 7, second paragraph, it repeats "up to"-only need it once
Page 12, last paragraph reservation should be preservation
Page 16, last sentence should be its, not is
Page 24, add "upon" in last paragraph (you relied upon aerial photos)
Page 26, second paragraph, do not need "the" before Sunol; add "to" in last paragraph (pass it on to heirs)
Page 27, second bullet after LARPD, it should be and, not ad
3.8, page 29 typo, fifth line down "with" should be "of"
Page 51, missing footnote 72
Page 67, lager should be larger

Substantive suggestions:

Consider including the possible impact of the Livermore General Plan Advisory Committee Focus Area, East of Greenville Road.

Page 2, add the publication date for the UC Davis Study, 2021

Page 13, SLVSP, the City of Livermore has more current data than 2011. There has been some very recent changes worth noting.

Page 14, third paragraph states, "Likely due to weaker market demand…" Those who have taken a close look have concluded that the lack of commercial development in the SLVSP is primarily due to an overly specific set of requirements, not allowing for commercial proposals that would be profitable/sustainable.

Page 15, Table 1 is very telling. The residential portion was wildly successful, while the commercial site development desperately needed to sustain a viable wine country, has failed.

Page 17, section 3.4, replace "home" with residential or commercial as appropriate; also bullet 2, Crane Ridge correct to 10 residential/winery sites of 20+- acres.

Page 18, Agricultural Lands, when is next FMMP report available, it would be helpful to have more current data.

Page 19, the FMMP data detailed in paragraph 1 is a bit misleading because appropriate vineyard acreage isn't called out. Great viticulture lands are not prime farmland, since vines need to be stressed.

Page 29, you refer to 48 wineries today, but COVID has reduced further, you might want to update?

Fig 6, page 30 winery map needs updating (reference Livermore Valley Wine Community)
Page 31, It is Darcie Kent, not Darcy

Page 38, bullet 1, should be Southwest side of Vasco Rd. All occurrences of East Street should be replaced with East Avenue

Page 38, 39 and 56, Concannon operation is now on city sewer.

Page 42, addresses should be address

Figure 8, page 48 shows the proposed So. Livermore sewer extension project, and the City of Livermore can provide a version that depicts the different phases in different colors

Pages 55-56 are repetitive. Could be summarized.

Page 63 redundant re cost of S Liv sewer project

Jones, Rachel, LAFCo

From: Peterson, Paula
Sent: Thursday, August 10, 2023 10:19 PM
To: Jones, Rachel, LAFCo
Cc: Peterson, Paula
Subject: Alameda LAFCO South Livermore Valley Special Study

Hi Rachel,

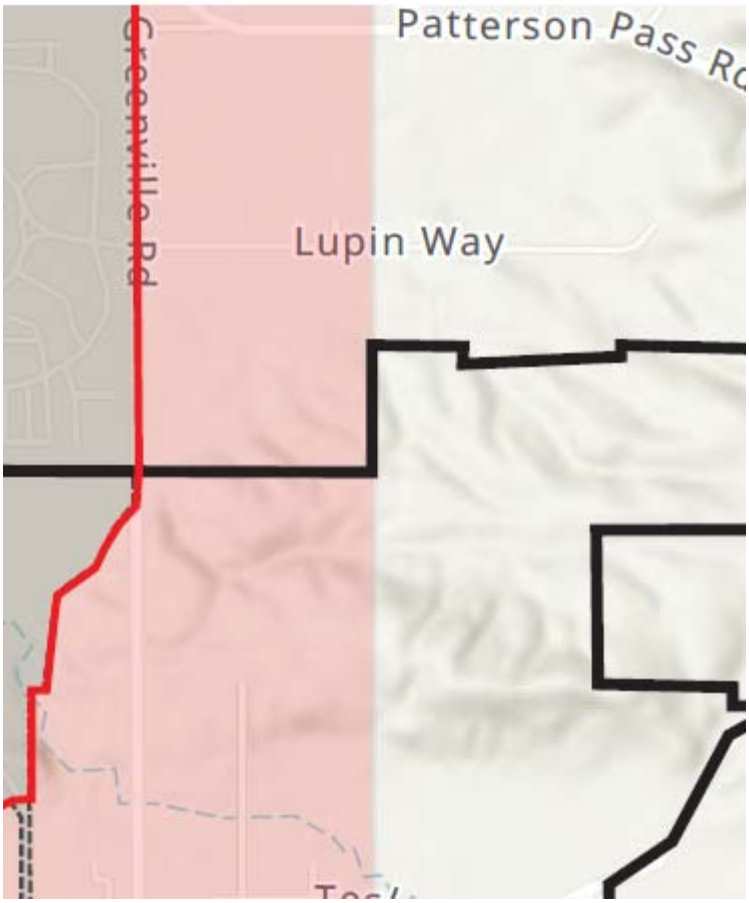
I write to you with concern of the LAFCO South Livermore Valley Special Study.

My family settled in Livermore in the late 1800's. If you look at the history of Livermore, it was a small country town built by farmers and ranchers. My grandparents were both born and raised in Livermore, and they were part of building that ranching community. Today, my family continues to farm and ranch in Livermore. My grandfather bought their ranch on Lupin Way in 1947, where my father and I both live on this road today and continue to grow hay and raise cattle. Although living in the country is not always easy and depending on the time of year your days can turn into nights before you get to sit down and relax, I would not trade this life for the world.

I have read through the document and if I am understanding the LAFCO South Livermore Valley Special Study correctly there is a possibility that property I live on and the properties around me will no longer be a rural location but will be turned into an industrial complex. I have seen the growth of Livermore and have watched open fields turn into hotels, condo's, shopping centers, and business complexes. However, if you look around the Livermore many of these structures have for lease signs or for sales signs and remain empty. For example, the business center built on the end of Greenville road close to 580 freeway, there are only a hand full of businesses and the rest remain empty. If you drive down Patterson pass just adjacent to the Lawrence Livermore Lab, several of those buildings remain empty. These are just a few examples I see every day. I encourage those working on this study to look around Livermore and see how many structures are built today unused and have remained empty for a very long time before we start building more. I believe it is important to leave what little is left of this country town alone and concentrate more on filling the buildings already existing.

Please feel free to contact me regarding this matter.

Sincerely,
Paula Peterson



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Jones, Rachel, LAFCo

From: PAUL SPERONI
Sent: Thursday, August 10, 2023 10:10 AM
To: Jones, Rachel, LAFCo
Subject: South Livermore Draft Report

Hi Rachel,

The draft relies heavily on information which is not impartial.

From the Draft:

“Grape Growing and Winemaking in the Livermore Valley, Realizing the Heritage”, which was prepared by UC Davis Professors James T. Lapsley, Ph.D. and Daniel A. Sumner, Ph.D. This important study provides a definitive, impartial assessment of the economic viability of wine production in the Livermore Valley.

One of the authors is a wine maker. He is part of the wine making industry. How is this unbiased or impartial.

The report states the wineries need help in order to survive.
The report also states there is an **annual** increase of nearly 9%) total grape production in the area.
The report contends the wineries are profitable but not enough to survive long term.

The report's conclusions are not supported by the information in the report or the wine industry itself.

Most observers of the wine industry see it as thriving.

Depending on whose stats you wish to believe, the US wine industry looks positively rosy: According to Research and Markets’ 2022 “U.S. Wine Market Size, Share & Trends Analysis Report by Project,” sales of wine (domestic and imported) topped $66.97 billion, with table wines dominating, followed by sparkling wines (most domestic), whose projected sales will rise 7.7% from 2022 to 2030 and the U.S. wine market size is expected to reach USD 115.03 billion by 2030

Respectfully,

Paul Speroni

Please confirm message was received.

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Jones, Rachel, LAFCo

From: David Kent
Sent: Monday, August 7, 2023 2:20 PM
To: Jones, Rachel, LAFCo
Cc: Sblend Sblendorio; Lori Souza
Subject: South Livermore Valley Special Study

Hi Rachel,

I have read the above referenced draft report (well done!) and have a few comments for consideration:

- Page 17; I have the Crane Ridge formation documents. It is 200 acres with 10 residential sites. Not sure where the larger parcel and mixed commercial residential use that is referenced in the draft report came from. 7 of the 10 homes have been completed with 1 under construction and the last two in the site planning stage. I am Chair of the Crane Ridge Architectural Committee.
- Page 31; my wife's name is spelled Darcie (no y)
- Page 55; The Swalwell earmark in the appropriations bill awaiting passage is for $2M (not $3M). Please remove the speculation (and missing footnote 72) that the project might cost $20M as it is confusing and out of context. Although it might cost $20M to extend the sewer throughout the SLVAP, no-one is advocating for that and the development cap (180,000 SF of permitted commercial uses) inside Measure P renders such an expansion as unmerited. The Special Study does a great job laying out the estimated cost of each section (phase) of the extension and the County has already pledged sufficient funding ($6.8M) to complete the rural section between Vasco and Greenville roads that is the core of Phase 1.
- Page 59; The UCDavis study you cite makes multiple references to expanded marketing efforts for Livermore Valley grapes. The recent formation of the Wine Heritage District and its 2% assessment on all sales by the local Livermore Valley wineries - which excludes the wineries of the Amador, Castro, Sunol and San Ramon valleys - is the first secure funding source for this much-needed promotion. A few other passages in the UCD report might be worth mentioning as they relate to the report's recommendation for the Livermore Valley to move beyond "commodity" grape varietals, such as Cabernet Sauvignon and Chardonnay, that are grown more cheaply and in vastly larger quantities in other coastal wine regions and towards grape varietals that our region can establish (or re-establish) a reputation for. I cite the following sections of the report that support expanded planting of Cab Franc and Sauvignon Blanc in our region:

Pg 114 With almost two-thirds (65.3 percent) of its survey-reported bearing acreage devoted to Cabernet Sauvignon and Chardonnay, Livermore is heavily reliant on two varieties that are widely planted throughout California and for which Livermore growers do not receive a price premium relative to cooler coastal areas producing Chardonnay, or the Napa and Sonoma Counties [with similar climates] producing Cabernet.

Pg 140 Further, the need to differentiate Livermore grapes from larger regions with similar climates, to attract outside investment in vineyard development, and to build a national reputation for at least one varietal that is well suited to the Livermore climate should be closely examined.

Pg 104Depending upon variety, the 14 Livermore wineries paid as little as a 3.2 per cent premium for Livermore Valley grown Cabernet Franc grapes and up to a 72 percent premium for Livermore grown Sauvignon Blanc when compared with the weighted average of each variety grown in Crush District 6.

All the best,

Jones, Rachel, LAFCo

From: Sheila Barry
Sent: Tuesday, August 1, 2023 8:12 PM
To: Jones, Rachel, LAFCo
Subject: Special study Livermore Valley

Thank you for your presentation.

Please note one point of clarification, pg. 19- added cultivated

As grazing land is typically supports agriculture the statement in the 3rd paragraph should be amended to say “they have not been actively used for CULTIVATED agricultural production at some time during the past 4 years”

Sheila Barry
University of California Cooperative Extension Santa Clara County, Director Bay Area Livestock/ Natural Resources Advisor
(408) 282-3106
sbarry@ucanr.edu

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AGENDA REPORT
November 9, 2023
Item No. 6

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Final Report on Alameda LAFCO's Initial Feasibility Analysis**

The Alameda Local Agency Commission (LAFCO) will receive a final report and presentation from consultant, Richard Berkson of Berkson Associates on its *Initial Feasibility Analysis* (IFA) for the potential incorporation of the unincorporated communities of Castro Valley, Ashland, Cherryland, San Lorenzo, Fairview, and Hayward Acres. The final report returns to the Commission after a 30-day public review period. The report has been revised from its initial draft form to include four different incorporation models for the unincorporated areas of (a) Castro Valley, (b) Eden, (c) Fairview, and (d) Castro Valley, Eden and Fairview. The report also includes a Frequently Asked Questions (FAQs) fact sheet. Staff recommends the Commission accept and file the report.

Background

At the Commission's September 8, 2022 regular meeting, Alameda LAFCO commissioned consultant, Berkson Associates to prepare an IFA that provides an initial assessment of financial feasibility and identifies issues requiring further resolution. The purpose of the report is to provide LAFCO, affected agencies, and residents with a quantitative understanding of the pros and cons of cityhood to help decide whether to move forward with incorporation and to understand its financial and service implications.

The draft report analyzed three hybrid models for incorporation.

1. Castro Valley
2. Castro Valley plus Ashland, Cherryland, San Lorenzo, Fairview, and Hayward Acres
3. Ashland, Cherryland, San Lorenzo, Fairview and Hayward Acres as a standalone city

Public Review and Comment Period

The Commission initiated a formal public review and comment period on July 13th with a deadline of August 11th. Staff posted the draft report on the LAFCO website and distributed press releases to the Daily Review and East Bay Times. Staff forwarded the report to the County, Municipal Advisory Committees (MACs), affected agencies and stakeholders within the proposed incorporation boundaries.

Administrative Office
Rachel Jones, Executive Officer
224 West Winton Avenue, Suite 110
Hayward, California 94544
T: 510.670.6267
www.alamedalafco.org

Nate Miley, Regular County of Alameda
Karla Brown, Chair City of Pleasanton
Ralph Johnson, Regular Castro Valley Sanitary District
Sblendorio, Regular Public Member
David Haubert, Regular County of Alameda
Melissa Hernandez, Regular City of Dublin
Mariellen Faria, Regular Eden Township Healthcare District
Bob Woerner, Alternate Public Member
Lena Tam, Alternate County of Alameda
John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

Staff provided presentations to the following groups:

- Rotary Club of Castro Valley, July 18th
- Eden MAC, August 8th
- Fairview MAC, August 10th
- Castro Valley MAC, August 28th

After receiving several requests to extend the public review and comment period, staff announced at the Castro Valley MAC meeting held on August 28th that the public comment period would be extended until September 11th. Staff provided formal notice of the extension the following day to the County, Municipal Advisory Committees (MACs), affected agencies and stakeholders within the proposed incorporation boundaries. Notice of the public comment extension was also posted in the Daily Review, Castro Valley Forum, and Castro Valley News.

After the public review period ended, staff and the consultant, Richard Berkson, incorporated significant comments into the final report. Comments can be found in Attachment 3. The report has been revised to include a FAQ Incorporation Guide, individual budget tables for the unincorporated Eden and Fairview communities, a table showing County revenues from each boundary area before and after incorporation, additional information about full-time employees and personnel costs, analysis of the Canyonlands area impact on the Castro Valley boundary, a review of additional reference cities, and other edits and clarifications to the report and tables in response to the comments received.

Discussion

This item is for the Commission to accept its final report on the *Initial Feasibility Analysis* of Castro Valley and its surrounding unincorporated communities consistent with the adopted work plan.

Analysis

The report has been commissioned to provide the community with clear and objective information about an incorporation proposal, its service cost, and tax revenue implications. It should provide a snapshot of these areas and if they are able to standalone.

A summary of key findings follows:

The findings of this preliminary analysis indicate that none of the boundary configurations produce positive net annual fiscal outcomes. If State legislation provides for a transfer of Property Tax in lieu of Vehicle License Fees from the State, or transfers from the County to a new city, feasibility is possible depending on the magnitude of the transfer and adverse impacts on the County. Voter-approved taxes would improve fiscal feasibility, but no new taxes are assumed in this IFA. The IFA also does not assume transfer of CSA-PP-1991-1 revenues received from the State, which would improve feasibility prospects.

Table 2 New City Budget Forecast (before revenue neutrality)

Item	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
REVENUES				
Property Tax	$15,077,231	$16,242,385	$2,438,813	$33,758,429
Sales and Use Tax	4,881,101	5,673,229	34,373	10,588,703
Transient Occupancy Tax	537,010	90,407	0	627,417
Utility Users Tax	4,491,457	4,838,553	726,514	10,056,524
Business License Tax	1,645,262	1,772,406	266,129	3,683,797
Other Revenues	9,276,649	8,240,669	1,491,654	19,008,972
Subtotal, Revenues	**$35,908,710**	**$36,857,649**	**$4,957,484**	**$77,723,843**
EXPENDITURES				
Admin. & Non-Departmental (1)	$10,460,728	$11,482,224	$1,842,219	$15,892,517
Police & Animal Shelter	26,216,479	28,993,159	4,474,964	59,684,602
Community Development (1)	5,253,186	5,809,569	896,681	10,763,493
Public Works	4,336,957	4,819,407	743,854	8,886,189
Other	604,040	643,040	297,890	1,203,010
Subtotal, Expenditures	**$46,871,389**	**$51,747,399**	**$8,255,608**	**$96,429,811**
NET	**($10,962,680)**	**($14,889,749)**	**($3,298,124)**	**($18,705,968)**
OTHER POTENTIAL REVENUES (require County agreement and/or State legislation)				
Police CSA-PP-1991-1 (2)	$10,969,083	$12,130,857	$1,872,343	$24,972,284
PTVLF (3)	$7,020,786	$7,563,346	$1,135,645	$15,719,777
Total Other Potential Rev.	$17,989,869	$19,694,203	$3,007,989	$40,692,061

(1) Admin. & Community Development costs at a lower cost per capita for the larger consolidated city.

(2) CSA-PP-1991-1 revenue (allocation of Prop. 172 State sales tax) currently funds a portion of sheriff services to unincorporated areas. Estimated share to proposed cities is based on a per-resident amount.

(3) Estimated Property Tax in lieu of Vehicle License Fees (PTVLF) if transferred from County as part of property tax exchange (or per State legislation).

Castro Valley

The Castro Valley boundary generates the most revenues per resident due to its size and its mix of commercial uses. These revenues are offset by additional service costs attributable to residential and commercial uses. The net result is an annual fiscal shortfall. If the new City receives a share of Property Tax in lieu of Vehicle License Fees (PTVLF) and/or CSA revenues, the annual net revenue could be positive.

Canyonlands

The Castro Valley boundary corresponds to the urbanized Castro Valley Planning Area and does not include less dense Canyonlands limited by Measure D development constraints. An incorporation application submitted to LAFCO could include a portion of the Canyonlands subject to LAFCO review

and potential CEQA analysis. Preliminary analysis indicates that adding Canyonlands to a Castro Valley city boundary is unlikely to have a significant financial feasibility impact. Service demands for police protection and road maintenance could increase City costs marginally, but these costs would be largely offset by additional property tax and per-resident revenues such as gas tax allocations.

Eden

The Eden boundary includes Ashland, Cherryland, Hayward Acres, and San Lorenzo. Costs per resident are similar to Castro Valley, but revenues are slightly lower due to less hotel revenue, and lower assessed values that reduce property transfer taxes. The Eden area could be financially feasible if it received all potential new revenues.

Fairview

The Fairview area generates the least revenue per capita primarily due to the absence of significant sales-tax generating commercial uses. Costs per resident are similar to but slightly higher than other communities due to certain fixed costs and reduced efficiencies of scale. Even with all potential new revenues estimated in the IFA, this area is likely too small to be financially feasible on its own.

Castro Valley, Eden, and Fairview

The largest boundary combines all communities. The inclusion of Fairview and Eden reduces total per capita revenues compared to Castro Valley alone due to fewer tax-generating commercial uses in Fairview and Eden. These revenue reductions are partially offset by efficiencies of scale that could reduce expenditures per capita. The net result is an annual fiscal shortfall. If the new City receives a share of additional new revenues (PTVLF and CSA revenues), the annual net could be positive.

The following alternatives are available to the Commission:

Alternative One (Recommended):
Accept the final report on Alameda LAFCO's *Initial Feasibility Analysis* (IFA) for the potential incorporation of the unincorporated communities of Castro Valley, Ashland, Cherryland, San Lorenzo, Fairview, and Hayward Acres.

Alternative Two:
Continue consideration of the item to a future meeting and provide direction to staff as needed.

Alternative Three:
Take no action.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the business calendar. The following procedures are recommended in consideration of this item:

1. Receive verbal presentation from staff unless waived.
2. Invite any comments from the public.
3. Provide feedback on the item as needed.

Respectfully,



Rachel Jones
Executive Officer

Attachment:

1. Initial Feasibility Analysis – Frequently Asked Questions
2. Alameda LAFCO's Initial Feasibility Analysis, Incorporation of Alameda County Unincorporated Communities, Final Report
3. Comment Letters

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Initial Feasibility Analysis (IFA)
Alameda County Unincorporated Communities
Frequently Asked Questions (FAQs)

Incorporation Process

What is City Incorporation?

The incorporation of a new city shifts local government responsibility from an unincorporated area under the jurisdiction of a county board of supervisors to a newly established city council.

Unincorporated Alameda County communities could become a city responsible for all municipal services including those provided by the County if LAFCO and a majority of voters within the proposed city boundaries approve.

A city will be entitled to most revenues currently received by the County to pay for municipal services and will have full responsibility for land use and development permitting currently handled by the County.

Why Should an Unincorporated Community Become a City?

Incorporation would result in the following:

- Access to additional revenues to help improve municipal services, parks, and public facilities.
- Community control over land use planning and development permitting, which enables the community and its elected city council, rather than the County staff and Board of Supervisors, to plan for and attract new services and businesses that benefit the community.
- Community control over local public services currently provided by the County including public health and safety, traffic control and enforcement, and animal services.

What is an Initial Feasibility Analysis (IFA)?

The current IFA was commissioned by Alameda LAFCO to provide a base of information to residents interested in the opportunities and constraints of pursuing cityhood.

An incorporation application will propose a city boundary which may differ from those evaluated in the IFA. The proponents will also need to update the IFA analysis based on their proposed boundary and any other changed budget conditions. LAFCO would then prepare a more detailed Comprehensive Fiscal Analysis (CFA) to determine feasibility and impacts on the County.

Is a New City in Alameda County Financially Feasible?

The IFA evaluates individual areas and combinations of communities. Generally, larger areas with revenue-generating commercial uses and higher property values demonstrated better prospects for financial feasibility whereby annual revenues are sufficient to fund services and provide for adequate reserves. For example, a city encompassing all of the unincorporated territory demonstrates the most cost efficient boundary and best prospects for feasibility.

In all cases, additional revenues are required for feasibility, for example Property Tax in lieu of Vehicle License Fees and/or a share of revenues from CSA-PP-1991-1 dedicated to Sheriff services in currently unincorporated areas. Both of those revenues will require discussions with the County and possible State legislation to enable the transfer.

Will the County be Negatively Affected?

The IFA anticipates that incorporation could shift revenues from the County that will not be fully offset by County cost savings.

The Comprehensive Fiscal Analysis (CFA) prepared by LAFCO following receipt of an incorporation application will include a feasibility analysis more detailed than the IFA to determine fiscal impacts on the County. The new city will need to be financially feasible, including any revenue neutrality payments, for LAFCO to approve the proposal.

A “revenue neutrality” impact will require negotiations between incorporation proponents and the County to determine terms of an annual mitigation payment that are affordable to the new city. Otherwise, LAFCO could not approve the proposal to move forward to an election.

What are the Next Steps?

If residents pursue cityhood, basic steps include:

1. Formation of an organization (e.g., a non-profit) to assist with fund raising;
2. Development of a proposed city boundary;
3. Public outreach by incorporation proponents to inform the community and seek support;
4. Update of the IFA;
5. Application to LAFCO and payment of LAFCO fees (including the cost of a CFA);

6. LAFCO review of the application, preparation of a Comprehensive Fiscal Analysis (CFA), and public hearings on the proposal.

If LAFCO determines the incorporation is feasible and that city revenues will exceed expenditures, and impacts on other agencies (e.g., the County) have been mitigated, LAFCO will ask the County to place a measure on the ballot. Majority voter approval will create the new city to become effective on a date specified by LAFCO.

Taxes

Will Incorporation Increase my Tax Bill?

No, incorporation will not change existing property tax bills. LAFCO could choose to add new taxes to the ballot if necessary for the city to achieve financial feasibility. For example, LAFCO approved the addition of a ten percent hotel tax (paid by hotel patrons) to the incorporation ballot in 2002.

How will the New City be Funded?

A share of County property taxes will shift to the new city to help pay for municipal services. The new city will receive revenues provided by the State to cities except Property Tax in lieu of Vehicle License Fees. City revenues will include sales tax, hotel tax, utility user taxes, and other revenues that fund municipal services transferred from the County to the new city.

The city council will have the same discretion over taxes, fees and charges for municipal services as the County of Alameda to assure adequate services and facilities. Incorporation will provide new revenues to the community from Federal, State and regional sources. State law requires voter approval for new local taxes.

Governance

Does incorporation create an additional layer of government?

No. A new city consolidates current municipal services into a single city run by locally elected council members (typically five).

Currently the unincorporated areas are represented by a single County Supervisor on a five-member County Board of Supervisors responsible for a broad range of Countywide services in addition to municipal services to unincorporated areas.

Why Not Just Form a Community Services District (CSD)?

An independent CSD could manage specific services to a community with the exception of land use planning (except in an advisory role). However, in order to fund improvements to local services the CSD would require either a new voter-approved tax or County agreement to shift revenues to the CSD. A CSD, if funded, could provide a transition to eventual cityhood.

The IFA identified a CSD as a governance option, but CSD feasibility was not the focus of the IFA. Further analysis could be conducted by LAFCO as part of a Municipal Service Review (MSR) or upon review of an application to form a CSD.

Facilities and Services

Will Public Services Change?

Incorporation will shift responsibility for local services and facilities from the County to the new city, notably planning and development services. The new city will contract for other services such as police from the Alameda County Sheriff. In the future the city may form its own police department if it is determined to be feasible and advantageous.

Services provided by special districts (e.g., library, fire protection, recreation) are expected to continue as currently organized and funded. The County of Alameda will continue to provide countywide health and human services and other functions (Assessor, Auditor, etc.) to incorporated and unincorporated communities.

Who Will Pay for Public Infrastructure Such as Roads and a City Hall?

The new city will receive a share of gas taxes from the State and from regional road funds to help pay for road maintenance and related facilities.

The IFA projects that the new city will lease office space initially and use available public space for public meetings. Over time, the new city could raise funds for construction of a city hall.

Can a "Lean" City be Created that Spends Less Money than Older Neighboring Cities?

The IFA considers services and costs of older cities such as Hayward and San Leandro, as well as newer and lower cost cities. Per capita costs and staffing for the City of Oakley (Contra Costa County, incorporated in 1999) were used where applicable, for example, city council costs and other administrative departments.

Staff salaries were generally assumed to reflect higher Bay Area rates rather than the salaries more prevalent in lower-cost communities such as Riverside County where the most recent new cities were formed. A new city could higher fewer staff at lower salaries than neighboring cities, however, this could result in less experienced staff, greater staff turnover, and longer wait times for services and implementation of council decisions, policies and projects.

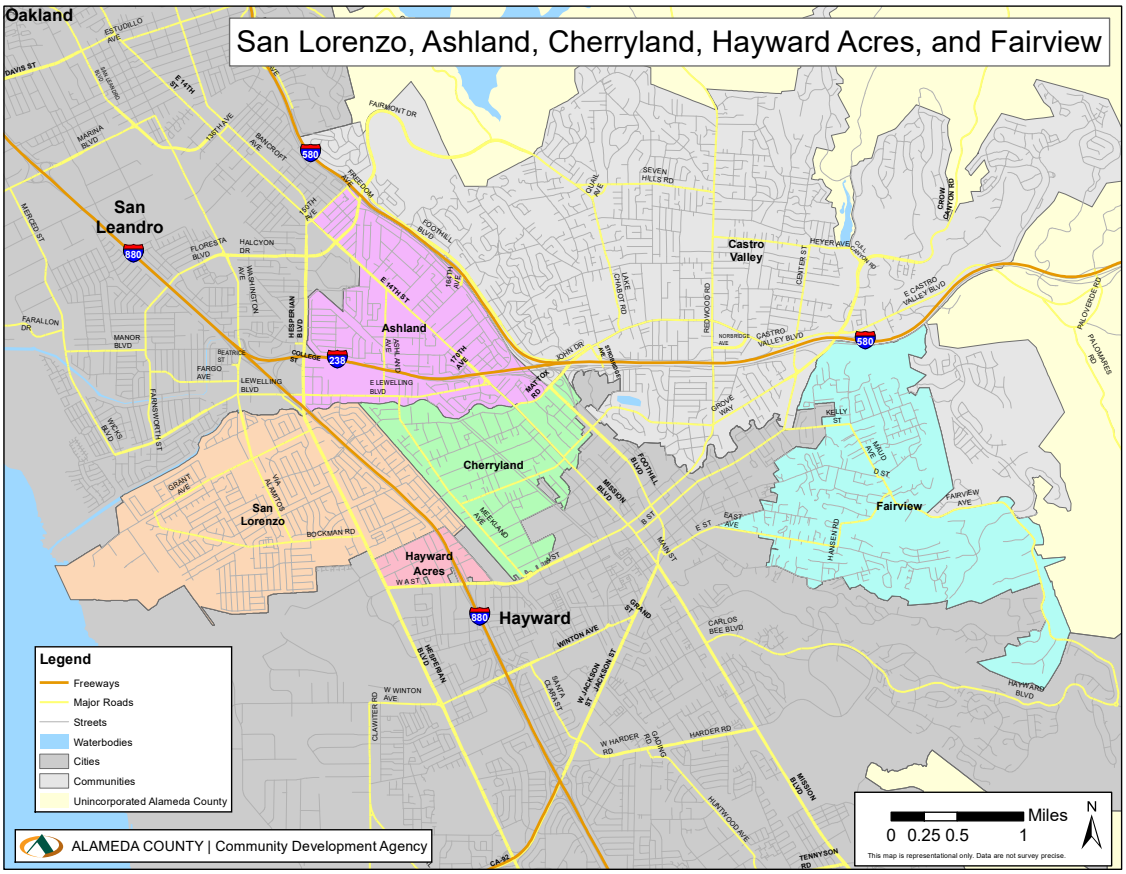
A new city will need to utilize County Sheriff services for police protection. The Sheriff's Department competes with other Bay Area agencies for staff, and current costs cannot be significantly reduced without adversely affecting police service levels and response times. The new city will also require IT support and incur costs to provide competitive benefits, address environmental mandates, insure against legal liability, and provide plans and studies as required by State and regional housing requirements. These costs are difficult to reduce significantly.

City Boundaries

What Would be the City's boundaries?

Potential new cities could be formed from several communities in unincorporated Alameda County including Castro Valley, Fairview, and the Eden area. A new city may include some combination of those communities shown on the map in **Figure 1**. The boundaries of a new city must be continuous, which means that Eden and Fairview could not comprise a single city because they are not adjacent to each other. Incorporation proponents and LAFCO will determine the city boundaries.

Figure 1 Planning Areas Evaluated as City Boundaries



Does the Castro Valley City Boundary include the Canyonlands?

Figure 1 shows planning areas and corresponding hypothetical city boundaries that were evaluated in the IFA. These areas refer to the urbanized area within the County's Urban Growth Boundary. Other areas, such as the Canyonlands, should be considered for inclusion by proponents and by LAFCO if an incorporation application is received. The IFA indicates that the Canyonlands will have a minimal impact on financial feasibility; service demands for police protection and road maintenance could increase city costs marginally, but these costs would be largely offset by additional property tax and per-resident revenues such as gas tax allocations.

Incorporation proponents should engage the community and Municipal Advisory Commissions (MACs) to develop a viable city boundary. LAFCO will evaluate the proposed boundary and may consider alternatives. The boundary should keep "communities of interest" intact, it should be

financially and politically feasible, and it should conform to State and LAFCO policies related to impacts on land use and public services.

LAFCO encourages proponents considering incorporation to conduct broad community outreach to develop a proposed boundary best meeting community needs consistent with LAFCO policies as well as other State and regional policies such as Measure D.

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REPORT

INITIAL FEASIBILITY ANALYSIS

INCORPORATION OF ALAMEDA COUNTY UNINCORPORATED COMMUNITIES

Ashland

Castro Valley

Cherryland

Fairview

Hayward Acres

San Lorenzo

Prepared by Berkson Associates
for Alameda LAFCO

October 13, 2023

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1. ALAMEDA COUNTY INCORPORATIONS

This Initial Feasibility Analysis (IFA) evaluates the financial feasibility of potential new cities in unincorporated Alameda County.

OVERVIEW

New cities could be formed from several communities in unincorporated Alameda County including Castro Valley, Fairview, and the Eden area. Eden includes Ashland, Cherryland, Hayward Acres, and San Lorenzo.

Table 1 summarizes characteristics of each area evaluated. A new city may include some combination of those communities also shown on the map in **Figure 1**.

Table 1 Summary of Community Characteristics

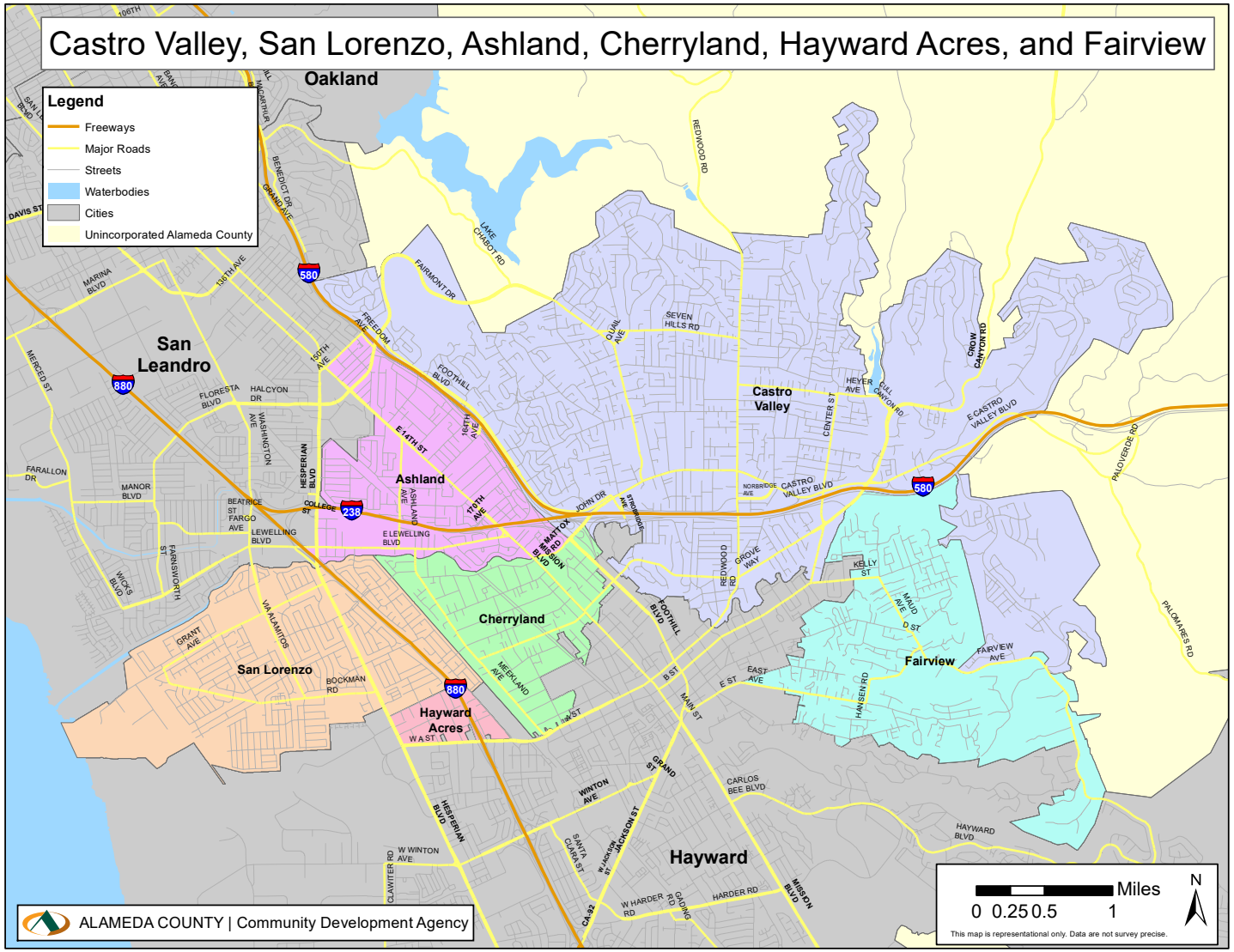
Item	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
Area (sq.mi.)	10.77	6.08	2.81	19.66
Population	66,441	73,478	11,341	151,260
Jobs	12,647	9,819	858	23,324
Assessed Value (mill.$)	$11,679	$6,241	$1,872	$19,792
Sales Tax	$4,881,000	$5,673,000	$34,000	$10,589,000

The boundaries of a new city must be continuous, which means that Eden and Fairview could not comprise a single city because they are not adjacent to each other. However, Castro Valley could be its own city, or could incorporate with Eden or Fairview, or both.

The community boundaries are shown for analysis purposes only; actual boundaries would be determined by incorporation proponents and by the Alameda Local Agency Formation Commission (LAFCO). For example, the Castro Valley boundary shown represents the Castro Valley Planning Area and could be expanded by Proponents or by LAFCO to include Canyonlands areas.

Formation of a new city would shift authority over municipal services from the County of Alameda to the new city. For example, control over land use planning and approvals, currently the responsibility of the County, would fall under the authority of a locally elected city council. Other municipal services currently provided by the County could be a function of a new city department, or the city could contract with the County or other service providers. For example, the new city could contract with the County Sheriff for police protection.

Figure 1 Castro Valley, Eden & Fairview



Why Incorporate?

Every community pursuing cityhood has a unique set of concerns, issues and objectives. Typically, incorporation includes one or more of the following goals:

1. **Increase Local Control** – A city provides local control of land use planning and decision-making about services provision, facilities and housing in the community.
2. **Local Prioritization of Revenues** – A city council of at least five locally elected council members determine priorities for the use of locally-generated revenues for local services and infrastructure.
3. **Improve Local Governance and Accountability –** Residents have increased opportunities to participate in city council decisions, join volunteer committees and engage with city staff and council. A city budget documents revenues and expenditures to a level of detail and transparency not typical of County unincorporated area budgets.

A new city could influence regional governance and economic activity in a number of ways:

1. **Reduce County Scope and Scale** – Incorporation will reduce County of Alameda unincorporated area responsibilities and potentially facilitate increased County focus on countywide services and facilities.
2. **Increase Regional Economic Benefits** – Enhanced local governance could help to maintain and improve communities' livability and economic vitality.

This IFA evaluates financial feasibility and the steps required to assure the new city has revenues sufficient to pay for its ongoing expenditures for public services. If an incorporation application is submitted to LAFCO, additional financial and other analysis will be conducted by LAFCO before deciding whether to submit the proposal to the voters of the community to be incorporated.

FINANCIAL FEASIBILITY OF A NEW CITY

This IFA evaluates the financial ability to form a new city in Alameda County. Creating a new city vests residents with local control over public services, however financial hurdles can be challenging. No new city has been created in California since 2000 without the benefit of Property Tax in lieu of Vehicle License Fees which are no longer available to new cities.

State law requires analysis to demonstrate that "The proposed city is expected to receive revenues sufficient to provide public services and facilities and a reasonable reserve during the three fiscal years following incorporation."[1] In addition to annual revenues in excess of annual expenditures, State guidelines recommend establishment of a contingency fund of 10 to 20 percent of expenditures.[2] Feasibility studies typically consider time periods longer than three years to account for the effects of new development, revenue neutrality and transition year repayment schedules. Periodic annual budget shortfalls are generally acceptable as long as reserves are sufficient to cover the shortfalls, and ongoing structural deficits are not projected.

Table 2 depicts potential fiscal shortfalls to the potential new cities considered in this analysis; these shortfalls do not include additional costs for adverse revenue neutrality impacts on the County, if any, nor do the results consider possible new revenue measures such as additional sales taxes. **Table 2** shows potential additional revenues from CSA-PP-1991-1 and Property Tax in lieu of Vehicle License Fees which, in total, would produce total revenues that exceed expenditures; however, these revenues currently do not accrue to new cities and would require some combination of State legislation and negotiations with the County.

The findings of this preliminary analysis indicate that none of the boundary configurations produce positive net annual fiscal outcomes without potential additional revenues. If State legislation provides for a transfer of Property Tax in lieu of Vehicle License Fees from the State, or transfers from the County to a new city, feasibility is possible depending on the magnitude of the transfer and adverse impacts on the County. Voter-approved taxes would improve fiscal feasibility, but no new taxes are assumed in this IFA. The IFA also does not assume transfer of CSA-PP-1991-1 revenues received by Alameda County from the State, which would improve feasibility prospects.

[1] Gov. Code Sec. 56720(e).

[2] A Guide to the LAFCO Process for Incorporations, Governor's Office of Planning and Research (OPR), July 2002.

Table 2 New City Budget Forecast (before revenue neutrality)

Item	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
REVENUES				
Property Tax	$15,077,231	$16,242,385	$2,438,813	$33,758,429
Sales and Use Tax	4,881,101	5,673,229	34,373	10,588,703
Transient Occupancy Tax	537,010	90,407	0	627,417
Utility Users Tax	4,491,457	4,838,553	726,514	10,056,524
Business License Tax	1,645,262	1,772,406	266,129	3,683,797
Other Revenues	9,276,649	8,240,669	1,491,654	19,008,972
Subtotal, Revenues	**$35,908,710**	**$36,857,649**	**$4,957,484**	**$77,723,843**
EXPENDITURES				
Admin. & Non-Departmental (1)	$10,460,728	$11,482,224	$1,842,219	$15,892,517
Police & Animal Shelter	26,216,479	28,993,159	4,474,964	59,684,602
Community Development (1)	5,253,186	5,809,569	896,681	10,763,493
Public Works	4,336,957	4,819,407	743,854	8,886,189
Other	604,040	643,040	297,890	1,203,010
Subtotal, Expenditures	**$46,871,389**	**$51,747,399**	**$8,255,608**	**$96,429,811**
NET	**($10,962,680)**	**($14,889,749)**	**($3,298,124)**	**($18,705,968)**
OTHER POTENTIAL REVENUES (require County agreement and/or State legislation)				
Police CSA-PP-1991-1 (2)	$10,969,083	$12,130,857	$1,872,343	$24,972,284
PTVLF (3)	$7,020,786	$7,563,346	$1,135,645	$15,719,777
Total Other Potential Rev.	$17,989,869	$19,694,203	$3,007,989	$40,692,061

(1) Admin. & Community Development costs at a lower cost per capita for the larger consolidated city.

(2) CSA-PP-1991-1 revenue (allocation of Prop. 172 State sales tax) currently funds a portion of sheriff services to unincorporated areas. Estimated share to proposed cities is based on a per-resident amount.

(3) Estimated Property Tax in lieu of Vehicle License Fees (PTVLF) if transferred from County as part of property tax exchange (or per State legislation).

The results of this IFA are intended to provide preliminary guidance for further legislative efforts, data analysis and reporting by the County on a community level, negotiations over CSA and other County tax revenues for unincorporated services, and as a basis for a future Comprehensive Fiscal analysis (CFA) to be prepared by LAFCO if it receives an incorporation petition or resolution. The intent of the IFA is to facilitate a rational transition from unincorporated county services to municipal city governance if a new city proves to be feasible based on further LAFCO review.

In addition to maintaining and improving current governance, services and facilities, the new city must also demonstrate that it can generate contingency funds and sustain prudent levels of financial reserves, as noted by State statutes and OPR Guidelines.

Future budget estimates will vary based on changing County budgets, State and local economic and fiscal conditions, decisions to be made by incorporation petitioners, County Supervisors, LAFCO, and a future city council.

SUMMARY BY CITY BOUNDARY

Following is a summary of the initial feasibility analysis for individual communities and their combination. An actual incorporation proposal and LAFCO review would determine boundaries of a potential new city.

Commercial uses and related tax revenues including sales tax, hotel tax, and business license tax improve financial feasibility of incorporating certain areas as noted below. A larger city generates more revenues such as utility users tax, and its services and costs are likely to benefit from efficiencies of scale.

Castro Valley

The Castro Valley boundary generates the most revenues per resident due to its size and its mix of commercial uses. These revenues are offset by additional service costs attributable to residential and commercial uses. The net result is an annual fiscal shortfall. If the new City receives a share of Property Tax in lieu of Vehicle License Fees (PTVLF) and/or CSA revenues, the annual net revenue could be positive.

Canyonlands

The Castro Valley boundary corresponds to the urbanized Castro Valley Planning Area and does not include less dense Canyonlands limited by Measure D development constraints. An incorporation application submitted to LAFCO could include a portion of the Canyonlands subject to LAFCO review and potential CEQA analysis. Preliminary analysis indicates that adding Canyonlands to a Castro Valley city boundary is unlikely to have a significant financial feasibility impact. Service demands for police protection and road maintenance could increase City costs marginally, but these costs would be largely offset by additional property tax and per-resident revenues such as gas tax allocations.

Proponents of a City of Castro Valley should refine the proposed city boundaries and consider inclusion of Canyonlands areas. LAFCO will consider boundary options with the goal of achieving municipal service efficiencies, and recognizing communities of interest that will contribute to the success of the new city.

Eden

The Eden boundary includes Ashland, Cherryland, Hayward Acres, and San Lorenzo. Costs per resident are similar to Castro Valley, but revenues slightly lower due to less hotel revenue, and lower assessed values that reduce property transfer taxes. The Eden area could be financially feasible if it received all potential new revenues.

Fairview

The Fairview area generates the least revenue per capita primarily due to the absences of significant sales tax-generating commercial uses. Costs per resident are similar to but slightly higher than other

communities due to certain fixed costs and reduced efficiencies of scale. Even with all potential new revenues estimated in the IFA, this area is likely too small to be financially feasible on its own.

Castro Valley, Eden and Fairview

The largest boundary combines all communities. The inclusion of Fairview and Eden reduces total per capita revenues compared to Castro Valley alone due to fewer tax-generating commercial uses in Fairview and Eden. These revenue reductions are partially offset by efficiencies of scale that could reduce expenditures per capita. The net result is an annual fiscal shortfall. If the new City receives a share of additional new revenues (PTVLF and CSA revenues), the annual net could be positive.

Prior Cityhood Efforts

In 2002 Castro Valley residents voted on incorporation. A 72.1 percent "No" vote defeated the ballot measure.[3] The Comprehensive Fiscal Analysis (CFA) commissioned by LAFCO during its 2002 review process determined that a new city could be feasible if it was approved by voters along with a new 10 percent hotel tax.

County revenues projected in 2002 that would accrue to a new city generally increased at a rate that exceeds inflation through 2022. The growth in revenues approximately equaled the growth in expenditures.

The 2023 IFA budget forecast includes hotel taxes approved in the unincorporated County areas subsequent to 2002; a new city would receive these revenues but at a County loss which did not exist in 2002. The current budget does not include Vehicle License Fees (VLF) from the State which were included in the 2002 CFA and provided about 25 percent of total city revenues.

As described in the current report, State legislation is necessary to restore State distributions of VLF (in the form of property tax, or PTVLF) to future new cities. With PTVLF and CSA revenues a new City in Alameda County could be feasible depending on the distribution and amount, and contingent on a more detailed analysis to be completed by LAFCO.

Options to Incorporation

The formation of special districts, for example a Community Services District (CSD), potentially could facilitate local control and decision-making regarding services. To be effective the CSD would require revenues for administration and services. A CSD could also create a transition to eventual cityhood.

[3] www.smartvoter.org/2002/11/05/ca/alm/meas/Q/

Annexation to a neighboring city could improve local control through representation at the City Council, although the annexing area would be one community among several represented by the Council. Majority voter approval would be required from the residents of the unincorporated community to be annexed.

Further analysis is necessary to evaluate these governance options.

Impacts on Other Agencies

State law requires that new cities mitigate financial impacts, if any, on other agencies. Mitigation of negative impacts shown in **Table 3** would be funded from the new City's budget.

Table 3 Fiscal Impact on the County (Revenue Neutrality)

Item	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
Revenue Reductions				
Property Tax	$15,077,231	$16,242,385	$2,438,813	$33,758,429
Sales and Use Tax	4,881,101	5,673,229	34,373	10,588,703
Transient Occupancy Tax	537,010	90,407	0	627,417
Utility Users Tax	4,491,457	4,838,553	726,514	10,056,524
Business License Tax	1,645,262	1,772,406	266,129	3,683,797
Other Revenues (1)	7,439,358	6,261,394	1,194,464	14,895,217
Total Revenue Reductions	$34,071,419	$34,878,374	$4,660,293	$73,610,087
Net Expenditure Reductions (1)	$30,629,812	$32,996,855	$4,954,516	$68,581,183
Net Gain (or loss) to County (2)	($3,441,607)	($1,881,519)	$294,223	($5,028,904)

(1) Net of Charges for Services. See Table B-8 for County department net cost reductions.
(2) Does not include a shift of PTVLF or CSA revenue.

The proponents of incorporation will have an opportunity to negotiate a revenue neutrality agreement with the County. This agreement will specify terms including annual payment amounts and duration of mitigation payments.

Next Steps

Preliminary Planning by Proponents

This IFA is a first step towards incorporation. A number of key efforts are summarized below.

Proposed Boundary

A boundary will be defined in the application, although LAFCO may choose to consider alternative boundaries. The boundaries in this IFA are based on County planning areas for each community. Proponents of an incorporation will propose a boundary for submittal to LAFCO; this boundary should be the result of outreach by the proponents to the community including the various MACs. The boundary is likely to differ from those included in the IFA for evaluation purposes. The proponents' map

should fine-tune the boundaries and consider communities of interest, service efficiency and financial and environmental considerations as well as need and desires for inclusion (or exclusion) expressed by residents. A Castro Valley boundary should consider the Canyonlands.

Preliminary Feasibility Analysis

Incorporation proponents can update the analysis in this IFA based on more current fiscal conditions, their proposed boundaries, and potential additional funding sources depending on future legislation and the potential exchange of revenues with the County.

Discussions with County

The County currently prepares a budget for unincorporated services. To the extent that this budget could further distinguish costs and revenues attributable to individual communities, the process of updating the feasibility analysis will be more efficient and accurate. Discussions will also be necessary if additional revenues, including a share of the County's PTVLF or CSA CSA-PP-1991-1, are part of a transfer from the County to a new city.

Community Outreach

Formation of a non-profit by residents creates an organization for fund-raising and a forum for community discussion and dissemination of incorporation information including a proposed boundary map and an updated feasibility analysis.

Application to LAFCO

Residents can submit a petition to LAFCO along with an application and required fees. State law includes a provision for Proponents to request a loan from the State if they are unable to pay required LAFCO fees.[4] Alternatively, a public agency may submit an application to LAFCO to initiate the incorporation process.

LAFCO Process

LAFCO will prepare a detailed Comprehensive Fiscal Analysis (CFA) to determine fiscal feasibility as part of LAFCO's determination of whether to send the incorporation decision to the voters. The incorporation applicants will be required to pay LAFCO application fees and costs and will fund the CFA.

[4] Gov. Code Sec. 56383(g).

Legislation to Address State Funding to New Cities

In 2011 the State legislature eliminated Property Tax In Lieu of Vehicle License Fees (PTVLF), a significant revenue source to new cities as part of a State budget re-structuring.[5] Subsequent legislation fixed the adverse impacts of this change on then-recently formed new cities in Riverside County, but future new cities continue to face reduced revenues that largely eliminate prospects for financial feasibility in the absence of additional special taxes, assessments and other significant revenues. No new cities have been formed in California over the past two decades other than new cities in Riverside County that received a legislative fix to receive PTVLF.

As recently as 2019, bills have been introduced to remedy the loss of revenues to new cities, but none have passed to-date. The League of California cities may consider advocating for legislation in future sessions and political support from communities considering incorporation will improve chances of bill passage. Incorporation proponents should engage with other communities and associations pursuing cityhood to push for legislation to remedy funding inequities adversely affecting future new cities.

Prospects for PTVLF legislation could improve if the formation of new cities aligned with State objectives, for example, by helping better achieve economic and environmental sustainability and achieving housing goals.

PTVLF Exchange

As an interim step to full restoration of PTVLF comparable to existing cities, State legislation or negotiations with the County could enable an exchange of PTVLF between the new city and the county similar to the exchange of property tax without adversely affecting the State, school funding, or other agencies. LAFCO, the new city and the County would consider this exchange in determining revenue neutrality of the incorporation.

CSA-PP-1991-1

As described in **Chapter 2**, the County Sheriff's Department is partially funded by revenues from CSA-PP-1991-1. This CSA receives revenues from the State intended to compensate for the loss of funds due to ERAF property tax allocations beginning in 1993-94.[6] State legislation or County negotiation to allocate a portion of this funding to a new city could significantly improve the feasibility of incorporation.

[5] SB 89 (2011) excluded new cities from the statutory formula that allocates revenues based on the 2004 VLF-property tax swap.

[6] Legislative changes associated with the State's allocation of property tax revenues to ERAF (Education Revenue Augmentation Fund) resulted in a loss to the Special District Augmentation Fund; those losses were compensated by the State and those compensating funds are allocated by the County to CSA-PP-1991-1 for public safety purposes. See the MSR prepared for CSA-PP-1991-1 by Alameda LAFCO, 2012.

2. PUBLIC SERVICES PROVIDED BY A NEW CITY

Currently the County of Alameda's Board of Supervisors oversee County departments' provision of public services and facilities to unincorporated communities. Several citizens bodies provide input on issues, policies and services and advise County departments providing services to the unincorporated communities.

Incorporation will shift responsibility for local services and facilities from the County to the new City. Services provided by special districts (e.g., library, fire protection) are assumed to continue as currently organized and funded.

The County's budget includes an Unincorporated Services Budget (USB) that projects departmental service costs to unincorporated communities separately from Countywide services.[7] The IFA utilizes the USB to help determine newly incorporated city budgets for comparable services. The IFA also references the USB to indicate potential costs and revenue shifts from the County to a new city, and therefore the potential net financial impact on the County.

The USB includes funding sources such as service charges, special assessments, voter-approved taxes, the use of fund balances, and additional funding provided by the County General Fund. Presentations to advisory bodies and community groups generated comments and feedback on the projected FY2021-22 USB; the presentations and budget forecasts did not distinguish detailed departmental staffing, costs and sources of revenue by individual community.

Table 4 summarizes service providers before and after incorporation. It is likely that a new City will rely on contracts with other agencies for many services, for example the Sheriff's Department. Over time, the City could choose to establish its own departments. This chapter describes services provided by the new City and the projected budget estimates based on current County costs and on a review of other cities in the region. Certain services are likely to benefit from efficiencies of scale reflected by a lower "per resident" (or other factor) cost for larger cities. As indicated in the table, incorporation will have no effect on school districts, postal service, utilities, and Countywide services provided to all incorporated and unincorporated areas (public health and welfare, courts, jails, etc.).

Appendix B documents key assumptions and calculations for services costs and revenues in the budget forecasts, including estimated personnel and related costs. Actual budgets will vary depending on future economic and fiscal conditions, decisions by public agencies including the future new City council, and

specific manner and level of services and revenues. The budget cost estimates utilize current County costs, and staffing and cost estimates from reference cities. Departmental costs derived from "per capita" averages of reference cities, are broken down into staff costs and other expenses and contracts. The administrative and management costs strive to construct a "lean" governance structure, however the new city will still be faced with paying local salary costs and costs for contract services such as County Sheriff, as well as complying with State regulatory mandates and other overhead costs.

While a "lean" budget may enable a new city to be financially feasible, a "lean" city may experience greater difficulty hiring experienced staff. Staff turnover could be higher than average as younger, lower paid employees seek opportunities with larger (costlier) cities to advance. City services may also take longer due to more limited staff capacity, for example, to process applications and pursue council initiatives.

Table 4 Summary of Existing and Future Service Providers

Service	Service Providers	
	Current Provider	**Post-Incorporation**
General Government Administration	County administers all municipal services to unincorporated communities.	City Council of new city will oversee all municipal functions including administration (manager, clerk, attorney, human resources, finance, risk management, IT).
General Services	The County GSA provides workspace, vehicles, supply and purchasing services, and facility planning and construction for County departments.	City departments will provide services comparable to County GSA.
Community Development	County departments provide development services (plan check/building permits, building inspection, code enforcement) and planning services (General Plan update, zoning code enforcement, safe & affordable housing).	New city will be responsible for all planning and development services. City may contract with County or private firm, and will receive revenues from permits and fees to partially offset costs.
Economic Development	County CDA department promotes & implements economic development & community investment.	New city will provide economic development services via staff and/or contracts.
Road Maintenance	Alameda County Public Works	City Public Works
Police Protection	Alameda County Sheriff's Dept. Cal. Highway Patrol (traffic enforcement)	New city will be responsible for law enforcement, and may contract with Sheriff or create new City police dept.
Animal Control	Alameda County	New city will be responsible for animal control.

Table 4 Summary of Existing and Future Service Providers (cont'd)

Service	Service Providers	
	Current Provider	**Post-Incorporation**
Fire Protection	Fairview FPD serves Fairview; the County Fire District provides protection and EMS services to other unincorporated areas.	No change.
Parks and Recreation	HARD maintains and programs local and regional parks and facilities including County-built community facilities.	No change.
Libraries	County owns and operates libraries.	No change.
Wastewater	Castro Valley Sanitary District Oro Loma Sanitary District	No change.
Water	East Bay Municipal Utility District	No change.
Storm Water	County of Alameda provides regional storm water services.	City will be responsible for local drainage and compliance with regional & State requirements.
Solid Waste	Castro Valley Sanitary District Oro Loma Sanitary District Ala. Cnty Waste Management Authority	No change.
Transit	Regional agencies provide transit services.	New city can coordinate transit planning and participate in regional transportation planning agencies.
Schools	Various school districts.	No change. City has no oversight of school districts.
Other Utility Services	Various utility providers (electric, gas, telephone, etc.)	No change. City can designate exclusive franchisees.

6/26/23

Management & Administrative Services

The new City will be governed by city council members who will establish City policies, approve a General Plan and other City planning and management documents, adopt an annual budget, hire key staff, and take responsibility for efficient and effective City operations. The IFA assumes that elections for five council members will be at-large although the new City could choose to elect council members by district. The cityhood ballot will include a question about whether future councils should be elected by district; if so, a districting study will be required. New cities typically form as "General Law" cities governed by State statutes; a city may also form or transition to a "Charter City" which would be governed by a voter-approved charter which can only be modified by voter approval.

The new City will employ a city manager. This manager will oversee all municipal operations. The new City also has the option of a "city council/strong mayor" form of governance, although this arrangement is less common in California and limited to a few large cities.

The new City will require a City Clerk and other support functions that include Legal (City Attorney), Finance, Human Resources, and Economic Development. The City Manager/Administrative Services and other departments' functions will include regulatory compliance to assure that all applicable federal, state and local laws and ordinances are being met. The IFA budgets these services at a cost generally comparable to current County services in some cases, and similar to other cities in the region in other cases. The IFA recognizes that a new city will provide fewer services than many other cities because existing districts (e.g., fire district, library district) are expected to continue as the primary providers in a new city.

Costs to the new City include costs for office space, insurance, information technology (IT) systems, equipment and supplies, and retirement and other employee benefit costs. The latter employee costs are generally included with departmental costs; other non-departmental costs that apply citywide are projected in the city budget under Administration (Human Resources, Information Technology, and Non-Departmental). City Hall Facilities/Office Space for city employees has been estimated based on number of employees (excluding contract police) and potential space requirements per employee.

A new City will continue to pay for an allocated share of administrative, overhead and employee costs for any services that the new City contracts from another agency including the County. A new city will have an opportunity to create a benefit system for new City employees that does not incur the same degree of financial risk as traditional retirement systems applicable to most existing cities. Projected management and administrative costs in the City budgets are based on per-resident costs in the City of Oakley, a Contra Costa County city that incorporated in 1999 and has a population of 44,500.

GENERAL SERVICES

The new City will maintain city facilities and equipment that may be transferred from the County of Alameda and any new City equipment and facilities. The new city may require additional space to accommodate city administrative and other service functions and incur related maintenance obligations. Additional responsibilities include capital planning, asset management, and equipment purchasing.

During the new City's transition period the County of Alameda General Services Department will continue to maintain City buildings and facilities until the new City Council and City staff decide upon and develop a more permanent arrangement. Options for future general services include 1) continued County of Alameda contract services dependent upon agreement between the new city and the County; 2) formation of a City general services department or the equivalent under another department such as public works. Projected general services costs in the City budgets are included in Management and Administrative services. The actual costs will depend on the manner of service provision (i.e., contracts vs. City departments), size of City staff, and City facilities.

Existing County of Alameda General Services

As described in the County of Alameda budget, the County's General Services Agency provides a range of services including maintenance of facilities, purchasing activities, waste reduction and recycling, and emergency operation planning. The General Services Agency also supports other departments including Capital Programs (architectural/engineering services), construction management, energy, environmental, and sustainable program management) and Portfolio Management (capital planning and asset management).

Specific examples of facilities, services and support provided by the County of Alameda's General Services Agency (GSA) include:[8]

- Workspaces
- Vehicle fleets
- Logistics services (e.g., parking, messengers)
- Supplies and purchases
- Safety training and support
- Emergency logistics support

[8] List of services derived from https://gsa.acgov.org/about-gsa/ accessed 2023-01-26.

- Long-range capital planning (plan, design and build public facilities)
- Maintenance and improvements to public facilities

The new City's General Services will be limited specifically to facilities within City boundaries and the services, supplies and equipment needed by the new City.

COMMUNITY DEVELOPMENT

The new City will be responsible for all planning functions similar to current Alameda County services including land use planning, environmental management, neighborhood improvement, and community/economic development. Certain programs of the County's Community Development Agency will not be affected; for example, the "Neighborhood Preservation and Sustainability" serves the rural areas of the County and the proposed city boundaries do not benefit directly from those services.[9] Costs are based on City of San Leandro per-resident costs.

Depending on the new City's governance structure, the Community Development department may also handle review and inspection of construction and development activity, currently the responsibility of County Public Works, which should largely be self-supporting from fees and charges. Projected Community Development costs in the City budgets are based on other cities in the region. Certain services currently shown in the Unincorporated Services Budget such as Neighborhood Preservation and Sustainability, and Economic Development costs related to the former redevelopment areas, are not included in the new City budgets. The County is assumed to continue to serve as the successor agency to the former redevelopment agency, a cost included in the County's budget as property tax continues to be collected to pay off redevelopment area debt.

Planning

The new City's Planning Department will be responsible for preparing, updating and implementing the City's General Plan, and will administer and update applicable ordinances. Initially, the new City will adopt all County plans and ordinances until it has created its own plans. The new City will be responsible for facilitating housing development, including affordable housing, to meet regional housing allocations, and for managing rental-related programs adopted by the new City Council. Sustainability and clean energy goals and programs of the new City will be managed by the City's Planning Department depending on the City's organization.

[9] Memorandum from Sandra Rivera, CDA Director, April 26, 2023, to Berkson Associates, Response to Incorporation Feasibility Analysis Data Request.

The City's Planning Department will conduct environmental, design, and policy review of proposed development projects pursuant to City and State development and planning laws and procedures. The Department will issue and enforce required land use permits and monitor required environmental mitigation measures. A Planning Commission and other citizen advisory bodies will provide input to City Council decisions, replacing Municipal Advisory Committees and other commissions advising the County Board of Supervisors about municipal matters.

The County will continue certain Countywide programs that are not responsibilities of the new City including: enforce the California Food and Agriculture Codes (i.e., health department approval and inspection of restaurants) and the California Business and Professions Codes related to agriculture, weights, and measures; verify the accuracy of commercial weighing and measuring devices, including point-of-sale terminals; provide case management and environmental investigation of lead-exposed children; provide lead poisoning prevention education and lead safety training to reduce lead exposure risks for County children, families and workers; implement the mineral resource management and surface mining permit administration as mandated by the state Surface Mining and Reclamation Act of 1975 (SMARA) and the County's Surface Mining Ordinance.

Construction and Development

The new City will be responsible for review, approval and inspection of construction and new development. Currently the Alameda County Public Works Agency handles this responsibility. During the new City's initial transition period it is likely the County would continue to provide these services, to be replaced by a new City department or a contract with a private firm to provide permit services. Charges for fees and permits should be set to offset responsibilities for construction and development permitting.

Over the past five years the number of building permits issued for unincorporated areas Countywide ranged from about 2,000 to 2,300 permits.[10] Fees and charges are set to cover the costs of services provided. New units constructed over the past ten years averaged about 120 units annually in Castro Valley, and 95 units annually in the Eden and Fairview area; commercial development averaged about 5,000 to 6,000 square feet in each of those areas, respectively.[11]

[10] Alameda County Public Works Agency response to Data Request – Incorporation Feasibility Analysis, April 11, 2023.

[11] Memorandum from Sandra Rivera, CDA Director, April 26, 2023, to Berkson Associates, Response to Incorporation Feasibility Analysis Data Request.

Economic Development

The new City will support economic activity in the community. Currently Alameda County's Economic and Civic Development Department promotes economic development and public/private investment in the unincorporated communities of Alameda County, including Ashland, Castro Valley, Cherryland, Hayward Acres, San Lorenzo, Fairview, Sunol & Unincorporated East County.[12] A recent example of economic development includes the successful CDBG grant application to build out a food hall for food entrepreneurs in Castro Valley.[13] The IFA budgets for one to two economic development staff for similar activities in the new City.

Other Community Development Services

Housing – The new City will facilitate housing development through its planning and development review functions; funding will derive from various federal, state and local sources.

The new City may receive a share of Measure A1 bond funds approved by Countywide voters in 2016 for affordable housing; the current allocation formula is based on population and assessed value. The initial projected allocations when the bond measure passed in 2016 provided a minimum of $19.7 million to unincorporated areas. Currently the County CDA is closing on construction financing for two projects in 2023 with the help of Measure A1 funding.[14]

The County currently provides "$2.5 million per year in homeless funding for the Unincorporated County. The programs that are supported include a 50-bed homeless shelter, a day use drop in shelter, two safe parking programs, and five transitional housing sites scattered throughout Castro Valley, Cherryland and Ashland."[15] The status and availability of this funding within a new City in the event of incorporation are not known at this time.

Community Development Block Grants (CDBG) – The new City can participate in CDBG grants and may continue to be part of the Alameda County "Urban County" program whereby the County manages CDBG grants on behalf of smaller cities and the unincorporated areas. Alameda County currently qualifies as an Urban County for the purpose of applying for and administering certain CDBG grants, for example the Community Development Block Grant (CDBG) Entitlement Program that provides grants to

[12] https://www.acgov.org/cda/ecd/

[13] ibid, CDA Memorandum, April 26, 2023.

[14] ibid, CDA Memorandum, April 26, 2023.

[15] ibid, CDA Memorandum, April 26, 2023.

entitled cities and counties to develop viable urban communities for low- and moderate-income persons.[16] The status of the "Urban County" designation could be affected depending on the population of the areas ultimately incorporated and continuing participation by the new City and other cities in the program.

Healthy Homes – The County would continue to provide Healthy Homes lead poisoning-related services funded by the State.

Transportation – Regional transit agencies will continue to serve the new City. City representatives would participate in various regional planning agencies responsible for transportation planning and funding, including the Metropolitan Transportation Commission.

POLICE

All California cities are responsible for assuring that police protection is provided within their boundaries. During the new City's initial transition period (up to the first 12 months) the Alameda County Sheriff's Office (ACSO) would continue to serve the City until the City Council and City staff decide upon and develop a more permanent arrangement with a service provider. Options for future police services include 1) continued Alameda County Sheriff's Department contract services dependent upon agreement; 2) formation of a City police department. The IFA projects per-resident costs based on the City of Dublin's contract with the Sheriff's Department plus related city costs for city staff, facilities and equipment.

The Alameda County Sheriff's Office currently provides patrol services to the unincorporated areas from its Eden Township Substation (ETS). The Department has a current adjusted net budget of approximately $429.7 million and has over 1,700 authorized positions, including in excess of 1,000 sworn personnel.[17] Sheriff services to the unincorporated areas are funded through a combination of County discretionary funds (e.g., business licenses, utility users tax, hotel and lodging tax, and property tax) and CSA-PP-1991-1. The CSA revenues are received from the State to compensate for the loss of funds due to ERAF property tax allocations beginning in 1993-94.[18]

[16] https://www.hudexchange.info/programs/cdbg-entitlement/

[17] https://www.alamedacountysheriff.org/about-us

[18] Legislative changes associated with the State's allocation of property tax revenues to ERAF (Education Revenue Augmentation Fund) resulted in a loss to the Special District Augmentation Fund; those losses were compensated by the State and those compensating funds are allocated by the County to CSA-PP-1991-1 for public safety purposes. See the MSR prepared for CSA-PP-1991-1 by Alameda LAFCO, 2012.

The Sheriff's Office provides a number of services specific to unincorporated areas and other services Countywide. Services include:

- Provide patrol & investigation to unincorporated areas
- Security to County Superior Courts
- Operate Coroner's Bureau
- Criminalistics laboratory
- Perform civil process service
- Operate a County Jail (Santa Rita)
- Operate the County Office of Emergency Services
- Contract services to City of Dublin and other agencies[19]
- Conduct a basic academy

The California Highway Patrol is responsible for enforcement of traffic laws in unincorporated areas. The Sheriff's Office also provides some traffic enforcement services in the unincorporated area.

Contract with the County of Alameda Sheriff's Department

The City could contract for law enforcement services with the Alameda County Sheriff's Department, depending on decisions by the County Board of Supervisors and the Sheriff's Department. Currently, the Sheriff's Department provides services to the City of Dublin pursuant to a contract. A number of factors may affect the future cost of contract services to a new City.

An agreement between a new City and the County Sheriff's Department could include general law enforcement services, patrol, traffic, special purpose officers, school resource officers, community services officers, detectives, and retired-rehired deputies (960s) for special services. Sheriff's Department staff would serve as the City's Chief of Police. Costs in the agreement would include personnel, ancillary support, supplies, vehicles, space, management support, and liability.

Projected police costs in the City budgets assume a Sheriff contract similar to City of Dublin contract. As noted by the Sheriff's Department, the current Sheriff's Department costs "...would probably increase 20% in salary and employee benefits...in order to meet the minimum staffing requirements..."[20] to serve a new city due to current vacant positions that would need to be filled. The estimated new city

[19] https://www.alamedacountysheriff.org/about-us

[20] ACSO Response to Request for Data, received June 7, 2023.

costs are approximately 37 percent higher per capita compared to current County total costs. A number of factors may affect the future cost of contract services to a new City including an allocated share of the cost for a planned new Law Enforcement Complex that will house the Sheriff's Department.

Vehicle replacement costs similar to the City of Dublin contract sheriff costs are included in the City budget estimates. Animal control costs net of revenues as shown in the Unincorporated Services Budget under the Sheriff's Department are also included in the City budgets as a separate line item. Animal control services include operation of the animal shelter and related services (rescue, medical care, investigations, licensing, call referral); field services (stray pickup, patrol, response to complaints); spay/neuter program; adoptions; public education and presentations; donation procurement.

The new City will utilize its General Fund revenues and fees for related services to fund the contract with the Sheriff and for animal control services. The City's General Fund is not assumed to receive revenues currently allocated for public safety to the Sheriff's Department and CSA-PP-1991-1.

City Police Department

Newly formed cities typically continue services from the County Sheriff's Department through a contract. Creating a new City police department could be time consuming, costly, and recruitment difficult although this option could be considered in future years to provide increased local control but without the potential efficiencies of scale and breadth of services of a contract with a larger department. A police department would require new facilities to accommodate the officers. The City of Oakley in Contra Costa County, which incorporated in 1999, reorganized its police services in 2018 and replaced a County Sheriff contract with its own police department. The City of Oakley utilizes revenues from a Police Services Special Tax Area (P-6) to fund a majority of its police department costs.

PUBLIC WORKS

The new City will take over responsibility for maintenance and construction of infrastructure from the County Public Works Agency. The Alameda County Flood Control District will continue to provide all flood control services, which it provides Countywide. The new City will be responsible for NPDES permit services.[21] The IFA assumes that the review and permitting of private development, currently managed by the County Public Works Agency, will be handled by the new City's Community Development Department. Projected public works costs in the City budgets are based on other cities in the region.

[21] An NPDES permit allows clean stormwater discharges into rivers, lakes or the ocean. The California State Water Resources Control Board (regional board) issues NPDES permits.

Currently the Alameda County Public Works Agency (ACPWA) "...is responsible for the management and operation of infrastructure including streets, bridges and flood control facilities, such as pump stations and stormwater conveyance infrastructure. ACPWA manages the planning, design, construction and maintenance of these facilities which will become a new City responsibility. Additionally, the Agency facilitates private development through the review and issuance of permits and inspection of private developments."[22] Development services will become a new City responsibility.

Table 5 Road Miles and PCI

Community	Centerline Miles	PCI (1)
Castro Valley	197.8	75.6
Fairview	35.18	75.0
Eden		
Ashland	45.4	73.7
Cherryland	23.7	76.9
Hayward Acres	5.88	73.8
San Lorenzo	58.99	72.9
Total	133.97	

Source: Alameda County Public Works Agency
(1) "PCI" is the Pavement Condition Index.
A PCI of 70-79 is considered "Good".

Road Maintenance

The new City will maintain roads within its boundary. **Table 5** displays the centerline miles of publicly maintained roads within each community. Currently the average pavement condition of the roads falls within the range of "good" condition.[23]

Road maintenance is funded from a number of local, State and Federal sources. Funding sources include gas taxes, RMRA (Road Maintenance and Rehabilitation Account), SB1, and Measure BB. Road-related revenues cover the County's estimated annual maintenance cost of $10 million for all unincorporated roads, or about $21,100 per centerline mile.[24] The IFA estimates road-related revenues based on reference cities.

In addition to annual road maintenance costs, major road capital construction for new roads and road reconstruction requires additional funding; Countywide, capital expenditures for roads range from $15.4 million (2019, actual) to $49.5 million (2023, forecast).[25] The new City will utilize various road-related funding sources to pay for capital improvements.

[22] https://www.acpwa.org/about-us

[23] Alameda County Public Works Agency response to Data Request – Incorporation Feasibility Analysis, April 11, 2023.

[24] Average cost per centerline mile based on County estimate of $10 mill. total divided by 473 centerline miles (State Roads Report, 2020). Actual costs per mile will vary depending on road conditions, level and type of use, and weather impacts.

[25] Alameda County Public Works Agency response to Data Request – Incorporation Feasibility Analysis, April 11, 2023.

County Service Areas

County Service Areas (CSAs) provide services to specific areas that are assessed an annual charge for those services.[26] CSA revenues can only be spent within the CSA.

The CSAs that the Public Works agency provides services to include:

- **Morva Drive/Morva Court CSA R-1982-2** – Road maintenance
- **Castlewood CSA R-1967-1** – Road maintenance
- **Five Canyons CSA PW-1994-1** – Road maintenance, landscaping and lighting
- **Streetlighting CSA SL-1970-1** – Unincorporated Countywide lighting

Upon incorporation, LAFCO can make determinations that the CSAs continue or establish comparable districts within the new city to continue the services and charges for the area corresponding to the CSA.

Capital Improvements

The new City will be responsible for maintaining and constructing public facilities and infrastructure serving the City. Currently the Alameda County Public Works Agency is responsible for these services. Upon incorporation, it is anticipated that any capital funds accrued by the County for use within the new City would be transferred to the City. This IFA focuses on the financial feasibility of annual ongoing new City operations and does not address capital requirements (other than ongoing road improvements discussed above). If incorporation proceeds, LAFCO's CFA should identify major planned capital improvements and available funding (or funding gaps, if any).

As described on the Public Works Agency's website, the Public Work's Agency's Infrastructure Capital Improvement Program (CIP) "...is a five-year plan for preserving and enhancing Alameda County's public infrastructure (transportation and flood control facilities). The CIP identifies and prioritizes infrastructure projects and includes tentative schedules and funding options. Projects entail the provision and major improvement to public infrastructure, including the design and construction of multi-modal transportation facilities, street reconstruction and rehabilitation projects, and construction and rehabilitation of flood control facilities.[27]

[26] Refer to engineering reports prepared annually to establish assessments within each CSA.

[27] Alameda Public Works Agency website, downloaded 1/25/23, at https://www.acpwa.org/programs-services/cip.page?

In 2022 the County Administrator reported that the County's Fiscal Year 2022-23 through 2026-27 five-year Capital Improvement Plan (CIP) proposes projects totaling $1.9 billion.[28] Identified financing totals $645 million leaving an unfunded balance of $1.3 billion. The County Administrator was directed to prepare a financing plan for the entire CIP. The CIP is funded with various revenue sources including but not limited to State and federal aid, County General Fund, Road Fund, Flood Fund, and taxes through various voter-supported measures.

Fire Protection

No changes to the current organization of fire protection services are assumed in this IFA. Currently, the potential incorporation areas are served by fire protection districts (Alameda County Fire Department and Fairview Fire Protection District). Stations are listed below.

Table 6 Fire Stations in Unincorporated Communities

Station	Community	Address	Agency
Station #6	Castro Valley	19780 Cull Canyon Road, Castro Valley	ACFD
Station #7	Castro Valley	6901 Villareal Drive, Castro Valley	ACFD
Station #22	San Lorenzo	427 Paseo Grande, San Lorenzo	ACFD
Station #23	Cherryland	19745 Meekland Ave, Hayward	ACFD
Station #24	Ashland	1430 164th St, San Leandro	ACFD
Station #25	Castro Valley	20336 San Miguel Ave, Castro Valley	ACFD
Station #26	Castro Valley	18770 Lake Chabot Road, Castro Valley	ACFD
Fairview FPD	Castro Valley	25862 Five Canyons Pkwy, Castro Valley	Fairview FPD

Alameda County Fire Department (ACFD)

The IFA assumes no change to the organization or funding of the Alameda County Fire Department (ACFD), which is the main fire suppression service provider for areas of unincorporated Alameda County ACFD provides dispatch, fire suppression and emergency medical services to several cities in Alameda County.

[28] Alameda County Administrator correspondence to Board of Supervisors re: adoption of CIP, June 6, 2022.

Fairview Fire Protection District (FFPD)

The FFPD serves the Fairview and Five Canyons unincorporated areas just north of the City of Hayward. Most of the area of FFPD is situated in the City of Hayward's sphere of influence (SOI). The FFPD boundary encompasses about 4.2 square miles.[29]

FFPD contracts with the City of Hayward Fire Department (Hayward FD) for the provision of fire protection, emergency medical and paramedic services, auto accident rescue, natural disasters rescue, safe surrender service, and animal rescue. The main fire station serving the FFPD area is owned by Alameda County pending FFPD meeting certain conditions.[30] FFPD's General Manager oversees administrative functions of the District excluding Fire Department operations. The City of Hayward Fire Department personnel manage all fire protection services.[31]

Parks and Recreation

The Hayward Area Recreation District (HARD) is the primary provider of parks and recreation services to the unincorporated areas; the County partners with HARD on construction and operation of certain County facilities. The IFA assumes no change to the organization and service provision of HARD as a result of incorporation.

The HARD boundary area includes the City of Hayward and the unincorporated areas of Castro Valley, San Lorenzo, Cherryland, Ashland, and Fairview and the Crow Canyon and Palomares areas. The total land area within the boundary of HARD is 105.6 square miles.[32]

The County recently completed construction of the Cherryland Community Center and entered into an agreement whereby HARD will operate the Center which includes the County branch library.

Library

The Alameda County Library serves the unincorporated communities, as well as certain cities, and is assumed to continue to provide services following incorporation.

[29] Fairview Fire Protection District Municipal Service Review, Dec. 19, 2013.

[30] Correspondence from Michael Preston, FFPD General Manager, July 26, 2023.

[31] ibid, M. Preston, July 26, 2023.

[32] HARD Municipal Service Review Final, July 11, 2013.

As described on the Alameda County Library website, library services are provided from ten libraries in the cities of Albany, Dublin, Fremont, Newark and Union City and the unincorporated communities of Castro Valley and San Lorenzo. Mobile and Outreach services are provided through the Mobile Library, the Education and Literacy Program, and the County Jails. The County Library was established in 1910 and is governed by the Alameda County Board of Supervisors. The Alameda County Library Advisory Commission advises the County Librarian and the Board of Supervisors on library services. The County Library is funded primarily by local property taxes dedicated to the libraries, with additional revenue from State grants and contracts with cities for additional open hours and services. The Board of Supervisors allocates a portion of a utility users, business license tax and hotel tax which is collected only in the unincorporated areas of the County to the Library for service to the unincorporated areas. The Alameda County Library Foundation and active Friends or Library League groups in each community support library programs and services.[33] Libraries in the unincorporated communities are located at the following addresses:

- **Castro Valley,** 3600 Norbridge Ave
- **San Lorenzo**, 395 Paseo Grande, San Lorenzo
- **Cherryland**, 278 Hampton Road, Hayward, located inside the Cherryland Community Center.[34]

The County recently completed construction of the Cherryland Community Center and entered into an agreement whereby the Hayward Area Recreation District (HARD) will operate the Center which includes the County branch library.

Incorporation "would provide Alameda County Library with more opportunities to work with local elected officials in expanding library services or developing new services."[35] The County library system receives a share of property taxes dedicated to the library system (Fund 7005);[36] These dedicated revenues will not be affected by incorporation. The share is approximately 4.4 percent of the Prop. 13 property tax 1 percent of assessed value, although the share varies from four to six percent among

[33] Alameda County Library website, https://aclibrary.org/who-we-are/

[34] Cherryland Library, website: https://aclibrary.org/locations/CHY/?_ga=2.113428359.1405567991.1678742622-678182713.1674159030

[35] Cindy Chadwick, County Librarian, response to March 17, 2023, data request April 7, 2023.

[36] Library Fund Number from "Class" reported in Key to Class Numbers, or file "Fund Number Key.pdf", from Alameda County Auditor website at: https://acgov.org/auditor/tax/districts21-22.htm

different tax rate areas.[37] The IFA indicates that the County may experience a financial loss under certain incorporation scenarios that could reduce local revenues (utility, business license, and hotel taxes) currently allocated to the library system.

[37] See the file: "TXA-21-snp.docx" available on the Alameda County Auditor website at: https://acgov.org/auditor/tax/districts21-22.htm for tax allocation factors by Fund and TRA.

3. BUDGET FOR A NEW CITY

The new City's budget maintains current levels of basic municipal services currently provided by the County as described in **Chapter 2**.

Local control by a locally elected City Council offers the potential to focus local tax revenues on funding community needs. The city budget provides a transparent public process while establishing budget priorities.

Currently the County prepares an Unincorporated Services Budget (USB) for approval by County Supervisors. The USB budget does not describe individual communities.[38]

Table 7 New City Budget Forecast (before revenue neutrality)

Item	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
REVENUES				
Property Tax	$15,077,231	$16,242,385	$2,438,813	$33,758,429
Sales and Use Tax	4,881,101	5,673,229	34,373	10,588,703
Transient Occupancy Tax	537,010	90,407	0	627,417
Utility Users Tax	4,491,457	4,838,553	726,514	10,056,524
Business License Tax	1,645,262	1,772,406	266,129	3,683,797
Other Revenues	9,276,649	8,240,669	1,491,654	19,008,972
Subtotal, Revenues	**$35,908,710**	**$36,857,649**	**$4,957,484**	**$77,723,843**
EXPENDITURES				
Admin. & Non-Departmental (1)	$10,460,728	$11,482,224	$1,842,219	$15,892,517
Police & Animal Shelter	26,216,479	28,993,159	4,474,964	59,684,602
Community Development (1)	5,253,186	5,809,569	896,681	10,763,493
Public Works	4,336,957	4,819,407	743,854	8,886,189
Other	604,040	643,040	297,890	1,203,010
Subtotal, Expenditures	**$46,871,389**	**$51,747,399**	**$8,255,608**	**$96,429,811**
NET	**($10,962,680)**	**($14,889,749)**	**($3,298,124)**	**($18,705,968)**
OTHER POTENTIAL REVENUES (require County agreement and/or State legislation)				
Police CSA-PP-1991-1 (2)	$10,969,083	$12,130,857	$1,872,343	$24,972,284
PTVLF (3)	$7,020,786	$7,563,346	$1,135,645	$15,719,777
Total Other Potential Rev.	$17,989,869	$19,694,203	$3,007,989	$40,692,061

(1) Admin. & Community Development costs at a lower cost per capita for the larger consolidated city.

(2) CSA-PP-1991-1 revenue (allocation of Prop. 172 State sales tax) currently funds a portion of sheriff services to unincorporated areas. Estimated share to proposed cities is based on a per-resident amount.

(3) Estimated Property Tax in lieu of Vehicle License Fees (PTVLF) if transferred from County as part of property tax exchange (or per State legislation).

Table 7 summarizes initial results of the feasibility study for possible configurations for a new city in unincorporated Alameda County. Services were described in the prior **Chapter 2** and revenues are detailed in this chapter. The new cities were defined for purposes of analysis but could be configured or combined to better achieve resident objectives if incorporation is pursued in the communities.

Other potential revenues which currently do not accrue to new cities are estimated in **Table 7** including CSA-PP-1991-1 revenues from the State to the County for public safety, and PTVLF revenues from the State. Both of these revenues will require some combination of State legislation and County concurrence in order for a new city to obtain these revenues.

The restoration of PTVLF depends on action by the State legislature. If legislation limits PTVLF to an exchange between the new City and the County, the State, schools, and other agencies would not be adversely affected; however, it will be necessary for the new City to consider impacts on the County.

[38] County of Alameda Final Budget FY2022-2023 budget, pg. 325.

Although recent legislation has sought to restore PTVLF to new cities, none has been successful partly due to potential financial impacts on the State and funding of schools. Alignment of the goals, financing and structure of the new city with State objectives (e.g., sustainability, housing, etc.) could improve prospects for legislative passage.

This IFA recommends, as a first step that would not adversely affect other agencies, that new cities be allocated a share of the County's PTVLF. The amount of this allocation could be determined in a manner similar to the allocation of property tax from a county to a newly incorporated city. The new City would still need to assure that adverse impacts on the County are mitigated. The amount transferred has been estimated in the IFA proportionate to the cost of services transferred, similar to the exchange of property tax; the actual sharing arrangement could be different.

METHODOLOGY

The IFA provides a budget forecast for potential new cities to determine potential financial feasibility. The analysis is based on County budget documents, data requests to service providers, budgets for reference cities providing similar services, other incorporation studies' standard fiscal forecasting methodologies and practices, applicable State law, and research into local conditions.

County of Alameda

The IFA utilized current County costs as reported in the Unincorporated Services Budget (USB) and other County budget documents for revenues and major services including Sheriff, Community Development, Public Works, and other unincorporated services. The County budget does not distinguish revenues, services and costs to individual unincorporated communities, and it was necessary to use a "per capita" or similar average to allocate certain costs and revenues. The County was able to provide information about assessed values and sales tax for each community. Subsequent chapters of the IFA provide additional detail about specific sources.

Reference Cities

In addition to current County revenues, County services and County costs for current services to unincorporated communities, the IFA reviews various reference city budgets when constructing budgets for new Alameda County cities. Contiguous cities, including San Leandro and Hayward, provided a source of service and cost information for cities in the region; a new city would compete for employees with these cities, or would need to hire less experienced and lower cost staff and may experience more turnover due to upward mobility to higher paying positions. The IFA appendix provides illustrative average salaries generally representative of regional averages for the position and department. Although "per capita" departmental costs were typically used, the department total was broken down

by staffing based on FTEs and average salary, and other expenses and costs (memberships, equipment and supplies, contracts, etc.).

Other more recently incorporated cities were reviewed primarily for general government staffing and costs, including Citrus Heights and the City of Oakley generally with lower revenues and expenditures relative to San Leandro and Hayward.

The City of Dublin provided a reference point for an Alameda County city with a contract with the County Sheriff. The City of Oakley in Contra Costa County recently formed its own police department after being served by the County Sheriff.

A number of cities incorporated over the past ten to fifteen years in Riverside County. However, Jurupa Valley and other Riverside County newly incorporated cities have not been considered due to significantly different economic conditions - housing values are half those in Alameda County unincorporated areas and city employee salaries are generally significantly lower. As noted above, a new Alameda County city will be competing for employees with nearby cities including San Leandro and Hayward.

Other Sources

State statutes determine certain costs and revenues including property tax and potential "revenue neutrality" obligations to new cities. Revenues not currently received by new cities, for example Property Tax in lieu of Vehicle License Fees, and potential CSA-PP-1991-1 revenues are estimated for purposes of this IFA.

Actual costs and revenues will vary year-to-year depending on economic conditions, County services, costs, revenues and budget decisions, and decisions by a future new city council.

REVENUES

The new City will fund services using revenues similar to other cities in California of similar size, with the exception of Property Tax in lieu of Vehicle License Fees (PTVLF) which new cities do not receive. The absence of PTVLF, which can represent an additional 30-50 percent relative to property taxes, presents a significant barrier to the formation of new cities.

In 2004 the State allocated vehicle license fees to all cities in the form of property tax that grows proportionate to growth in local assessed values. Legislation excluded newly formed cities in Riverside County, and all future new cities, from the statutory formula. Newly formed cities in Riverside County risked bankruptcy until legislation restored allocation to those affected cities. However, future new cities continue to be excluded.

Currently, Alameda County prepares an Unincorporated Services Budget (USB) for services to all unincorporated communities.[39] The USB identifies departmental costs to serve the communities and allocates revenues sufficient to fund those services. In addition to assessments, fees and charges specific to the services, the USB includes revenue from business license fees, utility users taxes, and transient occupancy taxes from hotel occupancies. Remaining shortfalls are funded by the County's General Fund.

Property Tax

The new City will receive a share of County property taxes. Upon incorporation the County will transfer an ongoing share of its property tax to the new City proportionate to the net cost of services shifted from the County to the City. The proportionate share transferred is termed the "Auditor's Determination" (or "Auditor's Ratio"), which is the ratio of total County property taxes (excluding PTVLF) to total County "revenues available for general purposes" (including property taxes). This ratio, or portion of costs funded by property tax, is estimated to be approximately 49 percent.

The property tax transferred from the County varies among potential incorporation areas because the cost of services to those areas varies, which is a primary basis for the sharing of property tax. The resulting effective tax rates will also vary according to the property tax transferred relative to the existing assessed value base – a proportionately higher property tax transfer against a lower assessed value base translates into a high effective tax allocation factor applicable to shares of future property tax growth. For example, the Eden area has a relatively high cost of service exceeding Castro Valley due to more population, however, assessed value is less than Castro Valley; therefore, the effective tax factor, or ratio of property tax to assessed value, is much greater for Eden.[40]

In addition to paying the basic one percent of assessed value in property tax, residents of the new city will continue to pay additional assessments currently collected for services to the area.

Property Tax in lieu of Vehicle License Fees (PTVLF)

State legislation in 2004 realigned the manner in which State vehicle license fees are distributed to cities and counties. Subsequent legislation[41] excluded new cities from the statutory formula that allocates revenues based on the 2004 VLF-property tax swap, significantly reducing the revenue base of new cities. Since the elimination of PTVLF, no new cities have been incorporated.

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[39] County of Alameda Final Budget FY2022-2023 budget, pg. 325.

[40] See Appendix Table B-7 for calculation of effective tax factors.

[41] SB 89 (2011)

As an interim step to full restoration of PTVLF comparable to existing cities, State legislation could enable an exchange of PTVLF between the new city and the county similar to the exchange of property tax without adversely affecting the State, school funding, or other agencies. LAFCO, the new city and the county would consider this exchange in determining revenue neutrality of the incorporation.

Sales Tax

Sales taxes typically represent a major portion of a new city's budget. Sales taxes to a new city in Alameda County are based on actual taxable sales to the County from the unincorporated area. **Table 8** summarizes estimated taxable sales and sales tax (not including a share of State and County sales tax pools included in the City budget).

All California cities and counties receive a one percent ("Bradley-Burns") rate on sales and use transactions within their jurisdiction. Many cities vote to approve additional sales taxes that may also apply to certain transactions by city residents outside of the city, for example auto sales. A portion of regional voter-approved sales taxes are allocated to jurisdictions within the region for transportation.

Table 8 Summary of Taxable Sales

Community	Taxable Sales	Sales Tax (1)
Castro Valley	$398.1 mill.	$3,981,000
Fairview	$2.8 mill.	$28,000
Eden		
Ashland	$232.9 mill.	$2,329,000
Cherryland	$61.3 mill.	$613,000
Hayward Acres	$68.6 mill.	$686,000
San Lorenzo	$99.9 mill.	$999,000
Total	$462.7 mill.	$4,627,000

Source: HdL; County of Alameda.
(1) Estimated sales tax equals 1% of taxables sales; a share of County and State pools not shown.

The new City will receive a share of County and State sales tax "pools". These taxes include certain categories of construction-related sales, large purchases, and purchases from other states "...including purchases made by mail order, telephone, or Internet."[42]

As described by the California Department of Tax and Fee Administration, "Retailers engaged in business in California must register with the California Department of Tax and Fee Administration (CDTFA) and pay the state's sales tax, which applies to all retail sales of goods and merchandise except those sales specifically exempted by law, for example, certain food products (many groceries), prescription drugs and certain medical devices. The use tax generally applies to the storage, use, or other consumption in California of goods purchased from retailers in transactions not subject to the sales tax. Use tax may also

[42] Sales & Use Tax in California, Cal. Dept. of Tax and Fee Admin., downloaded 2022-09-29 at: https://www.cdtfa.ca.gov/taxes-and-fees/sutprograms.htm

apply to purchases shipped to a California consumer from another state, including purchases made by mail order, telephone, or Internet."[43]

The IFA assumes the new City receives the basic 1% Bradley-Burns local sales tax plus a share of the State and county pools equal to 22.6 percent of the new City's basic 1% based on State averages.[44] Actual share of pools vary each year. By reference, the City of Alameda received approximately 24.2 percent in 2022.

Currently the County collects two additional voter-approved Countywide sales taxes. Measure A, approved in 2004, provides an additional ½ cent sales tax dedicated to various health-related purposes; no proceeds from this tax are assumed in the new City's budget. Measure W, approved in 2020, is a Countywide ½ cent sales tax intended for general purposes.[45] The IFA does not include these Countywide revenues in the new City's budget. LAFCO's Terms and Conditions could require additional new City sales taxes if required to achieve feasibility, contingent on voter approval of the incorporation and the tax measure.

[43] Sales & Use Tax in California, Cal. Dept. of Tax and Fee Admin., downloaded 2022-09-29 at: https://www.cdtfa.ca.gov/taxes-and-fees/sutprograms.htm

[44] Estimated share of State and County pools from CaliforniaCityFinance.com estimate of Statewide average.

[45] Measure W is not shown in the Alameda County General Fund budget and therefore not included as a "Revenue Available for General Purposes" in Auditor's Ratio estimate, which would alter property tax revenues shifted to a new city.

Transient Occupancy Tax (TOT)

Hotel occupancies generate Transient Occupancy Tax (TOT) depending on the tax rate, room rates, and occupancy levels at hotels within the city. Estimates of TOT, or "hotel taxes", to a new city are based on actual taxable room sales to Alameda County from the unincorporated area. **Table 9** summarizes hotel rooms and estimated TOT revenues to each potential new city.

Table 9 Summary of Transient Occupancy Tax

Item (1)	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
Hotel Rooms	192	47	0	239
Estimated Room Revenues	$5,370,000	$904,000	$0	$6,274,000
Hotel Tax (2)	$537,000	$90,000	$0	$627,000

Source: Berkson Associates; CoStar Group.
(1) Estimated revenues not detailed by community to maintain confidentiality of individual businesses.
(2) TOT rate 10 percent.

State of California codes authorize any city or county to "...levy a tax on the privilege of occupying a room or rooms, or other living space, in a hotel, inn, tourist home or house, motel, or other lodging unless the occupancy is for a period of more than 30 days."[46] This tax may require that LAFCO's Terms and Conditions place a comparable measure on the incorporation ballot; approval of the incorporation could be contingent on approval of the tax measure to assure the new City continues to capture these existing County tax revenues in its budget as assumed in this IFA.

Utility Users Tax

The Utility Users Tax was authorized by the Board of Supervisors in 1992 and approved by the voters in 1996, 2000, 2008, and most recently in 2020, at which time it was extended through 2033.[47] The 6.5% utility tax on residents of unincorporated areas funds County services; as a matter of policy the County allocates Utility Users Tax to the Unincorporated Services Budget although the tax was approved by all County voters and could be used for any purpose. Alameda is one of four counties in the state that levy a utility user tax, and nearly 160 cities rely on this tax for discretionary income.[48]

[46] Cal. R&TC 7280-7299, dl 2022-09-27 at https://leginfo.legislature.ca.gov/faces/codes_displayText.xhtml?lawCode=RTC&division=2.&title=&part=1.7.&chapter=1.&article=

[47] County of Alameda Final Budget FY2022-2023 budget, pg. 329.

[48] Alameda County Measure V Ballot Information, Nov. 3, 2020, General Election.

The IFA assumes approximately $10.1 million of Utility Users Tax[49] allocated proportionate to "persons served" in each community.[50] This tax may require that LAFCO's Terms and Conditions place a comparable measure on the incorporation ballot; approval of the incorporation could be contingent on approval of the tax measure.

Business License Taxes

The Business License Tax is a local tax established by the Board of Supervisors on businesses operating within the unincorporated areas of Alameda County. Revenues from this tax are used to fund services provided in the unincorporated areas of the County.[51] The IFA assumes approximately $3.7 million of total Business License Tax[52] allocated proportionate to jobs in each community.

Licenses & Permits

The Licenses and Permits category includes revenue for the purpose of recovering costs associated with regulating an activity and other revenues such as business certificate fees, rental unit certificate fees, parking meter collections, alarm permit fees, and special event permits.

The IFA allocates approximately $1.5 million of Licenses and Permits[53] proportionate to residents in each community.

Fines, Forfeitures, and Penalties

The fines, forfeitures, and penalties category includes revenue generated from the violation of laws or regulations, such as California Vehicle Code violations, City parking and ordinance violations, negligent impounds, collection referrals, and litigation awards.

[49] County of Alameda, State Controller Schedules, Schedule 6, Fiscal Year 2022-2023. Note: this amount is less than the $12.6 mill. shown in the FY2022-23 Unincorporated Services Budget.

[50] "Persons Served" equals residents plus 50% of employees.

[51] County of Alameda Final Budget FY2022-2023 budget, pg. 434.

[52] County of Alameda, State Controller Schedules, Schedule 6, Fiscal Year 2022-2023. Note: this amount is greater than the $2.8 mill. shown in the FY2022-23 Unincorporated Services Budget.

[53] County of Alameda, State Controller Schedules, Schedule 6, Fiscal Year 2022-2023.

The IFA allocates approximately $4.4 million of Fines, Forfeitures, and Penalties[54] proportionate to residents in each community. Actual amounts to a new City will vary based on fees adopted by the new City Council, violations and enforcement actions by the new City.

Revenue from Money and Property

The new City will earn interest on short-term deposits depending on the timing and magnitude of cash flows and prevailing interest rates. Longer-term investment of reserves and fund balances will also generate earnings.

The IFA assumes annual earnings that average 0.50% of annual revenues. It is likely that earnings would be higher due to earnings on reserves and fund balances, however, the IFA employs a conservative estimate for purposes of assessing feasibility of a new city. For reference, the City of San Leandro earned 2.2 percent of annual General Fund revenues.

Charges for Current Services

"Charges for current services" are revenues generated by payments for services provided to the public. The primary sources are planning and building permit revenue.

The IFA assumes new city revenues comparable to current County revenues shown in the Unincorporated Services Budget for planning and building permit services.

Franchise Fees

Cities receive franchise fees from utilities authorized by the City to serve the community. The IFA assumes franchise fee revenue comparable to current County revenues shown in the County budget and collected from providers of certain utilities including intrastate, interstate and/or international telephone, cellular or wireless communication services; electrical energy services; gas services delivered through mains, pipes, or mobile transport; video and cable services.[55]

The IFA assumes new city franchise fee revenues comparable to current County revenues shown in the County Budget allocated proportionate to residents in each community.[56]

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[54] County of Alameda, State Controller Schedules, Schedule 6, Fiscal Year 2022-2023, "General Fines and Forfeits".

[55] Alameda County Treasurer-Tax Collector website, Frequently Asked Questions (Business License Taxes, Utility User Taxes) downloaded 2023-04-13 at https://treasurer.acgov.org/taxcoll/BLTfaq.page#buslicfaq

[56] County of Alameda, State Controller Schedules, Schedule 6, Fiscal Year 2022-2023.

Property Transfer Taxes

Property transfer tax is levied on the sale of real property. The County of Alameda collects $1.10 per $1,000 of the sale price when any real property is sold. The new City will be credited $0.55 per $1,000 against the County's charge, giving both the County and City each $0.55 per $1,000 of the sale price.

The IFA assumes that on average approximately five percent of property, or assessed value, in the County will sell every year; this is an average of a sale of a given property of about once every twenty years. Residential property typically sells more frequently, and commercial property sells less often. Actual sales will also depend on economic conditions and City revenues would be improved in strong real estate markets with appreciating values.

Road Revenues

The new City will qualify for a range of road-related revenues which are estimated based on City of San Leandro per resident estimates for gas taxes, Measures B, BB and F. Actual revenues will vary depending on collections, planned projects, and allocations. **Table 10** illustrates potential revenues and costs (see prior chapter for road maintenance discussion). Funds are allocated between ongoing maintenance and reserves for capital improvements.

Table 10 Summary of Roads Budget

Item	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
REVENUES				
Road-related Revenues	$9,593,000	$10,610,000	$1,638,000	$21,841,000
EXPENDITURES				
Road Maintenance	$4,182,000	$2,832,000	$744,000	$7,758,000
Other (reconstruction, new)	$5,411,000	$7,778,000	$894,000	$14,083,000

(1) Based on City of San Leandro per resident estimates for gas taxes, Measures B, BB and F. Actual revenues will vary depending on collections, planned projects, and allocations.

(2) Road maintenance from PWA estimated $10 mill. Countywide (PWA 4/11/2023 Response to Data Request), 473 centerline miles.

(3) Revenues not required for ongoing maintenance assumed allocated to capital improvements (major reconstruction, new infrastructure, etc.)

OTHER REVENUES

Currently CSA-PP-1991-1 receives funds provided by the State for public safety purposes. These revenues help to pay for services provided to the unincorporated areas from the Eden Township Substation. This IFA does not assume that a new City will receive a share of these revenues; State legislation could provide a new City with a share of the amount currently received by the County for Sheriff services without adversely affecting the revenues of the State or other agencies.

The new City is likely to receive various other revenues including one-time grants. Depending on the City's structure of funds, the City may utilize multiple funds to segregate certain costs and revenues which are shown in this IFA in a single operating General Fund and restricted Road Revenue Fund.

Contingency and Reserves

State law requires that a CFA demonstrate the new city will have sufficient reserves for contingencies. This would require that a balance be accumulated by the new city equal to at least fifteen to twenty percent of annual expenditures. This level of balance provides for operating cash flows; additional funds will be needed for various other reserves, for example for equipment replacement, capital, and other reserves as to be determined by the city council. The IFA assumes that certain reserves accumulated by the County for use in the unincorporated communities will be transferred to the new city; the level of these transferred funds will be determined by LAFCO and by negotiations with cityhood proponents.

Revenue Neutrality Payments

Incorporation will transfer certain current services and service costs to the new City and transfer a portion of County property taxes that fund those transferred services and shift other County tax revenues to the newly incorporated community. State law requires that LAFCO determine "revenue neutrality" to assure that adverse impacts on the County (and other agencies) are mitigated through various terms and conditions that may include payments from the new City to the County over time unless the County is in agreement with the exchange of services and revenues.[57] Mitigation of negative impacts shown in **Table 11** in the following chapter would be funded from the new City's budget if sufficient net revenues exist.

The estimates of fiscal impacts will be refined and may change in a Comprehensive Fiscal Analysis prepared by LAFCO if an incorporation application is submitted. The CFA will need to demonstrate that the new City is financially feasible including revenue neutrality payments to the County.

Repayment for Transition Year Services

A new City may request that the County continue to provide services during the new City's initial Transition Year, and the City will be required to repay the County for the cost of these services if requested by the County.[58] The CFA will provide a more detailed transition-year analysis based on the timing of specific revenues to determine the need for repayment, and terms to be negotiated as part of revenue neutrality discussions. The timing of specific revenues to the new City will depend on the timing of required filings necessary to receive certain revenues directly from the State; the County may receive those revenues and credit them towards transition year services or revenue neutrality.

[57] Gov. Code Sec. 56815.

[58] Gov. Code Sec. 57384.

4. IMPACTS ON EXISTING AGENCIES

IMPACTS ON THE COUNTY OF ALAMEDA

State law requires that the new City mitigate any adverse financial impacts on the County unless there is an agreement to the contrary (or that defines the scope of mitigation) approved by the County.[59] The current analysis estimates a potential adverse annual fiscal impact on the County as a result of an incorporation as shown in **Table 11**.

Table 11 Fiscal Impact on the County (Revenue Neutrality)

Item	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
Revenue Reductions				
Property Tax	$15,077,231	$16,242,385	$2,438,813	$33,758,429
Sales and Use Tax	4,881,101	5,673,229	34,373	10,588,703
Transient Occupancy Tax	537,010	90,407	0	627,417
Utility Users Tax	4,491,457	4,838,553	726,514	10,056,524
Business License Tax	1,645,262	1,772,406	266,129	3,683,797
Other Revenues (1)	7,439,358	6,261,394	1,194,464	14,895,217
Total Revenue Reductions	$34,071,419	$34,878,374	$4,660,293	$73,610,087
Net Expenditure Reductions (1)	$30,629,812	$32,996,855	$4,954,516	$68,581,183
Net Gain (or loss) to County (2)	($3,441,607)	($1,881,519)	$294,223	($5,028,904)

(1) Net of Charges for Services. See Table B-8 for County department net cost reductions.
(2) Does not include a shift of PTVLF or CSA revenue.

The CFA will calculate a more detailed estimate of the potential impact on the County resulting from a reduction in revenues due to incorporation, net of County cost reductions. The actual amount of the revenue neutrality payments, if required, also depend on repayment terms to be negotiated between the County and the proposed new City. Negotiated terms can differ from a fixed annual payment; for example, the number of repayment years can be limited, and the amounts of the payments can vary.

As shown in **Table 12**, incorporation will not shift all revenues from the County to the new city in the newly incorporated area. In the case of Castro Valley and Fairview, only a portion of property tax generated within the community is shifted based on a statutory formula proportionate to the cost of County services transferred to the new city and the share funded by property tax. In the case of the

[59] Gov. Code Sec. 56815.

Eden area, the statutory formula results in the transfer of property tax greater than generated in the area due to its lower average assessed value. The property tax will come from other areas of the County.

The County will also retain PTVLF and CSA revenues unless the County agrees to a transfer to the new city and/or State legislation provides for the transfer. The revenues retained by the County will continue to help fund ongoing services provided by the County to other unincorporated areas and/or Countywide to all communities including incorporated cities.



Table 12 Change in County Revenues

Item	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
County Revenue (pre-Incorporation)				
Property Tax (1)	$20,041,393	$10,708,948	$3,212,750	$33,963,091
Property Tax in lieu of VLF (3)	9,332,373	4,986,674	1,496,033	15,815,079
CSA-PP-1991-1 (Public Safety Sales Tax) (4)	10,969,083	12,130,857	1,872,343	24,972,284
Sales and Use Tax	4,881,101	5,673,229	34,373	10,588,703
Transient Occupancy Tax	537,010	90,407	0	627,417
Utility Users Tax	4,491,457	4,838,553	726,514	10,056,524
Business License Tax	1,645,262	1,772,406	266,129	3,683,797
Other Revenues (2)	7,439,358	6,261,394	1,194,464	14,895,217
Total Revenue	$59,337,037	46,462,468	8,802,607	114,602,112
Revenue Reductions to County				
Property Tax	$15,077,231	$16,242,385	$2,438,813	$33,758,429
Property Tax in lieu of VLF	0	0	0	0
CSA-PP-1991-1 (Public Safety Sales Tax)	0	0	0	0
Sales and Use Tax	4,881,101	5,673,229	34,373	10,588,703
Transient Occupancy Tax	537,010	90,407	0	627,417
Utility Users Tax	4,491,457	4,838,553	726,514	10,056,524
Business License Tax	1,645,262	1,772,406	266,129	3,683,797
Other Revenues (2)	7,439,358	6,261,394	1,194,464	14,895,217
Total Revenue Reductions	$34,071,419	$34,878,374	$4,660,293	$73,610,087
County Revenue (post-Incorporation)				
Property Tax (1)	$4,964,163	($5,533,438)	$773,937	$204,662
Property Tax in lieu of VLF (3)	9,332,373	4,986,674	1,496,033	15,815,079
CSA-PP-1991-1 (Public Safety Sales Tax) (4)	10,969,083	12,130,857	1,872,343	24,972,284
Sales and Use Tax	0	0	0	0
Transient Occupancy Tax	0	0	0	0
Utility Users Tax	0	0	0	0
Business License Tax	0	0	0	0
Other Revenues (2)	0	0	0	0
Total Revenue	$25,265,618	$11,584,093	$4,142,313	$40,992,025

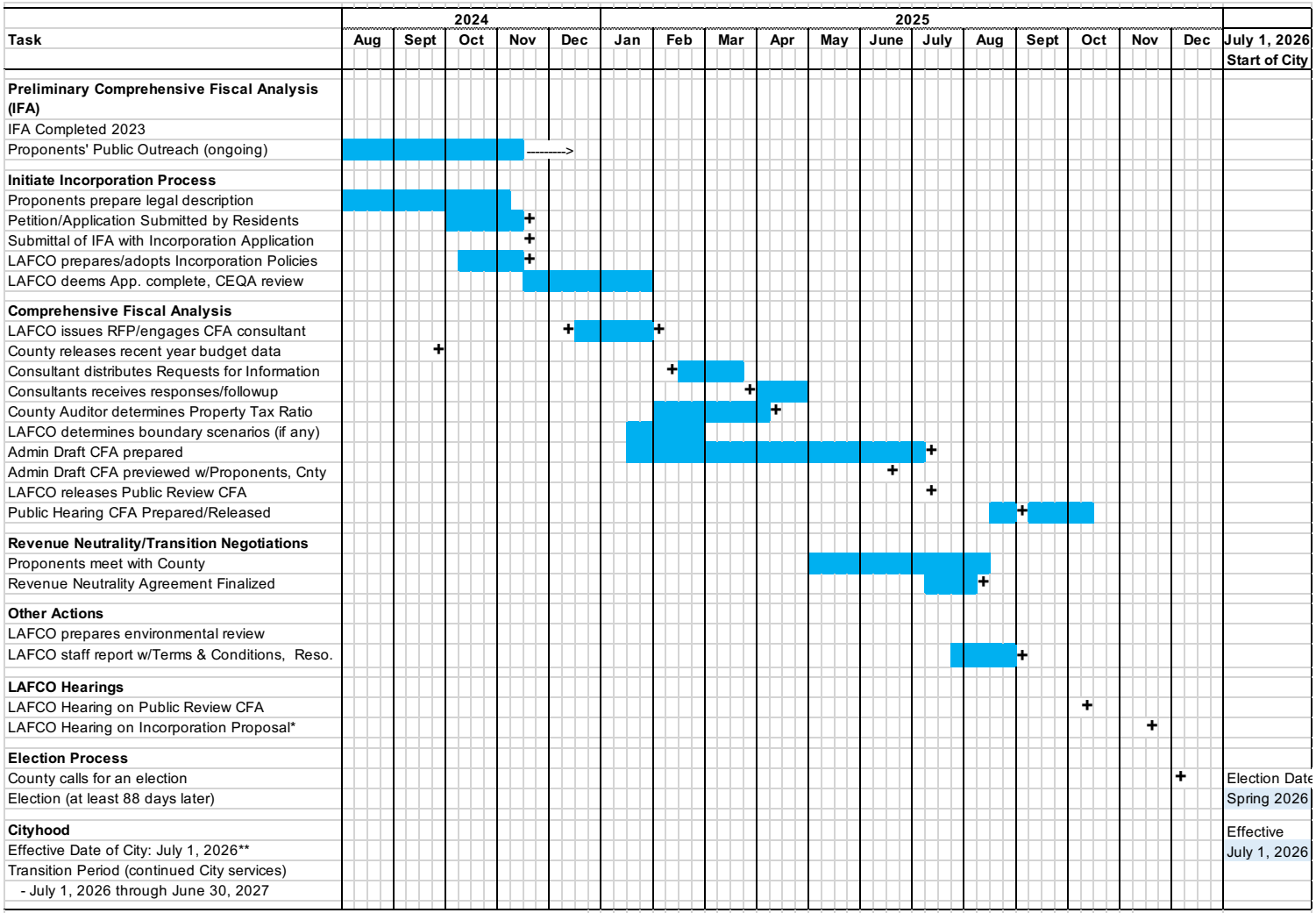
(1) Includes total County General Fund property taxes available for any purpose including Countywide costs.
Property tax (pre-incorporation) is estimated based on average allocation factor of 33%
less ERAF allocation of 48% of the gross tax; see Table B-5d.
Negative post-incorp. property tax indicates reduction in County property taxes from other areas of the County.
(2) Net of Charges for Services. See Table B-8 for County department net cost reductions.
'Other Revenues' include fines, money and property, granchise fees, transfer tax (see Table B-5a for detail).
(3) Property Tax in lieu of VLF based on ratio of County total PTVLF/Net Property tax = 46.6%
(4) CSA-PP-1991-1 (Public Safety Sales Tax) $24,972,284 allocated per capita to unincorporated areas.

Transition Year Services

State law provides for continued County services to the new City during the City's initial "transition year".[60] The new City will be required to repay the County for these services (contingent upon County request prior to LAFCO decision on the incorporation proposal).

[60] State law (GC 57384) provides that services be continued for the remainder of the new city's initial fiscal year.

APPENDIX A PRELIMINARY SCHEDULE



Note: schedule is preliminary overview and subject to further review/revision by LAFCO.

* Multiple LAFCO hearings may be required; schedule assumes that State Controller review of the CFA is not requested, which could delay the process up to 3 months.

** Start Date of new city will depend on certification of election results and required filings. 2023-03-09

APPENDIX B BUDGET ESTIMATES

Tables for the Initial Feasibility Analysis (IFA) of Incorporation
Castro Valley and Other Unincorporated Communities
(constant 2023 $'s)

Table 1a	Public Services Before and After City Incorporation **Rpt Tables: Table 4 Summary of Existing and Future Service Providers**
Table 1b	Estimated Full-Time Equivalents (FTEs)
Table 2	**Fire Stations in Unincorporated Communities** **Rpt Tables: Table 6 Fire Stations in Unincorporated Communities**
Table 3	Report Summary Tables (City Characteristics, Roads, Taxable Sales, Hotel Tax) **Rpt Tables: Table 1 Summary of New City Characteristics** **Table 5 Road Miles and PCI** **Table 8 Summary of Taxable Sales** **Table 9 Summary of Transient Occupancy Tax**
Table A-1	Preliminary Incorporation Schedule
Table B-2	Key Factors (Demographics, Area, Roads, A.V., Sales Tax)
Table B-3	not used
Table B-4a	City Budget Forecast Summary **Rpt Tables: Table 2 New City Budget Forecast (before revenue neutrality)** **Table 7 New City Budget Forecast (before revenue neutrality)**
Table B-4b	City Road Fund Summary **Rpt Tables: Table 10 Summary of Roads Budget**
Table B-5a	City Budget Forecast Detail
Table B-5b	City Revenue Notes
Table B-5c	City Expenditure Notes
Table B-5d	City Property Tax Summary
Table B-6a	Fiscal Impact on the County (Revenue Neutrality) **Rpt Tables: Table 3 Net Fiscal Impact on the County (Revenue Neutrality)** **Table 11 Fiscal Impact on the County (Revenue Neutrality)**
Table B-6b	Impacts on County Revenues **Rpt Table: Table 12 Change in County Revenues**
Table B-7	Property Tax Transfer
Table B-8	Base Year Net Cost for Unincorporated Services Transferred
Table B-9a	County Auditor's Ratio: Countywide Property Tax % of General Purpose Revenue
Table B-9b	County Budget Detail
Table B-10a	County Unincorporated Services Expenditures FY2022-23
Table B-10b	County Unincorporated Services Revenues FY2022-23
Table B-10c	Unincorporated Services Budget Detail FY2022-23
Table B-11a	City of San Leandro General Fund Expenditures FY2022-23
Table B-11b	City of San Leandro General Fund Revenues FY2022-23
Table B-11c	City of Hayward General Fund Expenditures FY2022-23
Table B-11d	City of Hayward General Fund Revenues FY2022-23
Table B-11e	City of Dublin General Fund Expenditures FY2022-23
Table B-11f	City of Dublin General Fund Revenues FY2022-23
Table B-11g	City of San Ramon General Fund Expenditures FY2022-23
Table B-11h	City of San Ramon General Fund Revenues FY2022-23
Table B-11i	City of Oakley (Contra Costa County) General Fund Expenditures FY2022-23
Table B-11j	City of Oakley (Contra Costa County) General Fund Revenues FY2022-23
Table B-11k	City of Citrus Heights (Sacramento County) General Fund Expenditures FY2022-23
Table B-11l	City of Citrus Heights (Sacramento County) General Fund Revenues FY2022-23

Table 1a
Public Services Before and After City Incorporation

Service	Service Providers	
	Current Provider	**Post-Incorporation**
General Government Administration	County administers all municipal services to unincorporated communities.	City Council of new city will oversee all municipal functions including administration (manager, clerk, attorney, human resources, finance, risk management, IT).
General Services	The County GSA provides workspace, vehicles, supply and purchasing services, and facility planning and construction for County departments.	City departments will provide services comparable to County GSA.
Community Development	County departments provide development services (plan check/building permits, building inspection, code enforcement) and planning services (General Plan update, zoning code enforcement, safe & affordable housing).	New city will be responsible for all planning and development services. City may contract with County or private firm, and will receive revenues from permits and fees to partially offset costs.
Economic Development	County CDA department promotes & implements economic development & community investment.	New city will provide economic development services via staff and/or contracts.
Road Maintenance	Alameda County Public Works	City Public Works (funded by gas taxes & other road-related funds)
Police Protection	Alameda County Sheriff's Dept. Cal. Highway Patrol (traffic enforcement)	New city will be responsible for law enforcement, and may contract with Sheriff or create new City police dept.
Animal Control	Alameda County	New city will be responsible for animal control.

Table 1a
Public Services Before and After City Incorporation

Service	Service Providers	
	Current Provider	**Post-Incorporation**
Fire Protection	Fairview FPD serves Fairview; the County Fire District provides protection and EMS services to other unincorporated areas.	No change.
Parks and Recreation	HARD maintains and programs local and regional parks and facilities including County-built community facilities.	No change.
Libraries	County owns and operates libraries.	No change.
Wastewater	Castro Valley Sanitary District Oro Loma Sanitary District	No change.
Water	East Bay Municipal Utility District	No change.
Storm Water	County of Alameda provides regional storm water services.	City will be responsible for local drainage and compliance with regional & State requirements.
Solid Waste	Castro Valley Sanitary District Oro Loma Sanitary District Ala. Cnty Waste Management Authority	No change.
Transit	Regional agencies provide transit services.	New city can coordinate transit planning and participate in regional transportation planning agencies.
Schools	Various school districts.	No change. City has no oversight of school districts.
Other Utility Services	Various utility providers (electric, gas, telephone, etc.)	No change. City can designate exclusive franchisees.

6/26/23

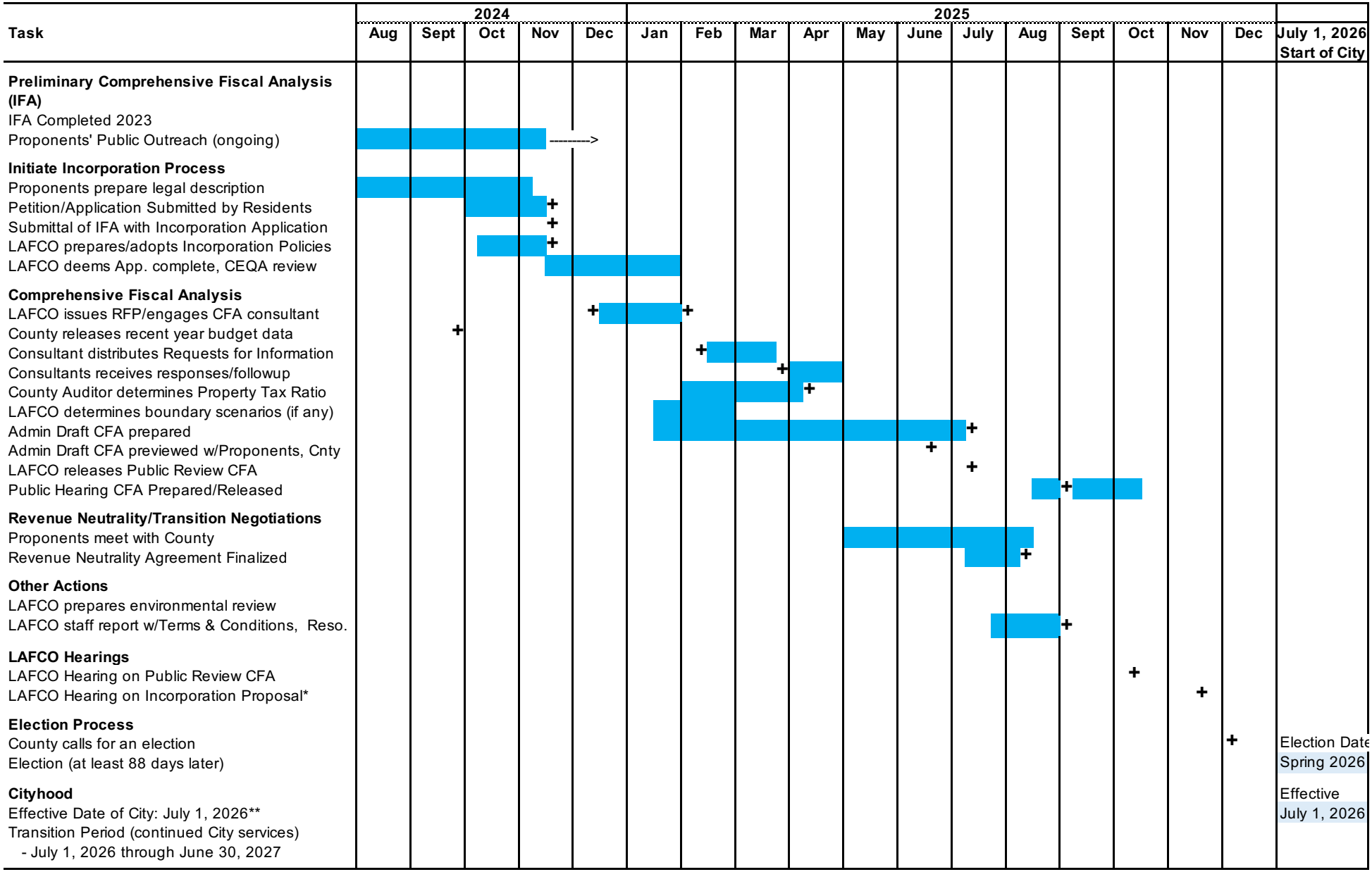
Table 1b
Estimated Full-Time Equivalents (FTEs)

Service	Comments	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
	Residents:	66,441	73,478	11,341	151,260
Management/Administrative					
City Council	Elected council (assumes 5 elected). Administrative support provided by City Manager and Administration Dept.	5.0	5.0	5.0	5.0
City Manager	Manager, Deputy/Assistant CM, Analysts, Admin. Assistants	3.0	3.3	0.5	6.7
City Attorney	City attorney will provide additional law firm resources and contracts for specific projects.	(contract)	(contract)	(contract)	(contract)
City Clerk	City Clerk, Deputy City Clerk, Admin. Assistant	4.0	4.4	0.7	4.4
City Finance	Director, Assistant Dir., Fin. Services Manager, Budget & Compliance/Risk Manager, Payroll Specialist, Accountants, Clerks, Admin. Assistants	6.6	7.3	1.1	15.1
Administration	Includes Human Resources, Information Technology.	3.7	4.0	0.6	4.4
Police (Sheriff's Dept. Contract)	Based on .85 sworn officers/1,000 residents and .15 non-sworn (Dublin Sheriff Contract & other City expenditures)	56.5 sworn officers, 10.0 non-sworn and city employees.	62.5 sworn officers, 11.1 non-sworn and city employees.	9.6 sworn officers, 1.7 non-sworn and city employees.	128.6 sworn officers, 22.8 non-sworn and city employees.
Animal Control	contract	na	na	na	na
Community Development	Development Services, Code Enforcement, Planning, Housing Services	20.4	22.5	3.5	41.7
Public Works	Administration of stormwater, Transportation (Roads), Env'l Services, Development Review	25.4	28.1	4.3	57.9
Economic Development	Includes administration of HUD, CDBG, other grant funded	1.0	1.0	1.0	2.0
TOTAL (excluding police and animal control contracts)		**69.1**	**75.7**	**16.8**	**137.2**

Table 2
Fire Stations in Unincorporated Communities

Station	Community	Address	Agency
Station #6	Castro Valley	19780 Cull Canyon Road, Castro Valley	ACFD
Station #7	Castro Valley	6901 Villareal Drive, Castro Valley	ACFD
Station #22	San Lorenzo	427 Paseo Grande, San Lorenzo	ACFD
Station #23	Cherryland	19745 Meekland Ave, Hayward	ACFD
Station #24	Ashland	1430 164th St, San Leandro	ACFD
Station #25	Castro Valley	20336 San Miguel Ave, Castro Valley	ACFD
Station #26	Castro Valley	18770 Lake Chabot Road, Castro Valley	ACFD
Fairview FPD	Castro Valley	25862 Five Canyons Pkwy, Castro Valley	Fairview FPD

Table A-1
Preliminary Incorporation Schedule



Note: schedule is preliminary overview and subject to further review/revision by LAFCO.

* Multiple LAFCO hearings may be required; schedule assumes that State Controller review of the CFA is not requested, which could delay the process up to 3 months.

** Start Date of new city will depend on certification of election results and required filings.

2023-03-09

Table 3
Report Summary Tables (City Characteristics, Roads, Taxable Sales, Hotel Tax)

Item	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
Area (sq.mi.)	10.77	6.08	2.81	19.66
Population	66,441	73,478	11,341	151,260
Jobs	12,647	9,819	858	23,324
Assessed Value (mill.$)	$11,679	$6,241	$1,872	$19,792
Sales Tax	$4,881,000	$5,673,000	$34,000	$10,589,000

6/26/23

Community	Centerline Miles	PCI (1)
Castro Valley	197.8	75.6
Fairview	35.18	75.0
Eden		
Ashland	45.4	73.7
Cherryland	23.7	76.9
Hayward Acres	5.88	73.8
San Lorenzo	58.99	72.9
Total	133.97	

Source: Alameda County Public Works Agency
(1) "PCI" is the Pavement Condition Index.
A PCI of 70-79 is considered "Good".

Table 3
Report Summary Tables (City Characteristics, Roads, Taxable Sales, Hotel Tax)

Community	Taxable Sales	Sales Tax (1)
Castro Valley	$398.1 mill.	$3,981,000
Fairview	$2.8 mill.	$28,000
Eden		
Ashland	$232.9 mill.	$2,329,000
Cherryland	$61.3 mill.	$613,000
Hayward Acres	$68.6 mill.	$686,000
San Lorenzo	$99.9 mill.	$999,000
Total	$462.7 mill.	$4,627,000

Source: HdL; County of Alameda.
(1) Estimated sales tax equals 1% of taxables sales; a share of County and State pools not shown.

Item (1)	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
Hotel Rooms	192	47	0	239
Estimated Room Revenues	$5,370,000	$904,000	$0	$6,274,000
Hotel Tax (2)	$537,000	$90,000	$0	$627,000

Source: Berkson Associates; CoStar Group.
(1) Estimated revenues not detailed by community to maintain confidentiality of individual businesses.
(2) TOT rate 10 percent.

Table B-2
Key Factors (Demographics, Area, Roads, A.V., Sales Tax)
Castro Valley Preliminary Comprehensive Fiscal Analysis

Item		Description	Castro Valley	Ashland	Cherryland	Hayward Acres	San Lorenzo
Demographics							
Population		Residents	66,441	23,823	15,808	4,266	29,581
			44%	16%	10%	3%	20%
		County of Alameda (Jan 1, 2022)					
		Unincorporated Alameda County					
		Incorporated Alameda County					
		Total County					
Employment		Jobs within each community Unincorporated Alameda County	12,647	3,196	1,600	*1,853*	3,170
Persons Served		Residents +	66,441	23,823	15,808	4,266	29,581
	50%	Jobs within each community	6,324	1,598	800	*927*	1,585
		Total Persons Served	72,765	25,421	16,608	5,193	31,166
			45%	16%	10%	3%	19%
Area Served							
Land Area		Land Area by Community (sq.mi.)	10.77	1.78	1.24	0.24	2.82
Infrastructure							
Roads (centerline mi)		Roads (centerline miles) by Community	197.8	45.4	23.7	5.9	59.0
		Total Unincorporated County Roads					
Revenues							
Assessed Value			11,679,133,741	1,826,031,001	1,099,000,790	269,818,719	3,045,795,016
Sales Tax			3,981,322	2,328,832	612,889	686,277	999,432

Table B-2
Key Factors (Demographics, Area, Roads, A.V., Sales Tax)
Castro Valley Preliminary Comprehensive Fiscal Analysis

Item		Description	TOTAL EDEN	Fairview	TOTAL ALL COMMUNITIES	Source
Demographics						
Population		Residents	73,478	11,341	151,260	2020 population https://www.census.gov/quickfacts/fact/
			49%	7%	100%	Hayward Acres 2019 from "Unincorporated Area Profile", Ala. Cnty-Oakland Community Action Partnership, 2/2022.
		County of Alameda (Jan 1, 2022)			Cnty of Alameda	
		Unincorporated Alameda County			149,506	Dept. of Finance (Population_E-1_2022)
		Incorporated Alameda County			1,502,473	
		Total County			1,651,979	
Employment		Jobs within each community Unincorporated Alameda County	9,819	858	23,324	Source: https://onthemap.ces.census.gov/ Hayward Acres is not a "place"; jobs for Hayward Acres based on total jobs per $100k taxable sales for all areas.
Persons Served		Residents +	73,478	11,341	151,260	
	50%	Jobs within each community	4,910	429	11,662	
		Total Persons Served	78,388	11,770	162,922	
			48%	7%	100%	
Area Served						
Land Area		Land Area by Community (sq.mi.)	6.08	2.81	19.66	Source: CDA
Infrastructure						
Roads (centerline mi)		Roads (centerline miles) by Community	133.97	35.2	366.95	Source: CDA, Robert Taylor, 2/15/2023.
		Total Unincorporated County Roads			473	State Roads Report Uninc. Cnty Total
Revenues						
Assessed Value			6,240,645,526	1,872,231,898	19,792,011,165	
Sales Tax			4,627,430	28,037	8,636,789	

Table B-4a
City Budget Forecast Summary
Castro Valley and Other Unincorporated Communities

Item	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
REVENUES				
Property Tax	$15,077,231	$16,242,385	$2,438,813	$33,758,429
Sales and Use Tax	4,881,101	5,673,229	34,373	10,588,703
Transient Occupancy Tax	537,010	90,407	0	627,417
Utility Users Tax	4,491,457	4,838,553	726,514	10,056,524
Business License Tax	1,645,262	1,772,406	266,129	3,683,797
Other Revenues	9,276,649	8,240,669	1,491,654	19,008,972
Subtotal, Revenues	**$35,908,710**	**$36,857,649**	**$4,957,484**	**$77,723,843**
EXPENDITURES				
Admin. & Non-Departmental (1)	$10,460,728	$11,482,224	$1,842,219	$15,892,517
Police & Animal Shelter	26,216,479	28,993,159	4,474,964	59,684,602
Community Development (1)	5,253,186	5,809,569	896,681	10,763,493
Public Works	4,336,957	4,819,407	743,854	8,886,189
Other	604,040	643,040	297,890	1,203,010
Subtotal, Expenditures	**$46,871,389**	**$51,747,399**	**$8,255,608**	**$96,429,811**
NET	**($10,962,680)**	**($14,889,749)**	**($3,298,124)**	**($18,705,968)**
OTHER POTENTIAL REVENUES (require County agreement and/or State legislation)				
Police CSA-PP-1991-1 (2)	$10,969,083	$12,130,857	$1,872,343	$24,972,284
PTVLF (3)	$7,020,786	$7,563,346	$1,135,645	$15,719,777
Total Other Potential Rev.	$17,989,869	$19,694,203	$3,007,989	$40,692,061

(1) Admin. & Community Development costs at a lower cost per capita for the larger consolidated city.

(2) CSA-PP-1991-1 revenue (allocation of Prop. 172 State sales tax) currently funds a portion of sheriff services to unincorporated areas. Estimated share to proposed cities is based on a per-resident amount.

(3) Estimated Property Tax in lieu of Vehicle License Fees (PTVLF) if transferred from County as part of property tax exchange (or per State legislation).

10/12/23

Table B-4b
City Road Fund Summary
Castro Valley and Other Unincorporated Communities

Item	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
REVENUES				
Road-related Revenues	$9,593,000	$10,610,000	$1,638,000	$21,841,000
EXPENDITURES				
Road Maintenance	$4,182,000	$2,832,000	$744,000	$7,758,000
Other (reconstruction, new)	$5,411,000	$7,778,000	$894,000	$14,083,000

(1) Based on City of San Leandro per resident estimates for gas taxes, Measures B, BB and F. Actual revenues will vary depending on collections, planned projects, and allocations.

(2) Road maintenance from PWA estimated $10 mill. Countywide (PWA 4/11/2023 Response to Data Request), 473 centerline miles.

(3) Revenues not required for ongoing maintenance assumed allocated to capital improvements (major reconstruction, new infrastructure, etc.)

Table B-5a
Castro Valley and Other Unincorporated Communities

Item		Source	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
REVENUES						
Property Tax		Table B-5b, Note 1	$15,077,231	$16,242,385	$2,438,813	$33,758,429
Sales Tax		Table B-5b, Note 2	4,881,101	5,673,229	34,373	10,588,703
Transient Occupancy Tax		Table B-5b, Note 3	537,010	90,407	0	627,417
Utility Users Tax		Table B-5b, Note 4	4,491,457	4,838,553	726,514	10,056,524
Business License Tax		Table B-5b, Note 5	1,645,262	1,772,406	266,129	3,683,797
Licenses & Permits	(1)	Table B-5b, Note 6	736,681	793,611	119,162	1,649,453
Fines, Forfeitures, and Penalties	(1)	Table B-5b, Note 7	2,136,886	2,302,023	345,651	4,784,561
Revenue from Money and Property		Table B-5b, Note 8	178,650	183,371	24,664	386,686
Charges for Current Services	(2)	Table B-5b, Note 9	1,837,291	1,979,275	297,190	4,113,756
Franchise Fees		Table B-5b, Note 10	1,175,379	1,266,212	190,123	2,631,714
Real Property Transfer Tax		Table B-5b, Note 11	3,211,762	1,716,178	514,864	5,442,803
Subtotal, Revenues			**$35,908,710**	**$36,857,649**	**$4,957,484**	**$77,723,843**
EXPENDITURES						
City Council		Table B-5b, Note 1	125,000	125,000	125,000	125,000
City Manager		Table B-5b, Note 2	1,115,476	1,233,620	190,404	2,539,499
City Attorney		Table B-5b, Note 3	683,576	755,976	116,681	1,556,233
City Clerk		Table B-5b, Note 4	770,398	851,994	131,501	845,818
City Finance		Table B-5b, Note 5	1,455,052	1,716,684	257,762	3,312,581
Administration (HR, IT, Non-Departmental)		Table B-5b, Note 6	6,311,225	6,798,951	1,020,870	7,513,386
Police		Table B-5b, Note 7	25,402,006	28,092,422	4,335,939	57,830,368
Animal Control		Table B-5b, Note 8	814,473	900,737	139,025	1,854,234
Community Development		Table B-5b, Note 9	5,253,186	5,809,569	896,681	10,763,493
Public Works		Table B-5b, Note 10	4,336,957	4,819,407	743,854	8,886,189
Parks and Recreation		Table B-5b, Note 11	na	na	na	na
Economic Development (6)		Table B-5b, Note 12	200,000	200,000	200,000	400,000
City Hall Facilities/Office Space		Table B-5b, Note 13	404,040	443,040	97,890	803,010
Subtotal, Expenditures			**46,871,389**	**51,747,399**	**8,255,608**	**96,429,811**
ANNUAL NET			**(10,962,680)**	**(14,889,749)**	**(3,298,124)**	**(18,705,968)**
ROAD FUND						
Revenues (3)		Table B-5b, Note 12	**9,593,451**	**10,609,527**	**1,637,533**	**21,840,511**
Expenditures (4), (5)		Table B-5b, Note 14				
Road Maintenance (Centerline cost)		$21,125	4,178,550	2,830,133	743,182	7,751,864
Other (Major Reconstruction, New CIP)			5,414,901	7,779,394	894,351	14,088,647

(1) Based on County Unincorporated per capita (County Sched. 9).
(2) Includes per unincorporated population Planning (Other Charges) and Building Inspection (Other Revenues).
(3) Road Fund revenues based on City of San Leandro; actual amounts will vary.
(4) Road maintenance based on $10,000,000 Unincorp. Cntywide 473 Cnterline miles (State Roads Rpt)
(5) Road maintenance does not include major road capital improvements.
(6) Economic Development assumes 1 to two staff plus expenses.
(7) City assumed to lease office space; new facilities could be acquired or constructed in the future.

Table B-5b
City Revenue Notes
Castro Valley and Other Unincorporated Communities

	Item		Assumptions			Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
	General Revenues								
1	**Property Tax**								
	Total Assessed Value (mill$)	(1)				$11,679 mill.	$6,241 mill.	$1,872 mill.	$19,792 mill.
	1% Property Tax (all agencies)					$116,791,337	$62,406,455	$18,722,319	$197,920,112
	Share to City	(2)		Table B-5d		12.9%	26.0%	13.0%	17.1%
	Property Tax to City					$15,077,231	$16,242,385	$2,438,813	$33,758,429
2	**Sales Tax**	(3)							
	1% Sales Tax					$3,981,322	$4,627,430	$28,037	$8,636,789
	City share of unallocated pool	(4)	22.6%	of 1%	HdL CY22	$899,779	$1,045,799	$6,336	$1,951,914
	Net Sales Tax to County/City					$4,881,101	$5,673,229	$34,373	$10,588,703
	Source: Alameda County (HdL) 4/7/2023			$70.00	avg.				
3	**Transient Occupancy Tax**	(5)							
	Hotel Rooms (cumulative)					192	47	0	239
	Total Estimated Room Revenues					$5,370,099	$904,069	$0	$6,274,168
	Total GF Transient Occupancy Tax			10.0%		$537,010	$90,407	$0	$627,417
4	**Utility Users Tax**	(6)	$61.73	per person served		$4,491,457	$4,838,553	$726,514	$10,056,524
	Alameda County Sched. 6 FY23		$10,056,524	Table B-9b					
5	**Business License Tax**	(6)	$22.61	per job		$1,645,262	$1,772,406	$266,129	$3,683,797
	Alameda County Sched. 6 FY23		$3,683,797	Table B-9b					
6	**Licenses & Permits**	(6)							
	Alameda County Sched. 6 FY23		$ 10.12	per cap		$736,681	$793,611	$119,162	$1,649,453
			$1,513,625	Table B-9b					
7	**Gen. Fines, Forfeits, & Penalties**	(6)	$29.37	per cap		$2,136,886	$2,302,023	$345,651	$4,784,561
	Alameda County Sched. 6 FY23		$4,390,566	Table B-9b					
8	**Revenue from Money & Property**		0.50%	of total revenues		$178,650	$183,371	$24,664	$386,686
	BA estimate								
	Revenue from Federal Agencies	(7)	none assumed in analysis						
	Not Applicable								

Table B-5b
City Revenue Notes
Castro Valley and Other Unincorporated Communities

	Item		Assumptions		Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
	Revenue from Other Agencies	(7)	none assumed in analysis					
	Not Applicable							
9	**Charges for Current Services**	(8)	$ 25.25	per cap	$1,837,291	$1,979,275	$297,190	$4,113,756
	USB Planning and Building Inspection			Table B-10c				
10	**Franchise Fees**	(6)						
	Total Franchise Fees		$16.15	per cap	$1,175,379	$1,266,212	$190,123	$2,631,714
	Alameda County Sched. 6 FY23		$2,415,000					
11	**Real Property Transfer Tax**	(9)						
	Turnover of A.V.	5%	$0.55	/100 rate	$3,211,762	$1,716,178	$514,864	$5,442,803
12	**Road-Related Revenues**	(10)	San Leandro	Table B-11a				
	Gas Tax			$29.20 per reside	1,939,929	2,145,394	331,132	4,416,455
	Gas Tax (Section 2103)			$6.07 per reside	403,588	446,334	68,890	918,812
	Measure B			$23.36 per reside	1,551,973	1,716,348	264,911	3,533,233
	Measure BB			$80.70 per reside	5,361,636	5,929,506	915,193	12,206,335
	Measure F (Vehicle Registration Fee)			$5.06 per reside	336,324	371,945	57,408	765,676
	Subtotal, Road Fund Revenues				9,593,451	10,609,527	1,637,533	21,840,511

Notes to Table B-5b

(1) Assessed value from Alameda County CDA GIS; values are approximate.
(2) Property tax allocation based on Auditor's Ratio times Net Cost of Services transferred from the County to the new City.
(3) Estimated sales tax provided by HdL to County of Alameda.
(4) Estimated share of State and County pools from CaliforniaCityFinance.com estimate of Statewide average, 2018.
(5) Trend Report for Castro Valley Hotels, STR.com.
(6) Total County revenue amount from Alameda County Schedule 6 reported to the State Controller.
(7) Grants and other one-time revenues may be received by new City but not assumed.
(8) Primary source of charges for services are building and planning related.
(9) Turnover rate could be higher; a 5% rate assumes one sale every 20 years.
(10) Road Revenues based on City of San Leandro.

Table B-5c
City Expenditure Notes
Castro Valley and Other Unincorporated Communities

	Item	Assumptions (1)		Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
	Population:	Area Residents		66,441	73,478	11,341	151,260
		San Leandro	88,404				
		Hayward	160,591				
		Jurupa Valley	104,983				
		Oakley	44,995				
		Dublin	72,932				
	Expenditures	(2)					
1	**City Council**	$125,000 Oakley ($400,000 to $600,000 San Leandro, Hayward)					
	Basis	Reference City					
	Factor	fixed (support by City Manager)					
	Total City Council	stipends, conferences, services		**$125,000**	**$125,000**	**$125,000**	**$125,000**
	Councilmembers		5.0	5.0	5.0	5.0	5.0
2	**City Manager**	$750,000 Oakley ($2.1 mill. to $6.3 mill. San Leandro, Hayward)					
	Basis	Reference city		Oakley	Oakley	Oakley	Oakley
	Factor	per resident		$16.79	$16.79	$16.79	$16.79
	Total City Manager	adjusted by city size		**$1,115,476**	**$1,233,620**	**$190,404**	**$2,539,499**
	FTEs	Reference city (Oakley)	2.0	3.0	3.3	0.5	6.7
	Salaries & Benefits	$270,000 Oakley		$797,381	$881,834	$136,107	$1,815,322
	Supplies	3%		$23,921	$26,455	$4,083	$54,460
	Other (services, memberships, etc)	Balance of estimated budget		$294,174	$325,331	$50,213	$669,718
	Total			$1,115,476	$1,233,620	$190,404	$2,539,499
3	**City Attorney**	$460,000 Oakley ($1 mill. to $1.5 mill. San Leandro, Hayward)					
	Basis	Reference city		Oakley	Oakley	Oakley	Oakley
	Factor	per resident		$10.29	$10.29	$10.29	$10.29
	Total City Attorney	Contract		**$683,576**	**$755,976**	**$116,681**	**$1,556,233**
4	**City Clerk**	Oakley $520,000 ($900k to $1.0 mill. San Leandro, Hayward)					
	Basis	Reference city		Oakley	Oakley	Oakley	Hayward
	Factor	per resident		$11.60	$11.60	$11.60	$5.59
	Total City Clerk	adjusted by city size		**$770,398**	**$851,994**	**$131,501**	**$845,818**
	FTEs	Reference city (Oakley)	2.7	4.0	4.4	0.7	4.4
	Salaries & Benefits	$134,000 avg (SL City Clerk)		$534,245	$590,829	$91,192	$586,546
	Supplies	3%		$16,027	$17,725	$2,736	$17,596
	Other (services, capital, elections, etc)	Balance of estimated budget		$220,126	$243,440	$37,574	$241,675
	Total			$770,398	$851,994	$131,501	$845,818
5	**City Finance**	$980,000 Oakley ($3.9 mill. to $5.3 mill. San Leandro, Hayward)					
	Basis	Reference city		Oakley	Oakley	Oakley	Oakley
	Factor	per person served		$21.90	$21.90	$21.90	$21.90
	Total City Finance	adjusted by city size		**$1,455,052**	**$1,716,684**	**$257,762**	**$3,312,581**
	FTEs	Reference city (Oakley)	4.5	6.6	7.3	1.1	15.1
	Salaries & Benefits	$164,000 avg (SL Finance)		$1,089,753	$1,205,173	$186,013	$2,480,940
	Supplies	3%		$32,693	$36,155	$5,580	$74,428
	Other (services, capital)	Balance of estimated budget		$332,606	$475,355	$66,169	$757,214
	Total			$1,455,052	$1,716,684	$257,762	$3,312,581

Table B-5c
City Expenditure Notes
Castro Valley and Other Unincorporated Communities

	Item		Assumptions (1)		Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
	Population:		Area Residents		66,441	73,478	11,341	151,260
6	**Administration (HR, IT, Non-Dept.)**	(3)	$3.9 mill. Oakley ($5.2 mill. San Leandro)					
	Basis				Oakley	Oakley	Oakley	San Leandro
	Factor		per person served		$86.73	$86.73	$86.73	$46.12
	Total Administration				**$6,311,225**	**$6,798,951**	**$1,020,870**	**$7,513,386**
	FTEs (HR; other services contracted)		Reference city (Oakley)	2.48	3.7	4.0	0.6	4.4
	Salaries & Benefits		$192,000 avg (Oakley HR)		$703,112	$777,582	$120,016	$837,041
	Supplies		3%		$21,093	$23,327	$3,600	$25,111
	Other (contracts, software, equip.)		Balance of estimated budget		$5,587,020	$5,998,042	$897,254	$6,651,234
	Total				$6,311,225	$6,798,951	$1,020,870	$7,513,386
7	**Police**	(4)	$27.9 mill. Dublin Cnty contract & City costs ($44.8 mill. to $85.6 mill. San Leandro, Hayward)					
	Basis				Dublin	Dublin	Dublin	Dublin
	Factor		per resident		$382.32	$382.32	$382.32	$382.32
	Total Police		Contract & City staff (inc. equip.)		**$25,402,006**	**$28,092,422**	**$4,335,939**	**$57,830,368**
	FTEs Sworn (0.85/1,000 res.)		Reference city (Dublin)	62.0	56.5	62.5	9.6	128.6
	FTEs Non-Sworn/City (0.15/1,000 res.)		Reference city (Dublin)	11.0	10.0	11.1	1.7	22.8
	Total FTEs			73.0	66.5	73.5	11.4	151.4
8	**Animal Control (shelter)**	(5)						
	Basis		Reference county		Cnty (290351)	Cnty (290351)	Cnty (290351)	Cnty (290351)
	Factor		per resident		$12.26	$12.26	$12.26	$12.26
	Total Animal Control		Contract		**$814,473**	**$900,737**	**$139,025**	**$1,854,234**
9	**Community Development**		$7.0 mill. San Leandro					
	Basis				San Leandro	San Leandro	San Leandro	90%
	Factor		per resident		$79.07	$79.07	$79.07	$71.16
	Total Community Development				**$5,253,186**	**$5,809,569**	**$896,681**	**$10,763,493**
	FTEs		Reference city (SL adjusted)	27.1	20.4	22.5	3.5	41.7
	Salaries & Benefits		$181,000 avg (SL Comm. Dev		$3,686,482	$4,076,930	$629,256	$7,553,401
	Supplies		3%		$110,594	$122,308	$18,878	$226,602
	Other (services, capital)		Balance of estimated budget		$1,456,110	$1,610,331	$248,547	$2,983,490
	Total				$5,253,186	$5,809,569	$896,681	$10,763,493
10	**Public Works Admin, Eng., Maint.**		Oakley (pop. 44,500) Engineering, Public Works Maint. $2.9 mill.					
	Basis				Oakley	Oakley	Oakley	90%
	Factor		per resident		$65.28	$65.59	$65.59	$58.75
	Total PW Admin, Engineering, Transportation				**$4,336,957**	**$4,819,407**	**$743,854**	**$8,886,189**
	FTEs		Ref. City (Oakley)	17.2	25.4	28.1	4.3	57.9
	Salaries & Benefits		$130,000 avg (Oakley)		$3,307,505	$3,657,815	$564,567	$7,529,887
	Supplies		3%		$99,225	$109,734	$16,937	$225,897
	Other (services, capital)		Balance of estimated budget		$930,226	$1,051,858	$162,350	$1,130,405
	Total		$129,803		$4,336,957	$4,819,407	$743,854	$8,886,189
11	**Parks and Recreation**							
	Basis				No change in current provider (HARD)			
	Factor							
	Total				$0	$0	$0	$0

Table B-5c
City Expenditure Notes
Castro Valley and Other Unincorporated Communities

	Item		Assumptions (1)			Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
	Population:		Area Residents			66,441	73,478	11,341	151,260
12	**Economic Development**								
	Basis	(6)	FTE			1	1	1	2
	Factor (services, supplies, marketing)		$250,000	per FTE		$200,000	$200,000	$200,000	$200,000
	Total Economic Development					**$200,000**	**$200,000**	**$200,000**	**$400,000**
13	**City Hall Facilities/Office Space**								
	Rent								
	Total Employees (exc. Police)		See Table 1b		FTEs	69	76	17	137
	Office Space		150	sf/emp		10,360	11,360	2,510	20,590
	Rent (inc. utilities, maintenance)		$3.25	/sf/month		$33,670	$36,920	$8,158	$66,918
	Total Rent/yr					**$404,040**	**$443,040**	**$97,890**	**$803,010**
14	**Road Maintenance (funded by gas taxes and other regional read-related funds)**								
	Road Maintenance		$21,142	per centerline mi		4,181,818	2,832,347	743,763	7,757,928
	Road maintenance based on	(7)	$10,000,000						
	Unincorporated Countywide		473	centerline miles					
	Miles by City boundary					197.8	134.0	35.2	367.0
	Road maintenance does not include major road capital improvements.								

Notes to Table B-5c

(1) "per person served" equals residents plus 50% of jobs in the city.
(2) Expenditure assumptions based on cities and factors as shown, except where noted.
(3) Administration (HR & Non-Dept.) includes facilities maint. and equipment.
(4) Police costs assume Sheriff contract similar to City of Dublin contract plus City staff and support. Vehicles are included in internal service charges.
(5) Animal Control costs based on Unincorporated Services Budget net of revenues.
(6) Berkson Associates estimate.
(7) Total road maintenance costs for entire unincorporated area (DPW response to data request).
Total centerline miles from State Roads Report.

Table B-5d
City Property Tax Summary
Castro Valley and Other Unincorporated Communities

Item		Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
Total Assessed Value		$11,679 mill.	$6,241 mill.	$1,872 mill.	$19,792 mill.
1% Property Tax (all agencies)		$116,791,337	$62,406,455	$18,722,319	$197,920,112
County % Share (pre-incorp)	(1)	33%	33%	33%	33%
County $		$38,541,141	$20,594,130	$6,178,365	$65,313,637
(less) ERAF allocation %		48%	48%	48%	48%
(less) ERAF allocation $		($18,499,748)	($9,885,182)	($2,965,615)	($31,350,546)
% Share to County GF net of ERAF		17%	17%	17%	17%
County $ (net of ERAF)		$20,041,393	$10,708,948	$3,212,750	$33,963,091
City Tax Share from County		12.91%	26.03%	13.03%	17.06%
City Tax Amount from County		$15,077,231	$16,242,385	$2,438,813	$33,758,429
Net Property Tax to City		$15,077,231	$16,242,385	$2,438,813	$33,758,429

(1) Tax Allocation Factor varies between Tax Rate Areas; amounts shown are representative.

Table B-6a
Fiscal Impact on the County (Revenue Neutrality)
Castro Valley and Other Unincorporated Communities

Item	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
Revenue Reductions				
Property Tax	$15,077,231	$16,242,385	$2,438,813	$33,758,429
Sales and Use Tax	4,881,101	5,673,229	34,373	10,588,703
Transient Occupancy Tax	537,010	90,407	0	627,417
Utility Users Tax	4,491,457	4,838,553	726,514	10,056,524
Business License Tax	1,645,262	1,772,406	266,129	3,683,797
Other Revenues (1)	7,439,358	6,261,394	1,194,464	14,895,217
Total Revenue Reductions	$34,071,419	$34,878,374	$4,660,293	$73,610,087
Net Expenditure Reductions (1)	$30,629,812	$32,996,855	$4,954,516	$68,581,183
Net Gain (or loss) to County (2)	($3,441,607)	($1,881,519)	$294,223	($5,028,904)

(1) Net of Charges for Services. See Table B-8 for County department net cost reductions.
(2) Does not include a shift of PTVLF or CSA revenue.

Table B-6b
Impacts on County Revenues
Castro Valley and Other Unincorporated Communities

Item	Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
County Revenue (pre-Incorporation)				
Property Tax (1)	$20,041,393	$10,708,948	$3,212,750	$33,963,091
Property Tax in lieu of VLF (3)	9,332,373	4,986,674	1,496,033	15,815,079
CSA-PP-1991-1 (Public Safety Sales Tax) (4)	10,969,083	12,130,857	1,872,343	24,972,284
Sales and Use Tax	4,881,101	5,673,229	34,373	10,588,703
Transient Occupancy Tax	537,010	90,407	0	627,417
Utility Users Tax	4,491,457	4,838,553	726,514	10,056,524
Business License Tax	1,645,262	1,772,406	266,129	3,683,797
Other Revenues (2)	7,439,358	6,261,394	1,194,464	14,895,217
Total Revenue	$59,337,037	46,462,468	8,802,607	114,602,112
Revenue Reductions to County				
Property Tax	$15,077,231	$16,242,385	$2,438,813	$33,758,429
Property Tax in lieu of VLF	0	0	0	0
CSA-PP-1991-1 (Public Safety Sales Tax)	0	0	0	0
Sales and Use Tax	4,881,101	5,673,229	34,373	10,588,703
Transient Occupancy Tax	537,010	90,407	0	627,417
Utility Users Tax	4,491,457	4,838,553	726,514	10,056,524
Business License Tax	1,645,262	1,772,406	266,129	3,683,797
Other Revenues (2)	7,439,358	6,261,394	1,194,464	14,895,217
Total Revenue Reductions	$34,071,419	$34,878,374	$4,660,293	$73,610,087
County Revenue (post-Incorporation)				
Property Tax (1)	$4,964,163	($5,533,438)	$773,937	$204,662
Property Tax in lieu of VLF (3)	9,332,373	4,986,674	1,496,033	15,815,079
CSA-PP-1991-1 (Public Safety Sales Tax) (4)	10,969,083	12,130,857	1,872,343	24,972,284
Sales and Use Tax	0	0	0	0
Transient Occupancy Tax	0	0	0	0
Utility Users Tax	0	0	0	0
Business License Tax	0	0	0	0
Other Revenues (2)	0	0	0	0
Total Revenue	$25,265,618	$11,584,093	$4,142,313	$40,992,025

(1) Includes total County General Fund property taxes available for any purpose including Countywide costs.
Property tax (pre-incorporation) is estimated based on average allocation factor of 33%
less ERAF allocation of 48% of the gross tax; see Table B-5d.
Negative post-incorp. property tax indicates reduction in County property taxes from other areas of the County.
(2) Net of Charges for Services. See Table B-8 for County department net cost reductions.
'Other Revenues' include fines, money and property, granchise fees, transfer tax (see Table B-5a for detail).
(3) Property Tax in lieu of VLF based on ratio of County total PTVLF/Net Property tax = 46.6%
(4) CSA-PP-1991-1 (Public Safety Sales Tax) $24,972,284 allocated per capita to unincorporated areas.

Table B-7
Property Tax Transfer from County
Castro Valley and Other Unincorporated Communities

Item		Castro Valley	Eden	Fairview	Castro Valley Eden & Fairview
A. Transfer of Property Tax Base					
A.1 Total Net Expenditures Subject to Transfer	(1)	$30,629,812	$32,996,855	$4,954,516	$68,581,183
A.2 County Auditor's Determination ("Auditor's Ratio")	(2)	49.2%	49.2%	49.2%	49.2%
A.3 Property Tax Transferred from County to new city = A.1 * A.2		$15,077,231	$16,242,385	$2,438,813	$33,758,429
A.4 Property Tax Transferred from Districts		na	na	na	na
A.5 Total Property Tax Base		$15,077,231	$16,242,385	$2,438,813	$33,758,429
If Motor Vehicle-ERAF is inc. as "Property Tax"					
Auditor's Determination is 72.1%		$22,098,017	$23,805,731	$3,574,458	$49,478,207
Increase due to VLF transfer		$7,020,786	$7,563,346	$1,135,645	$15,719,777
B. Estimated Tax Allocation Factor					
B.1 Assessed Value		$11,679,133,741	6,240,645,526	1,872,231,898	$19,792,011,165
B.2 Total Property Tax Collected (all agencies) = 1% * B.1		$116,791,337	$62,406,455	$18,722,319	$197,920,112
B.3 Tax Allocation Factor from County = A.3 / B.2		12.9%	26.0%	13.0%	17.1%
B.4 Tax Allocation Factor from Districts = A.4 / B.2		na	na	na	na
B.5 Assumed Tax Allocation Factor = B.3 + B.4		12.9%	26.0%	13.0%	17.1%

(1) See Table B-8
(2) See Table B-9a

Table B-8
Base Year Net Cost for Unincorporated Services Transferred
Castro Valley and Other Unincorporated Communities

Department/Function	Unincorporated Services Budget Total	Transferred (1),(4), (5)	Castro Valley (3)	Eden	Fairview	Castro Valley Eden & Fairview
County Fire District (1)	$62,404,743	$0	$0	$0	$0	$0
County Library (1)	11,977,619	0	0	$0	$0	0
Community Development Agency (4)	17,043,286	13,595,875	6,072,206	$6,541,461	$982,208	13,595,875
Public Works Agency	145,193,880	145,193,880	64,846,668	$69,857,959	$10,489,253	145,193,880
Sheriff's Office (5)	73,990,620	38,013,468	16,977,622	$18,289,636	$2,746,210	38,013,468
Subtotal, Unincorporated Services	$310,610,148	$196,803,223	$87,896,496	$94,689,056	$14,217,671	$196,803,223
General Government (3)	$27,244,341	$17,262,070	$7,709,607	$8,305,398	$1,247,065	$17,262,070
TOTAL SERVICES COST	$337,854,489	$214,065,293	$95,606,103	$102,994,454	$15,464,737	$214,065,293
(less) Revenues (2),(4)	($264,703,969)	($145,484,110)	($64,976,291)	($69,997,599)	($10,510,221)	($145,484,110)
NET COUNTY COST OF SERVICES TRANSFERRED	$73,150,520	$68,581,183	$30,629,812	$32,996,855	$4,954,516	$68,581,183

Basis for transfer of property tax from County to New City = Net Cost * Auditors Ratio.

(1) County Library and County Fire District are not assumed to transfer services to the new city but will continue as is.

(2) Less dedicated and restricted revenues (fees, grants); transferred excludes revenues for services not transferred (fire, library), and other General Revenues including Business License, Utility Users, and Hotel & Lodging Tax.

General revenues excluded from Uninc. Budget	$16,417,802	excluded (GF funds Net County Cost)
County Fire District and County Library revenues	74,382,362	not transferred
	$90,800,164	
Police Protection CSA-PP-1991-1	$24,972,284	
	$3,447,411	Neighborhood Preservation excluded from costs and revenues.
	$119,219,859	

(3) General Government	$281,425,129	8.8%	Gen'l Gov't as %
Total Other General Fund Expenditures	$3,208,501,161		

Source: Alameda County Final Budget 2022-23, General Fund Summary by Program, pg. 363-4.

(4) CDA excludes "Neighborhood Preservation and Sustainability" program costs serving rural areas only (and associated revenues). $3,447,411

(5) Sheriff's Office transferred costs include Eden Township and Animal Shelter. NOTE: does not include CSA funded costs.

Table B-9a
County Auditor's Ratio: Countywide Property Tax % of General Purpose Revenue
Castro Valley and Other Unincorporated Communities

Item	FY22-23 Adopted Amount	Comments
A.1 Property Tax Revenue to the County (1)	$615,102,971	Excludes "Motor Vehicle - ERAF" (aka Property Tax in-lieu of VLF)
A.2 Other General Purpose Revenue	$634,495,732	
A.3 Total Net Revenue Available for General Purposes (A.1 + A.2)	$1,249,598,703	
A.4 Property Tax as % of Total Revenue Available for General Purposes (A.1 / A.3)	49.2%	
If Motor Vehicle - ERAF is included "Property Tax"	72.1%	

(1) "Property Tax in-Lieu of VLF" excluded from property tax per State Controller's Office Review of the Proposed Incorporation of the Town of Olympic Valley (Placer County), October 2015, which cited Revenue and Tax Code §93(b).
See Table B-9b for additional detail.
Excludes CSA revenues (Prop. 172).

5/8/23

Table B-9b
County Budget Detail

FINANCING SOURCE ACCOUNT	2022-2023 ADOPTED BY BOARD OF SUPERVISORS	PROPERTY TAXES	REVS AVAIL FOR GEN'L PURPOSES	REVS NOT AVAIL FOR GEN'L PURPOSES
GENERAL FUNDS				
TAXES				
PROPERTY TAXES CURR SEC	527,952,971			
PROPERTY TAXES CURRENT UNSEC	28,000,000			
PROPERTY TAXES SUPPLEMENTAL	12,000,000			
PROPERTY TAXES PRIOR SECURED	.			
PROP TAXES PRIOR UNSECURED	.			
PROP TAXES PR SA UNSECURED	50,000			
PROP TAXES RESIDUAL RPTTF	47,100,000			
PROP TAXES DDR OTHER	.			
SUBTOTAL, PROPERTY TAX	615,102,971	615,102,971	615,102,971	
SALES & USE TAXES	25,000,000		25,000,000	
SALES & USE TAXES-IN LIEU	1,600,000		1,600,000	
SALES & USE TAXES-MEASURE A	43,808,364			43,808,364
SUBTOTAL, SALES TAXES	70,408,364			
AIRCRAFT TAXES	2,700,000			
PROPERTY TRANSFER TAXES	24,410,601			
RACE HORSE TAXES	1,000			
BUSINESS UC TAX ORD 0-91-3	3,458,596			
UTILITY USERS' TAX	10,056,524			
HOTEL AND LODGING TAX	774,767			
SUBTOTAL, OTHER TAXES	41,401,488		41,401,488	
TOTAL TAXES	**726,912,823**			
LICENSES, PERMITS AND FRANCHISES				
ANIMAL LICENSES	14,651			
BUSINESS LICENSES	225,201			
CONSTRUCTION PERMITS	3,770,000			
ZONING PERMITS	125,000			
MARRIAGE LICENSES	537,693			
MARRIAGE LICENSES-CONFIDENTIAL	.			
BURIAL PERMITS	45,098			
VEHICLE REGISTRATION FEES	2,454,395			
OTHER LICENSES & PERMITS	1,513,625			
SUBTOTAL, LICENSES	8,685,663		8,685,663	
FRANCHISES	2,415,000			
SUBTOTAL, FRANCHISES	2,415,000		2,415,000	
TOTAL LICENSES, PERMITS &	**11,100,663**			
FINES, FORFEITURES AND PENALTIES				
MOTOR VEHICLE FINES & FORFEITS	3,150,000			
GENERAL FINES & FORFEITS	4,390,566			
FINES IMP AS COND OF PROBATION	15,908			
STATUTORY PENAL TIES	8,000			
PENALTIES ON DEL TAXES	1,500,000			
REDEMPTION FEES ON DEL TAXES	.			
COSTS ON DEL TAXES	.			
JUDGMENTS & DAMAGES	61,000			
AGRICULTURAL FINES	7,000			
SUBTOTAL, FINES	**9,132,474**		9,132,474	
REVENUE FROM USE OF MONEY AND				
INTEREST ON INVESTMENTS	10,000,000			
INTEREST FROM OTHER SOURCES	8,435			
RENT OF LAND & BUILDINGS	2,089,813			
RENT OF TELEPHONES	1,305			
SUBTOTAL, USE OF MONEY AND PROI	12,099,553		12,099,553	

Table B-9b
County Budget Detail

FINANCING SOURCE ACCOUNT	2022-2023 ADOPTED BY BOARD OF SUPERVISORS	PROPERTY TAXES	REVS AVAIL FOR GEN'L PURPOSES	REVS NOT AVAIL FOR GEN'L PURPOSES
GENERAL FUNDS				
INTERGOVERNMENTAL REVENUES -				
MOTOR VEHICLE-ERAF	286,425,700		286,425,700	
HOMEOWNERS' PROP TAX RELIEF	3,117,000		3,117,000	
REALIGNMENT-SALES TAX	181,137,237		181,137,237	
REALIGNMENT-VLF	21,071,353		21,071,353	
REALIGNMENT-CALWORKS SALES	.			.
REALIGNMENT-TRIAL CT SECURITY	26,641,226			26,641,226
REALIGNMENT-LOCAL COMM	54,584,127			54,584,127
REALIGNMENT-DISTRICT ATTORNEY	814,538			814,538
REALIGNMENT-PUBLIC DEFENDER	814,538			814,538
REALIGNMENT-2011 SALES TAX	238,477,144			238,477,144
SB 90 MANDATED COSTS	300,264		300,264	
STATE AID/DISASTER	.			.
STATE SOCIAL SVS ADM	88,423,083			88,423,083
STATE PUBLIC ASSIST PROGRAMS	72,442,562			72,442,562
STATE HEALTH ADMINISTRATION	45,491,658			45,491,658
STATE HEAL TH PROGRAMS	186,758,661			186,758,661
STATE HEAL TH SUBVENTIONS	223,300			223,300
TOBACCO TAX REVENUE-PROP	150,000			150,000
STATE AGRICULTURE PROGRAMS	4,194,730			4,194,730
STATE AID/PUBLIC PROTECTION	249,839,628			249,839,628
OFF-HIGHWAY MOTOR VLF	9,000			9,000
PEACE OFFICER TRAINING	100,000			100,000
TITLE IV-E	600,000			600,000
STATE AID FOR EDUCATION	2,696,800			2,696,800
TRIAL COURT FUNDING	.			.
MISCELLANEOUS STATE AID	43,703,031			43,703,031
SUBTOTAL, INTERGOVERNMENTAL	1,508,015,580			
INTERGOVERNMENTAL REVENUES · FEDERAL				
FEDERAL AID/DISASTER	513,811			
FEDERAL SOCIAL SVCS ADM	198,157,280			
FEDERAL PUBLIC ASSIST PROGRAMS	97,270,757			
FEDERAL HEAL TH ADMINISTRATION	105,608,653			
MAA				
TCM				
FEDERAL HEAL TH PROGRAMS	83,611,954			
HUD	5,012,374			
MISCELLANEOUS FEDERAL AID	45,145,223			
SUBTOTAL FEDERAL	535,320,052			535,320,052
INTERGOVERNMENTAL REVENUES· OTHER				
LOCAL HOUSING AUTH IN-LIEU	10,000		10,000	
REDEVELOPMENT IN LIEU OF TAXES	42,100,000		42,100,000	
CONTRIBUTIONS FROM CITIES	932,076			932,076
CONTRIBUTIONS FROM AUTHORITIES	.			.
CONTRIBUTIONS FROM DISTRICTS	34,900,702			34,900,702
SUBTOTAL, INTERGOVERNMENTAL	77,942,778			

Table B-9b
County Budget Detail

FINANCING SOURCE ACCOUNT	2022-2023 ADOPTED BY BOARD OF SUPERVISORS	PROPERTY TAXES	REVS AVAIL FOR GEN'L PURPOSES	REVS NOT AVAIL FOR GEN'L PURPOSES
GENERAL FUNDS				
CHARGES FOR SERVICES				
ASSMTS & TAX COLL FEES	13,362,505			
PROPERTY TAX ADM-ABX1 26				
PROPERTY TAX ADM-OVERSIGHT				
PROPERTY TAX ADMINISTRATION	8,567,250			
PROPERTY TAX ADM-SUPPLEMENTAL	5,654,424			
AUDITING &ACCOUNTING FEES	1,046,132			
COLLECTION SERVICE FEES	1,720,000			
COMMUNICATION SERVICES	103,000			
ELECTION SERVICES	15,281,273			
PERSONNEL SERVICES	1,170,529			
TRAINING FEES	8,536			
LEGAL SERVICES	6,488,500			
INTER-FUND SERVICE FEES	30,643,672			
CO OVERHEAD REIMBURSEMENT				
ASSESSMENTS	5,737,414			
PLANNING & ENGINEERING SVCS	514,831			
AGRICULTURAL SERVICES	214,950			
COURT FEES & COSTS	4,858,751			
COURT FILING FEES & COSTS	.			
BAIL FEES & ADM COSTS	.			
JURY, WITNESS & INTERP FEES	.			
RECORD SEARCH FEES	.			
LAW ENFORCEMENT SERVICES	59,786,067			
BOOKING FEES	.			
INSTITUTIONAL CARE & SERVICES	22,688,400			
CITY & FEDERAL PRISONERS	.			
CIVIL PROCESS SERVICE	325,000			
HUMANE SERVICES	45,000			
ESTATE FEES	411,000			
RECORDING FEES	9,576,112			
RECORDING FEES-AB 1938	.			
RECORDING FEES-NOTARIES	.			
RECORDING FEES-FICTITIOUS BUS	.			
RECORD FEES-INVOLUNTARY LIENS	.			
RECORD FEES-OWNERSHIP CHANGE	.			
RECORD FEES-STATE TRIAL CTS	.			
RECORDING FEES-SB2 ADMIN COSTS	.			
VITAL RECORDS FEES	1,425,000			
VITAL RECORDS FEES-MARRIAGE	.			
VITAL RECORDS FEES-DEATH	.			
MARRIAGE CEREMONIES	.			
GUARDIANSHIP FEES	725,000			
ADOPTION FEES	51,600			
HEAL TH FEES & SERVICES	420,000			
ENVIRONMENTAL HLTH SVC FEES	19,318,744			
PATIENT FEES	13,483			
INSURANCE	251,183			
MEDI-CAL	189,766,421			
MEDICARE	243,092			
OTHER CHARGES FOR CURRENT SVCS	20,200,602			
OTHER CHARGES-COPY WORK	.			
OTHER CHARGES-HANDLING	.			
OTHER CHARGES-CERTIFICATION	.			
SUBTOTAL, CHARGES FOR	420,618,471			420,618,471

Table B-9b
County Budget Detail

FINANCING SOURCE ACCOUNT	2022-2023 ADOPTED BY BOARD OF SUPERVISORS	PROPERTY TAXES	REVS AVAIL FOR GEN'L PURPOSES	REVS NOT AVAIL FOR GEN'L PURPOSES
GENERAL FUNDS				
MISCELLANEOUS REVENUES				
SALE OF MEALS	148,864			
SALES OF GOODS & MATERIALS	268,000			
SALES-SERVICES	.			
DISCOUNTS	100,000			
CONTRIBUTIONS/DONATIONS	342,825			
GENERAL RELIEF REFUNDS	2,982,282			
INSURANCE PROCEEDS	.			
TOBACCO TAX SETTLEMENT	3,175,002			
UNCLAIMED MONEY & CASH OVERAGE	1,000,000			
INTEREST TRSFRD FR OTHER FUNDS	7,920,000			
OTHER REVENUE	98,656,503			
RETURNED CHECK FEES	.			
TOBACCO HEALTH CARE INITIATIVE	.			
SUBTOTAL, MISCELLANEOUS REVENUES	114,593,476			114,593,476
TOTAL	3,415,735,870	615,102,971	1,249,598,703	2,166,137,167
OTHER FINANCING SOURCES - TRANSFE	42,357,213	**49.2%**	PROPERTY TAX AS % OF REVENUES AVAILABLE FOR GENERAL PURPOSES	
GRAND TOTAL	3,458,093,083	**72.1%**	if "MOTOR VEHICLE-ERAF" included as property tax	

Source: County of Alameda Detail of Additional Financing Sources by Fund and Account, Governmental Funds FY 2022-23, Schedule 6.

Table B-10a
County Unincorporated Services Expenditures FY2022-23
Castro Valley and Other Unincorporated Communities

Department	Amount (1)	Total Cost Per Resident (2)
Community Development Agency		
260305 Housing & Community Development	1,616,561	10.81
260400 Planning	8,745,657	58.50
260920 Successor Agency	3,233,657	21.63
260950 Neighborhood Preservation and Sustainability	3,447,411	23.06
Subtotal, CDA	17,043,286	114.00
County Library	11,977,619	80.11
Fire Department		
280101 Fire District - Zone 1	4,607,216	30.82
280111 Fire District - ALACO	57,797,527	386.59
Subtotal, Fire Department	62,404,743	417.41
Public Works Agency		
270100 Public Works Administration	1,785,270	0.00
270200 Building Inspection	3,775,000	25.25
270301 Countywide Clean Water Program	420,000	2.81
270311 Flood Control District, Zone 2	16,046,371	107.33
270400 Roads & Bridges	112,583,614	753.04
270501 Public Ways CSA R-1967-1	2,672,230	17.87
270511 Public Ways CSA R-1982-1	258,472	1.73
270521 Public Ways CSA R-1982-2	37,617	0.00
270531 Public Ways CSA PW-1994-1	1,774,806	0.00
270541 Public Ways CSA SL-1970-1	1,511,104	10.11
270551 Public Ways CSA B-1988-1	4,329,396	28.96
Subtotal, Public Works	145,193,880	971.16
Sheriff's Office		
290351 Animal Shelter	2,179,426	14.58
290371 Fish and Game	60,000	0.40
290601 Eden Township Substation	35,834,042	239.68
290611 Records and Warrants	3,236,261	21.65
290631 Youth and Family Services	7,708,607	51.56
290701 Police Protection CSA-PP-1991-1	24,972,284	167.03
Subtotal, Sheriff	73,990,620	494.90
TOTAL (MOE)	**$310,610,148**	**$2,077.58**
(less) Revenues (MOE)	**($264,717,802)**	
Net County Cost	**$45,892,346**	

Notes:

(1) Adopted Budget Fiscal Year 2022-23, Alameda County Special Budgets, Unincorporated Services.

(2) Source: Cal. Dept. of Finance, E-1 149,506 Jan. 1, 2022

Table B-10b
County Unincorporated Services Revenues FY2022-23
Castro Valley and Other Unincorporated Communities

Revenue Item	Note	Amount (1)	Revenue per Resident (2)
Property Tax			
Total Property Tax		$81,800,000	$547.14
Sales Tax		na	
Hotel & Lodging Tax		1,019,884	$6.82
Licenses & Permits		na	
Business Licenses		2,810,823	$18.80
Fines, Forfeitures, and Penalties		na	
Revenue from Money and Property		na	
Revenue from Federal Agencies		na	
Revenue from Other Agencies		na	
Charges for Current Services	(3)	na	
Transfers In		na	
All Other Revenue		102,700,000	$686.93
Utility Users Tax		12,587,095	$84.19
Franchise		na	
Property Transfer Taxes		na	
TOTAL		**$200,917,802**	**$1,343.88**
Available Fund Balance		**$63,800,000**	
TOTAL		**$264,717,802**	

Notes:
(1) Final Budget Fiscal Year 2022-23, Alameda County Special Budgets, Unincorporated Services, pg. 329.

"na" indicates that detail is not provided in budget or is included in "All Other Revenue", Avail. Fund Balance, or in funding of Net County Cost.

(2) Cal. Dept. of Finance E-1 149,506 Jan. 1, 2022 unincorporated

(3) "Charges for Current Services" included in "All Other Revenue".

	2023
Community Development Agency	
260305 Housing & Community Development	
Appropriation	
Discretionary Services & Supplies	$1,034,109
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	
Other Charges	$142,258
Other Financing Uses	
Salaries & Employee Benefits	$440,194
Appropriation Total	**$1,616,561**
Revenue	
Available Fund Balance	
Other Revenues	$1,616,561
Property Tax Revenues	
Revenue Total	**$1,616,561**
260400 Planning	
Appropriation	
Discretionary Services & Supplies	$3,392,836
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	
Other Charges	
Other Financing Uses	
Salaries & Employee Benefits	$5,352,821
Appropriation Total	**$8,745,657**
Revenue	
Available Fund Balance	
Other Revenues	$1,187,781
Property Tax Revenues	$2,066,333
Revenue Total	**$3,254,114**
260920 Successor Agency	
Appropriation	
Discretionary Services & Supplies	$1,675,758
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	
Other Charges	$250,000
Other Financing Uses	
Salaries & Employee Benefits	$1,307,899
Appropriation Total	**$3,233,657**
Revenue	
Available Fund Balance	
Other Revenues	$648,177
Property Tax Revenues	
Revenue Total	**$648,177**

	2023
260950 Neighborhood Preservation and Sustainability	
Appropriation	
Discretionary Services & Supplies	$3,139,577
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	
Other Charges	
Other Financing Uses	
Salaries & Employee Benefits	$307,834
Appropriation Total	**$3,447,411**
Revenue	
Available Fund Balance	
Other Revenues	$3,447,411
Property Tax Revenues	
Revenue Total	**$3,447,411**
CDA TOTAL	
Appropriation	
Discretionary Services & Supplies	$9,242,280
Fixed Assets	$-
Intra-Fund Transfer	$-
Non-Discretionary Services & Supplies	$-
Other Charges	$392,258
Other Financing Uses	$-
Salaries & Employee Benefits	$7,408,748
Appropriation Total	**$17,043,286**
Revenue	
Available Fund Balance	$-
Other Revenues	$6,899,930
Property Tax Revenues	$2,066,333
Revenue Total	**$8,966,263**
NET	**$8,077,023**

	2023
County Library	
360100 County Library (Unincorporated Area only)	
Appropriation	
Discretionary Services & Supplies	$5,603,437
Fixed Assets	$150,000
Intra-Fund Transfer	$ -
Non-Discretionary Services & Supplies	$630,000
Other Charges	$205,107
Other Financing Uses	$ -
Salaries & Employee Benefits	$5,389,075
Appropriation Total	**$11,977,619**
Revenue	
Available Fund Balance	$1,339,772
Other Revenues	$910,218
Property Tax Revenues	$9,727,629
Revenue Total	**$11,977,619**

	2023
Fire Department	
280101 Fire District - Zone 1	
Appropriation	
Discretionary Services & Supplies	$2,097,216
Fixed Assets	$2,510,000
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	
Other Charges	
Other Financing Uses	
Salaries & Employee Benefits	
Appropriation Total	**$4,607,216**
Revenue	
Available Fund Balance	$4,064,759
Other Revenues	$72,500
Property Tax Revenues	$469,957
Revenue Total	**$4,607,216**
280111 Fire District - ALACO	
Appropriation	
Discretionary Services & Supplies	$10,546,785
Fixed Assets	$27,584
Intra-Fund Transfer	$2,064,759
Non-Discretionary Services & Supplies	$511,070
Other Charges	$147,468
Other Financing Uses	
Salaries & Employee Benefits	$44,499,861
Appropriation Total	**$57,797,527**
Revenue	
Available Fund Balance	$1,495,951
Other Revenues	$10,801,166
Property Tax Revenues	$45,500,410
Revenue Total	**$57,797,527**
FIRE DEPARTMENT TOTAL	
Appropriation	
Discretionary Services & Supplies	$12,644,001
Fixed Assets	$2,537,584
Intra-Fund Transfer	$2,064,759
Non-Discretionary Services & Supplies	$511,070
Other Charges	$147,468
Other Financing Uses	$-
Salaries & Employee Benefits	$44,499,861
Appropriation Total	**$62,404,743**
Revenue	
Available Fund Balance	$5,560,710
Other Revenues	$10,873,666
Property Tax Revenues	$45,970,367
Revenue Total	**$62,404,743**
NET	**$-**

	2023
Public Works Agency	
270100 Public Works Administration	
Appropriation	
Discretionary Services & Supplies	$970,000
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	$5,270
Other Charges	
Other Financing Uses	
Salaries & Employee Benefits	$810,000
Appropriation Total	**$1,785,270**
Revenue	
Available Fund Balance	
Other Revenues	$310,320
Property Tax Revenues	
Revenue Total	**$310,320**
270200 Building Inspection	
Appropriation	
Discretionary Services & Supplies	$1,101,272
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	$200,078
Other Charges	
Other Financing Uses	
Salaries & Employee Benefits	$2,473,650
Appropriation Total	**$3,775,000**
Revenue	
Available Fund Balance	
Other Revenues	$3,775,000
Property Tax Revenues	
Revenue Total	**$3,775,000**
270301 Countywide Clean Water Program	
Appropriation	
Discretionary Services & Supplies	$1,070,020
Fixed Assets	
Intra-Fund Transfer	$(936,363)
Non-Discretionary Services & Supplies	
Other Charges	
Other Financing Uses	
Salaries & Employee Benefits	$286,343
Appropriation Total	**$420,000**
Revenue	
Available Fund Balance	
Other Revenues	$420,000
Property Tax Revenues	
Revenue Total	**$420,000**

	2023
270311 Flood Control District, Zone 2	
Appropriation	
Discretionary Services & Supplies	$13,332,924
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	$14,135
Other Charges	$100,000
Other Financing Uses	
Salaries & Employee Benefits	$2,599,312
Appropriation Total	**$16,046,371**
Revenue	
Available Fund Balance	$8,549,397
Other Revenues	$3,188,000
Property Tax Revenues	$4,308,974
Revenue Total	**$16,046,371**
270400 Roads & Bridges	
Appropriation	
Discretionary Services & Supplies	$90,590,126
Fixed Assets	$1,530,000
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	$1,282,776
Other Charges	$1,306,671
Other Financing Uses	$2,700,000
Salaries & Employee Benefits	$15,174,041
Appropriation Total	**$112,583,614**
Revenue	
Available Fund Balance	$45,171,767
Other Revenues	$67,411,847
Property Tax Revenues	
Revenue Total	**$112,583,614**
270501 Public Ways CSA R-1967-1	
Appropriation	
Discretionary Services & Supplies	$2,304,118
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	$360
Other Charges	$172,852
Other Financing Uses	
Salaries & Employee Benefits	$194,900
Appropriation Total	**$2,672,230**
Revenue	
Available Fund Balance	$1,146,630
Other Revenues	$1,471,300
Property Tax Revenues	$54,300
Revenue Total	**$2,672,230**

	2023
270511 Public Ways CSA R-1982-1	
Appropriation	
Discretionary Services & Supplies	$247,803
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	
Other Charges	
Other Financing Uses	
Salaries & Employee Benefits	$10,669
Appropriation Total	**$258,472**
Revenue	
Available Fund Balance	$200,772
Other Revenues	$57,700
Property Tax Revenues	
Revenue Total	**$258,472**
270521 Public Ways CSA R-1982-2	
Appropriation	
Discretionary Services & Supplies	$35,483
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	
Other Charges	
Other Financing Uses	
Salaries & Employee Benefits	$2,134
Appropriation Total	**$37,617**
Revenue	
Available Fund Balance	$32,017
Other Revenues	$5,600
Property Tax Revenues	
Revenue Total	**$37,617**
270531 Public Ways CSA PW-1994-1	
Appropriation	
Discretionary Services & Supplies	$1,721,459
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	
Other Charges	
Other Financing Uses	
Salaries & Employee Benefits	$53,347
Appropriation Total	**$1,774,806**
Revenue	
Available Fund Balance	$1,051,406
Other Revenues	$723,400
Property Tax Revenues	
Revenue Total	**$1,774,806**
270541 Public Ways CSA SL-1970-1	
Appropriation	
Discretionary Services & Supplies	$1,234,785
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	
Other Charges	$180,294
Other Financing Uses	
Salaries & Employee Benefits	$96,025
Appropriation Total	**$1,511,104**
Revenue	
Available Fund Balance	$554,242
Other Revenues	$951,062
Property Tax Revenues	$5,800
Revenue Total	**$1,511,104**
270551 Public Ways CSA B-1988-1	
Discretionary Services & Supplies	$1,238,773
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	$15,660
Other Charges	$74,963
Other Financing Uses	
Salaries & Employee Benefits	$3,000,000
Appropriation Total	**$4,329,396**
Revenue	
Available Fund Balance	$206,774
Other Revenues	$4,122,622
Property Tax Revenues	
Revenue Total	**$4,329,396**

	2023
PUBLIC WORKS TOTAL	
Appropriation	
Discretionary Services & Supplies	$113,846,763
Fixed Assets	$1,530,000
Intra-Fund Transfer	$(936,363)
Non-Discretionary Services & Supplies	$1,518,279
Other Charges	$1,834,780
Other Financing Uses	$2,700,000
Salaries & Employee Benefits	$24,700,421
Appropriation Total	**$145,193,880**
Revenue	
Available Fund Balance	$56,913,005
Other Revenues	$82,436,851
Property Tax Revenues	$4,369,074
Revenue Total	**$143,718,930**
NET	**$1,474,950**

	2023
Sheriff's Office	
290351 Animal Shelter	
Appropriation	
Discretionary Services & Supplies	$384,772
Fixed Assets	$60,000
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	$372,107
Other Charges	
Other Financing Uses	
Salaries & Employee Benefits	$1,362,547
Appropriation Total	**$2,179,426**
Revenue	
Available Fund Balance	
Other Revenues	
Property Tax Revenues	$325,192
Revenue Total	**$325,192**
290371 Fish and Game	
Appropriation	
Discretionary Services & Supplies	$60,000
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	
Other Charges	
Other Financing Uses	
Salaries & Employee Benefits	
Appropriation Total	**$60,000**
Revenue	
Available Fund Balance	
Other Revenues	$60,000
Property Tax Revenues	
Revenue Total	**$60,000**
290601 Eden Township Substation	
Appropriation	
Discretionary Services & Supplies	$5,236,296
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	$9,095,593
Other Charges	
Other Financing Uses	
Salaries & Employee Benefits	$21,502,153
Appropriation Total	**$35,834,042**
Revenue	
Available Fund Balance	
Other Revenues	$1,126,804
Property Tax Revenues	$10,898,362
Revenue Total	**$12,025,166**
290611 Records and Warrants	
Appropriation	
Discretionary Services & Supplies	$425,629
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	$312,770
Other Charges	
Other Financing Uses	
Salaries & Employee Benefits	$2,497,862
Appropriation Total	**$3,236,261**
Revenue	
Available Fund Balance	
Other Revenues	$30,000
Property Tax Revenues	
Revenue Total	**$30,000**
290631 Youth and Family Services	
Appropriation	
Discretionary Services & Supplies	$1,120,022
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	$483,019
Other Charges	
Other Financing Uses	
Salaries & Employee Benefits	$6,105,566
Appropriation Total	**$7,708,607**
Revenue	
Available Fund Balance	
Other Revenues	$223,772
Property Tax Revenues	

	2023
Revenue Total	**$223,772**
290701 Police Protection CSA-PP-1991-1	
Appropriation	
Discretionary Services & Supplies	$129,000
Fixed Assets	
Intra-Fund Transfer	
Non-Discretionary Services & Supplies	
Other Charges	$64,545
Other Financing Uses	
Salaries & Employee Benefits	$24,778,739
Appropriation Total	**$24,972,284**
Revenue	
Available Fund Balance	
Other Revenues	$144,200
Property Tax Revenues	$24,828,084
Revenue Total	**$24,972,284**
SHERIFF TOTAL	
Appropriation	
Discretionary Services & Supplies	$7,355,719
Fixed Assets	$60,000
Intra-Fund Transfer	$-
Non-Discretionary Services & Supplies	$10,263,489
Other Charges	$64,545
Other Financing Uses	$-
Salaries & Employee Benefits	$56,246,867
Appropriation Total	**$73,990,620**
Revenue	
Available Fund Balance	$-
Other Revenues	$1,584,776
Property Tax Revenues	$36,051,638
Revenue Total	**$37,636,414**
NET	**$36,354,206**

Table B-11a
City of San Leandro General Fund Expenditures FY2022-23

Department	Amount (1)	per Resident (2)	Per Person Served (3)
City Council	$791,900	$8.96	$7.07
City Clerk	980,400	11.09	$8.75
City Attorney	986,600	11.16	$8.81
City Manager	2,107,600	23.84	$18.82
Emergency Services	0	0.00	$0.00
Human Resources	1,567,800	17.73	$14.00
Finance	3,950,000	44.68	$35.27
Non-Departmental (exc. pension bond refi) (5)	3,596,800	40.69	$32.12
Non-Departmental (pension bond refi)	3,037,500	34.36	$27.12
Police	44,771,400	506.44	$399.78
Fire	26,992,000	305.33	$241.02
Engineering & Transportation	4,291,900	48.55	$38.32
Public Works Administration	1,506,500	17.04	$13.45
Public Works (Other: Facilities, Open Space)	5,949,400	67.30	$53.12
Recreation	7,851,000	88.81	$70.10
Library	6,707,600	75.87	$59.89
Community Development	6,989,700	79.07	$62.41
Transfers Out	13,739,500	155.42	$122.68
TOTAL	$135,817,600	$1,536.33	$1,212.76

(1) General Fund Expenditures, FY2022-23 Proposed Budget, pg. 53-54
(2) Jan. 1, 2022 population (DOF) 88,404 household population
(3) Census OnTheMap 47,173 Total Jobs within City 2020
Persons Served 111,991 Residents plus 50% of jobs
(4) Departmental expenses include employee costs and internal service charges.
(5) Non-departmental includes $3.2 mill. leased facilities and equipment.

Table B-11b
City of San Leandro General Fund Revenues FY2022-23

Revenue Item	Amount (1)	Revenue Per Resident (2)	Per Person Served (3)
Fines, Fees and Forfeitures	$622,500	$7.04	$5.56
Interest & Property Income	2,639,300	$29.85	$23.57
Intergovernmental	805,000	$9.11	$7.19
Charges for Services	2,165,500	$24.50	$19.34
Other Revenues & Taxes	1,428,200	$16.16	$12.75
Interdepartmental	2,000,000	$22.62	$17.86
Franchise Fees	5,365,000	$60.69	$47.91
Property Taxes	27,876,400	$315.33	$248.92
Sales & Use Tax	51,326,000	$580.58	$458.31
Utilty Users Tax	10,767,000	$121.79	$96.14
Licenses & Permits	3,877,500	$43.86	$34.62
Business License Tax	5,830,000	$65.95	$52.06
Real Property Transfer Tax (4)	9,270,000	$104.86	$82.77
Emergency Communication System (911)	3,366,000	$38.08	$30.06
TOTAL	**$127,338,400**	**$1,440.41**	**$1,137.05**

(1) General Fund Revenues, FY2022-23 Proposed Budget, pg. 42-43
(2) Cal. Dept. of Finance E-1 88,404 Jan. 1, 2022
(3) Census OnTheMap 47,173 Total Jobs within City 2020
Persons Served 111,991 Residents plus 50% of jobs
(4) Assessed value of San Leandro $15,310,106,647
Source: Alameda County Auditor-Controller, Annual Assessed Valuation, Report ID: TXA-404, Tax Roll Year: 2021-2022.

Real Property Transfer Tax as a % of assessed	0.061%

Table B-11c
City of Hayward General Fund Expenditures FY2022-23
Castro Valley and Other Unincorporated Communities

Department	Amount (1)	Total Cost per Resident (2)	Per Person Served (3)
Mayor & Council	$403,618	$2.51	$2.08
City Attorney	$1,466,838	$9.13	$7.55
City Clerk	897,995	$5.59	$4.62
City Manager	6,315,035	$39.32	$32.52
Development Services	10,313,456	$64.22	$53.11
Finance	5,327,976	$33.18	$27.44
Fire	48,714,413	$303.34	$250.87
Human Resources	3,262,857	$20.32	$16.80
Library	7,068,327	$44.01	$36.40
Maintenance Services	6,167,728	$38.41	$31.76
Police	85,588,665	$532.96	$440.76
Public Works & Utilities	3,988,704	$24.84	$20.54
Transfers	14,303,000	$89.06	$73.66
Non-departmental (4)	167,853	$1.05	$0.86
TOTAL	**$193,986,465**	**$1,207.95**	**$998.98**

Notes to Table B-11c
(1) General Fund Expenditures, FY2022-23 Proposed Budget, pg. 56
(2) Jan. 1, 2022 population (D(160,591 household population
(3) Census OnTheMap 67,187 Total Jobs within City
Persons Served 194,185 Residents plus 50% of jobs
(4) Departmental expenses include employee costs and internal service charges.

Table B-11d
City of Hayward General Fund Revenues FY2022-23
Castro Valley and Other Unincorporated Communities

Revenue Item	Amount (1)	Total Revenue per Resident (2)	Per Person Served (3)
Property Tax (inc. VLF)	$62,670,000	$390.25	$322.73
Sales & Use Tax	45,534,000	$283.54	$234.49
Utility Users Tax	18,000,000	$112.09	$92.70
Franchise Fee Tax	11,360,000	$70.74	$58.50
Real Property Transfer Tax	17,600,000	$109.60	$90.64
Other Taxes (inc. Hotel Tax)	7,581,000	$47.21	$39.04
Charges for Services	13,636,000	$84.91	$70.22
Inter-governmental	7,969,000	$49.62	$41.04
Fines & Forfeitures	2,385,000	$14.85	$12.28
Other Revenues	535,000	$3.33	$2.76
Interest & Rents	650,000	$4.05	$3.35
Transfers In	11,221,000	$69.87	$57.79
TOTAL	**$199,141,000**	**$1,240.05**	**$1,025.52**

Notes to Table B-11d
(1) General Fund Revenues, FY2022-23 Proposed Budget, pg. 59-60
(2) Cal. Dept. of Finance E-1 160,591 Jan. 1, 2022
(3) Census OnTheMap 67,187 Total Jobs within City
Persons Served 194,185 Residents plus 50% of jobs

Table B-11e
City of Dublin General Fund Expenditures FY2022-23
Castro Valley and Other Unincorporated Communities

Department	Amount (1)	Total Cost per Resident (2)	Per Person Served (3)
Salaries & Wages	$13,249,383	$181.67	$156.38
Benefits	$5,488,704	$75.26	$64.78
Services & Supplies	5,178,309	$71.00	$61.12
Internal Service Fund Charges	4,932,571	$67.63	$58.22
Utilities	3,485,435	$47.79	$41.14
Contracted Services	59,695,219	$818.51	$704.58
Capital Outlay	432,737	$5.93	$5.11
Debt Service Payment	1,333,050	$18.28	$15.73
Contingency & Miscellaneous	223,440	$3.06	$2.64
TOTAL	**$94,018,848**	**$1,289.13**	**$1,109.71**
Other			
Police (exc. liability insurance provided by County)	$27,883,673	$382.32	$329.11
Includes sheriff contract and city staff/support services	See City of Dublin FY2022-23 Budget, pg. G-52; does not inclu		
Vehicle Replacement (internal services transfers)	inc. internal charges		

Notes to Table B-11e
(1) General Fund Expenditures, FY2022-23 Proposed Budget, pg. F-1
(2) Jan. 1, 2022 population (DOF) 72,932 household population
(3) Census OnTheMap 23,584 Total Jobs within City 2020
Persons Served 84,724 Residents plus 50% of jobs

Table B-11f
City of Dublin General Fund Revenues FY2022-23
Castro Valley and Other Unincorporated Communities

Revenue Item	Amount	Revenue Per Resident (2)	Per Person Served (3)
Property Tax	$55,163,000	$756.36	$651.09
Sales Tax	$26,400,000	$361.98	$311.60
Sales Tax Reimbursements	-405,555	-$5.56	-$4.79
Development Revenue	7,702,334	$105.61	$90.91
Transient Occupancy Tax	1,400,000	$19.20	$16.52
Other Taxes	6,560,000	$89.95	$77.43
Licenses & Permits	351,373	$4.82	$4.15
Fines & Penalties	85,000	$1.17	$1.00
Interest Earnings	1,510,000	$20.70	$17.82
Rentals & Leases	1,477,330	$20.26	$17.44
Intergovernmental	290,000	$3.98	$3.42
Charges for Services	6,496,124	$89.07	$76.67
Other Revenue	1,680,156	$23.04	$19.83
TOTAL	**$108,709,762**	**$1,490.56**	**$1,283.10**

Notes to Table B-11f
(1) General Fund Revenues, FY2022-23 Proposed Budget, pg. F-1
(2) Cal. Dept. of Finance E-1 72,932 Jan. 1, 2022
(3) Census OnTheMap 23,584 Total Jobs within City 2020
Persons Served 84,724 Residents plus 50% of jobs

Table B-11g
City of San Ramon General Fund Expenditures FY2022-23
Castro Valley and Other Unincorporated Communities

Department	Amount (1)	Total Cost per Resident (2)	Per Person Served (3)
General Government	$3,255,182	$119.49	$68.34
Administrative Services	5,581,725	$204.89	$117.18
Community Development	4,578,615	$168.07	$96.12
Police Services	14,922,602	$547.78	$313.29
Public Works	16,176,438	$593.81	$339.61
Parks & Community Services	8,460,650	$310.57	$177.63
Non-Departmental	50,000	$1.84	$1.05
TOTAL	**$53,025,212**	**$1,946.45**	**$1,113.23**

Notes to Table B-11g
(1) General Fund Expenditures, FY2022-23 Proposed Budget, pg. 55
(2) Jan. 1, 2022 population (DOF) 27,242 household population
(3) Census OnTheMap 40,780 Total Jobs within City 2020
Persons Served 47,632 Residents plus 50% of jobs

Table B-11h
City of San Ramon General Fund Revenues FY2022-23
Castro Valley and Other Unincorporated Communities

Revenue Item	Amount (1)	Revenue Per Resident (2)	Per Person Served (3)
Property Tax	$24,376,859	$894.83	$511.77
Sales Tax	11,298,342	$414.74	$237.20
Property Transfer Tax	1,054,696	$38.72	$22.14
Transient Occupancy Tax (TOT)	2,317,261	$85.06	$48.65
Franchise Fees	5,737,096	$210.60	$120.45
Licenses & Permits*	2,748,250	$100.88	$57.70
Charges for Services	6,251,004	$229.46	$131.24
Fines & Forfeitures*	289,000	$10.61	$6.07
Investment Income*	105,000	$3.85	$2.20
Intergovernmental	498,484	$18.30	$10.47
Miscellaneous Revenue*	3,176,466	$116.60	$66.69
Transfers In	4,781,633	$175.52	$100.39
TOTAL	**$62,634,091**	**$2,007.05**	**$1,314.96**

Notes to Table B-11h
(1) General Fund Revenues, FY2022-23 Proposed Budget, pg. 54
(2) Cal. Dept. of Finance E-1 27,242 Jan. 1, 2022
(3) Census OnTheMap 40,780 Total Jobs within City 2020
Persons Served 47,632 Residents plus 50% of jobs

Table B-11i
City of Oakley (Contra Costa County) General Fund Expenditures FY2022-23
Castro Valley and Other Unincorporated Communities

Department	Amount (1)	Total Cost per Resident (2) (2)	Per Person Served (3)
Animal Control	$341,874	$7.68	$7.32
City Council	125,732	$2.82	$2.69
City Clerk	516,486	$11.60	$11.06
City Attorney	458,279	$10.29	$9.81
City Manager	747,831	$16.79	$16.02
Community Outreach	0	$0.00	$0.00
Finance	975,488	$21.90	$20.89
Human Resources	707,995	$15.89	$15.16
Building Maintenance	554,278	$12.44	$11.87
Information Technology	342,906	$7.70	$7.34
Economic Development	270,735	$6.08	$5.80
Building Permit	1,098,996	$24.67	$23.54
Code Enforcement	383,794	$8.62	$8.22
Police	13,706,480	$307.71	$293.54
Planning	1,033,744	$23.21	$22.14
Engineering	2,158,407	$48.46	$46.22
Public Works Maintenance	749,151	$16.82	$16.04
Recreation	1,004,934	$22.56	$21.52
Parks	1,030,664	$23.14	$22.07
Transfers Out	8,080,000	$181.40	$173.04
TOTAL (4)	**$34,287,774**	**$769.77**	**$734.32**

Notes to Table B-11i

(1) General Fund Expenditures, FY2022-23 Proposed Budget, pg. 52.

(2) Jan. 1, 2022 population (DOF) 44,543 household population (area: 16.17 sq.miles, Wikipedia)

(3) Census OnTheMap 4,301 Total Jobs within City 2020

Persons Served 46,694 Residents plus 50% of jobs

(4) Non-departmental $2,812,534 allocated to various departments; includes "costs better managed on a citywide basis" such as office supplies, utilities, storage space rentals, copier costs, insurance, web page maintenance costs, telephone services and transfers to the City's internal service funds.

Table B-11j
City of Oakley (Contra Costa County) General Fund Revenues FY2022-23
Castro Valley and Other Unincorporated Communities

Revenue Item	Amount		Revenue Per Resident (2)	Per Person Served (3)
Other Revenue	$397,900		$8.93	$8.52
Intergovernmental Revenues	412,600		$9.26	$8.84
Other Taxes		(5)		
Transient Occupancy Tax	235,000		$5.28	$5.03
Interfund Charges for Services	10,638,108	(4)	$238.83	$227.83
Developer Fees	3,177,500		$71.34	$68.05
Property Taxes	4,350,000		$97.66	$93.16
Property Tax in lieu of VLF	4,099,000		$92.02	$87.79
Sales & Use Tax	2,800,000		$62.86	$59.97
Franchise Fees	2,162,000		$48.54	$46.30
Business Licenses	155,000		$3.48	$3.32
Real Property Transfer Tax	400,000		$8.98	$8.57
Other Financing Sources	300,000		$6.74	$6.42
TOTAL	**$29,127,108**	(5)	**$653.91**	**$623.79**

Notes to Table B-11j

(1) Major Revenue Sources, FY2022-23 Proposed Budget, pg. 52, 54 et seq.

(2) Cal. Dept. of Finance E-1 44,543 Jan. 1, 2022

(3) Census OnTheMap 4,301 Total Jobs within City 2020

Persons Served 46,694 Residents plus 50% of jobs

(4) Fiscal Year 2022-2023, estimated Interfund Charges total approximately $7.4 million for Police Services, $1.3 million for Engineering Services, $1.0 million for Parks Maintenance Services, $404,000 for Public Works Maintenance, $350,000 for Contractors, and $163,000 in total for Legal, Planning and Other Services.

(5) Budget (pg. 60) indicates "Other" inc. Bus. Licenses but they are also shown separately on pg. 52. Therefore the table above, which breaks out "Other" is $155,000 below the Budget total (pg. 52).

Table B-11k
City of Citrus Heights (Sacramento County) General Fund Expenditures FY2022-23
Castro Valley and Other Unincorporated Communities

Department	Amount (1)	Total Cost per Resident (2)	(2)	Per Person Served (3)
City Council	$114,118	$1.32		$1.21
City Manager	708,008	$8.22		$7.48
City Attorney	318,270	$3.69		$3.36
City Clerk	293,564	$3.41		$3.10
Elections	51,000	$0.59		$0.54
Economic Development	559,463	$6.49		$5.91
History and Arts	20,000	$0.23		$0.21
Human Resources	716,670	$8.32		$7.57
Information Technology	1,097,371	$12.74		$11.59
Risk Management	2,460,950	$28.57		$25.99
Finance	973,239	$11.30		$10.28
Non-Departmental	2,766,908	$32.12		$29.22
Police Operations	22,182,196	$257.48		$234.26
Animal Control	771,165	$8.95		$8.14
Engineering	488,912	$5.67		$5.16
Facility Management	741,149	$8.60		$7.83
Fleet Management	174,458			
Community Events	239,031	$2.77		$2.52
Community Center - Operations	685,427	$7.96		$7.24
Sylvan Community Center	23,152	$0.27		$0.24
Sayonara Community Center	19,656	$0.23		$0.21
Housing	86,420	$1.00		$0.91
Planning	651,869	$7.57		$6.88
Building Inspection	979,664	$11.37		$10.35
Planning Commission	17,186	$0.20		$0.18
Transfers Out	1,197,000	$13.89		$12.64
TOTAL	**$38,336,846**	**$442.97**		**$403.02**
Notes to Table B-11k	38,366,846	30,000		

(1) General Fund Expenditures, FY2022-23 Amended Budget, pg. 20.

(2) Jan. 1, 2022 population (DOF)	86,152	
(3) Census OnTheMap	17,079	Total Jobs within City 2020
Persons Served	94,692	Residents plus 50% of jobs

Table B-11l
City of Citrus Heights (Sacramento County) General Fund Revenues FY2022-23
Castro Valley and Other Unincorporated Communities

Revenue Item	Amount (1)	Revenue Per Resident (2)	Per Person Served (3)
Property Tax	$6,445,000	$74.81	$68.06
Sales Tax	13,800,000	$160.18	$145.74
Utility User Tax	2,850,000		
Franchise Fees	1,245,000	$14.45	$13.15
Other Tax Revenue	388,000	$4.50	$4.10
Business License	300,950	$3.49	$3.18
Licenses and Permits	1,532,950	$17.79	$16.19
Motor Vehicle In Lieu	9,623,877	$111.71	$101.63
Use of Money	50,000	$0.58	$0.53
Fines & Forfeitures	1,002,602	$11.64	$10.59
Charges for Services	1,132,459	$13.14	$11.96
Other Revenues	4,820,486	$55.95	$50.91
		$0.00	$0.00
TOTAL	**$43,191,324**	**$501.34**	**$426.03**

Notes to Table B-11l

(1) Major Revenue Sources, FY2022-23 Amended Budget, pg. 20

(2) Cal. Dept. of Finance E-1	86,152	Jan. 1, 2022
(3) Census OnTheMap	17,079	Total Jobs within City 2020
Persons Served	94,692	Residents plus 50% of jobs

	Commentor, Source		Summary of Comment	Response
1	**General Comments**	1a	Include a Budget Table for Eden	Budget estimates for Eden have been added to the report.
		1b	Include a Budget Table for Fairview	Budget estimates for Fairview have been added to the report.
		1c	Show County taxes before/after	Table B-6b showing County taxes from the incorporation areas has been added to the report. Text in report will clarify that CSA public safety revenues may be available (to be negotiated, and subject to legal review) to help fund sheriff services in a new city. Note: this table and Property Tax Summary indicate that Eden generates less property tax (net of ERAF) than the amount of property tax transferred from the County to the new city. The County would shift revenues from other areas of the County to fund the transfer to a new city in this case.
2	**Peter Rosen, "Castro Valley City", Aug. 11, 2023**	2a	(1) City Council costs reduced?	Additional reference cities were reviewed and the projected city council costs were reduced based on Oakley and Citrus Heights costs.
		2b	(1) Hayward pays Council less than $30k?	As noted above, council costs were reduced however this may also reduce other council services and expenditures including conference attendance, staff support and allocation of indirect costs.
		2c	(1) Use Hayward $2.51/capita instead of San Leandro $8.96?	See comments above.
		2d	(1) Would being a Charter City change Council costs?	New cities generally form as a General Law city. The council budget should not be affected whether or not it is a charter city. Changes to a charter generally require a vote and may be inflexible for a small city.

Commentor, Source		Summary of Comment	Response
	2e	(2) How is the property tax rate determined and why can't CV be adjusted higher similar to Fairview?	The allocation of property tax to the new city is determined by a statutory formula explained in the draft IFA and shown in Appendix B Table B-7. The amount is based on net cost of services times the "Auditor's Determination"; the effective tax rate is simply the tax transferred compared to assessed value. The rate cannot be changed as it is determined by the statutory formula. If costs are lower, property tax transferred is lower, and the effective rate is lower. If assessed value is higher in an area, then the rate will be lower.
	2f	(3) What is the amount and basis for online sales tax amounts?	As noted in the IFA and in Table B-5b the sales tax estimate shows a share of "unallocated pools", which include internet sales' equal to 22.6% of the basic 1% situs-based sales tax. The percentage is consistent with County share of the "pool" and other cities in Alameda County based on information provided by HdL, the County's sales tax consultant.
	2g	(3) Is it likely the new city would need to adopt a sales tax measure, and if so, what is the effect on feasibility?	Nearly half the cities in California have adopted a sales tax measure which could provide an important funding source for the new city's budget. For example, a 1% local sales tax measure would more than double the estimated sales tax revenues shown in the budget projections. This increase alone may not be sufficient to assure feasibility.
	2h	(4) What is included in $679k police vehicle cost (pg. 11) -lease or purchase?	The IFA has been revised - vehicle costs are included in additional city police costs. The City of Dublin budget includes vehicle costs in internal service charges (in addition to the total Sheriff contract cost).

Commentor, Source		Summary of Comment	Response
	2i	(4) How many vehicles in $679k, and how many does Dublin have, and what are their costs?	See above - vehicles are included in ongoing annual city police costs based on Dublin example. Specific number of vehicles will depend on beat and staffing configurations to be determined during contract negotiations. County information re: number of patrol officers (e.g., up to 7 assigned and roving) for two sectors covering Castro Valley) plus supervisors and investigation indicates 10 to 15 vehicles required (including traffic enforcement, overlapping shifts, backups in the event of maintenance and repair, etc.). Cepending on the type of vehicles, their cost can range from a base of about $50,000 to $100,000 fully outfitted with equipment.
	2j	(4) Are there additional costs for painting or "wrapping" vehicles?	Vehicle costs will depend on the contract with the Sheriff - whether the new city has dedicated vehicles with the city's name or not. The costs for painting or wrapping, which is becoming more popular, could cost $500 to several thousand per vehicle, but are not likely to be significant relative to the total police budget.
	2k	(5) Does County GF impact of $3.4 mill. (pg. 17) mean CV generates more in revenue to County than County spends on CV?	Generally, yes, CV generates more in revenue than it costs for services; as shown in the new Table B-6b, a portion of CV property tax remains with the County but it helps to fund Countywide services not transferred to a new city.
	2l	(5) What does it mean to say that revenue neutrality is "negotiable"?	LAFCO cannot approve a new city if there is an adverse fiscal impact and County revenue losses exceed cost savings, unless there is an agreement between the city proponents and the County about mitigation terms acceptable to the County (for example, sharing of revenues over a period of time). LAFCO will facilitate negotiations if there is an adverse impact demonstrated by the Comprehensive Fiscal Analysis (CFA) prepared by LAFCO (if an incorporation application is submitted to LAFCO).

Commentor, Source		Summary of Comment	Response
	2m	(5) Have the "staff reductions and resource reductions" for Alameda County been fully accounted for?"	The County costs are based on FY2022-23 budgeted revenues and expenditures and reflect staff and resources at that point in time. Subsequent changes to actual revenues and expenditures, and future budgets will change the estimates in the report. Certain city costs are based on other cities, for example, Dublin's Sheriff contract, and are not subject to County Sheriff funding and resource allocations.
	2n	(5) Do County cost savings consider elimination of BZA ("Bldg & Zoning Admin."?), County Planning and MAC?	Yes, those County cost savings are considered. Table B-8 in Appendix B (pg. 19 of 42) shows that County services and costs transferred (and eliminated) include Community Development (Planning, MACs).
	2o	(6) The report (Appx. B, pg. 14) uses San Leandro rate of $79.07 per person towards "Economic Development" which comes to $5.3 mill.; the report should show past 5 years and reflect in the report if total is less than $26 million.	The report uses the $79.07 rate to estimate "Community Development" costs (e.g., planning, etc.), NOT Economic Development. The latter costs are separately estimated as "Economic Development" at $200,000-$400,000 annually for a new city (see Appx. B). From FY19 through FY23 (5 years) the City of San Leandro's Community Development budget totalled $34.1 million, an average of $6.8 million per year which is slightly less than the FY22 budget of $7 million that is the basis for the $79.07 per resident factor in the report (based on San Leandro).

Commentor, Source		Summary of Comment	Response
	2p	(7) What size police force is imagined and how does it compare to those currently assigned to CV?	Additional information was added to the revised report regarding estimates of numbers of officers supported by the new city budget. The city budget estimates are based on the City of Dublin's Sheriff contract which provides 62 sworn officers, or 0.85 per 1,000 residents plus 11 non-sworn and City employees, an additional 0.15 FTE per 1,000 residents. This ratio would provide Castro Valley with about 57 sworn and 10 non-sworn staff. The County Sheriff assigns officers from the Eden Township Substation (ETS) to four sectors. Sector 1 and 2 correspond to Eden; Sector 3 and 4 cover Castro Valley and Fairview. Currently there are 137 total sworn and 19 non-sworn FTE in ETS which the Sheriff's Office indicates is not fully staffed. This is a ratio of about 0.90 sworn per 1,000 residents which includes supervisory staff, investigations, etc. When fully staffed there are generally 3 deputies assigned to each sector and 3 deputies that are roving units, which are assigned in specific areas where problems are identified or to assist in busy areas.
	2q	(7) If CV has less than 8 on patrol this would be no more than $10 mill. compared to Report's $22 mill.	As noted above, CV would have about 57 sworn officers although not all would be patrol, and these officers would be spread over multiple shifts and sectors to provide 24/7 coverage. This level of staffing and other admin. support costs justify the Report's cost estimates. The Comprehensive Fiscal Analysis prepared by LAFCO, if an application for incorporation is submitted, will detail these costs further. Actual costs depend on boundaries, contract terms to be negotiated, and desired levels of service.

Commentor, Source		Summary of Comment	Response
	2r	(8) How would alternatives considered in the prior study (e.g., establish CV police department) affect the budget and level of service?	The current report does identify alternatives including the establishment of a city police department. The revised report includes additional information to the effect that a city police department is likely to be comparable to a County contract, but provide less support and technical services and expertise, however could assure greater local control and focus. The new city council could consider this option once the City is established.
	2s	(9) How would inclusion of Canyonlands affect the budget of the new city?	The inclusion of the Canyonlands would have a minimal impact on the budget due to its low density, minimal population, absence of significant commercial revenue generating uses, and travel distances required to provide city services. No significant development is planned or allowed in the Canyonlands. Value of property in the Canyonlands does not affect property tax transferred from the County to the city - property tax transfer is determined by the cost of County services to the area. Marginal costs and revenues were estimated for Canyonlands; no significant impact is anticipated if the Castro Valley boundary were expanded to include Canyonlands.

Commentor, Source		Summary of Comment	Response
	2t	(9) Would the City of CV protect Measure D open space?	Measure D restricts development on certain parcels; a Countywide vote is required to change the Measure D. A new city would be subject to Measure D limitations. LAFCO would consider the implications of inclusion of Measure D constrained areas within a city boundary or SOI. As noted below, their inclusion may also trigger the need for an EIR to evaluate potential growth inducing impacts of incorporation. The Castro Valley boundaries shown in this Report correspond to the "Castro Valley Planning Area" in the Castro Valley General Plan (pg. I-5) which refers to the urbanized area within the County's Urban Growth Boundary, including the Castro Valley Census Designated Place (CDP) as well as the Five Canyons neighborhood. These boundaries largely follow the area that was proposed for incorporation in 2002, plus the Five Canyons neighborhood. Incorporation proponents and LAFCO will determine the boundaries of a new city.
	2u	(9) Would inclusion of Canyonlands in CV's SOI prevent Dublin's annexation of those areas?	Initially the new city's SOI would be co-terminous with its boundary. The new city will adopt an SOI following incorporation that will require LAFCO approval. LAFCO will consider a range of factors including environmental considerations, development potential and need for public services, and adjacent (or conflicting) SOI's of other agencies which may include Dublin. It will be the Proponents' responsibility to define a proposed city boundary in its application to LAFCO, who will evaluate the fiscal and other implications of the boundary, including potential growth-inducing impacts and need for an EIR. LAFCO may consider boundary alternatives that mitigate issues such as impacts on open space and services. LAFCO will also consider the need for services of areas outside the boundary that the County may have difficulty serving.

	Commentor, Source		Summary of Comment	Response
		2v	(10) Are there one-time admin. and purchasing costs, and are ongoing costs for replacement considered?	Yes, there will be initial acquisitions of equipment, supplies, computer hardware and software, etc. and these will require ongoing maintenance, repair and replacement, and may be purchased or leased over time. The costs in the report factor in ongoing equipment and supply costs in the estimates. When a new city is formed a detailed budget will be developed that will consider lease or purchase of equipment. Office space rental is included in the budget forecast.
		2w	(11) Can the report consider other reference cities that are less "mature with robust retail and commercial" and are largely residential?	Appendix B includes budget information for a number of other reference cities, including Oakley (Contra Costa County) which incorporated in 1999. Additional information about reference cities in addition to San Leandro and Hayward has been added to the report. Certain admin costs and council costs have been reduced.
		2x	(11) Has Jurupa Valley or other newly incorporated cities been considered?	Jurupa Valley and other Riverside County newly-incorporated cities have not been considered due to significantly different economic conditions - housing values are half those in Alameda County unincorporated areas and city employee salaries are generally lower. A new Alameda County city will be competing for employees with nearby cities including San Leandro and Hayward. Admin. costs have been reduced based on a review of other cities, e.g., Oakley (Contra Costa County, incorporated 1999) and Citrus Heights (Sacramento County, incorporated 1997). Other adjustments were made, e.g., non-departmental costs added.
3	**Michael Preston, "re: MAC meeting", Aug. 10, 2023**	3a	Boundaries of FFPD not clear (or not shown) on maps	

	Commentor, Source		Summary of Comment	Response
4	**Michael Preston, July 31, 2023**	4a	Page 21 of the draft IFA requires revisions: 1) FFPD main fire station its not owned by ACFD. Alameda County holds the title to the facility pending FFPD meeting some conditions imposed on the project. 2) FFPD has a general manager who oversees administrative functions of the district excluding managing the Fire Department Operations.	Report was revised accordingly.
	Michael Preston, September 17, 2023	4b	Exhibits show cities with and without various departments and services; using these jurisdictions' budgets requires that the budgets include similar components and they don't.	Budgets of other cities are shown for reference only; there are very few cities that will be identical to the potential new cities evaluated in the IFA. The IFA reviewed other cities, their services and revenues for general comparison of individual components. It is correct that the cities do not include exactly the same services. Therefore, the total revenues and total expenditures should be compared to the potential new cities' budgets judiciously and should not be taken as sole indicators of what the new cities' budgets should be without appropriate context and caveats.
5	**Frank Mellon, "No on Castro Valley Cityhood", August 8, 2023**	5a	1) The analysis should spell out salaries for various classifications and projected salary costs.	The revised report (see appendix) includes examples of typical salaries and related expenses, in addition to contract, equipment and facility costs where applicable. Due to the preliminary nature of the analysis a detailed line-item city budget forecast has not been prepared; if an incorporation application is submitted, LAFCO will prepare a more detailed analysis in a Comprehensive Fiscal Analysis (CFA).
		5b	2) The analysis should lay out the total personnel needed.	The revised report adds information about personnel and Full-Time Equivalents (FTEs) separate from other expenses.

Commentor, Source		Summary of Comment	Response
	5c	3) The report is missing a regulatory compliance department.	The revised IFA notes that "...The City Manager/Administrative Services and other departments' functions will include regulatory compliance to assure that all applicable federal, state and local laws and ordinances are being met.
	5d	4) The costs of other regular departments listed are missing.	The report includes summary budget forecasts which collapse departments into broader categories. A detailed breakdown can be found in the appendices.
	5e	5) The report does not lay out costs (wages and benefits) and whether police are contracted or hired.	The revised report notes that a contract with the Sheriff is the assumed method of service provision unless at a future point the City forms its own department. As noted in prior responses, the report adds information about estimated staffing (FTEs) and salaries.
	5f	6) How much will a required study for electoral districts cost?	The city is not required to elect council members by district, however, it may be subject to litigation if there are violations of the California Voting Rights Act. No costs have been estimated for this process or potential litigation. The ballot that includes the cityhood vote will also include the question of whether council members should be elected by district in the future. Districting studies can cost $50,000 or more.
	5g	7) The cost of doing business should be totally laid out.	See response to 5d above.
	5h	8) Reimbursement to County will be required.	Correct. The report estimates the annual impact on the County. See the appendix for additional detail.
	5i	9) There will be costs for elected officials.	Correct. The report estimates the annual cost for the City Council. See the appendix for additional detail.
	5j	10) There will be costs for running a city.	Correct. The report estimates the annual costs of running the City. See the appendix for additional detail.
	5k	11) There will be costs for an election.	Correct. This has been noted in the report.

	Commentor, Source		Summary of Comment	Response
6	**Comments at LAFCO Hearing July 13, 2023**	6a	Eden and Fairview are not contiguous and cannot be approved as a single city.	Correct. The boundaries are for analysis purposes only. The revised PCFA includes additional city budget analysis for Eden separate from Fairview and their combination has been removed.
		6b	Are Canyonlands included?	See 2s-u above. The Castro Valley boundary corresponds to the Castro Valley Planning Area that is urbanized and does not include the Canyonlands. An incorporation application submitted to LAFCO could include a portion of the Canyonlands subject to LAFCO review and potential CEQA analysis. Preliminary analysis and discussion has been added to the revised report to the effect that adding Canyonlands to a Castro Valley boundary is unlikely to have a significant financial feasibility impact.
		6c	Why do the property tax factors vary so widely between communities?	See 2e above. The formula is statutorily defined and depends on the costs of services to an area and assessed value within that area. A high County cost of services relative to assessed value will produce a higher property tax allocation factor by comparison to an area with a low County cost of services and high assessed value. The calculations are detailed in the appendix.
		6d	Are internet sales included in the sales tax calculation?	Yes.
		6e	Economic Development costs are high?	The IFA clarifies that County redevelopment costs relate to former redevelopment area; the PCFA includes economic development costs. See also Comment #2o.

Comments on the Draft Castro Valley IFA Report

Dear Commissioners:

Thanks to you and Staff for the work and leadership obviously put into the Draft IFA. It is a very reasonable and thoughtful effort. There are some issues regarding Scope, Process and Representation that I would like to see the Commission address.

The omission of the Canyonlands/Agricultural Areas from the IFA is troubling, as is how it came to be omitted from the Scope of the analysis.

The borders of the IFA do not include the vital and valuable Canyonlands of Castro Valley, and they need to. The areas of Crow Canyon, Cull Canyon, Palomares Canyon, Eden Canyon, Norris Canyon and Sunnyslope contain many viable agricultural and traditional businesses and high-value parcels that may have significant impacts on the projects' economics.

More troubling is that that the Scope was set without any input from the community represented in those areas and the rest of Castro Valley. Our agricultural heritage and legacy demand it. **There is no audio/video record** in any early meetings of boundary discussions resulting in the exclusion of the Canyonlands from the IFA. The residents and businesses who have called Castro Valley Home for generations have had no opportunity to feed into the IFA at its outset. They have not been represented well and should have the opportunity to input into the boundary formation and further study. The inclusion of the Canyonlands in the next iteration could always be reversed, once we (the community) know the impacts of being included. This needs to happen.

The People of Castro Valley have received unequal and restricted opportunity to comment on the Draft IFA.

All members of the communities involved have had the opportunity to submit written comments on the report during the originally stated comment period ending August 11th. Additionally, the communities of Ashland, Cherryland, San Lorenzo and Hayward Acres and the community of Fairview had the opportunity to engage with LAFCO Staff and the report in meetings with their Municipal Advisory Councils on August 8th and 10th respectively. This opportunity to discuss and dialog was very meaningful to the communities. As mentioned, the original public comment period closed on the 11th. The IFA was scheduled to come to the Castro Valley MAC on August 28th so the people of Castro Valley would benefit from the same opportunities to work with Staff, the MAC and the report that their neighbors had. Repeated requests to LAFCO Staff to extend the public comment period were politely refused, denying Castro Valley the same opportunities afforded others in the study areas.

During the CVMAC Meeting held on August 28th, LAFCO Staff announced that public comment would be extended to September 11th. This was very much a surprise given the numerous prior refusals, and the relatively small showing of residents in attendance at the CVMAC meeting to discuss the IFA was indicative of the fact that much of the community had to believe that public comment had already closed. I look to you to ensure that all citizens subject to this LAFCO process are given equal and vigorous opportunities to interact with the next phases of analysis.

Respectfully,

Bill Mulgrew

Castro Valley Resident

(510) 828-3386

To: Alameda County LAFCO
Re: Feasibility Study on incorporation of the Eden Area

Thank you for extending the deadline for comments. I submit these comments for your consideration on the feasibility study prepared by Berkson Associates and the possible incorporation of the unincorporated Eden Area of Alameda County. My remarks will cover these areas:

1. Alameda County should divest itself of all unincorporated areas.
2. Presenting the argument for neighboring cities to annex areas, they left void of economic feasibility.
3. Requesting a comparison to newer cities, not the neighboring cities that are well-established.
4. Castro Valley should be one city with the addition of the Canyon Areas under the 94552 zip code.

I moved to Castro Valley in 1971. My level of involvement in the community crosses many areas of governance, so I speak with some knowledge. Let me preface this submittal because this is a personal opinion and does not reflect my current involvement with the CV City group. It is based solely on my unique vision for the Castro Valley community.

First and foremost, the county should not have unincorporated areas. The Board of Supervisors is responsible for the unincorporated areas but does so at the expense of the entire county. The conflict that arises from trying to be the municipality for unincorporated areas dilutes their ability to serve as a safety net for the whole county, resulting in competition between roles. If the Board of Supervisors divested themselves of the unincorporated areas, they could better meet the diverse needs of the county. These competing interests diminish their ability to serve the needs of the unincorporated areas.

Two prominent areas for discussion are Castro Valley and San Lorenzo. The lines for Castro Valley should be by zip codes 94546 and 94552. It means changing the boundaries of the general plan. What seems to be missing is the Canyon areas. In developing an economic base, we should consider that the diversity of the economy creates more local jobs than a homogenous economic development system and sustains itself when one segment suffers a downturn; the other can support it. The agricultural areas of Castro Valley show great promise in developing wineries and horsemanship.

San Lorenzo needs to speak for itself. I see promise there, but I do not live in San Lorenzo and would not presume to speak for San Lorenzo.

Ashland, Cherryland, and Hayward Acres suffer from the cherry-picking of their neighboring cities. As I drive through these areas, I see the devastating outcome of previous LAFCO decisions to allow
The neighboring cities to the Eden Area selectively chose areas that would increase their city tax base. Still, they robbed the unincorporated areas of Ashland, Cherryland, and Hayward Acres of the opportunity to prosper and make improvements that result in a sustainable, livable community. The outcome is unincorporated communities do not receive the necessary services to

attain optimum livability measurements. The long-term effect of this cherry-picking deprives unincorporated areas of sidewalks, economic development, parks, and more.

Planning for the unincorporated areas competes and often conflicts with the county's needs. For example, local control would use economic development with housing to meet RHNA numbers. City councils focus on the direct needs of the community, planning the infrastructure to meet the needs of new construction, not just looking at empty lots for housing. They will arrange to meet RHNA numbers by planning development and making changes to the infrastructure to accommodate those plans. County staff only look at providing housing by the numbers. This statement does not criticize those individuals but only points out their unfamiliarity with the needs of those areas, which results in an unplanned look and reduces the livability of the community where they reside and meet the demands to succeed in developing a sustainable, livable community.

There needs to be a second look at the figures used in this report. The statistics imply that more money is required than is currently spent in the unincorporated areas. The statistics seem to be either short on the revenue side or inflated on the expense side. This report could benefit from comparing newer cities in California rather than the surrounding cities to the Eden area.

Lastly, it would be helpful if community representatives could ask the consultant who prepared the report questions. The outcome of not asking questions of the consultant resulted in a campaign of disinformation by some community members.

Respectfully submitted,

Linda Tangren
5834 Highwood Road
Castro Valley, CA 94552

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AGENDA REPORT
November 9, 2023
Item No. 7

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Countywide Fire Protection and Emergency Medical Services MSR | Draft Report**

The Alameda Local Agency Formation Commission (LAFCO) will review a draft municipal service review on fire protection and emergency medical services throughout Alameda County. The draft has been prepared as part of the Alameda LAFCO's adopted work plan and independently assesses the availability, need, and adequacy of key public services provided in the region. This includes preparing determinations addressing the factors required in the statute as part of the municipal service review (MSR) process as well as informing future boundary changes and sphere of influence updates of affected agencies. The draft is being presented for discussion and feedback ahead of staff initiating a 30-day public review and comment period and returning the item to the Commission at its next regular meeting for final action.

Background

Municipal Service Reviews

State law directs LAFCOs to regularly prepare municipal service reviews in conjunction with updating each local agency's sphere of influence. The legislative intent of the municipal service review and its five-year cycle requirement is to proactively inform the Commission regarding the availability and sufficiency of governmental services relative to current and future community needs. The municipal service review is an important tool for LAFCO in fulfilling its legislative mandate to coordinate efficient and logical development of local government agencies and services. Municipal service reviews statutorily inform required sphere of influence updates and may also lead the Commission to take other actions under its authority, such as forming, consolidating, merging, or dissolving cities and special districts.

Work Plan

Alameda LAFCO's work plan for fiscal year 2022-2023 was adopted at a noticed public hearing on May 12, 2022 and outlined specific project goals for the fiscal year.

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Nate Miley, Regular County of Alameda
Karla Brown, Chair City of Pleasanton
Ralph Johnson, Regular Castro Valley Sanitary District
Sblendorio, Regular Public Member
David Haubert, Regular County of Alameda
Melissa Hernandez, Regular City of Dublin
Mariellen Faria, Regular Eden Township Healthcare District
Bob Woerner, Alternate Public Member
Lena Tam, Alternate County of Alameda
John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

This included completing a countywide municipal service review on fire protection and emergency medical services that was initiated in 2021. The municipal service review represents the first type of countywide study covering fire protection services in the region.

Affected Agencies

The most recent MSR covering cities and special districts in Alameda County that provided public safety including fire and emergency medical services was completed in 2004. The special districts including those reviewed in this report, were again individually reviewed in 2013. Municipal services offered by the cities, including fire and EMS, were also reviewed in 2018.

Four special districts and fourteen cities were reviewed as part of this MSR:

- Alameda County Fire Department (ACFD)
- East Bay Regional Park District (EBRPD)
- Emergency Medical Services County Service Area (EMS CSA)
- Fairview Fire Protection District (FFPD)
- City of Alameda
- City of Albany
- City of Berkely
- City of Dublin
- City of Emeryville
- City of Fremont
- City of Hayward
- City of Livermore
- City of Newark
- City of Oakland
- City of Piedmont
- City of Pleasanton
- City of San Leandro
- City of Union City

Most fire providers across the State and within Alameda County are faced with similar challenges, including:

- Constrained budgets combined with increased costs
- Meeting expanding standards and requirements
- Multiple service providers and communication systems contributing to diminished interoperability, response consistency, and efficiency
- Duplication and/or lean staffing of certain services (i.e., administration)
- Larger and more frequent wildfires

In addition to future inflation and recession risks, over the long-term fire and EMS agencies will continue to face financial challenges from population and commercial growth, unfunded pension liabilities, increasing liability and insurance costs, in addition to the growing firefighting costs associated with climate change.

Discussion

This item is for Alameda LAFCO to review the draft report on its countywide fire protection and emergency medical services MSR consistent with the adopted work plan and ahead of staff initiating a 30-day public review and comment period. Similarly, it is also an opportunity to receive initial comments from stakeholders in the region and other interested parties and individuals. Feedback received will be incorporated by staff and consultant, Policy Consulting Associates, into a final report with recommendations at the Commission's next meeting to formally file with an accompanying resolution codifying determinative statements.

An Executive Summary anchors the municipal service review and outlines the key conclusions and recommendations generated to date. Each agency profile includes determinative statements addressing the mandatory factors required under statute anytime Alameda LAFCO performs a municipal service review. Examples include making independent statements on infrastructure needs and deficiencies, population estimates, financial resources, and opportunities and merits therein for reorganizations. Specific recommendations for action either by the Commission or affected agencies included in the MSR will be provided in the final report.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):
Discuss the draft MSR and provide related feedback to staff. This includes providing direction on desired revisions ahead of staff initiating a 30-day public review and comment period, and later returning the item for final action at Alameda LAFCO's next regular meeting.

Alternative Two:
Continue the item to a future meeting and provide direction to staff.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda for discussion as part of the business calendar. The following procedures are recommended in the consideration of this item:

1. Receive staff presentation
2. Questions or clarifications from the Commission
3. Invite comments from the public
4. Discuss item and provide feedback as requested

Respectfully,



Rachel Jones
Executive Officer

Attachments:

1. Countywide Fire Protection and Emergency Medical Services Municipal Service Review – Draft Report



POLICY CONSULTING ASSOCIATES, LLC

BA

Fire Protection and Emergency Services Municipal Service Review

ALAMEDA LOCAL AGENCY FORMATION COMMISSION

PUBLIC REVIEW DRAFT
NOVEMBER 3, 2023

Submitted by:
Policy Consulting Associates & Berkson Associates

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ACRONYMS

AAGR:	Average Annual Growth Rate
AB:	Assembly Bill
ABAG:	Association of Bay Area Governments
ACFCC:	Alameda County Fire Communication Center
ACFD:	Alameda County Fire Department
ACHPP:	Alameda County Health Pathway Partnership
ACRECC:	Alameda County Regional Emergency Communications Center
ADU:	Accessory Dwelling Unit
AFD:	City of Alameda Fire Department
ALCO EMS:	Alameda County Emergency Medical Services
ALS:	Advanced Life Support
APOT:	Ambulance Patient Offload Time
ARFF:	Aircraft Rescue and Fire-fighting
BFD:	Berkeley Fire Department
BLS:	Basic Life Support
BOE	California Board of Equalization
BUSD:	Berkeley Unified School District
CA:	California
CAD:	Computer Aided Dispatch
CAFR:	Comprehensive Annual Financial Report
CAL EMA:	California Emergency Management Agency
CAL FIRE:	California Department of Forestry and Fire Protection
CalPERS:	California Public Employees' Retirement System
CAP:	Climate Action Plan/Program
CAPCE:	Commission on Accreditation for Pre-hospital Continuing Education
C.A.R.E.:	Community Assessment Response and Engagement
CARP:	Climate Action and Resiliency Plan
CATT:	Community Assessment and Transport Team
CDP:	Census Designated Places
CEQA:	California Environmental Quality Act
CERBT:	California Employer's Retiree Benefit Trust
CERT:	Community Emergency Response Team
CHP:	California Highway Patrol

CICCS: California Incident Command Certification Center and Special Operations
CIP: Capital Improvement Plan
CKH: Cortese-Knox-Hertzberg
CPF: California Professional Firefighters
CPR: Cardiopulmonary Resuscitation
CPSE: Center for Public Safety Excellence
CSA: County Service Area
CSDA: California Special District Association
CWPP: Community Wildfire Protection Plan
CY: Calendar Year
DPA: Direct Protection Areas
DOF: California Department of Finance
DUC: Disadvantaged Unincorporated Community
EBMUD: East Bay Municipal Utility District
EBPRD: East Bay Regional Park District
EBRCSA: East Bay Regional Communications System Authority
ECAP: Equitable Climate Action Plan
EDZ: Economic Development Zone
EMD: Emergency Medical Dispatch
EMOC: Executive Management Oversight Committee
EMS: Emergency Medical Services
EMS CSA: Emergency Medical Services County Service Area
EMSA: Emergency Medical Services Authority
EMT: Emergency Medical Technician
EOA: Exclusive Operating Area
EOP: Emergency Operations Plan
ERAF: Educational Revenue Augmentation Fund
FDAC-FASIS: Fire District Association of California- Fire Agency Self-Insurance System
FEERAM: Fire Engine Equipment Replacement and Maintenance
FEMA: Federal Emergency Management Agency
FD: Fire District
FDC: Fire Department Dispatch Center
FEMA: Federal Emergency Management Agency
FF: Firefighter
FFD: Fremont Fire Department

FFPD:	Fairview Fire Protection District
FHSZ:	Fire Hazard Safety Zone
FMP:	Fire Facilities Master Plan
FNC:	Falck Northern California
FPD:	Fire Protection District
FRA:	Federal Responsibility Area
FRALS:	First Responder Advanced Life Support
FTE:	Full-Time Equivalent
FY:	Fiscal Year
GHG:	Greenhouse Gas Emissions
GIS:	Geographic Information Systems
GM:	General Manager
GP:	General Plan
HCD:	Housing and Community Development
HFD:	Hayward Fire Department
ISO:	Insurance Services Organization
JHA:	Jurisdiction Having Authority
JPA:	Joint Powers Authority
LAFCO:	Local Agency Formation Commission
LEMSA:	Local Emergency Medical Services Agency
LHMP:	Local Hazard Mitigation Plan
LBNL:	Lawrence Berkeley National Laboratory
LPFD:	Livermore-Pleasanton Fire Department
LLNL:	Lawrence Livermore National Laboratory
LRA:	Local Responsibility Area
LTFP:	Long-Term Financial Plan
LVJUSD:	Livermore Valley Joint Unified School District
MD:	Medical Doctor
MOU:	Memorandum of Understanding
MPDS:	Medical Priority Dispatch System
MRA:	Mutual Response Area
MSR:	Municipal Service Review
NERT:	Neighborhood Agency Response Team
MTC:	Metropolitan Transportation Commission
NA:	Not applicable

NFPA:	National Fire Protection Association
NP:	Not Provided
OASA:	Out-of-Area Service Agreement
OES:	Office of Emergency Services
OFD:	Oakland Fire Department
OIT:	Operator in Training
OPEB:	Other Post-Employment Benefits
OPR:	Office of Planning and Research
PC:	Planning Commission
PDA:	Priority Development Area
PFD:	Piedmont Fire Department
PPC:	Public Protection Classifications
PPD:	Piedmont Police Department
PSAP:	Public Safety Answering Point
RFP:	Request for Proposals
RHNA:	Regional Housing Needs Allocation
RN:	Registered Nurse
SAFER:	Staffing for Adequate Fire and Emergency Response
SB:	Senate Bill
SCBA:	Self-Contained Breathing Apparatus
SCU:	Santa Clara Unit
SDMRA:	Special District Risk Management Authority
SHSGP:	State Homeland Security Grant Program
SOC:	Standards of Cover
SOI:	Sphere of Influence
SR:	State Route
SRA:	State Responsibility Area
TOD:	Transit-oriented Development
TLAR:	Technical large animal rescue
UASI:	Urban Areas Security Initiative
UHU:	Unit hour utilization
USFS:	United States Forest Service
WEA:	Wireless Emergency Alert
WPCG:	Wildfire Prevention Coordinating Group
WUI:	Wildland Urban Interface

PREFACE

Prepared for the Local Agency Formation Commission of Alameda County (LAFCO), this report is a countywide fire protection and emergency medical services review—a state-required comprehensive study of services within a designated geographic area. This Service Review focuses on local agencies and other service providers in Alameda County that provide fire, medical and other related emergency services.

CONTEXT

Alameda County LAFCO is required to prepare this Countywide Fire Service Review by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000, et seq.), which took effect on January 1, 2001. This fire and emergency medical service review examines services provided by public agencies in Alameda County whose boundaries and governance are subject to LAFCO.

CREDITS

The authors extend their appreciation to those individuals at the many agencies that provided responses to questionnaires, as well as planning and financial information and documents used in this report. The contributors are listed individually at the end of this report.

Alameda LAFCO staff provided project coordination. This report was prepared in conjunction by Policy Consulting Associates, LLC and Berkson Associates, and was co-authored by Jennifer Stephenson, Richard Berkson, and Jill Hetland. Jennifer Stephenson served as project manager. Dennis Miller, with Featherhorse Designs, provided GIS and mapping services.

1. EXECUTIVE SUMMARY

This report is a Municipal Service Review (MSR) of fire and emergency medical services provided in Alameda County prepared for the Alameda Local Agency Formation Commission (LAFCO). An MSR is a State-required comprehensive study of services within a designated geographic area, in this case, Alameda County. The MSR requirement is codified in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000 et seq.). This report focuses on fire and emergency medical service providers located in Alameda County which are under the jurisdiction of Alameda LAFCO.

The most recent MSR covering Alameda special districts and cities specific to public safety including fire and emergency medical services was completed in 2004. The special districts, including those reviewed in this report, were again individually reviewed in 2013. Municipal services offered by the cities, including fire and EMS, were also reviewed in 2018.

Four special districts and 14 cities were reviewed as part of this MSR:

- Alameda County Fire Department (ACFD)
- East Bay Regional Park District (EBRPD)
- Emergency Medical Services County Service Area (EMS CSA)
- Fairview Fire Protection District (FFPD)
- City of Alameda
- City of Albany
- City of Berkeley
- City of Dublin
- City of Emeryville
- City of Fremont
- City of Hayward
- City of Livermore
- City of Newark
- City of Oakland
- City of Piedmont
- City of Pleasanton
- City of San Leandro
- City of Union City

Of the special districts reviewed, two provide direct services, one is responsible for local EMS planning across the County, and one provides fire protection and EMS to its residents by contract with a city fire department. Of the cities reviewed, seven maintain their own fire departments, two cities are served by a combination fire department operating through a joint powers authority model, and five are served by Alameda County Fire Department by contract—Dublin, San Leandro, Newark, Union City, and Emeryville.

Challenges to Fire Provision

Most fire providers across the State and within Alameda County are faced with similar challenges, including:

- Constrained budgets combined with increased costs,
- Meeting expanding standards and requirements,
- Multiple service providers and communication systems contributing to diminished interoperability, response consistency, and efficiency,
- Duplication and/or lean staffing of certain services (i.e., administration), and
- Larger and more frequent wildfires.

While each of these issues can pose an obstacle to service provision that the agencies continually work to mitigate, the primary challenge faced in Alameda and the State is the threat of increased occurrence and size of wildfires resulting predominantly from longer drier fire seasons and other extreme weather conditions. Alameda County fire agencies, municipalities, and community members are working collaboratively to address environmental changes and protect at-risk communities.

Impacts of Climate Change

There is strong evidence that climate change, especially rising temperatures and periodic droughts, have made substantial contributions to the increase in the frequency and area burned in wildfires in the State and along the west coast.[1] According to most climatologists, the planet is starting to experience shifts in climate patterns and an increased frequency of extreme weather events. Over the next century, a variety of changes to local climate conditions are anticipated, including more frequent and prolonged higher temperatures leading to extreme heat events and wildfires that decrease air quality and cause extended periods of drought.[2]

The impacts of climate change on wildfires in Alameda County are already apparent as indicated by 1) increased average annual maximum temperature (1.7°F from 1950 to 2000), 2) severe moisture deficit and drought (2012 to 2016 California's drought led to the most severe moisture deficit over the last 1,200 years), 3) 100 more wildfire days annually in the Bay Area from 1973 to 2020, and 4) wildfires are becoming more intense—the most destructive wildfire

[1] State of California, California's Fourth Climate Change Assessment San Francisco Bay Area Region Report, 2019, p. 28.
[2] Alameda County, Alameda County Local Hazard Mitigation Plan, 2021, p. 4-2.

in Alameda County in recorded history was the Lightning Complex in 2020 that burned 24,642 acres within Alameda County and destroyed 222 homes in the five-county region.

Given that a majority of the fire providers reviewed are also land use authorities, one means of battling climate change and its impacts is through their land use planning documents and strategies. Alameda County agencies have collaborated on many of the strategies on a regional level, particularly through the Association of Bay Area Governments (ABAG) Plan Bay Area 2050, as well as other cooperative planning documents. Additionally, cities and counties in California are required to adopt climate action plans (CAPs) as part of the state's efforts to reduce greenhouse gas emissions. The requirements for these plans vary depending on the population size of the jurisdiction and whether the jurisdiction is considered a "high GHG-emitting community." Some cities in Alameda have adopted more aggressive targets and strategies for reducing greenhouse gas emissions than legally required within their climate actions plans.

Wildland Urban Interface

Alameda County has experienced consistently strong growth in recent years, which is anticipated to continue over the next three decades. Most growth has been concentrated in the urban city areas, but there has been a proliferation of residences in unincorporated areas as well. Current conditions in the County are indicative of development neighboring or abutting wildland areas. Wildland urban interface (WUI) areas are primarily surrounding the Tri-Valley area of Livermore, Pleasanton, and Dublin, and the territory east of the urbanized Interstate 880 corridor from the northern county line to the southern county line.

Agencies in the County make use of the principles of land use, land management and structural hardening to mitigate risks in the WUI areas. These strategies direct future growth away from the highest-fire-risk zones, support increased wildland management programs to reduce ignition risk and fire intensity, and support residential building upgrades that reduce the likelihood of damage when fires occur in the WUI.

Evolution of Legislative Requirements

Given the accelerating impacts of climate change on wildfire risks particularly in WUI areas, several legislative requirements have been established to align public safety planning efforts with hazard mitigation and land use planning efforts.

The focus of the new requirements mandates that the Safety Element of the General Plan be updated concurrently with the Housing Element update every eight years. The Safety Element should also contain general hazard and risk reduction strategies complementary to those of the Local Hazard Mitigation Plan (LHMP). Additionally, the LHMP is to be incorporated into the Safety Element as a supplementary attachment.[3] Alameda agencies are working towards compliance with these requirements, with many of the agencies already in compliance.

Financial Adequacy

COVID-19 contributed to the financial challenges facing fire and EMS agencies, similar to most other public agencies. Property tax revenues, which are a significant source of funding for most fire and EMS agencies, continued strong growth and helped to offset countervailing economic forces. Increasing inflationary factors in 2022 and beyond threaten recovery from the pandemic. City fire departments face additional pressures from competing city service priorities; city funding of services includes more diverse general funds (e.g., sales and hotel taxes), compared to fire districts. Non-property tax revenues typically are more sensitive to adverse economics compared to property taxes and assessments.

While revenues have shown positive growth trends over the past five years from 2018 through 2022, slower growth or in some cases revenue declines due to COVID-19 have not kept pace with continued expenditure growth. All agencies and cities show adequate reserves that can help to backfill annual shortfalls. In addition to the use of reserves, agencies have taken other short-term measures to address inadequate short-term revenues, for example, by freezing positions, and deferring major capital and other one-time expenditures.

Efficiencies and Governance Options

The fire agencies in Alameda County have demonstrated extensive collaboration with one another in the form of joint studies and grants, contracts and partnerships, facility and resource sharing, regionalization of dispatch services, and the implementation of closest resource dispatching strategies in certain areas, which is indicative of the potential for continued regionalization or other service structure reorganization.

Significant enhancements have been made to communications and dispatch in the County over the last 15 years. Fire and EMS dispatch is increasingly becoming regionalized with a growing number of agencies using the Alameda County Regional Emergency Communications Center

3 Governor's Office of Planning and Research General Plan Guidelines, 2017, p. 141.

(ACRECC). Additionally, improvements have been made to the County's communication system through the East Bay Regional Communications System Authority (EBRCSA). The EBRCSA communications system provides fully interoperable communications to member public agencies within the two counties. This system was planned and constructed to improve safety, eliminate duplication of overlapping independent systems, and provide effective interoperable voice communications. This regionalization and interconnection of communication and dispatch systems should be continued to the degree possible.

Across the State, there is a trend toward using a closest resource dispatch strategy countywide to ensure the fastest response times. This dispatch strategy means that all agency boundaries are eliminated for dispatch purposes to enhance efficiency for the benefit of the constituents. Steps towards transitioning to a closest resource dispatch strategy have been made on a local level in Alameda with ACFD and Livermore Pleasanton Fire Department agreeing to a streamlined automatic mutual aid agreement, where either agency can be automatically dispatched to eliminate the delay in dispatch for requested mutual aid. It is recommended that Alameda fire providers review and consider the possibility of a conversion to a fully implemented closest resource dispatch model. The degree to which the closest resource system can be executed may be restricted by communication and dispatch structure capabilities.

Alameda County fire providers have a history of regionalization through consolidation, consortiums, contract service provision, and joint powers authorities, which have reduced duplication of efforts and enhanced efficiencies. Using these transitions as models there is the potential for further regionalization to reap similar benefits. The most feasible options available are contracting with a neighboring agency for services, such as ACFD contract services to the five cities, or a joint powers authority for functionally consolidated services, such as the Livermore Pleasanton Fire Department. The primary benefits of these governance structure options are economies of scale, which is achieved through pooling of resources, and regional fire service coordination and planning to the greatest degree. Of note is that recent legislative changes have been made that now require a LAFCO application and consideration for fire contract services between two public agencies. Formation of a joint powers authority continues to be outside of LAFCO review. It is recommended that the agencies continue to consider if a structural change such as those mentioned may be beneficial to their agency and most importantly the public that they serve.

An effort is underway to develop a formal agreement between stakeholder agencies to reduce wildfire threat throughout the East Bay, within both Alameda and Contra Costa Counties, to address increasing threats from wildfire, pool resources at a regional level, and enhance

coordination amongst multiple responders. Efforts of this nature that enhance regional planning and coordination of prevention and suppression efforts would have value added in other portions of the County and Bay Area as well.

Six counties in California have opted to provide contract services to the State to fill CAL FIRE's obligations within their counties. Given the evolution of fire service that has occurred in recent decades, assessing the possibility of Alameda County transitioning to a "contract county" to the State may be warranted. Inclusion of Santa Clara and Contra Costa in the restructuring, should their fire agencies express interest, would create a more cohesive fire service structure in the Bay Area and likely enhance bargaining power with the State.

Consideration of reorganization of Fairview FPD continues to be an option, although it has been reviewed several times in the past and no change has occurred. The district remains the sole independent fire protection district in the County, and contracts for services from the City of Hayward Fire Department. When last reviewed in 2013, district residents were vocally opposed to reorganization. Because the District does not provide any direct services, but rather administers a contract for service provision, certain operating and administrative expenses could be avoided by dissolving FFPD and having another existing service provider take on governance and operations of fire service in the area. The most feasible and likely the most beneficial option is annexation of FFPD's territory by ACFD and continued contract services by the City of Hayward. Residents could retain the service provider they prefer, and savings could be achieved with a management layer and election costs eliminated through government reorganization.

2. BACKGROUND

This report is prepared pursuant to legislation enacted in 2000 that requires LAFCO to conduct a comprehensive review of municipal service delivery and update the spheres of influence (SOIs) of all agencies under LAFCO's jurisdiction. This chapter provides an overview of LAFCO's powers and responsibilities. It discusses legal requirements for preparation of the municipal services review (MSR), and describes the process for MSR review, MSR approval and SOI updates.

LAFCO Overview

LAFCO regulates, through approval, denial, conditions and modification, boundary changes proposed by public agencies or individuals. It also regulates the extension of public services by cities and special districts outside their boundaries. LAFCO is empowered to initiate updates to the SOIs and proposals involving the dissolution or consolidation of special districts, mergers, establishment of subsidiary districts, and any reorganization including such actions. Otherwise, LAFCO actions must originate as petitions or resolutions from affected voters, landowners, cities or districts.

Municipal Services Review Legislation

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires LAFCO review and update SOIs not less than every five years and to review municipal services before updating SOIs. The requirement for service reviews arises from the identified need for a more coordinated and efficient public service structure to support California's anticipated growth. The service review provides LAFCO with a tool to study existing and future public service conditions comprehensively and to evaluate organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are provided efficiently.

Government Code §56430 requires LAFCO to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, or by type of service, as appropriate, for the service or services to be reviewed, and prepare a written statement of determination with respect to each of the following topics:

- Growth and population projections for the affected area;

- The location and characteristics of any disadvantaged unincorporated communities (DUCs) within or contiguous to the SOI;
- Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies (including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any DUCs within or contiguous to the sphere of influence);
- Financial ability of agencies to provide services;
- Status of, and opportunities for shared facilities;
- Accountability for community service needs, including governmental structure and operational efficiencies; and
- Any other matter related to effective or efficient service delivery, as required by commission policy.

Municipal Services Review Process

The MSR process does not require LAFCO to initiate changes of organization based on service review findings, only that LAFCO identify potential government structure options. However, LAFCO, other local agencies, and the public may subsequently use the determinations to analyze prospective changes of organization or reorganization or to establish or amend SOIs. Within its legal authorization, LAFCO may act with respect to a recommended change of organization or reorganization on its own initiative (e.g., certain types of consolidations), or in response to a proposal (i.e., initiated by resolution or petition by landowners or registered voters).

MSRs are exempt from California Environmental Quality Act (CEQA) pursuant to §15306 (information collection) of the CEQA Guidelines. LAFCO's actions to adopt MSR determinations are not considered "projects" subject to CEQA.

Sphere of Influence Updates

The Commission is charged with developing and updating the sphere of influence (SOI) for each city and special district within the county. SOIs must be updated every five years or as necessary. In determining the SOI, LAFCO is required to complete an MSR and adopt the seven determinations previously discussed.

An SOI is a LAFCO-approved plan that designates an agency's probable future boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services and prevent duplication of service delivery. Territory cannot be annexed by LAFCO to a city or a district unless it is within that agency's sphere.

The purposes of the SOI include the following: to ensure the efficient provision of services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services.

LAFCO cannot regulate land use, dictate internal operations or administration of any local agency, or set rates. LAFCO is empowered to enact policies that indirectly affect land use decisions. On a regional level, LAFCO promotes logical and orderly development of communities as it considers and decides individual proposals. LAFCO has a role in reconciling differences between agency plans so that the most efficient urban service arrangements are created for the benefit of current and future area residents and property owners.

The Cortese-Knox-Hertzberg (CKH) Act requires to develop and determine the SOI of each local governmental agency within the county and to review and update the SOI every five years. LAFCOs are empowered to adopt, update and amend the SOI. They may do so with or without an application and any interested person may submit an application proposing an SOI amendment.

LAFCO may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations.

- In addition, in adopting or amending an SOI, LAFCO must make the following determinations:
- Present and planned land uses in the area, including agricultural and open-space lands;
- Present and probable need for public facilities and services in the area;
- Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide;
- Existence of any social or economic communities of interest in the area if the Commission determines these are relevant to the agency; and
- Present and probable need for water, wastewater, and structural fire protection facilities and services of any DUCs within the existing sphere of influence.

By statute, LAFCO must notify affected agencies 21 days before holding the public hearing to consider the SOI and may not update the SOI until after that hearing. The LAFCO Executive Officer must issue a report including recommendations on the SOI amendments and updates under consideration at least five days before the public hearing.

Disadvantaged Unincorporated Communities

LAFCO is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this service review, including the location and characteristics of any such communities.

The purpose of Senate Bill (SB) 244 (Wolk, 2011) is to begin to address the complex legal, financial, and political barriers that contribute to regional inequity and infrastructure deficits within DUCs. Identifying and including these communities in the long-range planning of a city or a special district is required by SB 244.

The Cortese-Knox-Hertzberg Local Government Reorganization Act (CKH) requires LAFCO to make determinations regarding DUCs when considering a change of organization, reorganization, sphere of influence expansion, and when conducting municipal service reviews. For any updates to an SOI of a local agency (city or special district) that provides public facilities or services related to sewer, municipal and industrial water, or structural fire protection, LAFCO shall consider and prepare written determinations regarding the present and planned capacity of public facilities and adequacy of public services, and infrastructure needs or deficiencies for any DUC within or contiguous to the SOI of a city or special district.

CKH prohibits LAFCO from approving an annexation to a city of any territory greater than 10 acres if a DUC is contiguous to the proposed annexation, unless an application to annex the DUC has been filed with LAFCO. An application to annex a contiguous DUC shall not be required if a prior application for annexation of the same DUC has been made in the preceding five years or if the Commission finds, based upon written evidence, that a majority of the registered voters within the affected territory are opposed to annexation.

Government Code §56033.5 defines a DUC as 1) all or a portion of a "disadvantaged community" as defined by §79505.5 of the Water Code, and as 2) "inhabited territory" (12 or more registered voters), as defined by §56046, or as determined by commission policy.

Alameda LAFCO has adopted Policy 14.6 regarding DUCs.

14.6 Disadvantaged Unincorporated Communities: Pursuant to SB 244 (Chapter 513, Statutes of 2011), disadvantaged unincorporated communities (DUCs) are inhabited

unincorporated areas (containing 12 or more registered voters) where the annual median household income is less than 80 percent of the statewide median household income and where infrastructure deficiencies and lack of access to reliable potable water, wastewater and structural fire protection services exist. In conducting MSRs, Alameda LAFCO shall rely on Census Designated Places as the basis for determining DUCs or on the county and cities within Alameda County if they have identified DUCs in their respective general plans. LAFCO shall make determinations regarding the location and characteristics of DUCs as well as infrastructure needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection.

According to the definition of DUCs, there is one DUC in Alameda County. The community of Ashland is considered the County's only CDP that meats the income definition of a DUC; however, it is provided essential services, including structural fire protection as reviewed in this report and, therefore, no SOI changes have been recommended based on its status.

3. OVERVIEW

This chapter provides an overview of fire and emergency medical service providers in Alameda County. The most recent municipal service review (MSR) covering Alameda special districts and cities specific to public safety and including fire and emergency medical services was completed in 2004. The special districts, including those reviewed in this report, were again individually reviewed in 2013. Municipal services offered by the cities, including fire and EMS, were reviewed in 2018.

This review focuses on fire and related services provided in incorporated and unincorporated Alameda County by those agencies under LAFCO's jurisdiction, consisting of four special districts and 14 cities. For a detailed description of each local agency included in this review, please refer to the agency-specific chapters of this report. For a comprehensive perspective on the structure of fire and emergency services in the County, agencies not under LAFCO jurisdiction are also included in this review, including joint powers authorities, private contract organizations, and State and federal providers.

Study Area

Alameda County, one of the nine San Francisco Bay Area counties, is located along the eastern shore of the San Francisco Bay. The County covers approximately 738 square miles and is one of only two Bay Area counties that spans an area that reaches from the Bay to California's Central Valley. The western portion of Alameda County is located generally on the East Bay Plain between the coastal hills and the Bay. The area is heavily urbanized and contains the incorporated cities of Albany, Berkeley, Emeryville, Piedmont, Oakland, Alameda, San Leandro, Hayward, Union City, Newark, and Fremont, as well as the unincorporated urban areas of Castro Valley, Fairview, San Lorenzo, Ashland, and Cherryland.

Eastern Alameda County is primarily composed of the coastal range's rough terrain that extends from the hills above the Bay Plain to the border with San Joaquin County in the Central Valley. It is comprised mainly of non-urban uses including agriculture, parkland, watershed, and open space. This area has relatively low population density except for the Livermore-Amador Valley in which the incorporated cities of Dublin, Pleasanton, and Livermore are located.[4]

[4] Alameda County, Alameda General Plan Safety Element, 2022, p. vii.

Growth & Population Projections

This section reviews historical and recent population and economic growth, projected growth, and growth areas.

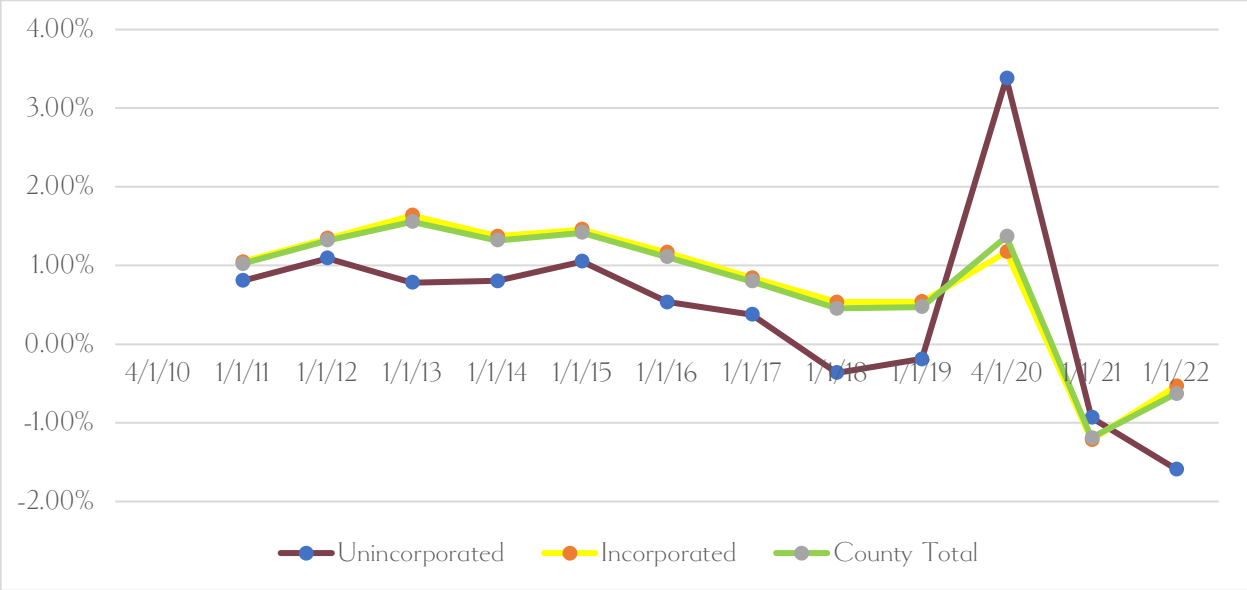
Historical Growth and Development

There were 1,510,271 residents in Alameda County in 2010, according to the 2010 Census. The population in the unincorporated communities was 149,506, composing just over nine percent of the County's entire population. Since 2010, the countywide population has experienced growth of about 9.4 percent, to 1,651,979 in 2022. Annually, the entire County averaged 0.8 percent positive population growth from 2010 to 2022. A majority of the growth in the County has been focused in the incorporated areas. The unincorporated areas averaged 0.47 percent growth annually during the same period.

Population growth rates in Alameda County are shown in Figure 3-1. The growth rate in unincorporated portions of the County peaked between 2019 and 2020, with growth of 3.4 percent. Growth in incorporated areas of the County peaked between 2012 and 2013 with growth of 1.6 percent. Countywide population declined between 2020 and 2021.

Among the cities within the County, Dublin has experienced the most significant rate of population growth with 3.9 percent average annual growth over the 12-year period. Conversely, Union City has experienced a decline in growth with negative 0.2 percent average annual growth over the same time period.

Figure 3-1: Population Growth Rates in Alameda County, 2010-2022



Alameda County's population density is 2,235 residents per square mile, including incorporated and unincorporated areas. There are approximately 2.66 persons per household countywide.

The County's population has historically been concentrated along the San Francisco Bay and Interstate 880 corridor in the western portion of the County and along the Interstate 580 corridor in the north central portion of the County. The cities of Albany, Berkeley, Emeryville, Oakland, and Alameda have the greatest population density in the County. Population density tapers in the cities in the southern and central portions of the County.

Planned & Proposed Development

Anticipated development is an indicator of growth potential and a trigger to address necessary municipal service capacity enhancements associated with the degree of impending growth.

There are four potential multi-use housing developments in unincorporated Alameda proposed to be located in the Castro Valley, Eden, Fairview, and San Lorenzo communities. These projects are in various phases of the review process. In total, the four projects plan for 216 housing units and 18,643 square feet of commercial space.

There are a significant number of major projects in various stages of development throughout the County. Most notably, the cities of Fremont and Oakland account for the largest percentage of these projects with the City of Fremont expected to add more than 7,607 dwelling units and 2,834,648 commercial/industrial square feet, and the City of Oakland with 4,378 dwelling units and 763,121 commercial/industrial square feet planned or proposed.

Figure 3-2: Planned or Proposed Development in Alameda County, 2023

ALAMEDA COUNTY DEVELOPMENT PROJECTS		
LOCATION	# OF DWELLING UNITS	COMMERCIAL SQ. FT.
City of Alameda	3,921	268,000
City of Albany	281	12,253
City of Berkeley	559	19,732
City of Dublin	6,406	817,642
City of Emeryville	1,502	54,710
City of Fremont	7,607	2,834,648
City of Hayward	1,684	117,613
Cities of Livermore and Pleasanton	245	159,510
City of Newark	564	79,304
City of Oakland	4,378	763,121
City of Piedmont	30	
City of San Leandro	2,040	483,600
City of Union	491	
Unincorporated Alameda	216	18,643
TOTAL	29,924	5,628,776

Source: City and County project lists available on their websites, accessed 4/21/23

Population Projections

Population projections for the County vary among data sources. Generally, the municipalities and the County make use of the projections developed through a collaborative effort with the Association of Bay Area Governments (ABAG). Projections through 2050 were developed as part of ABAG's Plan Bay Area 2050 that was finalized in 2021. The Plan Bay Area 2050 was created by ABAG and the Metropolitan Transportation Commission (MTC) in collaboration with Bay Area residents, partner agencies and nonprofit organizations. It lays out a $1.4 trillion vision for structured growth and was adopted by the ABAG Executive Board and the MTC on October 21, 2021. Plan Bay Area 2050 is now the nine-county Bay Area's official long-range plan across the key elements of housing, economic development, transportation and environmental resilience. The land use authorities in Alameda County rely heavily on the regional plan developed collaboratively.

The Plan Bay Area 2050 anticipates that Alameda County will continue to be a strong part of the region's growth, according to past and predicted growth trends. The East Bay, comprised of Alameda and Contra Costa counties, is expected to add another one-third of housing growth, distributed across urban and suburban growth geographies. The two counties combined are projected to accommodate around one-third of the region's job growth. Alameda County is expected to have the second highest share of both household and job growth after Santa Clara County. Because so much of the Bay Area's housing is already located in Alameda County, with many of its residents commuting to other counties for work, intensified job growth in Alameda County could help to address the jobs-to-housing imbalance and associated transportation challenges, such as congested roads and crowded trains.[5]

ABAG is responsible for forecasting changes to the Bay Area population and economy to help local governments prepare for an ever-changing environment. The Plan Bay Area 2050 Growth Pattern provides the Plan's projected household and job growth for the region looking out to 2050.

Alameda County is anticipated to experience population growth of 54 percent over the 35-year period from 2015 to 2050, which equates to a countywide population of almost 2.5 million by 2050. ABAG projections are broken down into regional superdistricts, with five superdistricts composing Alameda. The East Alameda County superdistrict, composed of the Cities of Dublin, Livermore, and Pleasanton, is anticipated to have the highest growth rate in the County with 82 percent growth by 2050. North Alameda County's superdistrict rate of

[5] ABAG, Plan Bay Area 2050, 2021, p. 114.

growth is lower (59 percent) but will constitute a greater share of total regional growth due to its larger size; it represents eight percent of all projected population growth in the nine-county area.

Figure 3-3: ABAG Population Projections by Alameda Superdistrict, 2015-2050

ABAG POPULATION PROJECTIONS			
SUPERDISTRICT	JURISDICTIONS	PERCENT GROWTH	SHARE OF REGIONAL GROWTH
East Alameda County (15)	Dublin, Livermore, Pleasanton	82%	4%
South Alameda County (16)	Newark, Fremont, Union City	45%	3%
Central Alameda County (17)	San Leandro, Hayward	33%	3%
North Alameda County (18)	Alameda, Piedmont, Oakland	59%	8%
Northwest Alameda County (19)	Albany, Berkeley, Emeryville	57%	3%
Source(s): ABAG, Plan Bay Area 2050: The Final Blueprint Growth Pattern, 2020.			

Using ABAG's household projections in combination with 2015 population from the California Department of Finance, it is estimated that Alameda will have a net population increase of 871,192 by 2050. Projected average annual growth will vary by superdistrict from 0.82 percent to 1.73 percent each year.

Figure 3-4: ABAG Population Projections by Alameda Superdistrict, 2015-2050

ABAG POPULATION PROJECTIONS			
SUPERDISTRICT	2015 (DOF ESTIMATE)	2050	ANNUAL GROWTH RATE
East Alameda County (15)	217,697	396,209	1.73%
South Alameda County (16)	345,722	501,297	1.07%
Central Alameda County (17)	243.882	324,363	0.82%
North Alameda County (18)	509,114	809,491	1.33%
Northwest Alameda County (19)	149,104	234,093	1.30%
Source(s): ABAG, Plan Bay Area 2050: The Final Blueprint Growth Pattern, 2020.			

The California Department of Finance (DOF) also produces population projections for the period through 2060. DOF population projections statewide and for Alameda County are shown in Figure 3-5. The DOF projects a countywide population of 1.9 million by 2050. This would amount to an increase of 19.2 percent over the 35-year period from 2015, which is greater than the 12.9 percent growth anticipated throughout the State. Growth is projected to

peak in Alameda County over the period from 2025 to 2030, and slowly taper through 2050. The DOF projections are significantly more conservative than the Plan Bay Area 2050's projections of 54 percent growth over the same time period. The land use authorities in Alameda County rely on ABAG population projections for planning purposes, which ensures adequate planning occurs for municipal services based on the greater population forecasts.

Figure 3-5: DOF Population Projections

DOF POPULATION PROJECTIONS								
	2015	2020	2025	2030	2035	2040	2045	2050
California	39,007,121	39,782,419	40,808,001	41,860,549	42,718,403	43,353,414	43,785,947	44,049,015
% Change		1.99%	2.58%	2.58%	2.05%	1.49%	1.00%	0.6%
Alameda	1,622,375	1,671,855	1,725,911	1,785,496	1,836,364	1,877,766	1,909,308	1,933,085
% Change		3.05%	3.23%	3.45%	2.85%	2.25%	1.68%	1.25%
Source(s): California Department of Finance, P-2A Total Population for California and Counties 2010-2060.								

Fire and EMS Services

This section provides an overview of fire protection and emergency medical services provided by local agencies in Alameda County. For a detailed description of each service provider, refer to the agency's respective chapter in this document.

Service Providers

This report focuses on fire and emergency medical service providers located in Alameda County which are under the jurisdiction of Alameda LAFCO. As shown in Figure 3-6, four special districts and 14 cities were reviewed as part of this Municipal Service Review. Of the special districts reviewed, two provide direct services, one is responsible for local EMS planning across the County, and one provides fire protection and EMS to its residents by contract with a city fire department. Of the cities reviewed, seven maintain their own fire departments, two cities are served by a combination fire department operating through a joint powers authority model, and five are served by Alameda County Fire Department by contract— Dublin, San Leandro, Newark, Union City, and Emeryville.

Additionally, while not under the jurisdiction of LAFCO, other agencies that are an integral part of the fire services structure are described to provide a comprehensive account of the structure of fire and emergency response services in Alameda County. These service providers

include California Department of Forestry and Fire Protection (CAL FIRE), Falck Northern California (FNC), Lawrence Livermore National Laboratory (LLNL), and the U.S. Army.

The services provided by each agency vary depending on staff expertise, training and certification, as well as availability of specialized equipment or vehicles, and other resources. For example, only certain facilities have ladder trucks and helicopter pads. Figure 3-6 details the various services provided by each agency.

The boundaries of each of these agencies are shown in Figure 3-6.

Figure 3-6: Fire Services by Agency

SERVICE	ACFD	EBRPD	EMS CSA	FFPD	ALAMEDA	ALBANY	BERKELEY	DUBLIN	EMERYVILLE	FREMONT	HAYWARD	LPFD	NEWARK	OAKLAND	PIEDMONT	SAN LEANDRO	UNION CITY
Fire Suppression Services																	
Structural Fire Protection	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Wildland Fire Protection	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Vehicle Fire Protection	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Ladder Truck Capabilities	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Fire Suppression Hand Crew		✓			✓		✓								✓		
Fire Suppression Dozer	✓							✓	✓			✓	✓			✓	✓
Helicopter Services – Fire Suppression		✓															
Boat With Fire Suppression Capabilities					✓		✓							✓			
Emergency Medical Services																	
Basic Life Support Provider	✓	✓			✓	✓	✓	✓	✓	✓		✓	✓	✓	✓	✓	✓
Advanced Life Support - Non Transport Provider	✓			✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Advanced Life Support Transport Provider	✓				✓	✓	✓	✓	✓				✓		✓	✓	✓
Continuing Education Provider - Medical	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Air Ambulance Transport Helicopter Services																	
Helicopter Landing Facilities Onsite		✓															
Vehicle Extrication Tools/Equipment	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Develops and Enacts Local EMS plan			✓														
Local EMS Agency (LEMSA)			✓														
Fire Prevention																	
Fire Safety Education – Children	✓			✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Fire Safety Education – Adults/Seniors	✓			✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Juvenile Firesetter Prevention Program				✓			✓			✓	✓						
Fire and Life Safety Business Inspection Program	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

SERVICE	ACFD	EBRPD	EMS CSA	FFPD	ALAMEDA	ALBANY	BERKELEY	DUBLIN	EMERYVILLE	FREMONT	HAYWARD	LPFD	NEWARK	OAKLAND	PIEDMONT	SAN LEANDRO	UNION CITY
Fire Protection Planning	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓
New Commercial Construction Plan Reviews	✓	✓		✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Public Education Provider (CPR, First Aid, etc.)	✓	✓		✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Home Fire/Safety Inspections		✓		✓	✓	✓				✓	✓			✓			
Fire Origin and Cause Investigations	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Fuel Reduction/Weed Abatement Program	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Smoke Detector Giveaway/Installation Program	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Address Sign Installation Program										✓							
Rescue Services																	
First Responder Swift Water Rescue Program	✓			✓				✓	✓	✓	✓	✓	✓	✓		✓	✓
Water Rescue Program	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓
Ice Rescue Program																	
Dive Rescue Program					✓												
Low angle Rope Rescue Program	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Helicopter Short/Long Haul Rescue Capabilities																	
Response To Boating Accidents	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓
Rescue Dog Services	✓			✓			✓	✓	✓			✓	✓	✓		✓	✓
Hazardous Materials																	
Hazardous Materials Emergency Response - Basic	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Hazardous Materials Response Team	✓						✓	✓	✓	✓		✓	✓	✓		✓	✓
Support Services																	
Firefighter Incident Support Unit	✓			✓	✓		✓	✓	✓	✓	✓	✓	✓			✓	✓
Mobile Incident Command/Communications Unit	✓	✓		✓				✓	✓	✓	✓	✓	✓	✓		✓	✓
Fill Station for Self-Contained Breathing Apparatus	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Mobile Breathing Support Unit	✓			✓	✓		✓	✓	✓	✓	✓	✓	✓	✓		✓	✓

SERVICE	ACFD	EBRPD	EMS CSA	FFPD	ALAMEDA	ALBANY	BERKELEY	DUBLIN	EMERYVILLE	FREMONT	HAYWARD	LPFD	NEWARK	OAKLAND	PIEDMONT	SAN LEANDRO	UNION CITY
Community Emergency Response Team	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓
Chaplain Services	✓	✓					✓	✓	✓			✓	✓	✓	✓	✓	✓
Training Academy	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓
Emergency Operations Center Capabilities	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Miscellaneous																	
Public Service Assists	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Motor Vehicle Accident Response	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Welfare Checks	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Public Safety Answering Point	✓	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Fire/EMS Dispatch	✓	✓		✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Fundraising Activities	✓	✓			✓	✓		✓	✓		✓	✓	✓			✓	✓
Firefighters Association - Non Profit	✓	✓		✓	✓	✓	✓	✓	✓		✓	✓	✓		✓	✓	✓
Auxiliary Association	✓							✓	✓			✓	✓			✓	✓

Other Service Providers

Falck Northern California

Falck Northern California (FNC), a private company, provides emergency ambulance transport and 9-1-1 emergency responses services to the entire County except the cities of Alameda, Albany, Berkeley and Piedmont and Lawrence Livermore National Laboratory (LLNL). The services are provided under contract with the Alameda County Emergency Medical Services Agency (ALCO EMS) following a competitive bidding process in 2018. Falck Northern California succeeded Paramedics Plus as the new 9-1-1 ambulance transport provider for the exclusive operating area as of July 1, 2019.

California Department of Forestry and Fire Protection

California Department of Forestry and Fire Protection Services (CAL FIRE) provides fire prevention, suppression, and fire-related law enforcement for timberlands, wildlands and urban forests. CAL FIRE also responds to other types of emergencies in 36 out of the State's 58 counties via contracts with local governments, including structure fires, vehicle accidents, medical aids, swift water rescues, search and rescues, hazardous material spills, train crashes, and natural disasters. Alameda County is served by the Santa Clara Unit (SCU) Battalion 4 of CAL FIRE. SCU is one of 21 administrative units within the CAL FIRE.

CAL FIRE provides fire and paramedic service in the Sunol and Kilkare unincorporated areas (under contract with ACFD) in addition to brush fire suppression on any open range land and wild lands outside incorporated areas in the eastern part of the County.

Lawrence Livermore National Laboratory

The LLNL operates two fire stations through a contract with ACFD for services. The regional dispatching center, known as the Alameda County Regional Emergency Communications Center (ACRECC), is housed at LLNL along with the Alameda County Fire Communication Center (ACFCC).

U.S. Army

The Parks Reserve Forces Training Area (Camp Parks) operates a fire station at the U.S. Army facility in the City of Dublin. Because the property is owned by the federal government, the area is categorized as a Federal Responsibility Area and services are provided by a federal agency.

San Ramon Fire Protection District

The San Ramon Valley Fire Protection District (FPD) 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.

Context

Several conditions in Alameda County contribute to its fire risk hazard level, including extensive wildlands terrain in the eastern portion of the County categorized as High and Very High Fire Hazard Severity, development that abuts wildland areas, and major interstate and highway corridors.

Topography ranges from rolling hills near the Bay to mountainous elevations up to 4,000 feet with steep canyon drainages south of Livermore. Fuel types are primarily grass (50 percent), chaparral (30 percent) and oak woodland (20 percent). Weather during fire season is temperate near the Bay and hotter and drier further inland approaching the inland valleys. The most significant weather factor in Alameda County is wind. Wind patterns are predominately west to east during fire season. Wind speeds vary but on most summer days the winds near the Bay are 10 to 20 mph, and in the eastern portion of the County 15 to 25 mph. Wind velocities of 40 to 50 mph in the eastern portion of the County are not uncommon, which can adversely affect fire behavior.[6]

As mentioned, Alameda County has experienced consistently strong growth in recent years, which is anticipated to continue over the next three decades. Most growth has been concentrated in the urban city areas, but there has been an increase of residences in unincorporated areas as well. Current conditions in the County are indicative of development neighboring or abutting wildland areas. Wildland urban interface (WUI) areas are primarily surrounding the Tri-Valley area consisting of Livermore, Pleasanton, and Dublin, and the territory east of the urbanized Interstate 880 corridor from the northern county line to the southern county line. There are approximately 70 miles of WUI separating local government responsibility areas (LRA) from the 246,216 acres of CAL FIRE jurisdiction. The interface area is densely populated with homes that easily exceed one million dollars each. The high values at risk and the windy conditions have combined to create high damage loss fires historically.

Alameda County has several major interstate and highway corridors that travel through the County which can contribute to ignition of roadside fires. Additionally, these transportation

[6] CAL FIRE, Santa Clara Unit Fire Strategic Plan, 2022.

thoroughfares have a high incidence of high-speed collisions that often require emergency medical, auto fire, or hazardous materials response by the fire providers.

Unique to the County is its location along the San Francisco Bay, which requires specialized water rescue and water emergency response services by local providers to protect the estuary and waterfront and its users.

Jurisdictional Responsibilities

There are 11 agencies that provide direct local emergency medical and fire services in Alameda County. With an average of just over 210,000 fire and emergency service calls a year, the agencies provide fire protection and rescue service to 821 square miles of territory (including water bodies). Fire agencies of Alameda County respond to structure fires, wildland fires, medical emergencies, water rescue and emergencies, hazardous materials spills, public service assistance calls, and other emergencies.

Fires in Alameda County occur in both urban and wildland settings and generally are classified as either structural fires or wildland fires. In Alameda County CAL FIRE is primarily responsible for wildland fire protection; however, it does assist other local fire protection districts in structural fire protection and emergency responses through mutual and automatic aid agreements. CAL FIRE is not reviewed in this report, other than to describe its relation to the local fire agencies. The U.S. Department of Forest Services is also responsible for wildland fires; however, it has no presence in Alameda County with limited federal responsibility areas served by other agencies.

CAL FIRE and federal wildland fire protection agencies have entered into agreements to define Direct Protection Areas (DPA). A DPA is a geographic area where one particular agency is responsible for providing wildland fire protection regardless of land ownership in the area. On a statewide basis, CAL FIRE and the federal agencies attempt to balance the amount of responsible acreage. Alameda County local fire agencies do not have statutory responsibility for wildland fire protection for areas designated as state or federal responsibility, but they do respond to wildfires in these areas and get reimbursed from the state or federal governments.

CAL FIRE is responsible for services in wildland areas within Alameda County defined as State Responsibility Areas (SRA). An SRA is an area of the State where the State of California is financially responsible for the prevention and suppression of wildfires. An SRA does not include lands within city boundaries or in federal ownership. The Santa Clara Unit of CAL FIRE has direct responsibility for fire protection within Santa Clara, Alameda, and Contra Costa counties, and portions of San Joaquin and Stanislaus counties. Total SRA

acreage within the Alameda County is approximately 246,216 acres. Also, as previously mentioned, CAL FIRE provides technical support throughout Alameda County in the form of specialized services.

There are two areas within the County designated as federal responsibility areas (FRA)—the U.S. Army Camp Parks in Dublin and the Don Edwards San Francisco Bay National Wildlife Refuge located adjacent to the City of Newark.

The remainder of the territory in Alameda County is designated as LRA. LRA areas in the County are generally the incorporated city territory and urbanized unincorporated neighboring communities. Generally, the territory within the LRAs is not classified as moderate, high, or very high fire hazard.

Boundaries and SOIs

Refer to the individual district chapters in this report for details regarding each agency's existing boundaries. The spheres of influence for the special district providers reviewed here will be updated following this municipal service review. Given the limited number of special districts that provide fire and emergency medical related services in the County, the options for changes to the SOIs are limited. SOI analysis and recommendations for each of the districts are included in their respective chapters.

For the cities, this review identifies the city limits and existing SOIs. The SOIs will not be adjusted as part of this review, but instead will be updated following a review of all municipal services provided by the respective City. When LAFCO does update the city SOIs, the discussion and determinations from this report could be included in the review and taken into consideration.

Advanced Life Support and Ambulance Services

The designated local emergency medical service agency (LEMSA) in Alameda County is the Alameda County Emergency Medical Services Agency (ALCO EMS) pursuant to the provisions of Division 2.5 of the Health and Safety Code. The Division allows the local EMS agency to create exclusive operating areas for emergency ambulance service and advanced life support systems.

The agencies listed below provide initial emergency medical care consisting of both Basic Life Support (BLS) and Advanced Life Support (ALS) services through contracts with the LEMSA. All of the contracts for First Responder Advanced Life Support expire June 30, 2024.

- Alameda County Fire Department

- City of Alameda Fire Department
- City of Albany Fire Department
- City of Berkeley Fire Department
- City of Fremont Fire Department
- City of Hayward Fire Department
- City of Oakland Fire Department
- City of Piedmont Fire Department
- East Bay Regional Parks Fire Department
- Livermore-Pleasanton Fire Department

Alameda County is separated into five exclusive operating areas (EOAs) for the provision of 9-1-1 ambulance transport services. Within each EOA there is a contracted provider for 9-1-1 ambulance transport services. Four of the EOAs are contracted through a non-competitive grandfathering of existing services provided by municipal fire departments in the cities of Alameda, Berkeley, Albany, and Piedmont. The termination dates of these contracts are June 30, 2024, each with an option to amend for an additional five-year period. The fifth EOA is served by a competitively bid provider and encompasses the remainder of the County with the exception of Lawrence Livermore National Labs, which has a federal contract with Alameda County Fire District. The County's agreement for 9-1-1 ambulance service by Paramedics Plus to the County's EOA ended June 30, 2019. A competitive bidding process for the EOA was conducted and an independent review committee selected Falck Northern California as the successful bidder. Falck Northern California began contract service on July 1, 2019 continuing through June 30, 2024.[7]

Additionally, Berkeley Fire Department has subcontracted with Falck Northern California to supplement their ALS ambulances services with two BLS ambulances, 24 hours a day, 7 days a week, in order to respond to behavioral health calls within their city.

Emergency Air Medical Transport is made available by the following agencies:

- CALSTAR/REACH
- California Highway Patrol- Air Operations Division
- East Bay Regional Parks Police Department
- Stanford Lifeflight

[7] Alameda County Emergency Medical Services, 2018-2019 EMS System Plan, 2019, p. 5.

Non-emergency ambulance transport services are provided by permit and inclusion in the Alameda County Ambulance Ordinance. There are 11 such permitted private companies within Alameda County.

Dispatch and Communications

Emergency 9-1-1 calls are initially routed to a Public Safety Answering Point (PSAP)—a facility equipped and staffed to receive 9-1-1 calls—and may only be transferred one time. The first response dispatcher immediately determines whether a 9-1-1 call is related to a police, fire or medical emergency. Fire and medical 9-1-1 calls are routed to the appropriate fire/EMS dispatcher.

In Alameda County there are eighteen PSAPs - these centers perform initial intake of 9-1-1 calls and direct callers to the needed resource.

Two of the eighteen PSAPs in Alameda County are Accredited Emergency Medical Dispatch (EMD) Centers that utilize the Medical Priority Dispatch System (MPDS) to triage calls and assist callers in rendering immediate lifesaving care to those in need. Those two PSAPs are ACRECC and Oakland Fire Department Dispatch Center (FDC).

Dispatch for fire and medical calls is increasingly becoming regionalized and specialized, with most of the fire departments either involved in regional fire dispatch or interested in joining. ACFD regionalized the 9-1-1 call-dispatching function for ACFD fire and medical calls. This was the result of ACFD and the Alameda County EMS Agency establishing the Alameda County Emergency Dispatch Consortium in 2002 for the sake of improving dispatch efficiency and cost savings. The regional dispatching center is known as the Alameda County Regional Emergency Communications Center (ACRECC) and is housed at the Lawrence Livermore National Laboratory (LLNL) along with the Alameda County Fire Communication Center (ACFCC).

Fire and EMS dispatch is increasingly becoming regionalized with a growing number of agencies using the ACRECC, which currently dispatches fire and medical calls for ACFD, the U.S. Army at Camp Parks Combat Support Training Center in Dublin, the cities of Alameda, Fremont, Livermore and Pleasanton, Union City, Newark, Emeryville, and the County EMS transport provider Falck Northern California ambulance service. ACRECC processes approximately 200,000 fire and EMS calls per calendar year. The Consortium, now known as the Advisory Board, is managed by a governing board made up of participating agencies. Each agency pays an annual amount with costs apportioned based on call volume as outlined in each contract for service.

Dispatch services are also provided by the following agencies:

- Oakland Fire Dispatch Center (FDC) dispatches for the City's Fire Department. All fire dispatchers are trained Emergency Medical Dispatchers (EMD). The FDC is a nationally accredited Center of Excellence.
- Berkeley, Piedmont, Hayward and EBRPD each rely on their police departments for fire and EMS dispatch. City of Hayward is implementing EMD.
- Fairview FPD 9-1-1 calls are routed from the Sheriff's Emergency Services Dispatch to the City of Hayward Dispatch Center.

Continued implementation of emergency medical dispatching for all providers is recommended, as a majority of service calls are for emergency medical services. Providing EMD would allow for speedy initial treatment, thereby improving patient outcomes.

Improvements have been made to the County's communication system through the East Bay Regional Communications System Authority (EBRCSA). The EBRCSA was created in 2007 as a Joint Powers Authority (JPA). Currently there are 43 member agencies consisting of Alameda and Contra Costa counties, 30 cities, six special districts, three colleges, Dublin-San Ramon Services District, and the California Department of Transportation. The EBRCSA system is a P-25 compliant communications system that provides fully interoperable communications to all public agencies within the two counties. The system was designed and sized to offer participation to adjoining counties, as well as State and federal agencies. The system consists of a digital microwave system that links all the sites to the master site controller. This system was planned and constructed to improve safety, eliminate duplication of overlapping independent systems, and provide effective interoperable voice communications.

Mutual and Automatic Aid Agreements

Most of the fire and EMS service providers in Alameda County primarily serve residents of their own jurisdictions. Given the critical need for rapid response, however, there are extensive mutual aid efforts that cross jurisdictional boundaries. Mutual aid refers to reciprocal service provided under a mutual aid agreement, a pre-arranged plan, or a contract between agencies for reciprocal assistance upon request by the first-response agency. In addition, the jurisdictions rely on automatic aid primarily for coverage of freeways. Automatic aid refers to reciprocal service provided under an automatic aid agreement, a prearranged plan or a contract between agencies for an automatic response for service with no need for a request to be made. The Public Safety MSR from 2004 outlined in great detail all automatic and mutual aid agreements that were in place at that time. Few changes have been made to these

agreements since that time. Descriptions of automatic and mutual aid agreements to which each agency is a member are provided in each agencies respective chapter.

Of note is the recent use of what has been termed automatic mutual aid agreements. In 2015, ACFD and the Livermore Pleasanton Fire Department became member agencies of an automatic mutual aid agreement to streamline the mutual aid process and improve mutual coordination of emergency assistance to incidents within their jurisdictions. The agencies recognized that mutual aid assistance has inherent response delays as the need for additional support is determined after dispatch and requires approval. The automatic mutual aid authorizes automatic dispatch of mutual aid resources between the parties, similar to a "closest resource" dispatch strategy. The agreement was designed to ensure that residents in the eastern portion of Alameda County benefit from the closest fire department resources responding to emergencies. Many jurisdictions are transitioning to this dispatch strategy on a countywide level to enhance response times to the greatest degree possible. It is recommended that Alameda County fire providers consider implementing this concept to the greatest extent possible to maximize efficiency and enhance service levels; however, multiple dispatch centers will limit the potential of fully implementing this dispatch approach.

All fire agencies in the County operate under a countywide mutual aid agreement.

Planning and Legislative Requirements

Land use authorities are responsible for several mandated plans to inform hazard mitigation efforts and identify means to meet existing and future demand for public safety services. Over the past decade there have been numerous efforts to coordinate and align hazard mitigation and climate adaptation planning with other planning efforts. State legislation is increasingly requiring jurisdictions to use mitigation and adaptation planning efforts to inform their safety and housing elements. Many communities have other resilience related plans (e.g. community wildfire protection plans and climate adaptation plans) that also inform the General Plan elements.[8]

In the past five years new legislation has been enacted creating a new paradigm for local planning efforts, requiring cities and municipalities to include climate risk and resilience strategies through various plan updates including:

Senate Bill (SB) 1035 (Gov. Code § 65302) and SB 379 (Gov. Code § 65302.g.4) require cities to address climate change adaptation and resilience in the safety element of all general

[8] ABAG, California Resilience Planning Legislation and Implications for Bay Area Cities, 2019.

plans. Originally, SB 379, signed into law in 2016, tied the requirement to the next update of a jurisdiction's local hazard mitigation plan (updated every five years). SB 1035 built off SB 379, requiring that the safety element be updated every eight years with the housing element. Both bills require that fire mitigation, climate adaptation, and climate resilience are addressed within the update.

Assembly Bill (AB) 747 (Gov. Code § 65302.15) requires jurisdictions to, after January 1, 2022, review and update the safety element of their general plan as necessary to identify evacuation routes and evaluate their capacity, safety, and viability under a range of emergency scenarios. A jurisdiction that has adopted an LHMP, Emergency Operations Plan (EOP) or other document that fulfills these objectives may summarize and incorporate that document into the safety element to comply with AB 747.

SB 99 (Gov. Code § 65302) requires cities, upon the next revision of the housing element on or after January 1, 2020, to review and update the Safety Element to include information identifying residential developments in hazard areas that do not have at least two emergency evacuation routes.

SB 1241 (Gov. Code § 65302, 65302.5) applies to communities with very high fire hazard severity hazard or unincorporated communities in the state responsibility areas. Starting in 2014, communities subject to SB 1241 need to ensure consistency between the housing and safety elements to address the risk of fire. SB 1241 requires that the draft safety element amendment be submitted to the State Board of Forestry and Fire Protection for review. In 2018, AB 2911 strengthened the designation of local very high fire hazard severity zones. Agencies subject to SB 1241 in Alameda County include the cities of Berkeley, Piedmont, Oakland, San Leandro, and Pleasanton.

AB 2140 (Gov. Code § 65302.6, 8685.9) authorizes local governments to adopt the LHMP with the general plan safety element. Integration by reference or annexation is encouraged through a post-disaster financial incentive that authorizes the state to use available California Disaster Assistance Act funds to cover local shares of the 25 percent non-federal portion of grant-funded post-disaster projects when approved by the legislature.

General Plan Safety Element

The Safety Element is a required component of a General Plan. According to the Governor's Office of Planning and Research (OPR), the goal of the Safety Element is to reduce the potential short and long-term risk of death, injuries, property damage, and economic and social dislocation resulting from fires, floods, droughts, earthquakes, landslides, climate change, and

other hazards. The safety element directly relates to topics also mandated in the (1) land use, (2) conservation, (3) environmental justice and (4) open-space elements, as development plans must adequately account for public safety considerations and open space for public health and ecological benefits often incorporate areas of increased hazard risk. The Safety Element must identify hazards and hazard abatement provisions to guide local decisions related to zoning, subdivisions, and entitlement permits. The safety element should also contain general hazard and risk reduction strategies complementary with those of the LHMP. Ideally, the LHMP will be incorporated into the Safety Element in accordance with AB 2140.[9]

SB 1035 now requires that the Safety Element be updated concurrently with the Housing Element update every eight years. Figure 3-7 identifies when the Safety Element update is due for each land use authority within the County. The cities of Berkeley and Fremont were due to update their respective Safety Elements in 2022. The cities of Livermore and Oakland are due to update their Safety Elements in 2023.

Local Hazard Mitigation Plan (LHMP)

Local governments are required by the Federal Emergency Management Agency (FEMA) to update their LHMP every five years, as a requirement of federal assistance grant programs, including FEMA's Hazard Mitigation Grant Program and Building Resilient Infrastructure and Communities funding. The following cities have LHMP's that have gone beyond the five-year planning time frame and must bring their LHMP's up to date to meet FEMA's requirements—Fremont, Hayward, Newark, and Union City.

Figure 3-8: Local Hazard Mitigation Plans and Safety Element Expiration Dates

LOCAL HAZARD MITIGATION PLANS AND SAFETY ELEMENT EXPIRATION		
AGENCY	LHMP EXPIRATION YEAR	GENERAL PLAN SAFETY ELEMENT UPDATE REQUIRED (WITH HOUSING ELEMENT UPDATE)
County of Alameda	2027	2031
City of Alameda	2028	2024
City of Albany	2023	2025
City of Berkeley	2024	2022
City of Dublin	2024	2024
City of Emeryville	2024	2028
City of Fremont	2022	2022
City of Hayward	2022	2024
City of Livermore	2024	2023

[9] Governor's Office of Planning and Research General Plan Guidelines, 2017, p. 141

City of Newark	2022	2024
City of Oakland	2027	2023
City of Piedmont	2024	2024
City of Pleasanton	2024	2024
City of San Leandro	2023	2024
City of Union City	2022	2024

Service Demand

Several factors affect demand for fire protection and emergency medical services. In particular, growth in population directly affects aspects associated with demand for fire and emergency medical services. There are other less evident factors that can have a varied effect on a community's need for these services.

The most apparent causal relationship is the greater the population the greater the volume of calls for structural fire, emergency medical, and other related emergency services. Similarly, development of new and expansion of existing structures leads to greater need for structural fire protection services. Less apparent is the need for wildland fire protection and prevention in those areas where urban development abuts wildland areas, also known as the wildland urban interface (WUI). As development expands outward from the urban core, the WUI extends into areas of greater fire hazard severity, thus greatly increasing the need for preventative and protective measures and services.

In addition to population growth, climate change such as drought continues to greatly affect the environment, driving the need for wildland fire prevention and protection to combat more frequent and substantial fires, particularly in areas categorized High and Very High Fire Hazard Severity. These factors, as they drive demand for services in the County, are discussed here.

Calls for Service

There were approximately 350,137 calls for fire, EMS and other emergency response services in the County in 2020. In other words, there were about 959 service calls throughout the County on an average day. A call for service does not indicate the number of responses by each jurisdiction, as multiple jurisdictions may respond to a single call. The number of calls as reported by each agency is shown in Figure 3-8 and includes false alarms.

Consistent with national call trends, a majority of the calls for emergency service were for emergency medical services.

The City of Oakland answered the greatest number of calls for service amongst the providers in the County with a total of 52,374 calls for service in 2020. Given the small size of the territory served and the comparatively low population within the jurisdiction, the City of Piedmont responded to the least calls for service with 780 calls in 2020. The Alameda Emergency Medical Services County Service Area stated it responded to 138,372 service calls in 2020, however, this number is not included in Figure 3-9 as it would duplicate the number of service calls from other areas.

Generally, over the last decade all providers have experienced an increase in calls for service corresponding to the steady increase in population throughout the County. During the pandemic, calls for service throughout the day did not match periods of peak demand previously experienced by the agencies, with no predictable schedule.

Figure 3-9: Total Service Calls by Reporting Agency, 2020

TOTAL SERVICE CALLS BY AGENCY	
AGENCY	# OF SERVICE CALLS
City of Alameda	6,849
City of Albany	1,872
City of Berkeley	13,412
City of Dublin	3,698
City of Emeryville	2,336
City of Fremont	14,492
City of Hayward	17,343
Cities of Livermore and Pleasanton	13,544
City of Newark	3,423
City of Oakland	52,374
City of Piedmont	780
City of San Leandro	10,228
City of Union	5,323
Alameda County Fire Department	43,025
East Bay Regional Park District	22,196
Fairview Fire Protection District	870
TOTAL	211,765

Environmental Demands & Climate Change

Wildland fire is a recurrent feature of ecosystems in semi-arid climates throughout the world. The Mediterranean-type climate of California is especially fire-prone, as the winter rains support plant growth and the summer dry season dries out the vegetation, making it highly flammable. Hot and dry conditions, combined with offshore winds in the fall create high-risk

conditions that rapidly spread fires. Fires in California are primarily ignited by human activity, and the dry fuels and climate contribute to a higher risk of rapid spread of fires. Attention to wildfire has mostly focused on the Sierra Nevada and Southern California regions; however, the large and destructive fires in the Bay Area and North Coast, particularly in 2015 and 2017, have brought attention to the ongoing risks in these regions.[10]

There is strong evidence that climate change, especially rising temperatures and periodic droughts, have made substantial contributions to the increase in area burned in wildfires in the State and along the west coast.[11] According to most climatologists, the planet is starting to experience shifts in climate patterns and an increased frequency of extreme weather events. Over the next century, a variety of changes to local climate conditions are anticipated, including sea level rise and storm surge in coastal areas, increased riverine flooding and stormwater inundation; and more frequent and prolonged higher temperatures leading to extreme heat events and wildfires that decrease air quality and cause extended periods of drought.[12] According to California's Fourth Climate Change Assessment, the impacts of climate change affecting the Bay Area/Alameda County include:[13]

- Sea level rise (over eight inches in the last 100 years)
- Increased average annual maximum temperature (1.7°F from 1950 to 2000)
- Severe moisture deficit/drought (2012 to 2016 California drought led to the most severe moisture deficit over the last 1,200 years)
- Coastal erosion due to extreme storms (the 2015–16 El Niño was one of the three largest in the historical record)
- Wildfires (100 more wildfire days annually in the Bay Area from 1973 to 2020)

The impacts of climate change and the resulting extreme weather are evident. Wildfires that threaten thousands of homes are now an annual occurrence; as autumn days with severe fire-prone weather have more than doubled in California since the 1980s. [14] Over the last four decades, the wildfires have increased in size and intensity with five of the six largest fires in California history occurred in 2020 alone. Damage to homes, infrastructure and ecosystems are immediate impacts of intensified wildfires, with air- and water quality impacts extending far beyond the fire's footprint.

[10] State of California, California's Fourth Climate Change Assessment San Francisco Bay Area Region Report, 2019, p. 27.
[11] State of California, California's Fourth Climate Change Assessment San Francisco Bay Area Region Report, 2019, p. 28.
[12] Alameda County, Alameda County Local Hazard Mitigation Plan, 2021, p. 4-2.
[13] Alameda County, Alameda County Local Hazard Mitigation Plan, 2021, p. 4-2.
[14] County of Alameda, General Plan Annual Report, 2020, p. 6.

California's Fourth Climate Change Assessment recognizes the following wildfire trends specific to the Bay Area, based on climate change impacts in combination with projected development and growth.[15]

- In the Bay Area, future fire activity will be driven by both changes in urban development and changes in climate.
- Warming temperatures combined with expansion of the wildland-urban interface are projected to increase fire risk in most of the Bay Area, though risks may decline in some areas as they become more heavily urbanized.
- Land use planning, together with fire-safe building standards and near-building vegetation management, are important strategies for managing future fire risk to people and structures.

California's Fourth Climate Change Assessment projects that by 2100, if climate change continues on this trajectory, the frequency of extreme wildfires would increase, and the average area burned statewide would increase by 77 percent. In the areas that have the highest fire risk, wildfire insurance is estimated to see costs rise by 18 percent by 2055.[16]

State and federal agencies have pursued aggressive policies of fire suppression, both for protection of timber resources and increasingly to protect human life and infrastructure as fires ignite and spread in areas with high population density in areas of wildland urban interface. Future land use decisions will significantly influence the Bay Area's efforts to not only address climate change at its source by curtailing energy use but also to affect wildfire mitigation efforts. For example, the lack of affordable housing in the core of the region is forcing households further south, north, and inland, into areas of higher fire hazard severity and resulting in negative energy and environmental consequences.[17]

Land use authorities are taking measures to protect communities from the impacts of climate change. For example, the collaborative Plan Bay Area 2050 identifies several strategic investments to guard against environmental hazards, such as sea level rise, wildfires and earthquakes, while improving air quality and open spaces. Plan Bay Area 2050 outlines a $15 billion plan to provide means-based financial support to retrofit existing residential buildings. The land use authorities will adopt building ordinances and incentivize retrofits to existing buildings to meet higher seismic, wildfire, water and energy standards, providing means-based

[15] State of California, California's Fourth Climate Change Assessment San Francisco Bay Area Region Report, 2019, p. 27.
[16] State of California, California's Fourth Climate Change Assessment Statewide Summary Report, 2019.
[17] State of California, California's Fourth Climate Change Assessment San Francisco Bay Area Region Report, 2019, p. 7.

subsidies to offset associated costs.[18] These investments would ensure higher wildfire and seismic standards to protect residents, especially those with low incomes, from fire and earthquakes. For residents living in wildfire-prone parts of the Bay Area, fire-resistant roofing and fire-wise landscaping are key areas of safety-focused home improvement.

Additionally, cities and counties in California are required to adopt climate action plans as part of the state's efforts to reduce greenhouse gas emissions. The requirements for these plans vary depending on the population size of the jurisdiction and whether the jurisdiction is considered a "high GHG-emitting community." Cities with populations over 100,000 and counties with populations over 600,000 are required to adopt a climate action plan and to update it every five years. Cities with populations between 50,000 and 100,000 and counties with populations between 250,000 and 600,000 are required to adopt a climate action plan, but they are not required to update it as frequently. The climate action plans of cities and counties must include:

- Inventory of greenhouse gas emissions,
- Reduction targets for greenhouse gas emissions,
- Measures to reduce greenhouse gas emissions,
- Monitoring and reporting progress on the implementation of the plan, and
- Regular updates on the plan.

Many cities and counties in California have adopted more aggressive targets and strategies for reducing greenhouse gas emissions than legally required within their climate actions plans.

These agencies have adopted climate action plans in Alameda County with the associated emission goals:

Figure 3-10: Climate Action Plans and Emission Goals by Agency

AGENCY	ADOPTION DATE	EMISSION GOALS
County of Alameda	2014	Reduce emissions by more that 15% by 2020
City of Alameda	2019	Reduce emissions by 50% below 2005 levels by 2030
City of Albany	2019	Reduce emission by 70% by 2035 and net zero emissions by 2045
City of Berkeley	2009	Reduce emissions by 80% below 2000 levels by 2050
City of Dublin	2020	Reduce by 65,090 MT CO2e by 2030, carbon neutrality by 2045
City of Emeryville	2016	40% below baseline levels by 2030 and 80% below baseline levels by 2050

[18] ABAG, Plan Bay Area 2050, 2021, p. x.

City of Fremont	2012	Reduce emission by by 25% by 2020 based on 2005 levels
City of Hayward	2009	Reduce emissions by 30% below 2005 emissions levels by 2025, 55% below 2005 emissions levels by 2030
Cities of Livermore	2012	Reduce emissions 15 percent below 2008 conditions by 2020
City of Newark	2010	15% decrease from 2005 levels by 2020
City of Oakland	2020	Reduce emissions by 56% by 2030
City of Piedmont	2018	Reduce emissions by 40% by 2030 and 80% by 2050
City of Pleasanton	2022	Reduce emissions 15% below 2005 levels by 2020
City of San Leandro	2021	Reduce emission by 40% below 2005 levels by 2030 and 80% below 2005 levels by 2050
City of Union City	2010	Reduce emission by 20% below 2005 levels by the year 2020

Wildfire Hazard Severity

Wildfires spread by consuming flammable vegetation. This type of fire often begins unnoticed, spreads quickly, and is usually signaled by dense smoke that may be visible from miles away. Wildfires are often caused by human activities, such as unattended burns, campfires, or off-road vehicles without spark-arresting mufflers, but can also be caused by natural events such as lightning. Three factors contribute significantly to wildfire behavior and can be used to identify wildfire hazard areas—topography, fuel, and weather.

Topography describes slope increases, which influence wildfire spread rates. South-facing slopes are subject to more sun exposure than slopes facing other directions, so south-facing slopes tend to be drier and thereby intensify wildfire behavior. Conversely, ridge tops may mark the end of wildfire spread because fire spreads more slowly downhill.

Fuel refers to the type and condition of vegetation. Fuel plays a significant role in wildfire spread, since certain plant types are more susceptible to burning or can burn with greater intensity. Dense or overgrown vegetation increases the amount of combustible material available as fuel. The level of vegetation dryness is also important. Certain climate changes increase wildfire risk significantly, particularly during prolonged drought periods, because the moisture content of both living and dead plant matter decreases. The horizontal and vertical fuel continuity can also affect wildfire spread.

Weather is the most variable factor affecting wildfire behavior. Temperature, humidity, wind, and lightning can cause ignition and affect the rate of fire spread. Extreme weather, such as

high temperatures and low humidity, can lead to extreme wildfire activity. As mentioned, longer dry seasons resulting from climate change can increase ignition susceptibility.

In addition to these factors, wildfire frequency and severity can be affected by other hazards such as lightning, drought, and infestations (i.e. damage caused by bark beetles).

According to CAL FIRE, Alameda County has experienced 221 wildfires since record keeping began 70 years ago. One-third of the recorded fires have been 10 acres or less. Only 19 wildfires have been greater than 500 acres. The SCU Lightning Complex in 2020 was the largest wildfire to occur in Alameda County. In total, the fire burned 396,624 acres, of which 24,0642 acres were within Alameda County, and it destroyed 222 structures in Santa Clara, Contra Costa, Alameda, Stanislaus, and San Joaquin Counties.[19]

The State Fire Marshal is mandated to classify lands within SRAs into Fire Hazard Severity Zones (FHSZ). The Fire Hazard Severity Zone (FHSZ) maps are developed using a science-based and field-tested model that assigns a hazard score based on the factors that influence fire likelihood and fire behavior. Many factors are considered, such as fire history, existing and potential fuel, predicted flame length, blowing embers, terrain, and typical fire weather for the area. There are three levels of hazard—moderate, high, and very high.

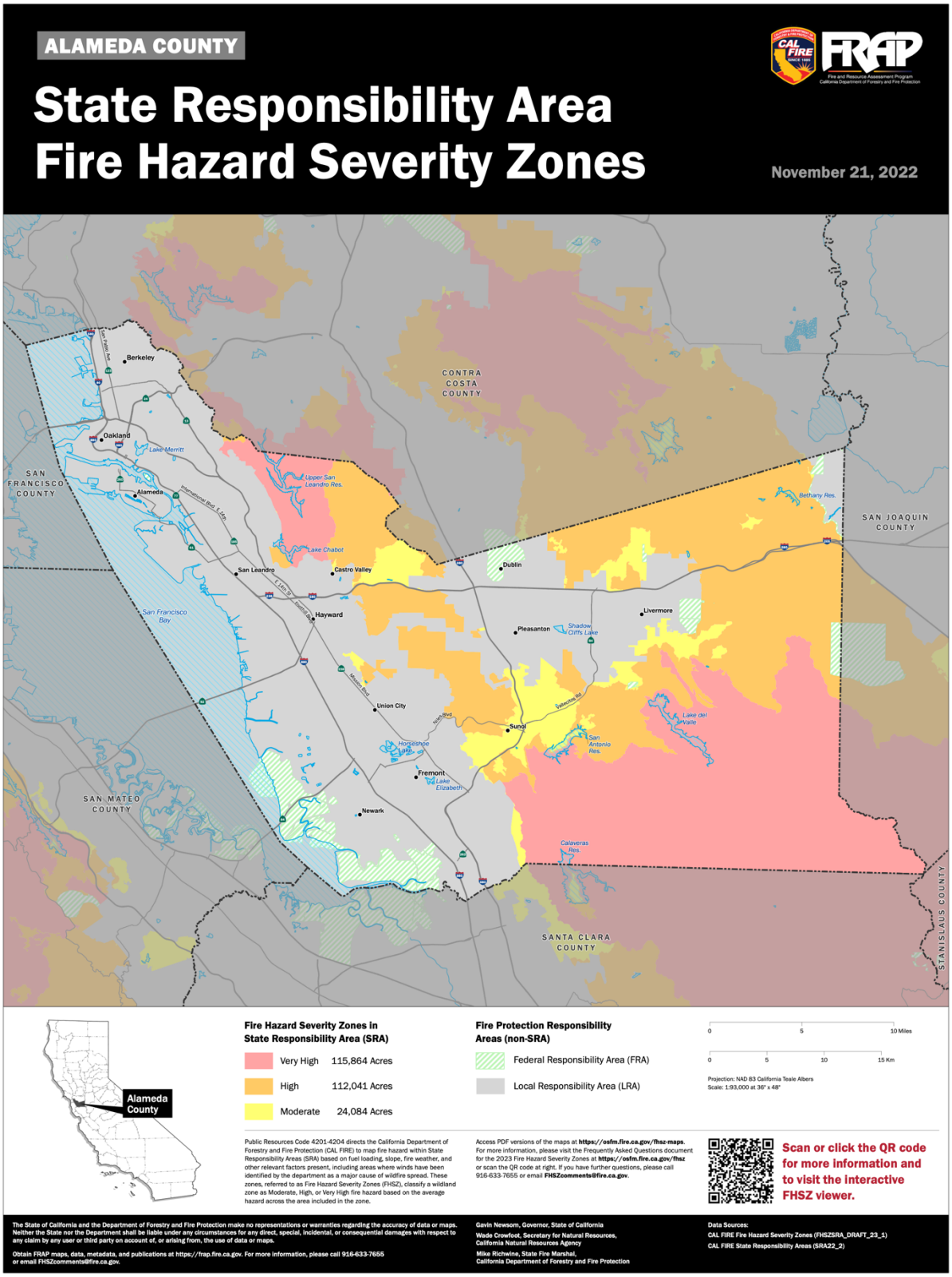
As shown on the CAL FIRE FHSZ map (Figure 3-11), 240.66 square miles (32.29 percent) of Alameda County are categorized as High FHSZs, with the majority (238.61 square miles) in unincorporated Alameda County. In addition, 60.83 square miles (8.16 precent) of Alameda County are classified as Very High FHSZ, of which nearly 40 square miles are in unincorporated Alameda County. CAL FIRE has made recommendations on the Very High FHSZ territory that is within incorporated territory to the cities of Berkeley, Oakland, Piedmont, Pleasanton, and San Leandro.[20]

Plan Bay Area 2050 addresses wildfire with the three core adaptation principles of land use, land management and structural hardening: Together, these strategies direct future growth away from the highest-fire-risk zones, support increased wildland management programs to reduce ignition risk and fire intensity, and support residential building upgrades that reduce the likelihood of damage when fires occur in the wildland urban interface.[21] Most critical is ensuring the development plans are de-prioritized and discouraged in areas of very high risk of wildfire. [22]

[19] Alameda County, Alameda County Local Hazard Mitigation Plan, 2021, p. 4-31.
[20] CAL FIRE, Santa Clara Unit Strategic Fire Plan, 2022, p. 29.
[21] ABAG, Plan Bay Area 2050, 2021, p. 104.
[22] ABAG, Plan Bay Area 2050, 2021, p. 32.

Other wildfire prevention and suppression coordination activities in the region include the Hills Emergency Forum (consisting of the cities of Berkeley, El Cerrito, and Oakland, EBRPD, CAL FIRE, East Bay Municipal Utility District, Lawrence Berkeley National Laboratory, University of California, and Moraga Orinda Fire District), the Regional Priority Plan (a regional wildfire prevention plan for Alameda and Contra Costa Counties finalized in 2022), the aforementioned Community Wildfire Protection Plans, EBRPD's Wildfire Risk and Fine Scale Vegetation Mapping, and the East Bay Regional Communication System Authority.

Figure 3-11: State Responsibility Area Fire Hazard Severity Alameda County



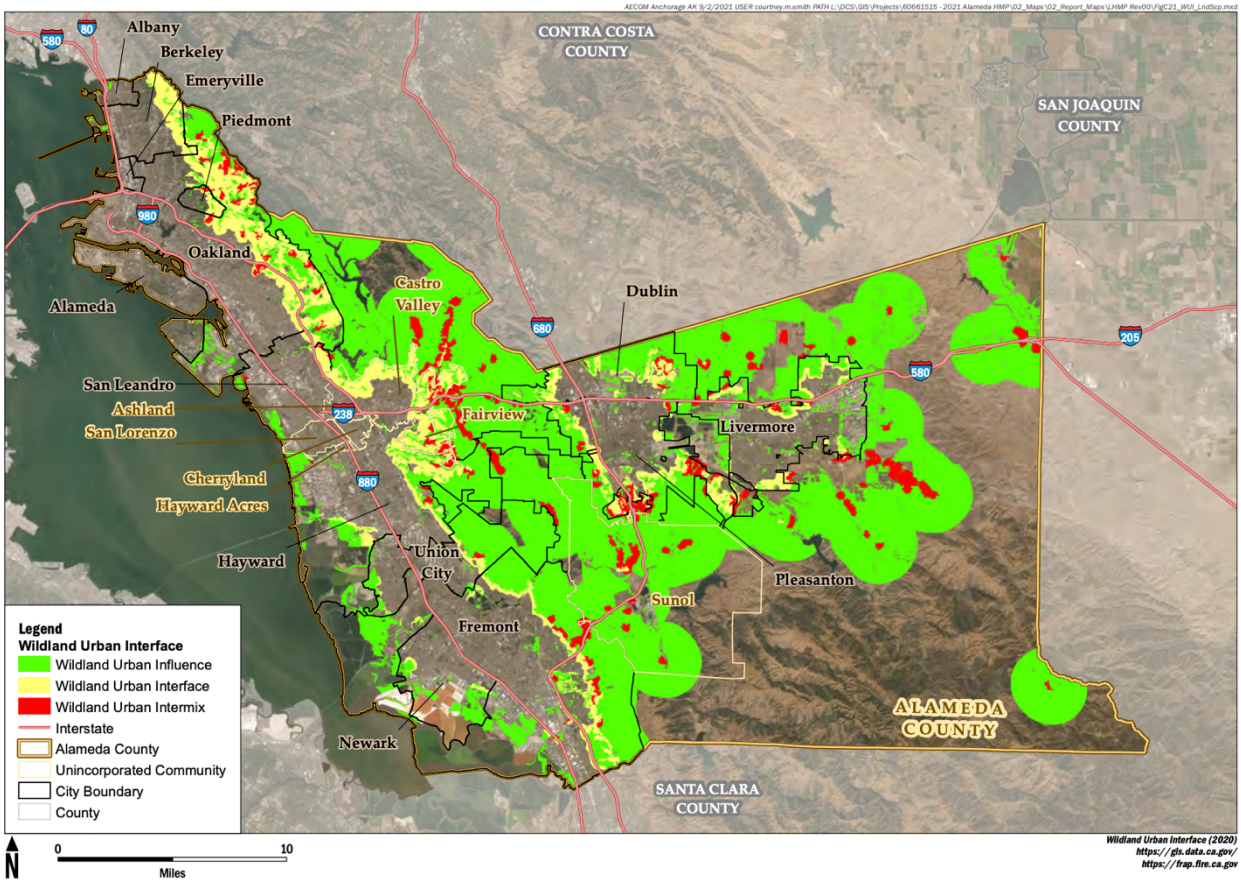
Wildland Urban Interface

California has three types of WUI areas:

- Interface areas - developed areas that have sparse or no wildland vegetation but are in close proximity to a large patch of wildland.
- Intermix areas - where houses and wildland vegetation directly intermingle.
- Influence areas - wildfire-susceptible vegetation up to 1.5 miles from WUI or Wildland Urban Intermix zones.

As shown on Figure 3-12 illustrating WUI in Alameda County from the Alameda County Local Hazard Mitigation Plan, the County does not have a significant percentage of land area in the Interface or Intermix areas; however, much of central Alameda County is in an Influence area.

Figure 3-12: Wildland Urban Interface Areas in Alameda County



Of the WUI territory in the County, 42.07 square miles (5.64 percent) are in the Interface area, while an additional 14.86 square miles (1.99 percent) are in the Intermix area, and 256.47 square miles (34.41 percent) are in the Influence area. For unincorporated Alameda County,

8.08 square miles (1.90 percent) of Alameda County are in the Interface area, 9.73 square miles (2.29 percent) are in the Intermix area, and 179.13 square miles (42.12 percent) are in the Influence area.

While territory considered Influence is more expansive than Intermix and Interface, the ratio of the population in WUI is greater in the Interface area. As shown in Figure 3-13, of the total population of the County, 148,378 (9.7 percent) live in the Interface territory. In unincorporated Alameda, a greater ratio of residents live in Influence territory—31,104 or 13.7 percent. In total, 261,027 (17.1 percent) of county residents live in areas considered one of the wildland urban categories.

Figure 3-13: Wildland Urban Interface Impact on Population

WILDLAND URBAN INTERFACE						
Area	Wildland Urban Influence		Wildland Urban Intermix		Wildland Urban Interface	
	# of People	% of Pop	# of People	% of Pop	# of People	% of Pop
Alameda County	99,478	6.5%	13,171	0.9%	148,378	9.7%
Unincorporated Alameda County	31,104	13.7%	4,110	1.8%	25,250	11.1%
Source: Alameda County, Alameda County Local Hazard Mitigation Plan, Table 4-50, 2021, p. 4-33.						

There are approximately 70 miles of WUI separating LRA from the CAL FIRE jurisdiction in Alameda County. Wildland urban interface areas that are SRA/LRA jurisdiction:

1. Oakland-Berkeley Hills - 16,200 acres protecting an estimated population over 500,000. Oakland FD, Berkeley FD, EBRPD, University of California, Berkeley, and CAL FIRE have jurisdiction.
2. San Leandro-Castro Valley Hills - 8,500 acres protecting an estimated population of 154,800. ACFD, EBRPD, and CAL FIRE have jurisdiction.
3. Hayward Hills - 5,000 acres protecting an estimated population of 58,969 in Hayward and Fairview. Hayward FD, EBRPD, and CAL FIRE have jurisdiction.
4. Union City-Fremont Hills - 10,000 acres protecting an estimated population of 310,460. ACFD, Fremont FD, and CAL FIRE have jurisdiction.
5. Pleasanton Ridge- Kilkare Woods- Sunol - 4,000 acres protecting an estimated population of 5,000. ACFD, LPFD, EBRPD, and CAL FIRE have jurisdiction. Affected by the 2020 SCU Lightening Complex Fire.

6. Palomares-Niles Canyon - 3,500 acres with an estimated population of 1,500. ACFD, Hayward FD, Fremont FD, EBRPD, and CAL FIRE have jurisdiction.

7. San Francisco Water District - Alameda County Watershed consisting of 5,000 acres.

The interface areas are densely populated with high-value homes. The high values at risk and the windy conditions have combined to create high damage loss fires historically. A single two-acre fire in the Oakland Berkeley hills destroyed two homes and damaged a third totaling damages of $4 million. The 1991 Tunnel Fire destroyed 3,000 homes causing a loss of $1.8 billion. Life safety at wildland fires is also a major concern.[23]

As part of its 2022 Santa Clara Unit Fire Strategic Plan, CAL FIRE has identified continued and enhanced fuel modification and fuel reduction projects in the wildland urban interface areas as an objective and has plans for 25 projects intended to meet this goal.[24]

Several other planning entities also have developed plans aimed at mitigating hazards arising from wildland urban interface territories and other fire hazards – Alameda County addresses the issue of urban territories abutting wildland areas in its updated Safety Element (2013) component of its General Plan and its Local Hazard Mitigation Plan (2021), and the Diablo Fire Safe Council identifies wildland fire hazards, prioritizes way to reduce those hazards and recommends measures for homeowners and communities to reduce ignitability of structures in its countywide Community Wildfire Protection Plan (CWPP) (2015). Additionally, the cities affected by wildfire hazards address strategies in their respective general plans and local hazards mitigation plans. Other plans to mitigate wildfire hazards include EIRs to address fuels management by the East Bay Regional Parks District and University of California, Berkeley. Similar environmental compliance documents are in progress by the City of Oakland.[25]

[23] CAL FIRE, Santa Clara Unit Strategic Fire Plan, 2022, p. 58.
[24] CAL FIRE, Santa Clara Unit Fire Strategic Plan, 2022, p. 61.
[25] CAL FIRE, Santa Clara Unit Strategic Fire Plan, 2022, p. 59.

Financial Ability of Agencies

COVID-19 contributed to the financial challenges facing fire and EMS agencies, similar to most other public agencies. Property tax revenues, which are a significant source of funding for most fire and EMS agencies, continued strong growth and helped to offset countervailing economic forces. Increasing inflationary factors in 2022 and beyond threaten recovery from the pandemic. City fire departments face additional pressures from competing city service priorities; city funding of services includes more diverse general funds (e.g., sales and hotel taxes), compared to fire districts. Non-property tax revenues typically are more sensitive to adverse economics compared to property taxes and assessments.

While revenues have shown positive growth trends over the past five years from 2018 through 2022, slower growth or in some cases revenue declines due to COVID-19 have not kept pace with continued expenditure growth. All agencies and cities show adequate reserves that can help to backfill annual shortfalls. In addition to the use of reserves, agencies have taken other short-term measures to address inadequate short-term revenues, for example, by freezing positions, deferring major capital and other one-time expenditures.

Figure 3-13 summarizes key revenue and expenditure indicators for the fire protection agencies and city fire departments. As noted above, COVID-19 generally depressed growth of fees and charges generated by plan review and inspections while costs continued to grow. Consequently, annual surpluses and contributions to reserves were reduced and/or cities shifted revenues from other services to assure adequate funding of fire protection.

Figure 3-14: Revenue and Expenditure Summary by Agency

AGENCY OR CITY FIRE DEPARTMENT	EXPENDITURE BUDGET FY 2021-22	FIRE SERVICE EXPENDITURE ANNUAL GROWTH	FIRE SERVICE REVENUE* ANNUAL GROWTH
Alameda County Fire Department	$162,425,000	Moderate (3-5%)	Low (0-3%)
East Bay Regional Park District (Fire Services)	$8,388,000	High (>5%)	High (>5%)
County Service Area EM-1983-1	$22,388,000	Low (0-3%)	Moderate (3-5%)
Fairview Fire Protection District	$3,973,000	Moderate (3-5%)	Low (0-3%)
City of Alameda	$44,816,000	High (>5%)	Low (0-3%)
City of Albany	$3,922,000	High (>5%)	Decline (<0%)
City of Berkeley	$48,359,000	Moderate (3-5%)	High (>5%)
City of Dublin	$15,600,000	Moderate (3-5%)	Decline (<0%)
City of Emeryville	$9,830,000	High (>5%)	Decline (<0%)
City of Fremont	$58,886,000	High (>5%)	Low (0-3%)
City of Hayward	$45,591,000	Moderate (3-5%)	Low (0-3%)
Livermore Pleasanton Fire Department (JPA)	$46,012,000	High (>5%)	High (>5%)
City of Newark	$12,274,000	Low (0-3%)	Decline (<0%)
City of Oakland	$191,513,000	High (>5%)	Low (0-3%)
City of Piedmont	$7,952,000	High (>5%)	High (>5%)
City of San Leandro	$26,007,000	Moderate (3-5%)	Decline (<0%)
City of Union City	$11,719,000	Moderate (3-5%)	Decline (<0%)

In addition to future inflation and recession risks, over the longer-term fire and EMS agencies will continue to face financial challenges from population and commercial growth, unfunded pension liabilities, increasing liability and insurance costs, in addition to the growing firefighting costs associated with climate change.

Governance Structure Options and Recommendations

The fire agencies in the study area have demonstrated extensive collaboration with one another in the form of joint studies and grants, contracts and partnerships, facility and resource sharing, regionalization of dispatch services, and the implementation of closest resource dispatching strategies in certain areas, which may be indicative of the potential for further resource sharing, continued regionalization, or other service structure reorganization.

Regionalization/Functional Consolidation

Alameda County fire providers have a history of regionalization through consolidation, consortiums, contract service provision, and joint powers authorities, which have reduced duplication of efforts and enhanced efficiencies. Using these prior restructuring efforts as models, it appears that there is the potential for further regionalization to reap similar benefits.

Because Alameda County is served primarily by ACFD and city fire departments, there are limited options for full consolidation between agencies. Fire service structure options that promote efficiencies and are feasible at this point in time consist of contracting for services by neighboring providers and formation of a joint powers authority/agreement, both of which are considered functional consolidation.

Contracting for Services

Contracts are used when jurisdictions agree to provide a service to another for a set fee. Contracting for certain services from other agencies offers an opportunity to test a service structure prior to committing to further reorganization and may also offer cost efficiencies depending on the structure and participating agencies. Contracts for services are a way to build closer ties between cities and districts. Such contractual arrangements are already extensively practiced by ACFD and the five cities for which it provides contract services. Additionally, the City of Hayward provides contract services to Fairview FPD.

There may be opportunities for additional cities to engage in contractual service agreements with ACFD or with a neighboring city, as is presently practiced, or to contract for specific services, such as administration, to cut costs and increase efficiency.

Joint Powers Agreement/Authority

A joint powers agreement is a formal legal agreement between two or more public agencies that share a common power and want to jointly implement programs, build facilities, or deliver

services. Officials from those public agencies formally approve a cooperative arrangement. A joint powers agreement is like a confederation of governments that works together and shares resources for mutual support or common actions. The government agencies that participate in joint powers agreements are called member agencies. With a joint powers agreement, a member agency agrees to be responsible for delivering a service on behalf of the other member agencies. Each joint powers agreement is unique as there is no set formula for how governments should use their joint powers. One agency will administer the terms of the agreement, which may be a short-term, long-term, or perpetual service agreement.

A joint powers authority (JPA) is a new separate government organization created by the member agencies but is legally independent from them. Like a joint powers agreement (in which an agency administers the terms of the agreement) a JPA shares powers common to the member agencies and those powers are outlined in the JPA agreement. Agencies create JPAs to deliver more cost-effective services, eliminate duplicative efforts, and consolidate services into a single agency. A joint powers authority offers the advantages of a more ephemeral and potentially more limited consolidation (i.e., training), continued accountability and local control, and a potential structure to overcome inherent financial and staffing incompatibilities among the providers towards future further consolidation efforts.

At present, the Livermore Pleasanton Fire Department is a joint powers authority consisting of the cities of Livermore and Pleasanton as member agencies. The JPA was created to merge the two individual fire departments and consolidate them into a single fire department to deliver more cost-effective fire protection services for Livermore and Pleasanton by eliminating duplicative efforts. The management and governance structure for the JPA was established to preserve the ability for Livermore and Pleasanton to each establish the level of service it determines to be appropriate within its own jurisdiction. The consolidated department is operated by a JPA board. While a formal joint powers structure was put in place, the powers assigned to the JPA board were limited: all major fiscal and labor relations decisions are made by the two cities' City Councils, with the JPA board serving in an advisory capacity to each body. The Board is comprised of the Mayor and a City Council member from each city. The City Managers of the two cities serve as joint Executive Directors and appoint the Fire Chief.

By forming the consolidated department, the partner cities avoided creating another agency with its own overhead costs for fiscal and personnel management. The new department uses existing city support services. The City of Pleasanton provides payroll, personnel and budget services, and the City of Livermore provides risk management and workers compensation services. Legal services for code enforcement are provided by both cities' legal departments.

To properly allocate the joint department's management expenses, the two cities use a four-part cost-sharing formula that takes into account factors such as the number of emergencies or fire prevention inspections occurring in each city. Currently, Livermore is covering 54 percent of these expenses, Pleasanton 46 percent. Each city maintains the right to determine the number of fire stations and firefighters it needs, so growth in one city does not affect the other city's fire service costs.

One of the management improvements resulting from the consolidation was the movement of top officers in both departments into full-time specialty roles. Before consolidation, division chiefs in both departments managed responsibilities such as emergency operations, training and emergency medical services on a part-time basis. Effectiveness is improved in the consolidated agency with full-time managers for each function. The separate fire prevention bureaus also were consolidated; the single bureau jointly serves both cities, including their one-stop building permit centers.

Initially, all fire station personnel remained in their parent cities but were cross-trained in the other city's stations and on its fire equipment; currently, firefighters regularly work in the other city's stations, providing coverage for those on vacation or sick leave. The two fire union locals also merged, and the five-year labor agreement negotiated by the cities with the newly combined International Association of Fire Fighters local contributes to the consolidated fire department's long-term cost stability. The JPA immediately agreed to joint promotional testing, and the several promotions, which since being made have contributed to the blending of the two cities' fire services.

A single training system serves both cities' firefighters. Managed by a division chief, it uses a modern training tower and classroom located in Pleasanton. Emergency operations also have been completely merged, with a single "duty officer" responding to emergencies wherever they occur and both cities' fire equipment responding wherever needed. Dispatch services were consolidated in Livermore's public safety communications center, as it was larger and better suited to handle the workload created by the consolidation of the departments. The consolidated department has focused on the creation of one "culture" and one set of operating procedures, which combines the "best practices" that were in use in both cities.

Benefits

Functional consolidation and other cooperative service agreements have the potential to improve the overall efficiency and effectiveness of emergency services, which can be achieved by a more efficient use of scarce resources and a reduction in equipment needs and duplicate efforts, and at the same time promote greater flexibility. Operational and political challenges

can be overcome through functional consolidation. Boundary disputes can be minimized with the closest and most appropriate resources being dispatched. This will foster rational service response zones and the likelihood of faster response. A functional consolidation would allow each agency to retain its identity while at the same time combining resources or specialty assets.

LAFCO Requirements for Contract Services

Legislative changes have been made that now require a LAFCO application and consideration for fire contract services between two public agencies. Formation of a joint powers authority continues to be outside of LAFCO's jurisdiction.

In 2016, the Cortese Knox Hertzberg Local Government Reorganization Act of 2000 was amended to include Government Code §56134 providing for fire protection service by contract outside a public agency's jurisdictional boundary in accordance with Senate Bill 239. This statute applies to fire protection agreements/contracts, which are contracts or agreements for the exercise of new or extended fire protection services outside a public agency's boundary. The statutes apply to these contracts if the contract would transfer responsibility for providing services in more than 25 percent of a public agency's service area to another public agency or changes the employment status of more than 25 percent of the employees of a public agency affected by the contract.

Unlike Government Code §56133 which addresses services by contract outside city and district boundaries, GC §56134 requires additional information, including a fire protection contract, plan for service, independent comprehensive fiscal analysis, and a public hearing.

Closest Resource Dispatch

Across the State, there is a trend toward using a closest resource dispatch strategy countywide to ensure the fastest response times. In essence, this model means that all agency boundaries are eliminated for dispatch purposes, without regard to jurisdiction or statutory responsibility, to enhance efficiency for the benefit of the constituents. Steps towards transitioning to a closest resource dispatch strategy have been made on a local level in Alameda with ACFD and Livermore Pleasanton Fire Department agreeing to a streamlined automatic mutual aid agreement, where either agency can be automatically dispatched to eliminate the delay in dispatch for requested mutual aid. It is recommended that Alameda fire providers review and consider the possibility of a conversion to a fully employed closest resource dispatch model.

The degree to which the closest resource system can be executed may be restricted by communication and dispatch structure capabilities.

Wildfire Prevention and Coordination

An effort is underway to develop a formal agreement between stakeholder agencies to reduce wildfire threat throughout the East Bay, within both Alameda and Contra Costa Counties, to address increasing threats from wildfire, pool resources at a regional level, and enhance coordination amongst multiple responders. The East Bay Wildfire Prevention Community Organizing Committee has spearheaded this project and developed a Memorandum of Understanding (MOU) that is currently being presented to potential signatory agencies for ratification. The MOU is proposed to include jurisdictions in western portions of Alameda and Contra Costa Counties containing hill areas designated as High or Very High Fire Hazard Severity Zones. The focus of the efforts is the "inner East Bay," along the Berkeley, Oakland, San Leandro, and West Contra Costa Hills, and extending southward to the westernmost portions of the Diablo Range, from Hercules in the north to Fremont in the south.

The core components of the MOU consist of the following recitals and plans:[26]

- Highlights the high wildfire risk in the East Bay Hills area,
- Emphasizes the need for regional coordination among jurisdictions, fire districts, and regional agencies,
- Formation the East Bay Hills Regional Wildfire Prevention Coordinating Group (WPCG) consisting of a group of public officials representing the counties, municipalities, and fire districts,
- Common goals regarding regional wildfire prevention,
- Description of the wildfire prevention activities performed by participating agencies,
- Desire to improve coordination and enhance efficacy and efficiency of activities,
- Identification of the shared goal of increasing each participating agency's level of service to residents and property owners,
- Desire to create opportunities for cross-agency communication and cooperation,
- No alteration of jurisdictional boundaries, cooperative efforts, or legal authorities,
- Description of responsibilities of the counties, municipalities, and fire protection districts,
- Ratification and enforcement of Fire Codes within respective jurisdictions,

[26] Presentation to East Bay Wildfire Prevention Community Organizing Committee at the June 28, 2023 meeting, accessed at https://eastbaywildfire.org/.

- Collaboration strategies and activities to minimize wildfire hazards in the East Bay Hills,
- Assisting in the development of model codes for fire prevention,
- Joint plans for vegetation management and wildfire-resistant vegetation,
- Partnering to apply for state, federal, and other grant funds, and
- Planning for wildfire evacuations and response across jurisdictions.

Efforts of this nature that enhance regional planning and coordination of prevention and suppression efforts would have value added in other portions of the County and Bay Area as well.

State Contract County

In California, CAL FIRE typically has responsibility for protection of State Responsibility Areas, unless there is an alternative structure in place within a county. Six counties have opted to become "contract counties" by providing contract services to the State, filling the services that would otherwise be provided by CAL FIRE for reimbursement. The six counties are Kern, Los Angeles, Marin, Orange, Santa Barbara, and Ventura. There are several benefits to this service structure, including:

- This service structure supplies revenue to the county fire agencies for services that can often be provided at a lower cost than by CAL FIRE thereby enhancing revenue.
- The fire agencies can offer services beyond CAL FIRE's obligations to include structural fire protection and emergency medical response in the more remote areas.
- Staffing can be extended to year-round at remote facilities if needed.

In the past, Alameda agencies have had discussions with Santa Clara and Contra Costa fire agencies regarding the possibility of all three counties transitioning to this model and joining Marin to form a block of Bay Area contract counties. However, the plan was not pursued at that time. Given the changes to fire service that have occurred over the last two decades, reassessing the possibility of Alameda transitioning to a contract county may be warranted. Inclusion of Santa Clara and Contra Costa in the restructuring, as previously mentioned, would create a more cohesive fire service structure in the Bay Area and likely enhance bargaining power with the State.

Reorganization of Fairview FPD

Reorganization of Fairview FPD continues to be an option, although multiple prior reviews of reorganization did not result in any changes in organization. The district remains the sole

independent fire protection district in the County, and contracts out for services with the City of Hayward Fire Department. When last reviewed in 2013, district residents were vocally opposed to consideration of reorganization. Because the District does not provide any direct services, but rather administers a contract for service provision, certain operating and administrative expenses could be avoided by dissolving FFPD and having another existing service provider take on governance and operations of fire service in the area. The most feasible and likely the most beneficial option is annexation of FFPD's territory by ACFD and continued contract services by the City of Hayward. Residents could retain the service provider they prefer, and savings could be achieved with a management layer and election costs eliminated through government reorganization.

During the 2013-2016 MSR and SOI updated process for FFPD, several deficiencies and concerns were identified by LAFCO resulting in conditions placed on the most recent affirmation of the District's coterminous SOI in 2016. It appears as though the District has met all of the conditions outlined by LAFCO at that time. The District has made great efforts to greatly enhance the level of services provided and highlight the value added by FFPD's service structure. Because of these management and other service level enhancements, there does not appear to be an impetus to dissolution if the community is not supportive.

4. ALAMEDA COUNTY FIRE DEPARTMENT

AGENCY OVERVIEW

BACKGROUND

Alameda County Fire Department (ACFD) is the main fire suppression service provider for areas of unincorporated Alameda County as well as the fire suppression and emergency medical service provider via contract for the cities of Dublin, San Leandro, Newark, Union City, and Emeryville, in addition to the Lawrence Livermore National (LLNL) Laboratory and the Lawrence Berkeley National Laboratory (LBNL). ACFD also provides regional 9-1-1 dispatch services to fire departments in the cities of Fremont, Livermore-Pleasanton, and Alameda, and for Falck Ambulance and Camp Parks.

ACFD was established on July 1, 1993 through consolidation of three fire districts—Castro Valley Fire Protection District, Eden Consolidated Fire, and County Fire Patrol (each a dependent special district under the Alameda County Board of Supervisors). Altogether, the District serves a population of nearly 400,000.

The principal act that governs ACFD is the Fire Protection District Law of 1987. The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property. Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.

The last MSR for ACFD was completed in 2008.

BOUNDARIES

The ACFD's boundary includes all the unincorporated areas of Alameda County except for areas served by the Fairview Fire Protection District (FFPD).

The ACFD's current boundary area is 508 square miles. The largest portion of this territory is situated east of Fremont and served by the Livermore-Pleasanton Fire Department with dispatch services provided by ACFD. Agencies that abut the District include the cities of Fremont and Hayward to the west and Oakland and Berkeley to the northwest of the boundary. The City of San Ramon is adjacent to the ACFD boundary in the north with the

City of Tracy to the east and the City of Milpitas to the southeast. The City of Morgan Hill and the Diablo Mountain Range is along the south border of the District.

Extra-territorial Services

ACFD provides contract services outside of its boundaries to the cities of Dublin, San Leandro, Newark, Union City, and Emeryville and LBNL and LLNL.

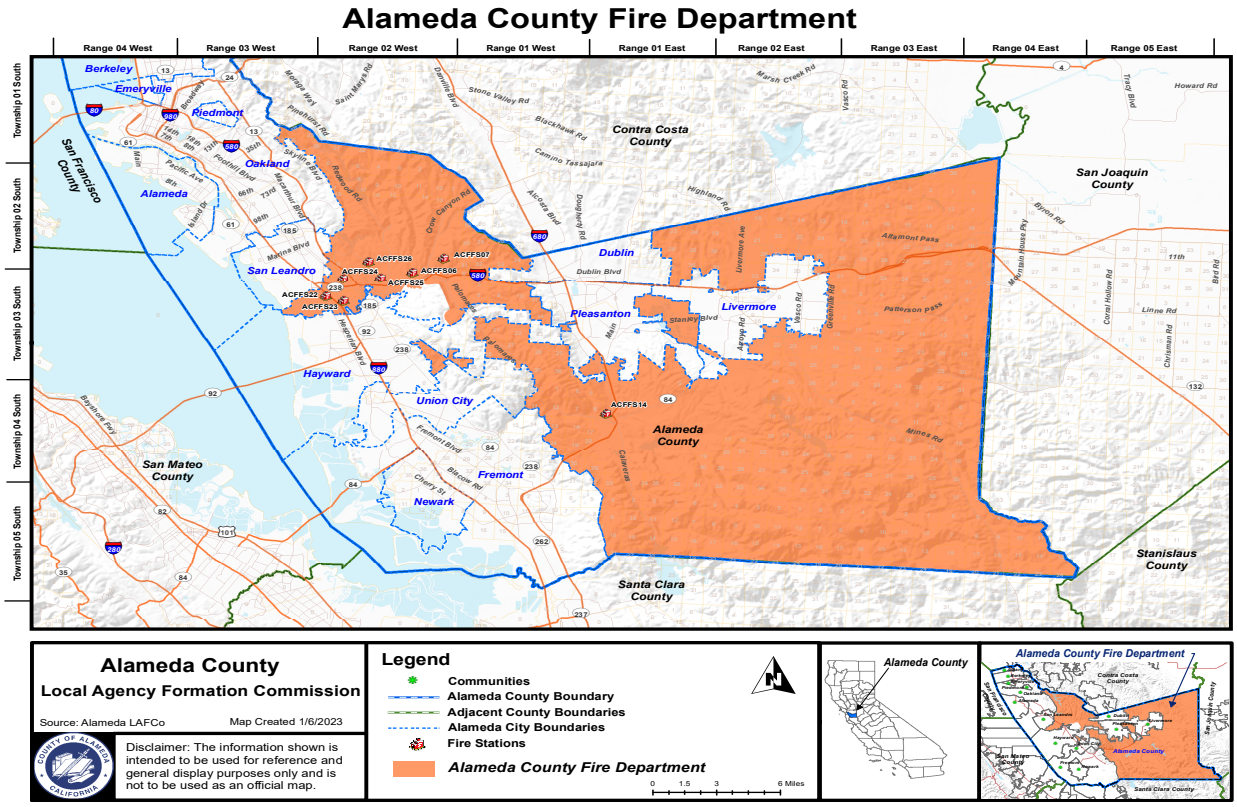
Unserved Areas

ACFD does not have stations located in unincorporated areas around Pleasanton. The Livermore-Pleasanton Fire Department provides service in this vicinity via contract. ACFD also works under contract with the City of Pleasanton to serve three County Service Areas (CSAs) known as Remon, Castlewood, and Happy Valley.

Sphere of Influence

In 2004, the Alameda LAFCO resolved to affirm the existing SOI for the ACFD. In 2022, the District's boundaries remain coterminous with those of Alameda County.

Figure 4-1: Alameda County Fire Department Service Area and SOI



Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The ACFD is a dependent special district with the Alameda County Board of Supervisors as its governing body. There are five county supervisors, one from each district, elected to four-year terms of office. A Board President is chosen from the Board members every two years. Current board member names, positions, and term expiration dates are shown in Figure 4-2.

The governing body meets every Tuesday at 10:45 in the morning in the Board Chambers on the fifth floor of the County Administration Building located at 1221 Oak Street in Oakland. Agendas for each weekly meeting are posted by the Board Clerk on the internet and at the County Administration building. The Board Clerk provides notice for meetings and disseminates minutes. Board actions and meeting minutes are available online. Through the County website, the public has access to live audio/visual webcasts and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience. In addition, both the County and ACFD, provide access to Facebook and Twitter accounts on their websites. The County also discloses finances, plans and other public documents via the internet.

Figure 4-2: ACFD Governing Body

GOVERNING BODY	
Manner of Selection	Election by District.
Length of Term	4 years for supervisors, board president is chosen every two years
Meetings	Tuesday mornings at 10:45 Alameda County Administration Building 1221 Oak Street Oakland, CA 94612 5th floor, Board Chambers

Agenda Distribution	Posted online, post office, and at the station.
Minutes Distribution	Posted online.

BOARD MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
David Haubert	1	Board Vice President	2024	Elected	4 Years
Elisa Marquez	2	Board Supervisor	2024	Elected	4 Years
Lena Tam	3	Board Supervisor	2026	Elected	4 Years
Nate Miley	4	Board President	2024	Elected	4 Years
Keith Carson	5	Board Supervisor	2024	Elected	4 Years

CONTACT	
Contact	Anne Thomson, Administrative Services Director
Mailing Address	6363 Clark Ave., Dublin, CA
Phone	510-693-3407
Email/Website	anne.thomson@acgov.org

Additionally, ACFD participates in community outreach events such as a Holiday Food and Toy Drive, annual city festivals, CPR and fire extinguisher training, and a community disaster preparedness program. ACFD also organizes community and school educational programs, which stress the importance of fire prevention and juvenile fire setter intervention.

All members of Alameda County's Board of Supervisors have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in with their economic interests.

Through the County, there also exists a conflict-of-interest code and bylaws, outlined in the municipal code, as lawfully required and by which ACFD must abide.

All complaints concerning ACFD or any of its employees are investigated and a response is provided to the complainant. Constituents are discouraged to complain anonymously; however, ACFD may investigate any complaint, regardless of the source. The office of the Fire Chief is responsible for tracking and logging complaints and insuring their resolution.

There is also legislation in effect to help ensure special districts adhere to accountability standards. One, California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be

made available on an agency's website. Similarly, the Special District Transparency Act of 2018 (SB 929, Government Codes §6270.6 and §53087.8) indicates that special districts have websites in use by January 1, 2020, per the Brown Act, and requires how the publicly available information be displayed. ACFD is in compliance with each of these regulations.

ACFD demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

ACFD's FY 20-21 budget indicates it has 559 authorized positions. This is an increase of 12, year over year since FY 19. Of these 559 positions, 511.42 are considered full-time equivalents for both management and non-management positions. Additionally, the department indicates it has 100 reserve firefighters to help fulfill the variety of services offered.[27] The Fire Chief oversees four branches—Operations, Communications and Special Operations, Administrative Support Services, Fire Prevention and Community Outreach. Each branch has its own divisions. The Training division falls under the Operations branch. The EMS, Information Technology, and Special Operations divisions are part of the Communications and Special Operations branch, and the divisions for Fleet Management, Financial Services, Facilities, and Human Resources are part of the Administrative Support Services Branch.

The Fire Chief provides the leadership and management overall. The Deputy Chief for Operations oversees the training division, three Operation Divisions, and the reserve program. The Administrative Services Director oversees Administrative Support Services by managing contracts and services, facilities, financial services, fleet management, and human resources. The Deputy Chief for Communications and Special Operations manages the Alameda County Regional Emergency Communications Center (ACRECC), EMS, information technology,

[27] Alameda County Fire Department, https://fire.acgov.org/AboutUs/aboutus.page, April 19, 2022.

Alameda County Operations Area & California Incident Command Certification Center (CICCS), and Special Operations.

ACFD, as a component of the Alameda County government, is required to conduct value-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 of their respective battalions on an on-going basis. ACFD also conducts annual personnel evaluations. Managers annually review goals and objectives for the coming year and goal achievements for the previous year. ACFD monitors its workload through chief officer performance reviews to identify staffing and resource deficiencies.

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

ACFD's finances are managed by the County. County financial planning documents include an annual budget and Comprehensive Annual Financial Report (CAFR). In addition, ACFD has financial statements audited annually. The District's capital needs are included in the County's Capital Improvement Plan (CIP). ACFD adopted a Fire and Emergency Services Strategic Business Plan; the most recent update was for the years 2015-2019. Additionally, the District participates in the Region II plan for the Office of Emergency Services.[28]

Similar to other land use authorities around the State, Alameda County has developed and adopted a Climate Action Plan to reduce greenhouse gases and their impacts. The Alameda County (Unincorporated Areas) Community Climate Action Plan (2014) addresses reduction of greenhouse gas emissions through a series of 37 local programs and policy measures related to transportation, land use, building energy, water, waste, and green infrastructure.

The County adopted two climate action plans: one focused on operations and services in 2010 and one on unincorporated communities in 2014. The County's Climate Action Plan for Government Operations and Services Through 2020, adopted in 2010, set a path for County operations to achieve a minimum greenhouse gas emissions reduction of 15 percent and a stretch target of 30 percent by 2020 from a 2003 baseline. The plan also set a long-term target of an 80 percent reduction in emissions by 2050. The County exceeded the 2020

[28] Alameda County Fire Department, Survey Response, July 2021.

stretch target: we achieved a 31 percent reduction in operational emissions.[29] The County adopted a new climate action plan in May 2023, setting a target for County services and operations that exceeds our 2050 target and aligns with California's carbon neutrality target by 2045.

The Plan does not address the impacts of climate change on wildfires, but does include a CAL FIRE program aimed at five forestry strategies for reducing or mitigating greenhouse gas emissions, including:

- Reforestation to promote carbon sequester,
- Forestland conservation to avoid forest loss to development,
- Fuel reduction to reduce wildfire emissions and utilization of those materials for renewable energy,
- Urban forestry to reduce energy demand through shading, increase sequestration, and contribute biomass for energy generation, and
- Improved management to increase carbon sequestration benefits and forest health.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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.

Land Use

ACFD's boundary area is approximately 508 square miles of unincorporated territory. The County is the land use authority for the unincorporated areas within ACFD's bounds. ACFD encompasses every land use designated by the County—Rural, Low to High Density Residential, Major Commercial, Industrial, Mixed Use, Parklands, Agriculture, and Public. The

[29] Alameda County Climate Action Plan for Government Services and Operations Through 2026 (GOCAP), p.4-5, April 10, 2023.

topography, natural boundaries, drainage, level of development and projected growth vary considerably in the unincorporated areas of the County.

Current Population

As of 2022, the population in the ACFD service area (including contract cities) is estimated to be 394,000. The District's territory is large and ranges from densely populated areas to wildland regions. Its population density is varied due to its diverse landscape. Depending on the area, this number can be less than 1,000 or more than 15,000 people per square mile.[30]

Projected Growth and Development

Based on Association of Bay Area Governments (ABAG) growth projections, the population of the area within ACFD is anticipated to grow by an average annual growth rate of 0.8 percent, which equates to a population of approximately 437,002 by 2035. ACFD reported that growth patterns are affecting service demand.

There are currently planned and proposed developments in unincorporated areas within ACFD's boundaries, these includes projects for residential, industrial and commercial use. Currently being reviewed is the Village Green mixed-use, multi-family housing development in San Lorenzo, the Fa YunChan Buddhist Center in Castro Valley, and a four-story community housing development corporation near Fariview. The unincorporated regions that would be affected are all on the western central border of ACFD.

Planned and proposed developments within cities of Dublin, San Leandro, Newark, Union City, and Emeryville that may impact the service demand for ACFD are discussed in detail in the Cities of Dublin, San Leandro, Newark, Union City, and Emeryville MSRs.

Growth Strategies

The District reports that it will be vital to collaborate with its contracted agencies to continue to meet demand through continued periods of growth within its service area. This will include forecasting needs based on analysis of their population projections, development plans, and employee turnover and attrition in order to estimate staffing needs.[31]

[30] Alameda County Fire Department, Volume 2 of 3 – Technical Report, Standards of Coverage Review, p. 94, 9/1/17
[31] Alameda County Fire Department, SoGo Survey Response, July 2021.

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within the District's service area. In fact, the community of Ashland is considered the County's only CDP with potential to become a DUC; however, it is provided essential services such as water, sewer and flood control services and therefore, no SOI changes have been recommended based on its status.[32]

Financial Ability to Provide Services

Financial Ability to Provide Services

ACFD has the financial ability to continue to provide services. A significant share of its total budget is funded by contract service charges which are established at levels sufficient to cover costs. Substantial ACFD fund balances cover any periodic cash flow shortfalls and capital needs. Recent passage of Measure X will help to fund $90 million in needed fire station capital improvements. Pension obligations are a "moderate" risk level, and ACFD continues to pre-fund OPEB obligations when surplus funds are available.

Revenues and Expenditures

ACFD receives no County General Fund revenues and no Prop. 172 revenue. Services to unincorporated communities are funded by fire fund property taxes and assessments collected from those areas which account for about 25 percent of total ACFD revenues. The 75 percent balance of funding for the total $162.4 million proposed FY2021-22 budget comes from service charges paid by contract cities and for dispatch services, and from County General Fund contributions towards unincorporated area costs. Fund balances help pay for capital costs.

Net contributions from Alameda County's General Fund ranged from $1.3 million (budgeted FY2020-21) to $4.2 million (actual FY2019-20) when expenditures exceeded revenues and/or when reserves and capital funding are required (e.g., new training facility). These contributions help to maintain ACFD's fund balances. The FY2021-22 budget projected a shortfall of revenues compared to expenditures of $4.1 million; fire operations expenditures grow about $7.4 million, or more than 5 percent, compared to the prior year, contributing to the need for net general fund contributions. ACFD has expressed concern about "rising employee costs,

[32] Alameda LAFCO, Countywide MSR on Wastewater, Flood Control, and Stormwater Services, November 2021.

resulting from public pension cost increases as well as medical/OPEB costs and liabilities increases."[33] Beginning in 2022, ACFD is pursuing a fire-based ambulance transport model projected to enhance revenues in the future.[34]

As described in the County of Alameda's Annual Comprehensive Financial Report,[35] ACFD is legally separate from the County and is reported as if it were part of the primary government because it is governed by the County Board of Supervisors and the Board has operational responsibility for the Fire Department. The activities of ACFD are reported within non-major governmental funds. The books and records for the Fire Department are maintained by the County.

Fund Balances and Reserves

Ending fund balances for the County's Fire Fund[36] have generally been growing over time. The County's FY20-21 CAFR reported an ending Fire Fund balance of $112.4 million compared to an FY18-19 ending balance of $89.1 million.[37] The FY20-21 fund balance represents more than 70 percent relative to total annual expenditures (including contract services), a "high" ratio of reserves to expenditures[38] which provides for cash flow, contingencies, and capital improvements.

Pensions and OPEB

CalPERS reported that the Safety Plan of the Alameda County Fire Department was 72.8 percent funded as of June 30, 2020.[39] This level of funding is considered a "moderate" level.[40] Future payments towards ACWD's unfunded liabilities grow from about $10.9 million annually in FY2022-23 to $14.3 million in FY2027-28.[41]

ACFD administers a post-retirement medical benefit program through CalPERS; pre-funding its obligations reduces its unfunded actuarial accrued liability reported to be $117.06 million.[42] Periodically ACFD transfers budget savings to the California Employers' Retiree Benefit Trust (CERBT) Fund to prefund retiree medical costs and other post-employment benefits (OPEB)

[33] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[34] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[35] County of Alameda Comprehensive Annual Financial Report (CAFR) For the Fiscal Year Ended June 30, 2021, pg. 30.
[36] The Alameda County Fire Fund is used to account for revenues and expenditures of funds restricted for fire protection services in the unincorporated areas of the County.
[37] ACFR's Combining Statement of Revenues, Expenditures, and Changes in Fund Balances, Non-Major Governmental Funds, pg. 117 (FY19); pg. 119 (FY21).
[38] Financial indicators derived from California State Auditor's Methodology for Ranking California Cities Based on Fiscal Risk.
[39] CalPERS Actuarial Valuation, July 2021, pg. 6.
[40] Based on Cal. State Auditor Risk Factors.
[41] CalPERS Actuarial Valuation, July 2021, pg. 6.
[42] Letter from Fire Chief David A. Rocha to Board of Directors, May 21, 2020, for Agenda June 9, 2020.

and reduce its unfunded liability. ACFD reports that it has "significant OPEB obligations for retiree health (over $100M), and since 2014, employees began contributing portion of their salary to prefund the obligation."[43]

Leases and Long-term Debt

Alameda County Measure X was on the ballot as a referral in Alameda County on November 3, 2020. Measure X authorized the ACFD "to issue $90,000,000 in general obligation bonds to repair and replace outdated stations"[44] in unincorporated Alameda County. It was approved with a 66.78% "yes" vote;[45] the measure required at least 66.67% to pass. Measure X requires an estimated property tax levy of $15.70 per $100,000 in assessed value. Debt issued pursuant to Measure X is secured by the property tax levies and does not encumber ACFD revenues. The Alameda County Fire Fund reports no debt service obligations.[46]

Equipment and Facility Assets

ACFD owns its equipment, and leases some facilities (admin, dispatch, training tower).

ACFD has identified long-term funding needs for fixed asset facilities. These needs include $104 million for fire stations and $30 million for a training center.[47] Specific capital projects are detailed in the County of Alameda's Capital Improvement Plan (CIP) which also identifies funding sources that include departmental and other funds.[48]

Funds for fire station capital improvements identified in the CIP are included under Measure X, fire safety bond funding for future capital development. Measure X authorized ACFD to issue up to $90 million in bonds with bond revenue going to fund fire station repairs and maintain services to unincorporated communities, including medical emergency lifesaving services, 9-1-1 response, wildfire protection and disaster response.

[43] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[44] Alameda County Bond Measure X, July 21, 2020.
[45] https://ballotpedia.org/Alameda_County_Fire_Department,_California,_Measure_X,_Bond_Issue_,November_2020.
[46] Alameda County ACFR, FY21.
[47] Alameda County Budget Work Session FY 2021-22, Presentation by William L. McDonald, Fire Chief, 4/7/21.
[48] County of Alameda's Capital Improvement Plan 2021-2026.

Fire Services

Service Overview

ACFD provides numerous fire suppression, fire prevention, and emergency medical services such as fire inspection, public education, wildland and hazardous materials response, and paramedic services. Figure 4-3 details the services provided by ACFD. If a service is not provided by ACFD, but is offered by another agency, it is indicated in the figure.

With the exception of areas served by the Fairview Fire Protection District, ACFD is primarily responsible for the fire and paramedic services throughout all unincorporated areas of Alameda County. Since the formation of the District in 1993, several communities have subsequently contracted with ACFD for the provision of services, starting with the city of San Leandro in 1995, followed by the city of Dublin in 1997, the Lawrence Berkeley National Laboratory in 2002, the Lawrence Livermore National Laboratory in 2007, the Alameda County Regional Emergency Communications Center (ACRECC) in 2008, the cities of Newark and Union City in 2010, and the city of Emeryville in 2012.[49]

ACFD also contracts with the City of Pleasanton and CAL FIRE to be able to provide fire services to certain unincorporated areas in the County. Through its contract, the City of Pleasanton is the agency responsible for serving Remen Tract, Castlewood, and Happy Valley.

Figure 4-3: ACFD Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	Alameda County Fire Department
Wildland Fire Protection	Alameda County Fire Department
Vehicle Fire Protection	Alameda County Fire Department
Ladder Truck Capabilities	Alameda County Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	Berkeley Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Alameda County Fire Department

[49] Alameda County Fire Department, https://fire.acgov.org/AboutUs/aboutus.page?, page accessed 3/9/22.

Advanced Life Support – Non-Transport Provider	Alameda County Fire Department
Advanced Life Support Transport Provider	Alameda County Fire Department
Continuing Education Provider – Medical	Alameda County Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	Alameda County Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Alameda County Fire Department
Fire Safety Education – Adults/Seniors	Alameda County Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	Alameda County Fire Department
Fire Protection Planning	Alameda County Fire Department
New Commercial Construction Plan Reviews	Alameda County Fire Department
Public Education Provider (CPR, First Aid, etc.)	Alameda County Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Alameda County Fire Department
Fuel Reduction/Weed Abatement Program	Alameda County Fire Department
Smoke Detector Giveaway/Installation Program	Alameda County Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
First Responder Swift Water Rescue Program	Alameda County Fire Department
Water Rescue Program	Alameda County Fire Department
Ice Rescue Program	U.S. Coast Guard
Dive Rescue Program	Alameda County Sheriff's Office
Low angle Rope Rescue Program	Alameda County Fire Department
Helicopter Short/Long Haul Rescue Capabilities	California Highway Patrol
Response to Boating Accidents	Alameda County Fire Department
Rescue Dog Services	Alameda County Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Alameda County Fire Department
Hazardous Materials Response Team	Alameda County Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	Alameda County Fire Department

Mobile Incident Command/Communications Unit	Alameda County Fire Department
Fill Station for Self-Contained Breathing Apparatus	Alameda County Fire Department
Mobile Breathing Support Unit	Alameda County Fire Department
Community Emergency Response Team	Alameda County Fire Department
Chaplain Services	Alameda County Fire Department
Training Academy	Alameda County Fire Department
Emergency Operations Center Capabilities	Alameda County Fire Department
MISCELLANEOUS	
Public Service Assists	Alameda County Fire Department
Motor Vehicle Accident Response	Alameda County Fire Department
Welfare Checks	Alameda County Fire Department with local Police Departments
Public Safety Answering Point	Alameda County Fire Department
Fire/EMS Dispatch	Alameda County Fire Department
Fundraising Activities	Alameda County Fire Department
Firefighters Association – Non-Profit	Alameda County Fire Department
Auxiliary Association	Alameda County Fire Department

COLLABORATION

ACFD has automatic and mutual aid agreements with various agencies. In addition to the agreements between ACFD and the cities of Dublin, Emeryville, Newark, San Leandro and Union City for fire and emergency response services, ACFD contracts with other agencies as well. The City of Oakland, the City of Tracy, the San Ramon Valley Fire Protection District, and the Livermore-Pleasanton Fire Department have an automatic aid agreement with the District. ACFD's agreement with Oakland and Berkeley includes a mutual aid response that covers the Berkeley-Oakland Hills area. A shared automatic aid agreement exists for providing service to Interstates 580, 880, and 680. There is also a State Mutual Aid Plan and a countywide mutual aid agreement for all fire departments in Alameda County.

ACFD also collaborates with the County to receive a variety of administrative services, and to work in conjunction with the Alameda County Sheriff's Department, and Alameda County Emergency Medical Services. An agreement also exists between ACFD and California's Office of Emergency Services for dispatch needs.[50]

[50] Alameda County Fire Department, SoGo Survey Responses, July 2021

Regionally, ACFD's collaborations include participating in the governance of the dispatch center in Livermore through the County Advisory Board. ACFD firefighters who are specially trained and can be dispatched nationwide to assist with disaster response.

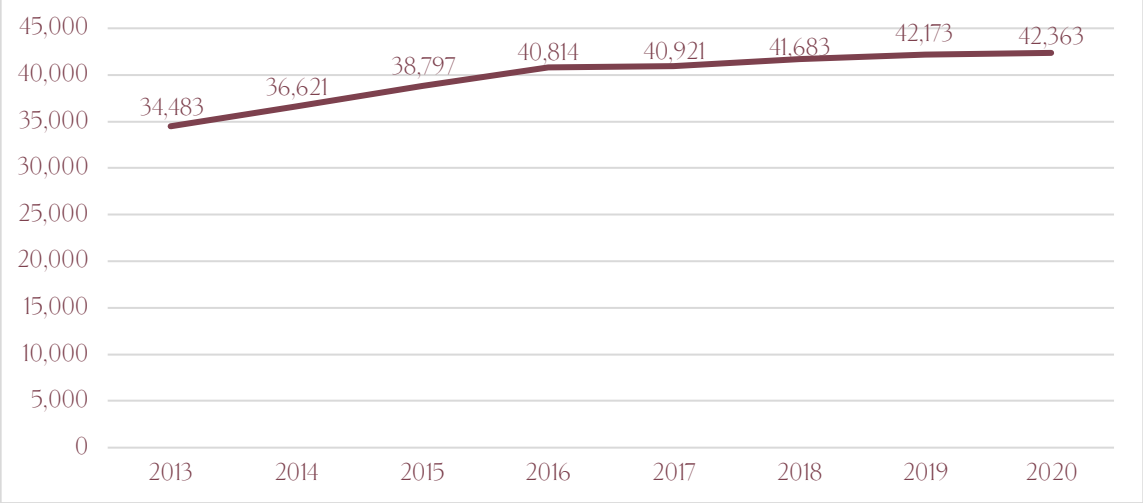
Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). In ACFD's case, CAL FIRE is utilized for hand crew services and helicopter services for fire suppression. ACFD also works hand in hand with local police departments for welfare checks, as well as the California Highway Patrol, the County's Sheriff's office, and the Coast Guard for assistance with rescue efforts.

Existing Demand

For FY 20, ACFD stated there were a total of 42,363 service calls. This is a steady increase year over year since FY 13, as shown below in Figure 4-4. Of the total number of calls in 2020, 28,782 were for emergency medical services, 2,695 represented false alarms, 2,052 for fire and hazardous materials service calls, 5,316 for miscellaneous emergencies, and 3,518 service calls were made for miscellaneous non-emergencies.[51]

Figure 4-4: ACFD Calls for Service, 2013-2020



Of the calls for service received in 2020, 16,693 or 39 percent of service calls were within ACFD's boundary area, which is an increase of 24 percent or 12,792 calls since 2013. In contrast, approximately 61 percent of calls, or 25,670, were within the District's contract service

[51] Alameda County Fire Department, Sogo Online Survey Response, July 2021

areas, which is a roughly 26 percent increase since 2013. Of all service calls from within the ACFD contract service area, eight percent came from Dublin, 24 percent from San Leandro, about one percent from LBL, one percent from LLNL, eight percent from Newark, 13 percent from Union City, and six percent from Emeryville.

Figure 4-5 shows the number of calls for each type of service by contract agency.[52]

52 Alameda County Fire Department, https://fire.acgov.org/AboutUs/stats.page?, page accessed 3/9/22.

Figure 4-5: ACFD Service Calls by Type, 2020

SERVICE CALLS BY TYPE FOR CONTRACT AGENCIES									
	Structure Fires	Other Fires	EMS/Rescue	Hazardous Conditions	Service Calls	Good Intent	False Call	Cancelled Enroute	Total Calls Per Agency
Dublin	34	55	2458	73	344	146	333	255	3,698
Emeryville	24	36	1370	26	148	110	332	290	2,336
Lawrence Berkeley Laboratory	0	2	18	2	5	6	43	12	88
Lawrence Livermore Laboratory	16	42	169	27	32	26	132	130	574
Newark	43	72	2,330	72	255	132	324	195	3,423
San Leandro	131	176	7,004	177	869	593	519	759	10,228
Union City	57	141	3,736	42	366	253	376	352	5,323
Total Calls by Service	305	524	17,085	419	2,019	2,919	2,059	1,993	25,670

Staffing

According to the ACFD's FY 21 budget, there are 559 authorized positions indicated for the department. This is an increase of 12 authorized positions, since the 2019 fiscal year. Of these 559 positions, 511.42 are considered full-time equivalents (FTE) for both management and non-management positions. The department also reported it utilizes 100 reserve firefighters.[53]

Objectives set by ACFD 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 states that newly hired paid firefighters are required to have Firefighter Recruit Academy training although the monthly training hours for firefighters varies.[54] ACFD provides 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.

Facilities and Capacity

ACFD operates out of 29 fire stations and additional administrative and fire prevention facilities, details of which are shown in Figure 4-6. The primary fire administration facility is located in Dublin, as is the County's fire department vehicle maintenance facility. Each contract agency also has its own fire prevention bureau office within its respective city. There is a training facility in San Leandro which includes a four-story cement tower, a single-story wooden resident-style structure, auto extrication training space, and a classroom.

ACFD owns its fire and EMS equipment, however, it does lease administrative and dispatch facilities, as well as the training tower.[55]

In 2017, construction on Station 23 was completed. Then, in November of 2020, Measure X, also known as the Fire Safety Bond, was approved. It will allow ACFD to issue bonds to make needed repairs and upgrades at its fire stations. While able to provide adequate service, several aging facilities have prompted the need for ACFD to consolidate operations and close one station.[56] Station 8, in the City of Livermore, has been decommissioned and its firefighters now operate out of ACFD Station 20.[57]

[53] Alameda County Fire Department, https://fire.acgov.org/AboutUs/aboutus.page, April 19, 2022.
[54] Alameda County Fire Department, SoGo Survey Responses, July 2021.
[55] Alameda County Fire Department, SoGo Survey Responses, July 2021.
[56] Alameda County Fire Department, https://fire.acgov.org/measurex.page?, page accessed 3/9/22.
[57] Alameda County Fire Department, https://fire.acgov.org/AboutUs/facilities.page?, page accessed 3/9/22.

ACFD has a daily response force capacity that includes 112 personnel, 27 engines, five aerial ladder trucks, two quints (pumper/ladder), one heavy technical rescue unit, and one ambulance. The effective response force for building fires equals three engines, one ladder truck, and one rescue along with two Battalion Chiefs and one Rapid Intervention Crew.[58] The Department's equipment and apparatus are supplemented by CAL FIRE, contract agencies, and ground paramedic transportation through Paramedics Plus.

The 2017 Standards of Cover Risk Assessment indicated that based on the measure of unit-hour-utilization, and only two engine companies nearing 20 percent workloads, adding units during peak daytime hours is not essential at this time. The report also stated that 90 percent of incidents across the Department were responded to within 7:53 minutes, with a goal of 7:30 minutes for arrival of a first responder on the scene once a 9-1-1 call is received.[59]

Figure 4-6: ACFD Facilities

ACFD FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 6	19780 Cull Canyon Road, Castro Valley, CA 94552	Alameda County	1978	
Station 7	6901 Villareal Avenue, Castro Valley, CA 94552	Alameda County	1987	
Station 8	1617 College Ave., Livermore, CA 94550	Alameda County	1949	Out of Service
Station 9	450 Estudillo Ave., San Leandro, CA 94577	San Leandro	1970	
Station 10	2194 Williams St., San Leandro, CA 94577	San Leandro	2000	
Station 11	14903 Catalina St., San Leandro, CA 94577	San Leandro	2002	
Station 12	1065 143rd Ave., San Leandro, CA 94577	San Leandro	1963	
Station 13	637 Fargo Ave., San Leandro, CA 94577	San Leandro	1965	
Station 14	11345 Pleasanton-Sunol Road, Sunol, CA 94586	State of California	1989	

[58] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 80, 9/1/17.
[59] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 58, 9/1/17.

Station 15	5325 Broder Road, Dublin, CA 94568	Alameda County	1980	Reserve
Station 16	7494 Donohue Dr., Dublin, CA 94568	City of Dublin	2002	
Station 17	6200 Madigan, Dublin, CA 94568	City of Dublin	2003	
Station 18	4800 Fallon Road, Dublin, CA 94568	City of Dublin	2003	
Station 19	1 Cyclotron Road, Building 48, Berkeley, CA 94720	Lawrence Berkeley National Lab, DOE	1991	
Station 20	7000 East Avenue, L-388, Livermore, CA 94550	Lawrence Livermore National Laboratory, DOE	1993	
Station 21	Site 300, L-890, 15999 W. Corral Hollow Road, Tracy, CA 95377	Lawrence Livermore National Laboratory, DOE	2000	
Station 22	427 Paseo Grande, San Lorenzo, CA 94580	San Lorenzo Village Homes Association	1944	
Station 23	19745 Meekland Ave., Hayward, CA 94541	Alameda County	1951	
Station 24	1430 164th Ave., San Leandro, CA 94578	Alameda County	1960	
Station 25	20336 San Miguel Ave., Castro Valley, CA 94546	Alameda County	1958	
Station 26	18770 Lake Chabot Road, Castro Valley, CA 94546	Alameda County	1981	
Station 27	39039 Cherry St., Newark, CA 94560	City of Newark	1981	
Station 28	7550 Thornton Ave., Newark, CA 94560	City of Newark	2005	
Station 29	35775 Ruschin Dr., Newark, CA 94560	City of Newark	1962	
Station 31	33555 Central Ave., Union City, CA 94587	City of Union City	1975	
Station 32	31600 Alvarado Blvd., Union City, CA 94587	City of Union City	1984	

Station 33	33942 7th St., Union City, CA 94587	City of Union City	2009	
Station 34	2333 Powell St., Emeryville, CA 94608	City of Emeryville	2015	
Station 35	6303 Hollis St., Emeryville, CA 94608	City of Emeryville	N/P	
Alameda County Fire Department Vehicle Maintenance Facility	5777 Scarlett Court, Dublin, CA 94568			
Fire Administration/ Alameda County Unincorporated Areas Fire Prevention	6363 Clark Ave., Dublin, CA 94568			
San Leandro Fire Prevention	835 E. 14th St., San Leandro, CA 94577	City of San Leandro		
Dublin Fire Prevention	100 Civic Plaza, Dublin, CA 94568	City of Dublin		
Training Facility	890 Lola St., San Leandro, CA 94577	City of San Leandro		
Alameda County Regional Emergency Communication Center	Lawrence Livermore National Laboratory	Lawrence Livermore National Laboratory, DOE		
Newark Fire Prevention	37101 Newark Blvd., Newark, CA 94560	City of Newark		
Union City Fire Prevention	34009 Alvarado-Niles Road, Union City, CA 94587	City of Union City		
Emeryville Fire Prevention	1333 Park Ave., Emeryville, CA 94608	City of Emeryville		

Dispatch and Communications

ACFD regionalized the 9-1-1 call-dispatching function for ACFD fire and medical calls. This was the result of ACFD and the Alameda County EMS Agency establishing the Alameda County Emergency Dispatch Consortium in 2002 for the sake of improving dispatch efficiency and cost savings. The regional dispatching center is known as the Alameda County Regional Emergency Communications Center (ACRECC) and is housed at the Lawrence Livermore National Laboratory (LLNL) along with the Alameda County Fire Communication Center (ACFCC).

ACRECC currently dispatches fire and medical calls for ACFD, the U.S. Army at Camp Parks Combat Support Training Center in Dublin, the cities of Alameda, Fremont, Livermore and Pleasanton, and the County EMS transport provider Falck Northern California ambulance service.The Consortium, now known as the Advisory Board, is managed by a governing board made up of participating agencies. Each agency pays an annual amount with costs apportioned based on call volume as outlined in each contract for service.

Given that 9-1-1 calls may relate to a policing, fire or medical emergency, the calls are first routed by the telephone provider to the public safety answering point (PSAP) dispatcher. The first-response dispatcher immediately determines whether a 9-1-1 call is related to a policing, fire or medical emergency, and routes all fire and medical 9-1-1 calls to the ACRECC. The ACRECC simultaneously dispatches the first-response unit (ACFD or the municipal fire department) and the County EMS transport provider for ambulance transport services.

Status of, and Opportunities for, Shared Facilities

An ACFD goal is to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

As previously mentioned, ACFD contracts with a number of agencies for fire and emergency response services. To do this, it shares personnel, dispatching services, and facilities resources as necessary. Consolidating facilities and shifting personnel is not uncommon, with Station 8 firefighters having been relocated to Station 20, which is the Lawrence Livermore National Laboratory site, as an example. Station 15 currently houses ACFD Reserve Firefighters, apparatus and equipment even though it was previously the Office of Emergency Services and Dougherty Regional Fire Authority Station 3.[60]

ACFD reports that collaboration with regional transport companies, in conjunction with other fire agencies and municipalities, to establish a fire-based ambulance transport model would particularly improve efficiencies in service delivery, especially EMS delivery.[61]

Infrastructure Needs

ACFD's capital improvement projects are part of the County's Annual Capital Improvement Plan (CIP). The current plan has a planning horizon of 2026.

[60] Alameda County Fire Department, https://fire.acgov.org/AboutUs/facilities.page?, page accessed 3/9/22
[61] Alameda County Fire Department, SoGo Survey Responses, July 2021

At the present time, the General Services Agency is managing the $30 million development of the ACFD Regional Training Facility. This is listed as a Category I priority, meaning the project is approved and underway. The most significant upcoming capital projects are centered around the approval of Measure X and the $90 million in bond funds identified for station upgrades. The capital improvements involved are identified as Category VI, which are future projects, and includes the replacement of Stations 6, 7, 8, 22, and 26, as well as the remodel of Station 24 and the retrofit of fire station 25.[62] Without Measure X, ACFD would not have the financial resources to address its infrastructure needs.

Challenges

ACFD has indicated two primary challenges to maintaining service adequacy. The first is fiscal limitations and the second is staffing. Financial setbacks have been both ongoing and in the short-term. Specifically, the Department has highlighted rising employee costs, largely from public pension cost increases. Likewise, there have been rising medical and OPEB costs as well as liability increases. To counter this challenge, ACFD began transferring a portion of its annual budgeted savings and requiring employees to contribute a percentage of their base salary, to prefund OPEB liabilities. In 2021, the Department indicated these preventive measures helped reach a 20 percent OPEB funding level.[63]

Based on the size of the service area and the locations of the current fire stations, an analysis shows that ACFD has challenges with multiple unit coverage due to longer travel times to an incident, even with no traffic.[64] Single ladder truck coverage, though currently sufficient, needs to be reevaluated as well due to the anticipated growth within the area.[65] It has also been noted that the relocation of certain fire stations, such as Stations 22 and 26, would improve coverage and response times.

Service Adequacy

This section reviews indicators of service adequacy, including response times, complaints, and staffing levels. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection

[62] Alameda County, Capital Improvement Plan 2021-2026, p. 9
[63] Alameda County Fire Department, SoGo Survey Responses, July 2021
[64] Alameda County Fire Department, Standards of Cover, September 1, 2017, p. 32
[65] Alameda County Fire Department, Standards of Cover, September 1, 2017, p. 33

Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

ACFD has not provided information as to whether any complaints regarding fire service were received in FY 21.

The Department's BOD has not adopted outcome-based response time goals. Instead, each contract city abides by unique performance measures in its ACFD contract. ACFD, however, did adopt response time measures and reports them to the County, the fire commission, and the contract cities. There are four specific response times based on status of a call and the guidelines were based on NFPA 1710 standards for fire departments.

ACFD meets its performance goal of having the first unit on scene within 7:30 minutes of the fire dispatch call pick up 90 percent of the time. Other goals consist of 1:30 minutes for dispatch (when call begins until dispatch communicates incident information), 2:00 minutes for turnout (responder notification until travel with apparatus begins to the scene), 4:00 minutes first travel (between when a unit's wheels begin turning and arrival on the scene), and 8:00 minutes of travel for a first alarm multiple unit call in an urban area.

Response times tend to be quicker in areas that are more urban due to fire stations in urban areas often being closer together with more access roads. The average response time in the far eastern portion of the County is significantly higher than the average throughout ACFD's territory; fire response in this area may take as long as 40 minutes. Still, ACFD has effectively placed fire stations with very few gaps at the edges of certain communities, which are too small to recommend adding stations in a cost-effective manner.[66]

See Figure 4-7 for agreed upon response times between ACFD and contract cities.

Figure 4-7: Response Time Policies by Contract City

RESPONSE TIMES FOR ACFD AND CONTRACT CITIES		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Dublin	Arrive within 5 minutes from the time the Company is first dispatched for 90% of incidents.	Arrival of first company on the scene within 5 minutes for 90% of all incidents. Remaining units should arrive on the scene of an incident within 10 minutes from when the first due company begins responding for 90% of all incidents.
City of Emeryville	Arrive within 7 minutes from the time the Company is first dispatched for 90% of all incidents.	Arrival of first due company within 7 minutes from when they are first dispatched for 90% of incidents. Remaining units should arrive on the scene of an incident within 11 minutes

66 Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 31, 9/1/17.

		from when the first due company begins responding for 90% of all incidents.
City of Newark	Arrive within 6 minutes from the time the Company is first dispatched for 90% of all incidents.	Arrival of first due company within 6 minutes from when they are first dispatched for 90% of incidents. Remaining units should arrive on the scene of an incident within 20 minutes from when the first due company begins responding for 90% of all incidents.
City of San Leandro	Arrive within 5 minutes from the time the Company is first dispatched for 90% of all incidents.	Arrival of first due company within 5 minutes from when they are first dispatched for 90% of incidents. Remaining units should arrive on the scene of an incident within 10 minutes from when the first due company begins responding for 90% of all incidents.
City of Union City	Arrive within 8:30 minutes from the time the Company is first dispatched for 90% of all incidents.	Arrival of first due company within 8:30 minutes from when they are first dispatched for 90% of incidents. Remaining units should arrive on the scene of an incident within 20:15 minutes from when the first due company begins responding for 90% of all incidents.

The most recent risk assessment for ACFD outlines response results and service demand for FY 17. As of 2016, there were 42,680 incidents ACFD responded to, reflecting a daily incident demand of 116.61 incidents. Of these, 2.55 percent were fire incidents, 70.66 percent were for EMS incidents and 26.79 percent were listed as "other." The highest frequency of incidents tended to occur at midday between 11am and 6pm, indicating that these peak hours would be ideal if additional units needed to be added.[67]

Fire services in the communities are classified by the Insurance Service Office (ISO), as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. ACFD's most recent ISO rating was done in 2015, and it was given an ISO PPC rating of 01/1Y, which is the top classification available. The first number means a home is no more than five road miles from a fire station and 1,000 feet from a water supply such as a hydrant. The second classification, Y, refers to the properties further than 1,000 feet from a fire hydrant but within five road miles of a recognized fire station.[68]

[67] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 40, 9/1/17
[68] Alameda County, Public Protection Classification Summary Report, p. 7, July 2015.

Alameda County Fire Department MSR Determinations

Growth and Population Projections

4-1: Continued growth is expected within the ACFD service area which is likely to effect service adequacy.

4-2: Growth is primarily anticipated in the eastern region of the Department, particularly throughout the cities of Dublin and Livermore.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

4-3: There are currently no DUCs identified within the ACFD service area and, therefore, no SOI amendments are recommended at this time.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

4-4: Based response times and ISO ratings, ACFD is able to provide adequate services with sufficient capacity within its coverage area. Still, with population projections and anticipated development, it will be necessary to continually reevaluate future facility and infrastructure needs.

4-5: With aging fire facilities and the passage of Measure X, it is expected plans for retrofitting, upgrading or replacing fire stations will take place as outlined in ACFD planning documents.

Financial Ability of Agencies to Provide Services

4-6: ACFD has the financial ability to continue to provide services. While expenditures have grown at a rate that equals or exceeds revenues in recent years, expenditures for contract services can be charged rates sufficient to cover costs and property tax growth helps to cover other increases. Significant fund balances provide a cushion to cover periodic shortfalls and to help fund capital improvements.

4-7: Measure X, approved by voters in 2020, levies a tax rate on assessed value to provide funding to pay for needed fire stations and other capital improvements necessary to maintain and improve services to unincorporated areas.

4-8: ACFD is taking measures to pre-fund its OPEB costs and reduce its unfunded OPEB liabilities. Pension funding exceeds 70 percent, which represents a "moderate" level of risk and exceeds CalPERS average overall funding for all agencies.

Status of, and Opportunities for, Shared Facilities

4-9: The Department has taken advantage of several collaborative opportunities, including contracting with five neighboring cities to provide fire and EMS services to its service area.

4-10: ACFD has outlined and should fulfill its effort to establish a fire-based ambulance transport model. This would improve efficiency of service and create an alternative revenue stream for the Department.

4-11: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

4-12: The Department abides by all legislative obligations for accountability and governance practices.

4-13: The Department demonstrated transparency when sharing information for the creation of this report.

4-14: Governance structure options regarding ACFD's services include participation in transitioning Alameda County to a "contract county" to the State, potential annexation of Fairview FPD, provision of contract services to additional interested cities, and participation in regional planning and coordination efforts for wildfire protection.

5. EAST BAY REGIONAL PARK DISTRICT

Agency Overview

The East Bay Regional Park District (EBRPD) provides regional park and recreation services, water and wastewater, and public safety services, including fire and police protection services, in Alameda and Contra Costa counties. Alameda is the principal LAFCO and has jurisdiction over EBRPD.[69]

EBRPD has been covered in three Municipal Service Reviews (MSR) in Alameda, one on community services and one on utility services, both which were completed in 2006, and a stand-alone MSR completed in 2013. In Contra Costa County, the MSRs have been grouped by type of service provided, consequently EBRPD is covered in seven MSRs. The first round of recreation and park services was adopted in 2010, and the second round was finalized in 2021. The first round of water and wastewater services was adopted in 2008, and the second round was adopted in 2014. Fire and EMS services were covered in 2009 and 2016. Law enforcement services provided by EBRPD were covered in the 2011 MSR.

This MSR focuses only on the fire and EMS services provided by EBRPD.

Background

EBRPD was established on November 6, 1934, as an independent special district. EBRPD was formed to acquire and maintain regional parkland first in Alameda County and then, subsequently, in Contra Costa County. It is the largest regional park agency in the United States. The principal act that governs EBRPD is the Regional Park, Park and Open-Space, and Open-Space Law (California Public Resources Code §5500-5595).

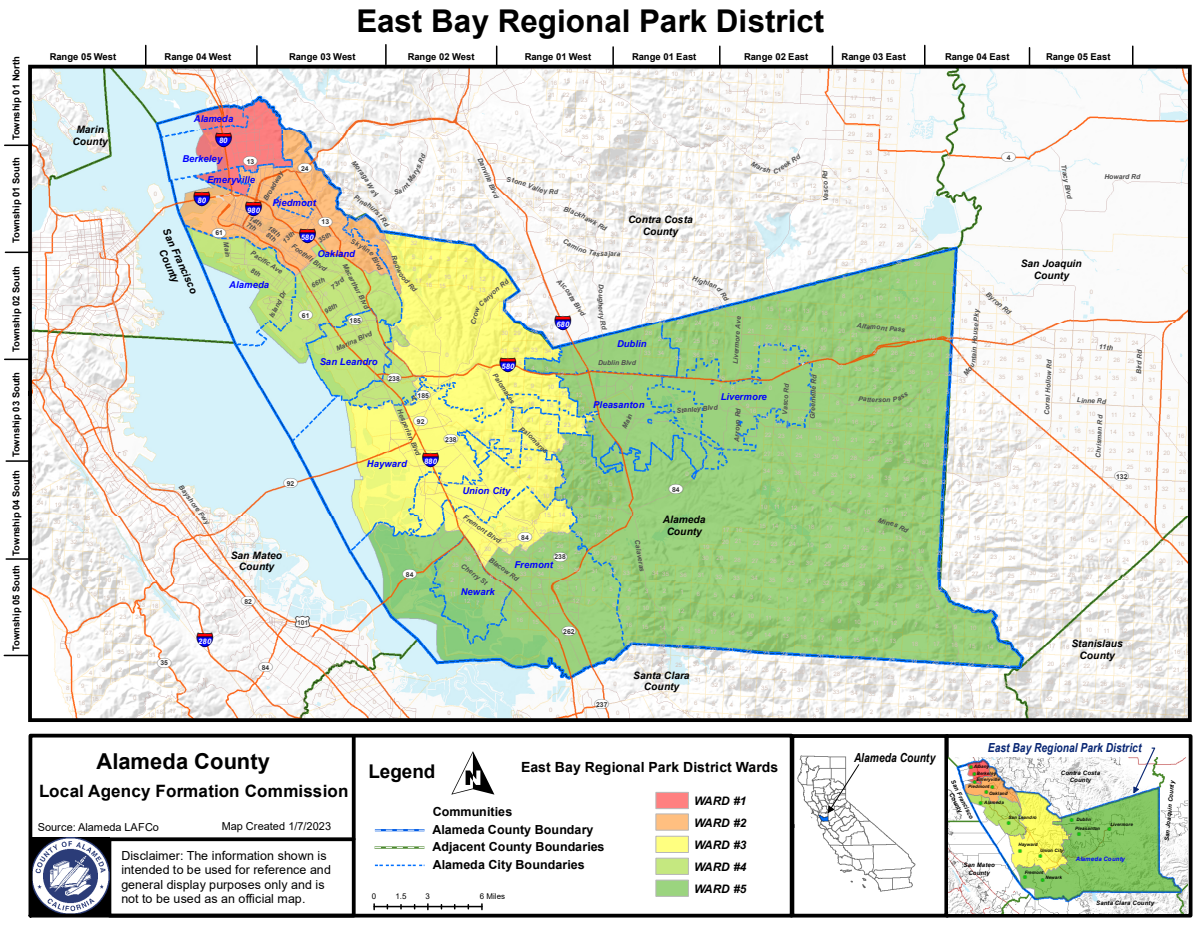
Boundaries

The boundary of EBRPD is coterminous with both Contra Costa and Alameda counties. The service area for EBRPD includes district regional parklands, East Bay Municipal Utility District (EBMUD) owned lands, the San Francisco Water Department Watershed, the McLaughlin Eastshore State Park (jointly owned by EBRPD and the State of California, but operated by EBRPD), and the Middle Harbor and Port View Parks operated by the Port of Oakland. The

[69] For a multi-county district, the LAFCO in the "principal county" has exclusive jurisdiction (Government Code §56387) unless it cedes its jurisdiction on a particular proposal to a LAFCO in another county and that LAFCO accepts (Government Code §56388). Principal county is defined as the county with the greatest portion of the entire assessed value in the district (Government Code §56066).

EBRPD boundary encompasses a total of 1,457.6 square miles of land in both Contra Costa and Alameda counties. In Contra Costa County, the boundary land area of EBRPD is 720 square miles, and in Alameda County, the boundary land area of EBRPD is 737.6 square miles. Figure 5-1 depicts the District's boundaries within Alameda County.

Figure 5-1: East Bay Regional Park District Boundaries and SOI in Alameda County



Extra-territorial Services

District public safety services are generally provided within EBRPD's facilities and spaces within its boundaries; however, through mutual aid agreements, the District can provide assistance outside of these areas. EBRPD maintains mutual aid agreements with agencies outside of its bounds.

Unserved Areas

There are no unserved areas identified in EBRPD.

Sphere of Influence

East Bay Regional Park District's SOI, which is coterminous with its jurisdictional boundary that covers all of Alameda and Contra Costa Counties, was reaffirmed by Alameda LAFCO on August 16, 2013.[70]

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with the required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents, and on a website.

EBRPD has a seven-member governing body. Board members are elected by geographic district to four-year terms with elections staggered every two years in November; three terms expire in one even-numbered year and four terms expire the following even-numbered year. Each Director represents a specific geographic area of the District known as a ward. EBRPD also has a Park Advisory Committee made up of 21 citizen-members, appointed by the EBRPD Board of Directors. Advisory Committee members are appointed for two-year terms and may serve a total of four consecutive terms, or eight years. Current board member names, positions, and term expiration dates are shown in Figure 5-2.

The Board meets on the first and third Tuesday of each month and has a closed session at 11:00 a.m. and an open session at 1:00 p.m. In-person meetings are held at the Park District Headquarters or at other designated and noticed meeting locations. Residents can also attend board meetings remotely via Zoom. Meeting details, agendas, and packets for each meeting are available online. Furthermore, archived visual webcasts of regular Board meetings are also available for viewing on EBRPD's YouTube.[71]

[70] Alameda Local Agency Formation Commission Resolution No. 2013-09, August 16, 2013.
[71] East Bay Regional Park District, Public Meetings, https://www.ebparks.org/calendar/public-meetings.

Figure 5-2: EBRPD Governing Body

GOVERNING BODY					
Manner of Selection			Elections by district/ward.		
Length of Term			4-year term		
Meetings			1st and 3rd Tuesday at 11:00 am closed session and 1:00 pm –open session Park District Headquarters 2950 Peralta Oaks Court Oakland, CA 94650		
Agenda Distribution			Posted online.		
Minutes Distribution			Posted online.		
BOARD MEMBERS					
Member Name	Ward	Position	Term Expiration	Manner of Selection	Length of Term
Elizabeth Echols	1	Board Member, Vice President	2024	Elected	4 Years
Dee Rosario	2	Board Member, Secretary	2024	Elected	4 Years
Dennis Waespi	3	Board Member, President	2026	Elected	4 Years
Ellen Corbett	4	Board Member, Treasurer	2024	Elected	4 Years
Olivia Sanwong	5	Board Member	2026	Elected	4 Years
John Mercurio	6	Board Member	2026	Elected	4 Years
Colin Coffey	7	Board Member	2026	Elected	4 Years
CONTACT					
Contact			Aileen Thiele, Fire Chief		
Mailing Address			17930 Lake Chabot Road Castro Valley, CA		
Phone			510-690-6601		
Email/Website			atheile@ebparks.org		

In addition to the required agendas and minutes, EBRPD updates constituents with a bimonthly newsletter and through community outreach programs. EBRPD also posts public documents on its website.

All members of the EBRPD's Board have current filings for Form 700 as required, indicating transparency of their economic interests.

A conflict-of-interest code is included as a component of EBRPD's Board Operating Guidelines as lawfully required.

Complaints against EBRPD or any of its departments may be submitted through phone calls, email, letters, and in person. There is also a contact us form on EBRPD's website that residents may utilize to submit their complaints. EBRPD handles in-person and phone complaints directly when possible. Written complaints to EBRPD and any response to the complaint are reviewed by the Board. [72]

There is also legislation in effect to help ensure special districts adhere to accountability standards. One, California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. Similarly, the Special District Transparency Act of 2018 (SB 929, Government Codes §6270.6 and §53087.8) indicates that special districts have websites in use by January 1, 2020, per the Brown Act, and requires how the publicly available information be displayed. EBRPD complies with each of these regulations.

EBRPD demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The District accounts for its fire and emergency services in the annual budget and annual comprehensive financial report.

According to the FY 20 adopted operating budget the EBRPD fire department had approximately 71 authorized and budgeted full-time equivalent (FTE) positions with 29 FTE permanent personnel in fire services and about 42 seasonal and permanent FTE personnel in the lifeguard services unit.[73] Staffing levels have increased over the last three years with 74 FTE in FY 21, 79 FTE in FY 22, and 80 in FY 23.[74]

[72] East Bay Regional Park District Municipal Services Review Final, July 11, 2013, p.6.
[73] East Bay Regional Park District 2021 Adopted Operating Budget, p.A-85- C-111
[74] East Bay Regional Park District, 2023 Adopted Operating Budget, p.C-111

The EBRPD Fire Department is managed by the Assistant General Manager for the Public Safety Division. The Fire Chief oversees the Fire Department with the help of the Assistant Fire Chief and Assistant Chief of Lifeguard Service. The administrative team also includes a Secretary and an Administrative Analyst.

The EBRPD Fire Department consists of the Operations, Fuel Management, and Lifeguard divisions. The Operations Division includes five fire captains, two fire lieutenants, eight permanent firefighters, and on-call firefighters. The Fuel Management Division works to control flammability and reduce resistance to control of wildland fuels through mechanical, chemical, biological, or manual means; or by fire to support land management objectives. The Lifeguard Division provides services for recreational swimming, aquatic special events, and aquatic programs at 11 swimming areas.

All district employees are evaluated annually. New hires and personnel on one-year promotion probation are evaluated quarterly.

EBPRD provides annual performance goals for each department in the Budget in the form of performance indicators and goals with relevant targets specific to the Public Safety Division. Management reviews performance evaluations and written objectives with each division. Management practices conducted by EBRPD also include annual financial audits. EBRPD uses performance-based budgeting, where the amount budgeted for agency function is based on meeting performance goals; however, the District does not conduct benchmarking.

EBRPD has not compiled a strategic planning document, but it does have a mission statement and vision statement. EBRPD has a master plan, which is a policy document that guides the District in the future development of parks, trails, and services, that was originally adopted in 1997 with a master plan map adopted in 2007. In July 2013, the Board approved a Master Plan Update. The Plan includes a Wildfire Hazard Reduction and Resource Management Plan, specifically directed at the urban interface, the boundary between open space parklands and adjacent residential neighborhoods, between Castro Valley and Richmond.

In 2018, EBRPD also adopted a climate policy that guides the District in incorporating five climate principles into the District's policies, projects, and management.[75] These principles include considering climate changes in all policies, considering climate impacts in all activities, and striving for environmentally sustainable operations and design, climate readiness actions endeavor to improve preparedness, climate-smart leadership, and advancing science.

75 East Bay Regional Park District Climate Smart Initiative and Policy, https://www.ebparks.org/natural-resources/climate-adaptation/policy#Strategic%20Energy%20Plan. p.42

Financial planning documents include an annually adopted budget and an annual audited financial statement. EBRPD conducts capital improvement planning in the annual budget but maintains an outlook of up to five years. Capital improvement plans are updated annually. Growth projections are considered when setting budget priorities and when planning for programs, capital projects, and facility expansion or maintenance.

All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year unless the Board of Supervisors has approved a biennial or five-year schedule. In the case of EBRPD, the District must submit audits annually. EBRPD has submitted its audit to the County for FY 22 within the required 12-month period.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

EBRPD's boundary area is approximately 1,457.6 square miles. EBRPD is not a land use authority and does not hold primary responsibility for implementing growth strategies. EBRPD bounds encompass a wide variety of land uses (all designated land uses within Alameda and Contra Costa counties); however, in the District's 65 regional parks, the primary land use is open space, recreation, and natural resource management.

Current Population

EBRPD's population in 2020 based on census data was 2,848,280.[76] As of January 1, 2023, the California Department of Finance estimated that the area within EBRPD had a population of 2,783,847.

Projected Growth and Development

Based on the Association of Bay Area Governments (ABAG) growth projections and the EBRPD estimated 2010 Census population, the population of the area within the District is anticipated to reach 3,126,425 by 2030 and 3,479,665 by 2040 with an average annual growth rate of five percent each decade. Adjusted for the 2020 Census population, the District is projected to have a population of 3,140,229 by 2040.

[76] Based on the 2020 census of Alameda County total 1,682,353 and Contra Costa County 1,165,927.

Growth Strategies

EBRPD developed a comprehensive strategy to mitigate sea level rise impacting the 55 miles of shorelines that the District owns and manages in the East San Francisco Bay. The effects of levee failure and the over-topping of the San Francisco Bay Trail threaten critical infrastructure, homes, and people. EBRPD's adaptive plans include renewable energy projects, partnering with regional agencies and research institutes, and developing best practices for grazing and fire wildfire hazard management for regional parklands.[77]

Disadvantaged Unincorporated Communities

Based on Census Designated Places, Alameda LAFCO determines that there are no disadvantaged unincorporated communities within Alameda County that meet the basic state-mandated criteria.[78]

Financial Ability to Provide Services

Financial Ability to Provide Services

The East Bay Regional Park District has the financial ability to continue to provide fire protection services. Strong property tax growth has helped the District maintain service levels. Reserves remain strong although they have declined somewhat over recent years.

Revenues and Expenditures

From 2018 through 2022 the Fire Department's operations expenditures grew at an 8.6 percent annual average rate, which is higher than the rate of inflation over that period.[79] The expenditure increases were offset by strong growth in District revenues, which primarily consist of property taxes and assessments, during COVID-19. The District also benefits from fire-related grants (e.g., Cal. Coastal Commission)[80] to help fund programs. Measure FF, approved by voters in 2018, levied a special tax lien through 2040 to raise money for wildfire prevention and other park-related purposes.[81] Greater detail regarding EBRPD's financial position is shown in Appendix A of this report.

[77] East Bay Regional Park District Climate Smart Initiative and Policy, Climate Change Strategy. https://www.ebparks.org/natural-resources/climate-adaptation/policy#Strategic%20Energy%20Plan.
[78] Alameda Local Agency Formation Commission Resolution No. 2013-09.
[79] Based on actual and budgeted revenues and expenditures reported in the EBRPD Adopted Operating, Projects & Programs Budgets.
[80] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[81] https://www.ebparks.org/legislative/measures/ff/special-tax-lien

Reserves

The District has maintained General Fund Reserves (unassigned fund balance) at a "high" level equal to 47 percent of General Fund expenditures in 2018 declining to a more "moderate" level of about 41 percent of expenditures in 2022. The District's Chief Financial Officer considers a number of factors and recommend the prudent reserve amount to the Board of Directors; the initial reserve amount of 32 percent (of revenue) was established when the fund balance policy was established in 2013.[82]

Fire Services

Service Overview

EBRPD's Fire Department utilizes career firefighters and other District employees trained in-house as on-call firefighters to provide fire prevention, wildland fuels management, and fire suppression throughout the District. The Fire Department's specialized fuels crew works year-round to remove hazardous wildland fuels to meet Wildfire Hazard Reduction requirements and Resource Management Plans. Other major responsibilities of the Department include providing emergency medical response; search and rescue; resource management and habitat improvement through a coordinated program of prescribed burning, grazing, and vegetation management; mutual aid and coordination with other fire service agencies, including CAL FIRE and Cal OES; review and evaluation of fuels and environmental impact issues; and incident command for major emergencies. Figure 5-3 details the services provided by the EBRPD. If another agency offers a service, it is indicated in the figure.

Figure 5-3: EBRPD Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	East Bay Regional Park District
Wildland Fire Protection	East Bay Regional Park District
Vehicle Fire Protection	East Bay Regional Park District
Ladder Truck Capabilities	ALCO, OFD, CCCFD
Fire Suppression Hand Crew	East Bay Regional Park District
Fire Suppression Dozer	CALFD, ALCOFD, CCCFD
Helicopter Services – Fire Suppression	East Bay Regional Park District

[82] EBRPD Policy 6.0 General Fund Reserve (Unassigned) Fund Balance (2013-10-15).

Boat With Fire Suppression Capabilities	ALCO, OFD, CCCFD
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	East Bay Regional Park District
Advanced Life Support – Non-Transport Provider	ALCO, OFD, CCCFD
Continuing Education Provider – Medical	Las Positas College
Air Ambulance Transport Helicopter Services	REACH
Helicopter Landing Facilities On Site	East Bay Regional Park District
Vehicle Extrication Tools/Equipment	East Bay Regional Park District
FIRE PREVENTION	
Fire Safety Education – Children	N/A
Fire Safety Education – Adults/Seniors	N/A
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	East Bay Regional Park District
Fire Protection Planning	East Bay Regional Park District
New Commercial Construction Plan Reviews	East Bay Regional Park District
Public Education Provider (CPR, First Aid, etc.)	East Bay Regional Park District
Home Fire/Safety Inspections	East Bay Regional Park District
Fire Origin and Cause Investigations	East Bay Regional Park District
Fuel Reduction/Weed Abatement Program	East Bay Regional Park District
Smoke Detector Giveaway/Installation Program	N/A
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	N/A
Water Rescue Program	East Bay Regional Park District
Ice Rescue Program	N/A
Dive Rescue Program	N/A
Low angle Rope Rescue Program	East Bay Regional Park District
Helicopter Short/Long Haul Rescue Capabilities	N/A
Response to Boating Accidents	N/A
Rescue Dog Services	N/A
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	East Bay Regional Park District

Hazardous Materials Response Team	ALCO, OFD, CCCFD
SUPPORT SERVICES	
Firefighter Incident Support Unit	N/A
Mobile Incident Command/Communications Unit	East Bay Regional Park District
Fill Station for Self-Contained Breathing Apparatus	East Bay Regional Park District
Mobile Breathing Support Unit	N/A
Community Emergency Response Team	N/A
Chaplain Services	East Bay Regional Park District
Training Academy	East Bay Regional Park District
Emergency Operations Center Capabilities	East Bay Regional Park District
MISCELLANEOUS	
Public Service Assists	East Bay Regional Park District
Motor Vehicle Accident Response	N/A
Welfare Checks	East Bay Regional Park District
Public Safety Answering Point	East Bay Regional Park District
Fire/EMS Dispatch	East Bay Regional Park District
Fundraising Activities	East Bay Regional Park District
Firefighters Association – Non-Profit	East Bay Regional Park District
Auxiliary Association	N/A

Collaboration

As seen in Figure 5-3, EBRPD's Fire Department works closely with other agencies locally, regionally, countywide, and statewide to provide sufficient fire and emergency response services to the community. EBRPD also takes part in aid agreements with CAL FIRE and CAL OES. EBRPD is a member of the East Bay Regional Communications System Authority (EBRCSA), a joint powers authority with 43 member agencies.

Overlapping Service Providers

EBRPD serves as the first-in responder to designated non-park State Responsibility Area (SRA) land by contract with CAL FIRE. These calls are typically in remote areas where only four-wheeled fire apparatus and EBRPD's helicopter have access. EBRPD responds to incidents concurrently with other agencies. Fire response on approximately 29,500 acres of EBRPD parkland in Alameda County is shared with CAL FIRE and 13,000 acres of parkland

within cities is shared with municipal fire departments. EBRPD's response area includes both parklands and areas adjacent to parklands. In remote areas, primary fire suppression responsibility lies with Alameda County Fire Department or CAL FIRE. The EBRPD Fire Department provides secondary wildland fire response in support of CAL FIRE.[83]

Existing Demand

EBRPD's Fire Department did not report the number of service calls it received. However, according to the District's FY 20 adopted operating budget, EBRPD's fire and police dispatchers handled more than 8,284 calls for service.[84] The current adopted operating budget for FY 23 indicates that fire and police dispatchers processed 16,836 calls for service (incidents), of which fire and police responded to 12,183 of those calls (incidents) and 3,358 were considered 9-1-1 or emergency calls.[85]

In addition to calls for service, fuels management and wildfire prevention efforts pose a significant demand on the District. The 2021 fire season brought new challenges, including 1,500 acres of dead or dying trees in EBRPD's parks caused by extreme drought and changing climate. Dead standing trees burn hotter and faster and can cast embers far ahead of the original fire, igniting potentially dangerous new fires. In 2021, EBRPD staff removed over 765 hazardous dead and dying trees from Reinhardt Redwood, Tilden, Sibley, and Miller-Knox, with additional aggressive tree removal planned for 2022. Additionally, EBRPD has developed a Wildfire Hazard Reduction and Resource Management Plan, which includes annual work plans for fuels treatment, including hand-labor removal, prescribed burns, mowing, weed abatement, animal grazing, and tree thinning.

Staffing

As previously mentioned, in FY 20 the EBRPD Fire Department had approximately 71 authorized and budgeted full-time equivalent (FTE) positions with 29 FTE permanent personnel in fire services and about 42 seasonal and permanent FTE personnel in the lifeguard services unit. Total staffing levels in the Department have increased to 74 FTE in FY 21, 79 FTE in FY 22, and 80 in FY 23.[86]

The Department offers in-house training for employees who serve as on-call firefighters, including wildland fire training, structure, and vehicle firefighting, fuels management, Emergency

[83] East Bay Regional Park District Municipal Services Review Final, July 11, 2013, p.23
[84] East Bay Regional Park District Municipal Services Review Final, July 11, 2013, p.45
[85] East Bay Regional Park District, 2023 Adopted Operating Budget, p. B-11.
[86] East Bay Regional Park District, 2023 Adopted Operating Budget, p.C-111

Medical Technician certification, hazardous material response, technical large animal rescue (TLAR), and low-angle rope rescue.

Facilities and Capacity

The EBRPD Fire Department has a variety of apparatus at nine different locations throughout the District, including 12 fire engines and two water tenders. The administration is based at Public Safety Headquarters. Fire Station 1 in Tilden Park is the main fire station, and other substations store engines, water tenders, and safety equipment. The District also maintains four remote automatic weather stations to monitor wildfire risks. EBRPD owns and maintains the following vehicles:

- Four Type 3 Engines
- Six Type 6 Engines
- Two Water Tenders
- One OES Type I Engine
- One Rescue Boat
- Two Rescue Gators
- Two Helicopters

The facilities are shown in further detail in Figure 5-4.

Figure 5-4: EBRPD Facilities

EBRPD FACILITIES				
FACILITY	ADDRESS	OWNER	YEAR BUILT	CONDITION
Station 1	2501 Grizzly Peak Blvd Orinda, CA 94563	EBRPD	1960s	Fair
Station 2	7867 Redwood Road Oakland, CA 94619	EBRPD	Early 1960s	Fair
Station 4	18012 Bollinger Canyon Rd. San Ramon, CA 94583	EBRPD		Poor
Station 5	7000 Del Valle Rd Livermore, CA 94550	EBRPD		Poor
Station 6	5363 Alhambra Valley Blvd. Martinez, CA 94553	EBRPD		
Station 7	1320 Garin Avenue Hayward, CA 94544	EBRPD		Poor
Station 8	1200 Frederickson Lane Antioch, CA 94509	EBRPD	Early 1980s	Poor
Station 9	5755 McBryde Ave. Richmond, CA 94804	EBRPD	Early 1960s	Poor
Station 10	17930 Lake Chabot Road. Castro Valley Road 9454	EBRPD	1978	Poor

Workload across stations is typically measured using Unit Hour Utilization (UHU) which is calculated by dividing the number of transports by the number of hours a unit is available for work. Stations nearing or exceeding the 20 percent threshold indicate a strain workload. EBRPD did not provide its UHU and the individual degree of usage of each unit was unable to be determined.

Dispatch and Communications

EBRPD communicates with residents in a few ways to transmit important health and safety information. Several fire weather alerts including a fire weather watch and a red flag warning are issued by EBRPD to inform residents of the onset of severe fire weather conditions. Additionally, in cases when both the fire department has limited resources to fight the fire and the National Weather Service declares a Red Flag Warning, park closures will occur. Residents can check the Alerts and Closures page for the most current updates. [87]

EBRPD's Communications Center is the Public Safety Answering Point (PSAP) for the entire two-county District, including 9-1-1 emergency calls for police, fire, and paramedic services. The Communications Center uses Computer Aided Dispatch (CAD), to allow for rapid automated data exchange and recordkeeping.[88] The center handles calls for both fire and police and is staffed by one to five dispatchers at a time, depending on the time of year. The total dispatch staff consists of 10 dispatchers and five supervisors. Most 9-1-1 calls placed in the parks are made by mobile phones; hence, most calls are initially routed to the California Highway Patrol (CHP). CHP then routes the call to the EBRPD communications center.[89]

Status of, and Opportunities for, Shared Facilities

While EBRPD's Fire Department does not explicitly share vehicles, equipment, personnel, or services with other agencies, community organizations, or entities, it participates in mutual and automatic aid agreements and other regional planning and prevention efforts. In particular, EBRPD collaborates extensively with CAL FIRE in coordinating response in the SRA. Additionally, EBRPD participates in mutual aid throughout the State, and in 2021, EBRPD's Fire Department OES Engine spent 73 consecutive days assisting with major fires throughout the State.

The District has not identified any future opportunities for further facility sharing.

[87] EBRPD Fire Danger Levels and Restriction. https://www.ebparks.org/public-safety/fire/fire-danger-levels-restrictions.
[88] East Bay Regional Park District, 2023 Adopted Operating Budget, p. C-109
[89] East Bay Regional Park District Municipal Services Review Final, July 11, 2013, p.24

Infrastructure Needs

In 2022, EBRPD implemented an evaluation system to help prioritize funding allocation for projects, such that limited resources are allocated towards endeavors that will provide the biggest benefit for park users. Projects are scored based on categories such as equity, habitat and resource conservation, public access improvements and climate preparedness, among others.

In FY 23, EBRPD has budgeted $52.7 million for capital projects, of which $4.2 million allocated for public safety related capital projects. One of the primary projects related to EBRPD's public safety services is the preliminary design for the recently acquired North Peralta Oaks Administration and Public Safety Building and continued necessary building maintenance.

Wildfire prevention and protection continues to be a primary focus of EBRPD's efforts, which requires substantial equipment and tree removal efforts. In 2021, EBRPD secured $13.5 million in the California State Budget for wildfire protection. Specifically, $10 million was secured for removal of dead and dying trees in the parkland, and $3.5 million was secured for firefighting equipment, including replacement of the District's aging helicopter. In total, the estimated cost to mitigate sudden tree die-off is $30 million.[90]

Challenges

EBRPD indicated that a long-term challenge for the Fire Department is infrastructure for employees including agency station updates.[91]

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service. The applicable response time measure for EBRPD is shown in Figure 5-5.

[90] East Bay Regional Park District, Annual Report 2021, 2022.
[91] EBRPD, SoCo Survey Responses, November 2021.

Figure 5-5: EBRPD Response Time Policy

EBRPD RESPONSE TIME POLICY	
Agency Name	Single Unit Incident
EBRPD	Arrive at the scene within 5 minutes and 50 seconds of a 9-1-1 call 90 percent of the time.

The guideline established by the National Fire Protection Association (NFPA) for fire response times is six minutes at least 90 percent of the time, with response time measured from the 9-1-1 call time to the arrival time of the first responder at the scene. The fire response time guideline established by the Center for Public Safety Excellence (formerly the Commission on Fire Accreditation International) is 5 minutes 50 seconds at least 90 percent of the time. [92] EBRPD did not provide its response times, so it cannot be determined if the District is meeting its standard or goal.

The Insurance Service Office (ISO) classifies fire services in the communities as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. The regional parks are generally within areas with an ISO rating of 9 due to access limitations and lack of fire hydrants.

The Department did not provide information as to whether any complaints regarding fire service were received in FY 21.

[92] East Bay Regional Park District Municipal Services Review Final, July 11, 2013, p.26.

East Bay Regional Park District MSR Determinations

Growth and Population Projections

5-1: East Bay Regional Park District's (EBRPD's) population in 2020, based on census data, was 2,848,280.

5-2: Based on the Association of Bay Area Governments (ABAG) growth projections, the District is projected to have a population of 3,140,229 by 2040.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

5-3: EBRPD does not have any DUCs within or contiguous to its SOI.

5-4: Any disadvantaged unincorporated communities within the District's bounds in Contra Costa County would need to be identified pursuant to that LAFCO's policies in a future service review.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure needs and Deficiencies

5-5: Unit hours utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—is a primary indicator of the staffing and equipment capacity of a fire provider. EBRPD did not provide this information for analysis.

5-6: Unlike other local fire providers, wildfire prevention and vegetation management are a major component of EBRPD's services and places significant demand on manpower and financial resources. In 2021, the District was faced with the sudden die off of 1,500 acres of trees. In total, the estimated cost to mitigate sudden tree die-off is $30 million. The District has developed a Wildfire Hazard Reduction and Resource Management Plan and received $10 million in grant funds from the State for removal of dead and dying trees in the parkland. These planning efforts and financing support is indicative of the District's capacity to provide sufficient services to its lands.

5-7: Based on the extent of services provided and district-adopted annual performance indicators and goals, EBRPD appears to provide an adequate level of services. However, the District did not provide response times to evaluate whether it was meeting its response time standard.

5-8: In 2022, EBRPD implemented an evaluation system to help prioritize funding allocation for projects, such that limited resources are allocated towards endeavors that will provide the biggest benefit for park users. One of the primary capital projects related to EBRPD's public safety services is the redesign for the recently acquired North Peralta Oaks Administration and Public Safety Building and continued necessary building maintenance.

Financial Ability of Agencies to Provide Services

5-9: The East Bay Regional Park District has the financial ability to continue to provide fire protection services. Strong property tax growth has helped the District maintain service levels. Reserves remain strong although they have declined somewhat over recent years.

Status of, and Opportunities for, Shared Facilities

5-10: While EBRPD's Fire Department does not explicitly share vehicles, equipment, personnel, or services with other agencies, community organizations, or entities, it participates in mutual and automatic aid agreements and other regional planning and prevention efforts. EBRPD collaborates extensively with CAL FIRE in coordinating response in the SRA. Additionally, EBRPD participates provides support throughout the State through Cal OES.

5-11: EBRPD has not reported any further facility-sharing opportunities.

5-12: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

5-13: EBRPD abides by all legislative obligations for accountability and governance practices.

5-14: EBRPD demonstrated transparency when sharing information to create this report.

5-15: No governance structure options specific to EBRPD were identified over the course of this review; however, it is recommended that EBRPD continue to participate in regional planning and coordination efforts to the greatest extent possible, such as the East Bay Hills Wildfire Prevention and Vegetation Management Coordination MOU and the East Bay Regional Communications System Authority (EBRCSA).

6. EMERGENCY MEDICAL SERVICES COUNTY SERVICE AREA

Agency Overview

Background

Created in 1983 to oversee and coordinate Alameda County's EMS system, the Emergency Medical Services County Service Area (EMS CSA) functions as Alameda County's lead agency responsible for local EMS system planning, paramedic training, paramedic service standards, and EMS coordination. EMS CSA is also referred to as Alameda County Emergency Medical Services Agency (ALCO EMS). Under the regulatory watch of the State EMS Authority (EMSA), EMS CSA is responsible for the local EMS system plan for delivering emergency medical, ambulance transport, and hospital services. 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.

EMS CSA's mission is to ensure quality emergency medical services and prevention programs to improve health and safety in Alameda County.

The principal act that governs EMS CSA is the County Service Area (CSA) Law (Government Code §25210 et. seq). The principal act authorizes CSAs to provide various municipal services, including street maintenance, fire protection, extended police protection, and water and sewer services.

A CSA may only provide those services authorized in its formation resolution unless the Board of Supervisors adopts a resolution authorizing additional services. All districts must apply and obtain LAFCO approval to exercise latent powers, or, in other words, those services authorized by the principal act but not provided by the district at the end of 2000.

Additionally, EMS CSA is regulated by Title 22, Section 9 of the California Health & Safety Code, the National Emergency Medical System Act of 1973, the Emergency Medical Services System and the Prehospital Emergency Medical Care Personnel Act (the act), Health & Safety Code Division 2.5, which was last updated in January 2012. The act intends to provide the State with a statewide system for emergency medical services by establishing within the Health and Welfare Agency the Emergency Medical Services Authority, which is responsible for coordinating and integrating all state activities concerning emergency medical services. The

act allows each county to develop an emergency medical services program with a full- or part-time licensed physician and surgeon as medical director to provide medical control and assure medical accountability throughout the planning, implementation, and evaluation of the EMS system. Local EMS agencies must plan, implement, and evaluate an emergency medical services system (1797.204). Local EMS agencies are responsible for implementing advanced life support systems and limited advanced life support systems and monitoring training programs. They are also responsible for determining that the operation of training programs at the Emergency Medical Technician (EMT) - I, EMT - II, and EMT - P levels comply with this act and shall approve the training programs, if they are found to comply with this act. Any local EMS agency may provide courses of instruction and training leading to certification as an EMT-I, EMT-II, EMT-P, or registered nurse.[93]

EMS CSA was last included in an MSR Update by Alameda LAFCO adopted in 2012.

Boundaries

The total boundary area of EMS CSA encompasses the entirety of Alameda County consisting of 821 square miles—737 square miles of land and 84 square miles of water.[94]

Extra-territorial Services

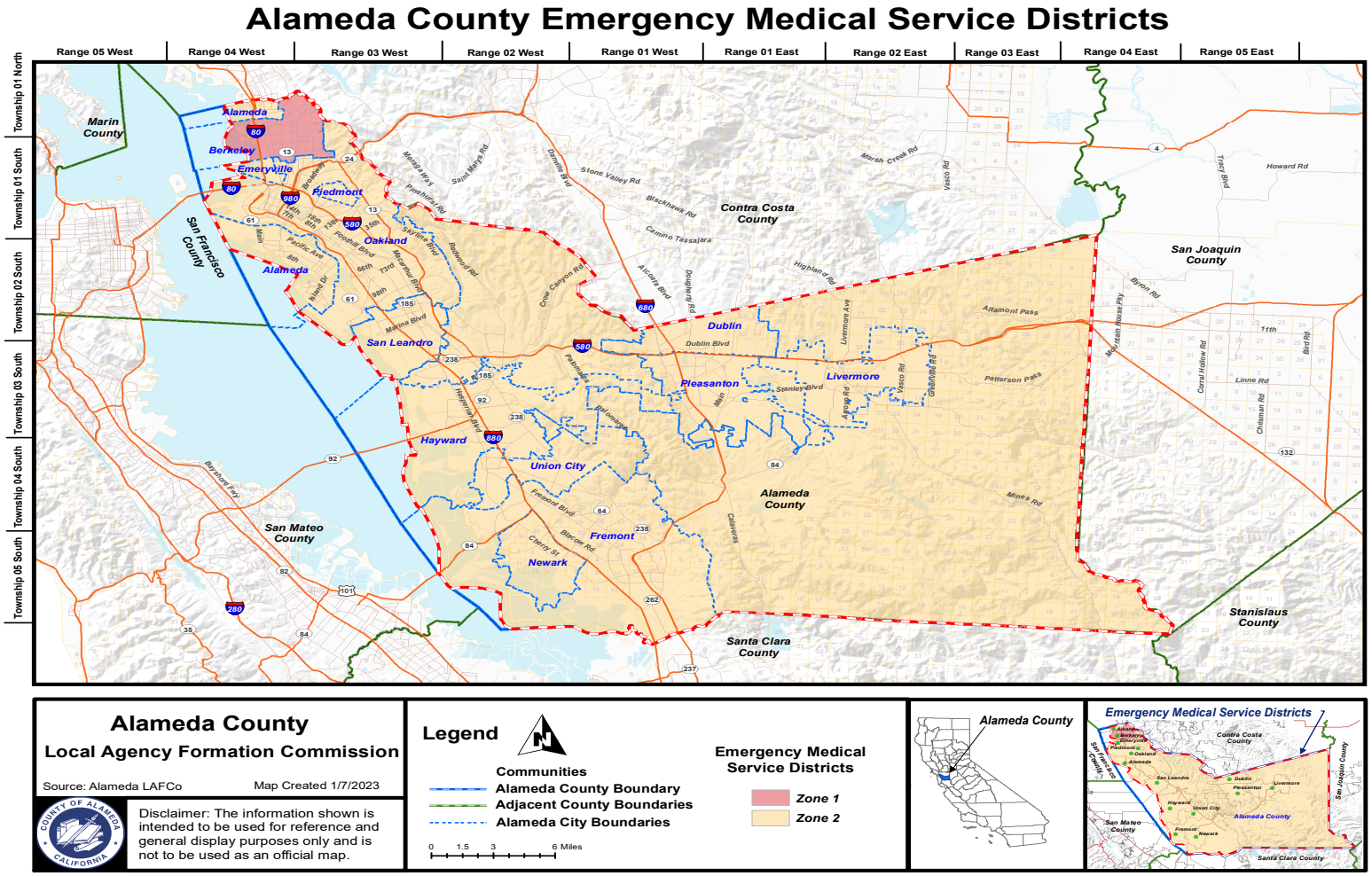
EMS CSA does not typically provide services outside of its boundaries. However, during a disaster event, the CSA may be called upon by other counties or the State EMS Authority to provide support to an affected city, county, or region emergency operations center (EOC), or provide an Ambulance Strike Team, which is five staffed ambulances and a leader in a separate vehicle to support the impacted area. If requested by the State EMS Authority, EMS CA would authorize Falck Alameda County to send these units, while not depleting the ambulance resources needed locally. Additionally, there is a Mobile Disaster Support Unit (MDSU), which consists of a large vehicle and several CHEMPACKs (medication caches) located throughout the county at various agencies that could be sent to areas impacted by a disaster.[95]

Unserved Areas

There are no areas within EMS CSA's bounds that lack emergency medical services.

[93] Emergency Medical Services County Service Area Municipal Service Review Final, November 29, 2012 p.1.
[94] Emergency Medical Services County Service Area Municipal Services Review Final, November 29, 2012 p.3.
[95] Emergency Medical Services County Service Area Municipal Services Review Final, November 29, 2012 p.3-4.

Figure 6-1: EMS CSA Boundaries and SOI



Sphere of Influence

The EMS CSA has a countywide SOI that is coterminous with the County boundaries and does not conflict with existing or planned land uses.[96] Originally, it excluded the City of Alameda, but in 1984, LAFCO amended EMS CSA's SOI to include the entire County of Alameda.

The sphere was affirmed by LAFCO in 2012, as generally coterminous with the boundaries of EMS CSA. Upon annexation of the City of Alameda territory in 2011, the CSA's SOI became coterminous with its bounds.[97]

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MS process and information disclosure.

EMS CSA was formed as a dependent special district with the Alameda County Board of Supervisors as its governing body. There are five county supervisors, one from each district, elected to four-year terms of office. A Board President is chosen from the Board Members every two years. Current board member names, positions, and term expiration dates are shown in Figure 6-2.

The governing body meets on selected Tuesdays at the Board Chambers on the fifth floor of the County Administration Building at 1221 Oak Street in Oakland. The Board Clerk posts agendas for each meeting on the website and at the County Administration building. The Board Clerk provides notice for meetings and disseminates minutes. Board actions and meeting minutes are available online. Through the County website, the public can access live audio/visual webcasts and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience. The County also discloses finances, plans, and other public documents online.

[96] Alameda Local Agency Formation Commission Resolution No.2012-05.
[97] Emergency Medical Services County Service Area Municipal Services Review Final, November 29, 2012 p.4.

Figure 6-2: EMS CSA Governing Body

GOVERNING BODY	
Manner of Selection	Election by District.
Length of Term	4 years for supervisors, board president chosen every two years
Meetings	Selected Tuesdays Alameda County Administration Building 1221 Oak Street Oakland, CA 94612 5th floor Board Chambers
Agenda Distribution	Posted online, post office, and at the station.
Minutes Distribution	Posted online.

BOARD MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
David Haubert	1	Board Vice President	2024	Elected	4 Years
Elisa Marquez	2	Board Member	2024	Elected	4 Years
Lena Tam	3	Board Member	2026	Elected	4 Years
Nate Miley	4	Board President	2024	Elected	4 Years
Keith Carson	5	Board Member	2024	Elected	4 Years

CONTACT	
Contact	Irene de Jong, Administrative Services Director
Mailing Address	6363 Clark Ave., Dublin, CA
Phone	510-693-3407
Email/Website	Irene.dejong@acgov.org

EMS CSA is managed as a division of the Alameda County Health Care Services Agency, organized under the Office of the Agency Director. Under the authority of the Board of Supervisors and the California EMS Authority, EMS CSA oversees all EMS providers in Alameda County. There are also several advisory committees to the EMS Agency.

All members of Alameda County's Board of Supervisors have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in with their economic interests.

Through the County, there also exists a conflict-of-interest code and bylaws, outlined in the municipal code, as lawfully required and by which EMS CSA must abide.

All complaints concerning EMS CSA or any of its employees are investigated, and a response is provided to the complainant. Alameda County Health Care Services Agency is responsible for tracking and logging complaints and insuring their resolution.

There is also legislation in effect to help ensure special districts adhere to accountability standards. One, California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. Similarly, the Special District Transparency Act of 2018 (SB 929, Government Codes §6270.6 and §53087.8) indicates that special districts have websites in use by January 1, 2020, per the Brown Act, and requires how the publicly available information be displayed. EMS CSA is in compliance with each of these regulations.

EMS CSA demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The EMS director, who reports to the Assistant Agency Director for the Alameda Health Care Services Agency and ultimately to the Board of Supervisors, oversees EMS CSA's operations. Frontline supervisors and some administrative staff report directly to the EMS Director, but most of the staff report to the frontline supervisors. There are several units within EMS CSA—9-1-1 system oversight, injury prevention, community programs, emergency preparedness, and administration and support.

EMS CSA reported that it does not conduct regular staff evaluations and verbal evaluations of EMS provider groups, such as city fire departments. It does, however, investigate reports of unusual occurrences involving individuals employed by EMS providers. The CSA conducts a self-evaluation entitled the EMS System Plan, in which it assesses its success in meeting minimum standards and suggested guidelines related to a wide variety of issues regulated by the California EMS Authority. Additionally, EMS CSA evaluates the EMS system as a whole by conducting surveys, analyzing data, and monitoring the performance of EMS provider

agencies in order to ensure contract compliance and identify opportunities for improvement of the EMS system.

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

In September 2019, the agency began the process of redesigning the County's EMS system. The District has had various meetings since September 12, 2019, with stakeholders to gain feedback and input. All meeting agendas, minutes, and other documents from the meeting are on the District's website. On January 20, 2022, an EMS System update presentation was made to the Alameda County Board of Supervisors. The EMS System or 9-1-1 ambulance system redesign fundamentals include equitable access, fiscal responsibility, an appropriate destination for all patients, and sustainability. The system partner workgroup recommendations and priorities involve:[98]

1. EMS System Financial Stability / Service Reimbursement

- Leverage variety of funding sources to include IGT, ET3, and potential fees or taxes
- Mechanism for continual payer mix and fiscal analysis
- Consider the financial impacts of different model types

2. EMS Workforce

- Support for a public model
- Focus on staff safety and well-being
- Continue workforce protections
- Greater workforce input into equipment and ambulances

3. Evolving Patient & Community Needs

- Increased legislative engagement to mitigate barriers and create new paths to serve the community
- Provide better integration of services in a more accessible way
- Provide focused attention, education, and training pertaining to populations requiring specialty care

4. System Performance Benchmarks

- Ability to evaluate the continuity of care from phone call to an outcome
- Health Data Exchange with Hospitals

[98] Alameda County EMS System Update, January 20, 2022, p.10-12.

- More fluid and dynamic approach to call prioritization based on data
- Balance response time vs. clinical need vs. outcome

5. Technology

- Increase interoperability
- Operational awareness of all resources not just 9-1-1
- Telehealth
- Text to 9-1-1
- Dispatch initiated triage and navigation by an imbedded clinician
- Better communication between field and hospitals/alternative destinations

The next stage for the EMS redesign is the completion of the Request for Proposals (RFP) and selection process with a tentative timeline of January 2025. New ambulance contracts are expected to start in July 2026.

The biggest challenges facing EMS systems identified by the District include issues surrounding financial stability, system structure, staffing, one-path model, hospital saturation, and addressing community needs.

Starting in 2002, all 9-1-1 responders were monitored by EMS CSA for response times, cardiac arrest survival, and intubation success rates. At that time, AMR was the only provider subject to response time penalties, should it fail to meet the response times required in its contract.

Beginning with the contracts executed in 2011, penalties for noncompliance with other contract requirements were established for all 9-1-1 provider agencies, including first responders. Prior to that, there were no penalties for non-compliance.

EMS CSA adopts an annual budget and is a component of the County's annual audit. EMS CSA does not have a capital improvement plan. The CSA provides EMS system oversight in the form of planning, implementing, and evaluating 9-1-1 system design. The direct EMS providers are responsible for capital improvements required for actual EMS system delivery.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The EMS CSA encompasses every land use designated by the County and the incorporated cities within its bounds, including agricultural and open space land. [99]

Current Population

According to the Census, as of 2020, Alameda County's and EMS CSA's population was 1,682,353. As of January 1, 2023, the California Department of Finance estimated Alameda County had a population of 1,636,194.

Projected Growth and Development

Based on the Association of Bay Area Governments (ABAG) growth projections, the population of the area within the EMS CSA service area is anticipated to increase to 1,868,635 by 2030 and 2,092,370 by 2040. The Average Annual Growth Rate (AAGR) from 2020 through 2030 is five percent and is projected to continue to increase with a six percent AAGR from 2030 through 2040. These growth patterns are expected to affect service demand.

Growth Strategies

As mentioned previously, the agency is in the process of an EMS System redesign to improve equitable access, fiscal responsibility, appropriate destination for all patients, and sustainability. Specific to the issue of evolving patient and community needs, the system redesign aims to increase legislative engagement to mitigate barriers and create new paths to better serve residents, provide better integration of services in a more accessible way, and provide focused attention, education, and training pertaining to populations requiring specialty care.[100]

[99] Alameda Local Agency Formation Commission Resolution No.2012-05.

[100] Alameda County EMS System Update.

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within the EMS CSA service area.

Financial Ability to Provide Services

Financial Ability to Provide Services

EMSCSA has the financial ability to continue to provide services. Conservative budgeting practices and low expenditure growth fully funded by annual assessment increases have contributed to growing fund balances.

Revenues and Expenditures

About 98 percent of EMSCSA's revenue derives from annual assessments paid by property owners within the District's boundary which encompasses the entire County. The basic charge for paramedic services for FY22 of $35.56 per benefit unit was increased by the Board of Supervisors at a rate indexed to inflation. The District reports that additional funding, for example increasing assessments and fees, will be needed in the future to fund expenditures and improve services and "subsidization will be necessary." The District successfully seeks grant funding, for example from the Urban Areas Security Initiative (UASI) and State Homeland Security Grant Program (SHSGP).

The CSA budgeted approximately 40 percent of its expenditures for trauma care. In FY2021-22 the budget allocated funds to:

Alameda Health System	$ 5,266,383
UCSF Benioff Children's Hospital Oakland	$ 1,982,480
Sutter Eden Medical Center	$ 1,982,480
Trauma Care Total	$ 9,231,343

In FY2021-22 about 17 percent of expenditures supported dispatch centers. The remainder of expenditures funded salaries, benefits, and other operating costs.

From FY2017-18 expenditures grew at a slower rate than revenues, averaging 0.6 percent annually through FY2021-22. The revenue in excess of expenditures contributed to growth in the CSA's fund balance.

Reserves

From FY2017-18 through FY2021-22 the CSA's available fund balance grew from $2.4 million to $10.3 million. The fund balances represent about 46 percent of annual expenditures. The CSA's conservative budget includes the use of fund balances every year to balance the budget, however, actual fiscal year results indicate that revenue have exceeded budgeted amounts and therefore reserves have grown every year. These reserves are imperative to remain as they allowed life-saving equipment procurement during the COVID-19 pandemic during the period in which local, state, and federal funding had yet to be made available.

Emergency Medical Services

Service Overview

Many of the agency's responsibilities and the authority needed to carry an oversight role are derived from Division 2.5 of the California Health and Safety Code and related chapters of Title 22 of the California Code of Regulations.

EMS CSA provides key functions in the provision of countywide emergency medical services, including:[101]

- Monitoring and approving EMT-1 training and certification programs,
- Accrediting paramedic personnel to work in Alameda County,
- Authorizing advanced life support programs,
- Establishing and enforcing policies for medical control of the EMS system (including dispatch) and patient care,
- Regulation of ambulance services, such as monitoring and enforcement of response times,
- Collecting response time and patient outcome data for regulation purposes and to identify necessary improvements in the EMS system,
- Monitoring contracts with EMS system providers, including the county-contracted ambulance provider, fire departments and trauma centers, and
- Offering community educational services, such as CPR and EMS training for children, mentorship and career exposure for minority youth, unintentional injury prevention outreach, and providing resources to establish a public defibrillation program.

In 2018, EMS CSA selected a new ambulance transport provider, Falck, to replace the previous County-contracted provider Paramedics Plus. EMS CSA contracts with Falck 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, which provide ambulance services in their respective cities. ACFD, Fremont, Hayward, Oakland, East Bay Regional Parks, CAL FIRE, Camp- Parks, and Livermore-Pleasanton Fire Departments provide initial emergency medical care to residents in their cities/districts. EMS CSA also has contracts with fire departments to provide first responders with advanced life support throughout the

[101] Emergency Medical Services County Service Area Municipal Services Review Final, November 29, 2012.

County. Such contracts were in place in 1999, renewed in 2005, 2011, and most recently in 2019.[102] In addition, the three trauma centers have been providing services to EMS CSA and the entire County since 1987. The most recent renewals for these contracts were executed in 2021. In 2021 and 2022, an analysis of the Alameda County Trauma System was completed by third-party consultant firm contracted by the EMS CSA. The analysis recommended adding a third adult trauma center within the next 5 years. In 2022, post-analysis, the EMS CSA authorized Washington Hospital Healthcare System to begin preparations to be verified and designated as a Level II Adult Trauma Center.

In addition to emergency medical related services, EMS CSA provides a wide variety of educational and outreach programs. As part of the Health Care Services Agency, EMS CSA contributes to promoting health equity through its injury prevention programs, such as fall prevention and drive well training for seniors, car seat courses and check-up events, and involvement with the Safe Kids Coalition. EMS CSA also supports an EMS Corps program to help prepare young people from low-income families for careers in healthcare.

Ambulance Transport Services

EMS CSA is responsible for contract negotiations with ambulance service providers. Falck Northern California was contracted as the new ambulance service provider in 2018. With a service start date of July 1, 2019. The original contract was set to expire on June 30, 2024, however, on October 3, 2023, the Board of Supervisors approved a 2-year extension of the contract, to June 30, 2026, to allow for the completion of the procurement process of the subsequent provider as well as adequate implementation time.

Falck provides 9-1-1 ambulance service as requested by the County's Dispatch Center(s), to all areas within the "Exclusive Operating Area" (EOA) which includes all geographic areas of Alameda County, except for the cities of Alameda, Albany, Berkeley, and Piedmont, which are served by the local fire department, and the Lawrence Livermore National Laboratory, which is served by the Alameda County Fire District.

Advanced Life Support (ALS) ambulances are required to be staffed with a minimum of one county-accredited Paramedic and one EMT for each ALS emergency transport unit responding to Priority 1, 2, and 3 calls or any calls for which an EMS Agency-approved EMD center determines an ALS response is appropriate. For Basic Life Support (BLS) ambulances, a

[102] Alameda County EMS - Documents. https://ems.acgov.org/Documents/Documents.page?,p.22. ACFD, Fremont, Hayward, Oakland, East Bay Regional Parks, CAL FIRE, Camp- Parks and Livermore-Pleasanton Fire Departments provide initial emergency medical care to residents in their cities/districts.

minimum of two EMTs are required for all emergency ambulances responding to Priority 4 calls, or for a multi-unit response, or any calls an EMS Agency-approved EMD center determines a BLS response is appropriate according to MPDS protocols and Alameda County EMS Agency Policies and Procedures. Additionally, at the Contractor's sole option, ambulances that require EMT staffing may be staffed by Paramedics.[103]

First Responder Services

As described previously, the EMS CSA, through the County, has contracts with fire departments throughout the county to provide first responder paramedics to 9-1-1 requests for services.

Figure 6-3: EMS CSA Services

SERVICE	AGENCY
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Falck, American Medical Response, Bay Medic, NorCal Ambulance, Royal Ambulance, ProTransport-1, Life West Ambulance, Arcadia Ambulance, Eagle Ambulance, Westmed Ambulance
Advanced Life Support – Non-Transport Provider	Fire Departments, East Bay Regional Parks, Camp Parks
Continuing Education Provider – Medical	Alameda County EMS Berkeley Fire Department City of Fremont Fire Department Piedmont Fire Department Alameda Health System Highland Hospital Camp Parks Fire Department Chabot College Las Positas College Alameda Fire Dept. Oakland Fire Department Alameda County Fire Department Albany Fire Dept. Norcal Ambulance Service Merritt College Livermore/Pleasanton Fire Dept. Hayward Fire Dept. American Health Education Royal Ambulance EMS Corps EMT Training Program Bay Area Training Academy Project Heartbeat Quest Nursing Education Center American Medical Response Falck Northern California

103 Emergency Medical Services Ambulance Transport Provider Agreement, Alameda County County of Alameda and Falck Northen California, October 1, 2018 to June 30, 2024, p.31.

	United Ambulance Bay Youth EMT Program CE Plus
Air Ambulance Transport Helicopter Services	CHP, East Bay Regional Parks, CalStar, Reach, Stanford Lifeflight
Helicopter Landing Facilities On Site	Stanford Healthcare Tri-Valley, Eden Medical Center, UCSF Benioff Children's Hospital Oakland
Vehicle Extrication Tools/Equipment	Fire Departments
Fire/EMS Dispatch	Fire Departments, Alameda County Regional Emergency Communications Center (ACRECC)

Collaboration

As discussed above, EMS CSA collaborates with Falck and the cities of Alameda, Albany, Berkeley, and Piedmont to establish ambulance mutual aid agreements. The District also collaborates with the Alameda County Regional Emergency Communications Center (ACRECC), which is administered by ACFD and Oakland Fire Department Dispatch, for Emergency Medical Dispatch services. Additionally, the District, through the County, has contracts with fire departments throughout the County to provide first responder paramedics to 9-1-1 requests for services. EMS CSA also collaborates with Alameda County Behavioral Health and Bonita House for the Community Assessment and Transport Team (CATT) program, which provides assessment, crisis management, transportation, and referral as appropriate to individuals presenting behavioral emergencies in the community. [104] Additionally, EMS CSA has an Emergency Medical Services Authority (EMSA) mutual aid agreement with 16 counties in Region II.

Overlapping Service Providers

As mentioned, Falck provides contract 9-1-1 ambulance service as requested by the County's dispatch centers to all areas within Alameda County, except for the cities of Alameda, Albany, Berkeley, and Piedmont. These cities are served by their local fire department. Additionally, the Lawrence Livermore National Laboratory, which is located in the City of Livermore is served by the Alameda County Fire District.

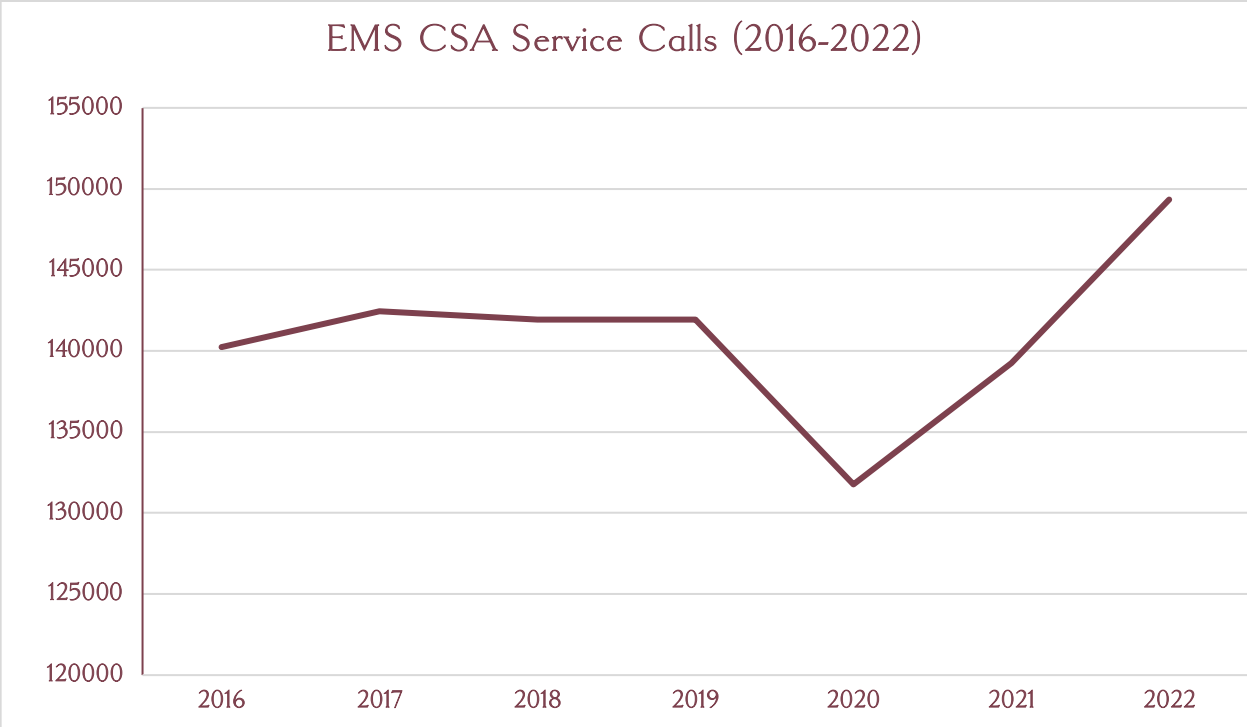
Existing Demand

In 2022, EMS CSA reported a total of 149,343 service calls. There was a steady increase from 2016 to 2017; however, service calls decreased from 2017 to 2019 with a rapid decrease in

[104] EMS CSA, SoGo Survey Responses, July 2021.

2020 due to the COVID-19 pandemic, as shown below in Figure 6-4. After the height of the COVID-19 pandemic, call volume has rebounded and increased substantially. Of the total number of calls in FY 2022, 138,341 accounted for emergency medical services and 11,002 for motor vehicle accidents.

Figure 6-4: EMS CSA Calls for Service (2016-2022)



STAFFING

EMS CSA reports that for FY 22, there are 35 employees comprising 34 full-time equivalent (FTE) personnel. EMS CSA also indicates that they have eight open positions at the time. The EMS CSA had 12 staff certified as Paramedics, two staff certified as EMT Is, one registered nurse (RN), and two medical doctors (MDs).

EMS CSA provides approval and oversight for EMS training programs operating in Alameda County. [105]

- Any organization wishing to conduct Public Safety-First Aid training in Alameda County that is not considered a Statewide entity must gain approval from the Alameda County EMS Agency prior to initiation of any training.

[105] EMS CSA, SoGo Survey Responses, July 2021.

- Any organization wishing to conduct EMT training in Alameda County that is not considered a Statewide entity must gain approval from the Alameda County EMS Agency prior to initiation of any EMT training.
- The Alameda County EMS Agency is the approving authority for any organization wishing to conduct a Paramedic Training Program within Alameda County.
- Organizations in Alameda County wishing to provide Continuing Education for EMS providers can gain approval from the Alameda County EMS Agency or from the Commission on Accreditation for Pre-hospital Continuing Education (CAPCE).

Facilities and Capacity

EMS CSA's office and their warehouse are located in San Leandro. The warehouse, developed during COVID, is located adjacent to Kaiser San Leandro, and houses personal protective equipment, medical supplies and equipment, pharmaceuticals, shelters, and other resources for deployment and use during an emergency or disaster. During the height of COVID the warehouse focused primarily on provisioning items related to COVID, however has since shifted to a more all-hazards approach in order to enhance the ability to respond to a multitude of different incident types.

Facilities used in the provision of emergency medical services throughout the County include fire stations, hospitals, and trauma centers. There are 13 receiving hospitals, two adult trauma centers, and one pediatric trauma center. A medical helicopter is available from several different providers, including Advanced Life Support (ALS) air ambulances, ALS rescue aircraft, and Basic Life Support rescue aircraft. Additionally, the EMS CSA has procured, through a donation from AC Transit, and outfitted, utilizing grant funds from UASI and SHSGP, a multi-casualty incident response bus that is housed at the warehouse.

Dispatch and Communications

Per the 2019 EMD service agreement that will continue through June 30, 2024, ACFD provides dispatch services for the County-contracted 9-1-1 Ambulance Service Provider under the terms of their mutual agreement. ACFD must maintain a CAD system capable of:[106]

- Tracking the status of resources to include ACRECC-contracted FRALS providers and parties;

[106] Emergency Medical Dispatch Services Agreements, Alameda County Emergency Medical Services and Alameda County Fire Department, June 30, 2019, pp. 2-4.

- Data entry of locations of incidents by street address, intersection, common place name, or latitude/longitude coordinates;
- Alerting ACRECC resources of new incidents by voice, radio announcement, and/or page;
- Data entry of pertinent information related to active incidents;
- Ensuring that all ACRECC systems and electronic interfaces are maintained and working;
- Tracking all dropped calls by time elapsed before the call was dropped;
- Tracking all calls placed on hold, including the amount of time the caller was kept on hold; and
- Tracking calls for which FRALS and/or ambulances dispatched by ACRECC were sent to an incorrect location including cause if known and if the call resulted in a late response.

ACFD operates the dispatch center in accordance with applicable laws and National Fire Protection Association (NFPA) Codes and Standards.

Data on call-answering and -processing times are to be provided to the EMS Director within 30 calendar days following the end of each calendar month in which the responses occur.

EMS CSA audits the response times of first responders and ambulances, as well as the quality of pre-arrival instructions provided by the EMD centers in the County. EMD centers provide prearrival instructions to 9-1-1 callers by asking pre-established questions and providing instructions to the caller regarding CPR, emergency childbirth, choking, bleeding, and other medical emergencies. Prioritizing 9-1-1 calls in this way makes it possible to ensure that the sickest patients get ambulances in the shortest period.[107]

Status of, and Opportunities for, Shared Facilities

EMS CSA, as a dependent district of the County shares in county resources for governance and administration.

While not specific to EMS CSA facilities and equipment, according to the Alameda County EMS System Update report, in-county 9-1-1 ambulance resources are shared through mutual aid as a safety net between EOAs. Falck can provide support to the City of Alameda, Albany, Berkeley, and Piedmont when needed. In turn, these cities, as well as Alameda County Fire

[107] Emergency Medical Services County Service Area Municipal Services Review Final, November 29, 2012.

Department which has ambulances at Lawrence Livermore Labs, can provide support to Falck.[108]

Additionally, EMS CSA reports there are opportunities to optimize mutual aid processes for ambulance transport response as well as behavioral health response. There are also opportunities for providers to learn from each other and share best practices to evolve individual practices and service delivery models as well as the system.

Infrastructure Needs

EMS CSA did not indicate any specific infrastructure needs.

Challenges

EMS CSA indicates the greatest challenge to providing adequate services is geography and the density of call volume within the City of Oakland. Providing adequate resources to cover the entire County is a challenge because approximately 50 percent of the call volume is in the City of Oakland. This creates an environment where during surges or multiple calls within an area in close succession of each other, resources must shift from other geographic regions, which could lead to delayed responses or temporary disparity in coverage.[109]

Another issue is an ongoing financial challenge to sustain and improve services. EMS CSA reports the need for additional funding for services providers to make the provision of EMS services within Alameda County financially stable. Due to an antiquated business model, an evolving payer mix, and the availability of treatment/non-transport dispositions becoming more prevalent, the fee-for-service model becomes unsustainable and system subsidization will be necessary.[110]

Additionally, primary challenges facing the EMS System Update include addressing community needs, system structure, hospital saturation, staffing, financial stability, and one pathway model.

Service Adequacy

This section reviews indicators of service adequacy, including response times, complaints, and staffing levels.

[108] Alameda County EMS System Update p.6, https://ems.acgov.org/ems-assets/docs/EMSsystem/System%20Redesign/BOS%20Presentation%201-20-2022%20Final.pdf.
[109] EMS CSA, SoGo Survey Responses, July 2021.
[110] EMS CSA, SoGo Survey Responses, July 2021.

For response time deployment planning, reporting, and compliance purposes, there are three Deployment Zones – North, South, and East, and three Sub-zones – Metro/Urban, Suburban, and Rural/Open Space within each Deployment Zone based on population density. The response areas outside of the Contractor's EOA responsibility (Alameda, Albany, Berkeley, Piedmont, and Lawrence Livermore National Laboratory) are not included in these zones.[111]

There are also three response types:

- Code 3: Medical calls requiring a lights and sirens response. Calls categorized as a Priority 1, 2, or 3 response secondary to their complaint and acuity determined through the Medical Priority Dispatch System (MPDS) utilized by Oakland Fire Dispatch and Alameda County Regional Emergency Communications Center (ACRECC). Code 2 calls upgraded by emergency personnel on scene due to an emergent patient condition are upgraded to Code 3.
- Code 2: Medical Calls not requiring a lights and sirens response. Calls are categorized as a Priority 4 response secondary to their complaint and acuity determined through the MPDS by the dispatchers. Code 3 calls downgraded by emergency personnel on scene due to a non-emergent patient condition are upgraded to Code 2.
- 5150: Non-medical behavioral health responses, which do not utilize lights or sirens.

The response time standard shown on Figure 6-5 must be met 90 percent of the time for each response type in each subzone within each deployment zone.

Figure 6-5: Response Time Standards

RESPONSE	CALL PRIORITY	METRO/URBAN	SUBURBAN	RURAL
Code 3	Priority 1	10:00 min.	14:00 min.	16:00 min.
	Priority 1	12:00 min.	16:00 min.	20:00 min.
	Priority 1	14:00 min.	18:00 min.	20:00 min.
Code 2	Priority 1	20:00 min.	30:00 min.	40:00 min.
5150	5150	40:00 min.	50:00 min.	60:00 min.

In December 2021, Falck was non-compliant in two zones, North and East Metro Code 3. While South Metro Code 3 was reported to be compliant since in August 2021. Additionally, of the 27 zones monitored monthly, in December 2021, Falck met or exceeded performance

[111] Alameda County EMS Agency, Complete Annual Compliance Report, p.1-2.

standards in 25, with more than 95 percent on-time compliance in 22 zones. Falck was also on time for 100 percent of their calls in nine zones. At the time, Falck was on a Corrective Action Plan, initiated after performance deficiencies in August and September 2021, with a $135,000 penalty assessment of $75,000 for December and $60,000 for continued Non-Compliance under the Corrective Action Plan.[112]

The District reports that the most recent non-compliance occurred in July 2022 in North Metro Code 3 (89.5%) and South Metro Code 3 (89.81%). As of August 2023, Falck has been compliant (above 90%) in all zones for the last year.

According to the Alameda County EMS System Update report, mitigation efforts to improve response times are highlighted including continued staff recruitment efforts and re-evaluation of posting locations, revising response plans, engaging hospitals to address Ambulance Patient Offload Time (APOT) challenges, engaging with other ambulance companies to evaluate partnership opportunities, engaging with Fire Departments to provide ambulances for them to staff within their jurisdiction.[113]

[112] The Alameda County EMS System Update, p.4.
[113] The Alameda County EMS System Update p.7.

Emergency Medical Services CSA Determinations

Growth and Population Projections

6-1: According to the Census, as of 2020, EMS CSA's population is 1,682,353. As of January 1, 2023, the California Department of Finance estimated Alameda County had declined to a population of 1,636,194.

6-2: Based on the Association of Bay Area Governments (ABAG) growth projections, the population of the area within the EMS CSA service area is anticipated to increase to 1,868,635 by 2030 and 2,092,370 by 2040. The Average Annual Growth Rate (AAGR) from 2020 through 2030 is five percent and is projected to continue to increase with a six percent AAGR from 2030 through 2040.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

6-3: The EMS CSA does not have any Census Designated Places that meet the definition of a DUC within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

6-4: Given EMS CSAs role as a planning and oversight entity, the District does not rely on facility capacity to provide these services. Staffing capacity appears to be sufficient to enable the District to meet its requirements.

6-5: As of December 2021, Falck was non-compliant in two zones—North and East Metro Code 3. South Metro Code 3 was reported compliant since August 2021. Additionally, of the 27 zones monitored each month, in December 2021, Falck met or exceeded performance standards in 25, with more than 95 percent on-time. The District reports that the most recent non-compliance occurred in July 2022 in North Metro Code 3 (89.5%) and South Metro Code 3 (89.81%). As of August 2023, Falck has been compliant (above 90%) in all zones for the last year.

6-6: EMS CSA is undergoing an EMS system redesign to facilitate equitable access, fiscal responsibility, an appropriate destination for all patients, and sustainability.

6-7: The original contract with Falck was set to expire on June 30, 2024, however, on October 3, 2023, the Board of Supervisors approved a 2-year extension of the contract, to June 30, 2026, to allow for the completion of the procurement process of the subsequent provider as well as adequate implementation time.

6-8: It is recommended that EMS CSA ensures an improved contract is negotiated with any subsequent provider to ensure an adequate level of services is maintained by the provider.

6-9: EMS CSA did not report any infrastructure needs.

Financial Ability of Agencies to Provide Services

6-10: EMS CSA has the financial ability to continue to provide services. Conservative budgeting practices and low expenditure growth fully funded by annual assessment increases have contributed to growing fund balances.

Status of, and Opportunities for, Shared Facilities

6-11: EMS CSA, as a dependent district of the County shares in county resources for governance and administration. While not specific to EMS CSA facilities and equipment, in-county 9-1-1 ambulance resources are shared through mutual aid as a safety-net between EOAs.

6-12: EMS CSA reports there are opportunities to optimize mutual aid processes for ambulance transport response as well as behavioral health response.

6-13: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

6-14: EMS CSA abides by all legislative obligations for accountability and governance practices.

6-15: EMS CSA demonstrated transparency when sharing information to create this report.

6-16: No alternative governance structure options specific to EMS CSA were identified.

7. FAIRVIEW FIRE PROTECTION DISTRICT

AGENCY OVERVIEW

BACKGROUND

Established in 1938, the Fairview Fire Protection District (FFPD) is an independent special fire district in Alameda County; organized under the provisions of the California Health and Safety Code. The principal act that governs the District is the Fire Protection District Law of 1987. The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property. Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.[114]

Fairview is a unique, semi-rural community located in the urban-wildland interface between the San Francisco East Bay's densely populated coastal communities and open spaces hills.[115] The District provides fire protection services to the Fairview and Five Canyons communities. According to FFPD's 2019-2024 Strategic Plan, the District serves approximately 14,000 residents and contains wildland areas, single-family homes, multi-family residential complexes, elementary schools, agriculture, and equestrian areas[116].

FFPD has contracted with the City of Hayward since 1993 to provide fire protection and emergency medical services within the boundaries of the District. Services provided by FFPD through its contract with the City include fire prevention through code enforcement and education, fire suppression, and emergency medical services at the Advanced Life Support (ALS) level. Under the contract, the City of Hayward also takes care of weed abatement complaints within the District.

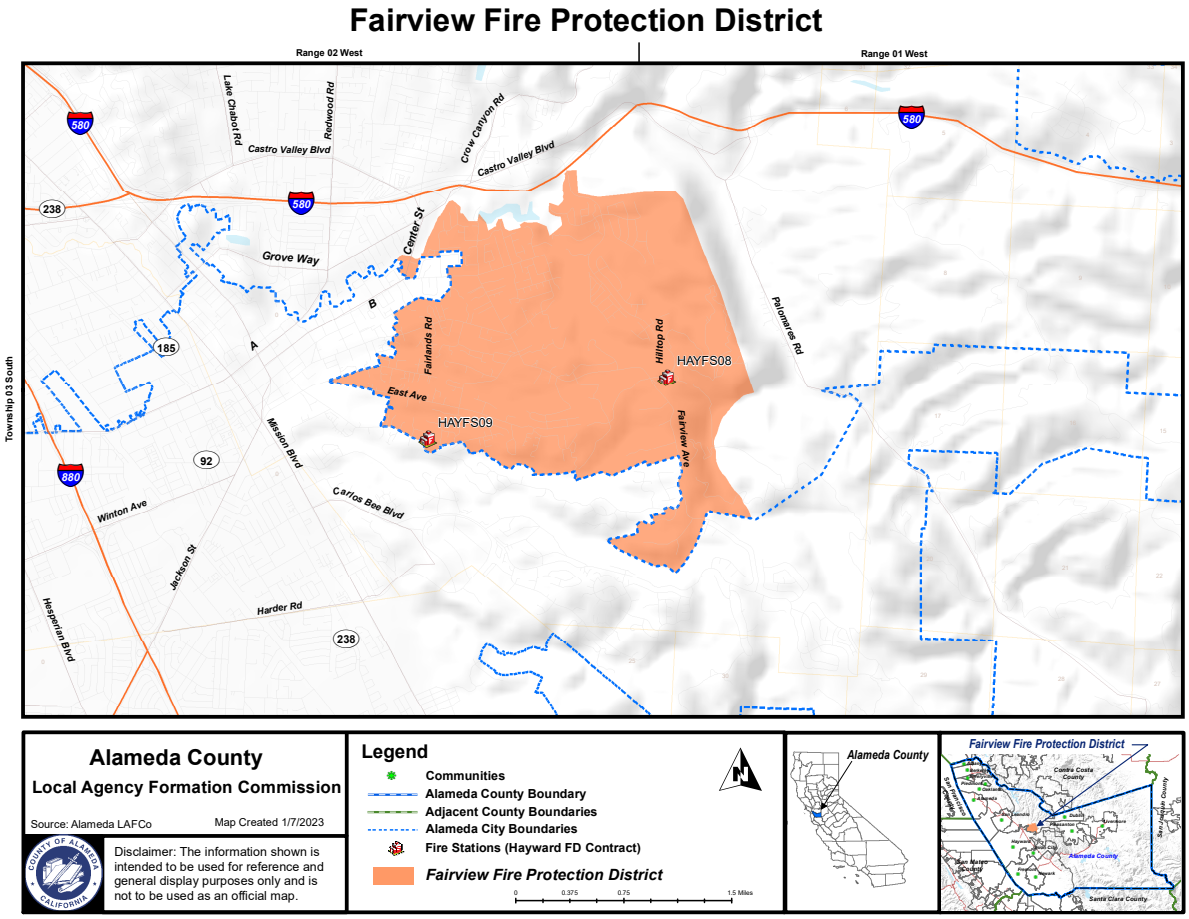
The Fairview Fire Protection District was last reviewed in an MSR Update by Alameda LAFCO in 2013.

[114] Fairview Fire Protection District Municipal Services Review, November 7, 2013 p.2.
[115] Fairview Fire Protection District Strategic Plan 2019-2024, p.1.
[116] Fairview Fire Protection District Strategic Plan 2019-2024, p.1.

Boundaries

The Fairview Fire Protection District lies in the Fairview and Five Canyons unincorporated areas just north of the City of Hayward. Most of the area of FFPD is situated in the City of Hayward's sphere of influence (SOI). The FFPD boundary encompasses about 4.2 square miles. Figure 7-1 depicts the FFPD's boundaries.

Figure 7-1: Fairview Fire Protection District Boundaries and SOI



Extra-territorial Services

FFPD, through its direct service provider the Hayward Fire Department (HFD), provides mutual aid assistance to neighboring jurisdictions and participates in the California Emergency Management Agency (CAL EMA) strike team to assist the State with wildfires.[117]

[117] Fairview Fire Protection District Municipal Services Review, November 7, 2013 p.2.

Unserved Areas

There are no unserved areas identified in within FFPD's boundaries.

Sphere of Influence

FFPD's SOI was established by LAFCO in 1983 as coterminous with its boundary. In 2013, following the last MSR, LAFCO approved a provisional coterminous SOI with a condition that FFPD report back to LAFCO on the status of its strategic plan.[118]

In November 2014, the Commission confirmed the provisional coterminous SOI, due to LAFCO's continued concerns that FFPD's strategic plan did not contain any information about how the plan would be implemented.[119] As a condition of the provisional SOI, LAFCO requested that FFPD report back to the Commission in a year on progress made in implementing the strategic plan.

In 2016, after a review of FFPD provided information, the Commission confirmed its ongoing concerns "with the governance and administration of the District, that it failed to adhere to public agency formalities, lacked necessary administrative policies and procedures, or failed to follow existing administrative policies and procedures." At that time, given the aforementioned concerns, the Commission approved the District's request to remove the provisional status of the coterminous SOI with the following conditions: [120]

- Within nine months of LAFCO's approval of a coterminous SOI, the District will complete a management audit and provide evidence to LAFCO that it has updated its Policies and Procedures document to include a policy describing the District's management structure.
- The District will provide evidence to LAFCO that it has updated its Policies and Procedures document to specify the District's policies and procedures regarding the provision of fire protection services including the process for selecting and evaluating a service provider in conformance with the results of the management audit.
- Prior to the expiration of the District's current Fire Protection Services Contract with the City of Hayward, the District will provide evidence to LAFCO that the performance of the District's contractors has been evaluated in conformance with the results of the management audit.

[118] Alameda LAFCO Resolution No. 2013-13.
[119] Alameda LAFCO Resolution No. 2016-05.
[120] Alameda Local Agency Formation Commission, Resolution NO. 2016-05 p.2.

- The District will produce an annual report to be distributed to all registered voters and property owners within the district boundary and posted on the District website to provide constituents with information about district activities and achievements.
- LAFCO will initiate a municipal services review of the District two years after LAFCO approval of the coterminous SOI to evaluate the District's administrative structure and governance transparency, as well as other factors required by Government Code Section 56430.

While it could not be determined if the District had completed what is termed a "management audit," it appears that FFPD has made efforts to comply with LAFCO's conditions set forth in 2016 by adopting appropriate policies and procedures, annually evaluating its contract service provider, and producing an annual report for residents. The District continues to prepare an annual newsletter to its constituents reporting on district activities and achievements.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

FFPD is governed by a five-member Board of Directors who serve staggered four-year terms. The Board of Directors must reside within the District and are elected at-large by registered voters. Any resident of FFPD can participate in meetings, activities, and run for board seats during election cycles or when a vacancy is created by a resignation. Current board member names, positions, and term expiration dates are shown in Figure 7-2.

Regular Board meetings are held every other month, typically on Monday evenings near the last Monday of the month. Residents can refer to the meetings and events calendar page on FFPD's website for board meeting dates. Meeting agendas can be found on the event

calendar, which lists all present and past Board of Director meetings. Meeting minutes and videos of the meetings are also archived on the website.

Residents can attend the meeting in person at Station 8, online using the Zoom link, or listen to the meeting by phone by calling on one of the numbers provided on the agenda packet. During public comment, each speaker is allowed three minutes. Residents can write the Board at least one week before the next board meeting to suggest items for the scheduled agenda for board discussion and deliberation.

Figure 7-2: Fairview FPD Governing Body

GOVERNING BODY					
Manner of Selection			Elections at large.		
Length of Term			Staggered 4 years		
Meetings			Every other month, typically on Monday evenings near the last Monday of the month. Fire Station 8 25862 Five Canyons Parkway Castro Valley CA 94552		
Agenda Distribution			Posted online		
Minutes Distribution			Posted online.		
BOARD MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
Melissa Dimic		Board Member, President	2024	Elected	4 Years
Michael Justice		Board Member, Vice President	2026	Elected	4 Years
Sarah Choi		Board Member	2024	Elected	4 Years
Mark McDaniel		Board Vice President	2024	Elected	4 Years
Robert "Bob" Clark		Board President, Treasurer	2026	Elected	4 Years
CONTACT					
Contact			Tara Reyes, Fire Services Supervisor		
Mailing Address			25862 Five Canyons Parkway, Castro Valley, CA		
Phone			510-909-5084		
Email/Website			tara.reyes@hayward-ca.gov		

FFPD participates in community outreach events through its service agreement with HFD, including Fire Prevention Week, Great Shakeout (earthquake drills at work, school, or home), and Community Emergency Response Team (CERT) training classes at no charge to Fairview & Five Canyons residents. The District also conducts outreach through its annual newsletter.

All five members of the FFPD Board have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency with their economic interests.

FFPD has adopted a conflict-of-interest code as lawfully required, and by which the District must abide.

All complaints concerning FFPD are handled by the City of Hayward's Fire Chief. Any member of the public can submit complaints at board meetings or individually to the FFPD Board President and Directors.

There is also legislation in effect to help ensure special districts adhere to accountability standards. One, California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. Similarly, the Special District Transparency Act of 2018 (SB 929, Government Codes §6270.6 and §53087.8) indicates that special districts have websites in use by January 1, 2020, per the Brown Act, and requires how the publicly available information be displayed. FFPD is in compliance with each of these regulations.

FFPD has exceeded these requirements and attained the Certificate of Transparency from the California Special Districts Association by meeting not only legal mandates but also several best practices to ensure transparency and accountability to its constituents.

FFPD demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

FFPD states that its mission is to provide rapid, effective responses to fire, medical, and hazardous material emergencies; to encourage safety and prevention through risk assessment, education, and outreach.

FFPD employs a part-time general manger to oversee administration of the District. Other services, such as legal counsel and bookkeeping, are provided by contract. The City of Hayward FD personnel manage the day-to-day operations of FFPD, including administrative, and all fire protection and other services. For more information regarding the City of Hayward FD and its staffing and management, refer to Chapter 14.

The Hayward Fire Chief and/or the Chief's designees attend regular FFPD Board meetings to inform the Directors and the public on emergency responses made and items needing attention in FFPD. FFPD receives quarterly written reports from the Hayward Fire Chief on significant emergency incidents, response times, fire prevention activities and standards of coverage benchmarks in FFPD. FFPD also conducts an annual review of the contract provider's services rendered. FFPD extended its services contract with the Hayward Fire Department for an additional five years on July 1, 2021.

While FFPD does not conduct benchmarking with other similar providers, it compiles an annual newsletter outlining workload metrics of the District for the year, education on services provided, and reports of achievements and accomplishments. Additionally, the District conducts an annual review of its contract provider, a component of which is assessment of the contractor's performance based on identified benchmarks.

FFPD's financial planning efforts include an annually adopted budget and annual audited financial statements. Additionally, in 2018 the Board established the first Financial Reserve Policy that secures the financial future of the District. [121]

Furthermore, in 2014 the District Board adopted the first Strategic Plan. The most recent five-year strategic plan was adopted in 2019. The Board reviews this Plan annually as part of its annual budget process. The General Manager prepares a report by May of each year on the status of the Board's metrics and strategic tasks, so the Board can update the plan and propose any tasks to emphasize in the upcoming fiscal year. The Board adopts updates to the Plan by June each year, so the budget document can reflect any funding changes needed to complete these tasks.[122]

[121] Fire Protection Services Contract 2021-2026 https://drive.google.com/file/d/1X5KVZCpGPNXfks5OIVy9JJMnB69ZcteQ/view, p.7.
[122] Fairview Fire Protection District Strategic Plan 2019-2024, p.1.

All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year unless the County Board of Supervisors has approved a biennial or five-year schedule. In the case of FFPD, the District must submit audits annually. The District has submitted its audit to the County for FY 22 within the required 12-month period.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

FFPD's boundary area is approximately 4.2 square miles. The County is the land use authority for the unincorporated areas. Land uses within the District are primarily residential.

Current Population

According to FFPD's 2019-2024 Strategic Plan, the District has approximately 14,000 residents.

Projected Growth and Development

According to the Association of Bay Area Governments (ABAG) growth projections for the East Alameda County superdistrict, which FFPD is in, projecting a 1.73 percent average annual growth rate (AAGR) through 2050 and FFPD's 2019 population estimates, the population within FFPD is anticipated to reach 14,075 by 2050.

FFPD reports that based on the aging of the District's population, there is anticipated growth in the need for EMS and paramedic services. An increase in population and higher-density housing has caused an additional increase in call volume. [123]

Growth Strategies

The Hayward Fire Department integrates FFPD's service area into its short- and long-term planning. FFPD's Board reviews issues identified in HFD's forecasting as part of the annual review of the District Strategic Plan.[124]

[123] Fairview Fire Protection District, SoGo Survey Responses, November 2021.
[124] Fairview Fire Protection District, SoGo Survey Responses, November 2021.

Disadvantaged Unincorporated Communities

No present or probable need for public facilities and services of any disadvantaged unincorporated communities within the existing FFPD SOI was identified since, based on Census Designated Places, Alameda LAFCO has determined that Alameda County had no disadvantaged unincorporated communities that met the basic state-mandated criteria.

Financial Ability to Provide Services

Financial Ability to Provide Services

FFPD has the financial ability to continue to provide services. The District has maintained a high level of reserves, and until recently has received revenues exceeding expenditures. The District has no long-term debt or pension obligations.

Revenues and Expenditures

The District has generally balanced its budget and created a surplus to augment its reserves; as reported by the District, its budget "is approved annually by Board and does not exceed projected revenues for same year. Any unplanned expenditures outside this budget plan must be approved by Board. District has long history of ending each fiscal year with budget surplus."[125] The FY2021-22 adopted budget showed a minor projected shortfall of ($76,000).

Property taxes "provide most of the funding for the FFPD, with other revenue sources including a special tax for basic emergency medical services (EMS), a First Responder Advanced Life Support reimbursement, and interest income."[126] The EMS tax rate is $5.29 per parcel adjusted annually by the change in Bay Area CPI; the tax was established by voter approval of Measure P in June of 1997.[127] Revenue growth averaged about 2.5 percent from FY2017-18 through FY2021-22 slightly below expenditure growth over the period averaging 4.3 percent.

The District prepares long-term budget forecasts as part of its strategic planning process. The District has implemented several cost containment strategies including "integrated ceiling to annual inflation adjusted cost increases in contract for service with Hayward Fire Department. Restructured Insurance portfolio to reduce annual premiums 40%. Eliminated cost for dispatch service provided by County while maintaining service."[128]

[125] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[126] FFPD website, accessed 7/6/2022 at https://www.fairviewfiredistrict.org/.
[127] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[128] nse to Alameda Fire and EMS MSR Follow-up Questionnaire.

Reserves

The District fully funds its reserve targets. The District has adopted a policy of assigning funds into an operating reserve equaling 10% of its operating budget and an emergency reserve equaling 85% of its operating budget.[129] Both reserves are currently fully funded. The funded amounts represent a high level of reserves. The District notes that "a Capital Replacement plan is funded annually by contribution outlined in annual budget to replace all equipment and facilities when needed."[130]

Pensions and Other Post-Employment Benefits (OPEB)

The District provides no pensions or OPEB, but contracts with the City of Hayward for fire protection services which include employee pensions and OPEB.

Leases and Long-term Debt

The District has no leases or long-term debt.

Equipment and Facility Assets

The District's total asset value of $2.7 million at the end of FY2020-21 consists primarily of vehicles and equipment; depreciation has reduced net capital asset value to $1.2 million, or about 44 percent of total value indicating aging of its assets.

Fire Services

Service Overview

FFPD contracts with the City of Hayward to provide fire protection, hazardous materials removal, emergency medical and paramedic services, auto accident rescue, natural disasters rescue, safe surrender service, and animal rescue within the boundaries of FFPD. Under the contract, Hayward FD also takes care of weed abatement throughout all visible land within the FFPD boundary area.

Prior to the contract with Hayward in 1993, first response to structure fires in FFPD was provided by the District itself with two fire engines and a volunteer force, often requesting mutual aid from the City of Hayward. FFPD did not have sufficient resources to provide its

[129] FFPD Basic Financial Statements, June 30, 2021, pg. 5.
[130] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.

own services. By contracting with the City of Hayward, fire service was reported to have greatly improved due to full access to HFD's resources. Figure 7-3 details the services provided by the HFD. If another agency offers a service, it is indicated in the figure.

Figure 7-3: Fairview FPD Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	City of Hayward Fire Department
Wildland Fire Protection	City of Hayward Fire Department
Vehicle Fire Protection	City of Hayward Fire Department
Ladder Truck Capabilities	City of Hayward Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	N/A
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	N/A
Advanced Life Support – Non-Transport Provider	City of Hayward Fire Department
Advanced Life Support Transport Provider	Falck Ambulance
Continuing Education Provider – Medical	City of Hayward Fire Department
Air Ambulance Transport Helicopter Services	Calstar
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	City of Hayward Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	City of Hayward Fire Department
Fire Safety Education – Adults/Seniors	City of Hayward Fire Department
Juvenile Firesetter Prevention Program	City of Hayward Fire Department
Fire and Life Safety Business Inspection Program	City of Hayward Fire Department
Fire Protection Planning	City of Hayward Fire Department
New Commercial Construction Plan Reviews	City of Hayward Fire Department
Public Education Provider (CPR, First Aid, etc.)	City of Hayward Fire Department
Home Fire/Safety Inspections	City of Hayward Fire Department
Fire Origin and Cause Investigations	City of Hayward Fire Department
Fuel Reduction/Weed Abatement Program	City of Hayward Fire Department

Smoke Detector Giveaway/Installation Program	City of Hayward Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	City of Hayward Fire Department
Water Rescue Program	City of Hayward Fire Department
Ice Rescue Program	N/A
Dive Rescue Program	N/A
Low angle Rope Rescue Program	City of Hayward Fire Department
Helicopter Short/Long Haul Rescue Capabilities	CAL FIRE/California Highway Patrol
Response to Boating Accidents	City of Hayward Fire Department
Rescue Dog Services	City of Hayward Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	City of Hayward Fire Department
Hazardous Materials Response Team	Alameda County Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	City of Hayward Fire Department
Mobile Incident Command/Communications Unit	City of Hayward Fire Department
Fill Station for Self-Contained Breathing Apparatus	City of Hayward Fire Department
Mobile Breathing Support Unit	City of Hayward Fire Department
Community Emergency Response Team	City of Hayward Fire Department
Chaplain Services	N/A
Training Academy	City of Hayward Fire Department
Emergency Operations Center Capabilities	City of Hayward Fire Department
MISCELLANEOUS	
Public Service Assists	City of Hayward Fire Department
Motor Vehicle Accident Response	City of Hayward Fire Department
Welfare Checks	City of Hayward Fire Department
Public Safety Answering Point	ACCREC
Fire/EMS Dispatch	City of Hayward Fire Department
Fundraising Activities	N/A
Firefighters Association – Non-Profit	City of Hayward Fire Department
Auxiliary Association	N/A

Collaboration

Refer to Chapter 14 for detail on existing City of Hayward Fire Department collaborations.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE focuses its services on wildland areas defined as State Responsibility Areas (SRA). For FFPD, much of the area is designated as a high fire hazard severity zone, which is SRA.[131]

Existing Demand

In 2020, there were approximately 870 calls for service within FFPD. Of those, 664 or 76 percent were for emergency medical services. The remainder involved fire, motor vehicle, false alarm, and other types of incidents. Figure 7-4 shows calls received by type.

From 2013-2020, the number of service calls have been increasing steadily before slightly decreasing in 2020 compared to 2019, from 909 to 870 calls. The highest number of service calls was received in 2019 (909), while 2013 had the lowest number of service calls (636). Figure 7-5 illustrates the total number of service calls received within FFPD during 2013-2022.

Figure 7-4: FFPD Calls by Type

2020 FIRE AND EMERGENCY SERVICE CALLS BY TYPE							
	EMS	Motor Vehicle	False Alarm	Fire / Hazardous Material	Misc. Emergencies	Misc. Non-Emergencies	Total Calls
FFPD	664	9	55	31	29	82	870

Figure 7-5: FFPD Service for Services (2013-2020)

FIRE AND EMERGENCY SERVICE CALLS 2013-2020								
	2013	2014	2015	2016	2017	2018	2019	2020
FFPD	636	663	650	704	711	826	909	870

[131] Alameda County State Responsibility Area Fire Hazard Severity Zones. November 21, 2022.

Staffing

The minimum staffing levels at Station 8 and Station 9 are three firefighters around the clock, and at least one firefighter at each station is an accredited paramedic. Additionally, three Captains and Apparatus Operators will be available at the stations. For training levels and requirements for firefighters, refer to the City of Hayward's section in Chapter 14.

Facilities and Capacity

FFPD is primarily served by Fire Station 8 located in Five Canyons, which is operated by the City of Hayward. FFPD has indicated that the District now owns the station. In 2000, the Alameda County Board of Supervisors, at a public hearing, adopted a resolution to hold the deed to the new Fire Station 8 until FFPD could acquire sufficient funds to acquire land and build an emergency access easement at the end of East Avenue and Star Ridge. FFPD reported that it fulfilled the requirement, and the title was transferred from the County to FFPD, however, the District was unable to provide the date of the transfer or the grant deed. The station was built in 2000 and is in good condition. In 2010, a solar array was installed to the rear of Fire Station 8 which allows FFPD to "sell back" unused electricity to PG&E. Fire Station 8 houses a Type III engine and a Type I engine owned by FFPD. Fire Station 8 also serves as the FFPD Board room.

Hayward FD staffs a second fire station, Station 9, in the District located at 24912 Second Street, Hayward, CA just inside of FFPD boundaries. Its strategic location, according to FFPD and the Hayward Fire Chief, increases the service level and response capabilities within the District by about 25 to 35 percent.

In addition, FFPD still has ownership of its old fire station on Fairview Avenue built in 1938, which is currently inactive. The old station is not staffed and is used primarily for equipment storage and training.

The Fairview Fire Protection District owns & maintains three firefighting vehicles:

- Engine 605 Type VI – 2008 Ford F550 4 x 4 at FS2 reserve
- Engine 609 Type VI – 2020 Ford 550 4 x 4 at FS9
- Engine 308 2020 Type III Engine, International/Boise Mobile Equipment at FS8
- Engine 8 2014/Type I Engine/Pumper, Manufacturer: Seagrave at FS8
- Engine 303 2009 Type III Engine, Westmark/International at FS3 reserve
- Ranger Crew XP 1000, 2021 Polaris (off-road rescue) at FS8

Figure 7-6: FFPD Facilities

FAIRVIEW FIRE PROTECTION DISTRICT FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 8	25862 Five Canyons Parkway, Hayward, CA 94552	City of Hayward	1998	Good
Station 9	24912 Second Street, Hayward, CA 94541	City of Hayward	1998	Fair
Old Station 8	24200 Fairview Avenue, Hayward CA, 945411	City of Hayward	1938	Poor

Dispatch and Communications

There are a few ways FFPD utilizes its social media outlets, Twitter and Facebook, to communicate with residents and transmit important health and safety information. FFPD also uses AC Alert, a unified system for Alameda County residents, which provides critical information quickly in various situations, such as earthquakes, fires, severe weather, unexpected road closures, missing persons, and evacuations of buildings or neighborhoods. AC Alert has replaced the CodeRED alert system in Hayward and the Fairview Fire Protection District effective July 1, 2019.[132]

Additionally, in 2017, FFPD launched a new WordPress mobile-friendly website that includes an entire "Community Resources" section for residents to find relevant information related to emergency services and disaster preparation.

The ACRECC is the Public Safety Answering Point for calls within FFPD. If the call is fire or medical-related, the caller is transferred to the Hayward Communication Center for dispatch. For the caller to receive emergency medical procedure instructions over the phone, Hayward Dispatch transfers the caller to the Alameda County Regional Emergency Communication Center (ACRECC) after enough information is gathered by Hayward to dispatch a first-response unit.[133]

Status of, and Opportunities for, Shared Facilities

FFPD practices facility sharing through its contract with the City of Hayward FD, which makes use of the District's facilities and vehicles in the provision of services within its boundaries. The District has not identified any future opportunities for further facility sharing.

[132] AC Alert – New Mass Alert System, https://www.fairviewfiredistrict.org/sign-up-emergency-notifications/August 09, 2020.
[133] Fairview Fire Protection District Municipal Services Review, November 7, 2013 p.10.

Infrastructure Needs

FFPD did not report any infrastructure needs. However, HFD reported that upgrades estimated to cost around four to six million are needed at Station 8. Neither the source of financing nor the timeline was identified to address these needs. HFD also indicated that Station 9 needs to be replaced with an industry-standard fire station at the same location. [134]

According to the FY 23 adopted final budget, the District has a capital budget of $409,821 for apparatus replacement, equipment replacement, and facility capital improvements. Furthermore, the adopted budget includes a budget of $5,000 for upkeeping the old Fire Station 8.[135]

Challenges

Refer to the City of Hayward Fire Department section in Chapter 14 for detailed discussions about the various challenges reported by the Department.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service. The applicable response time measure for the City of Hayward and thus FFPD is shown in Figure 7-7.

Figure 7-7: FFPD Response Time Policy

RESPONSE TIME POLICY FOR FFPD	
Agency Name	Single Unit Incident
FFPD	Arrive at the scene within 5 minutes and 50 seconds of a 9-1-1 call 90 percent of the time. The first alarm assignment arrives in 8 minutes.

The District utilizes the National Fire Protection Association (NFPA) 1710 Standard requirement for the first unit to arrive on scene within five minutes and 50 seconds of dispatch, 90 percent of the time, while the first alarm assigns the time the dispatch center alerts the responding units to the time resources are on scene. According to FFPD, response times are

[134] City of Hayward, SoGo Survey Responses, November 2021.
[135] Annual District Budget-FY2022/23, p.1-2.

measured monthly and reported by Hayward at each Regular FFPD Board Meeting.[136] As of 2020, response times for Engine 8 was 3 minutes 38 seconds, while Engine 9 had a response time of 3 minutes 17 seconds, indicating that FFPD, through Hayward FD service delivery, is meeting the established response time goals.

The Insurance Service Office (ISO) classifies fire services in the communities as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. FFPD has an ISO rating of 2.

The Department did not provide information as to whether any complaints regarding fire service were received in FY 21.

Governance Options

The Fairview Fire Protection District (FFPD) provided direct fire and paramedic service to the unincorporated Fairview community for 55 years, and has relied on contract service since 1993. The independent special district was formed in 1938. Since contracting with the City of Hayward for fire and paramedic services in 1993, the District has not provided direct fire services. In 1996, LAFCO commissioned an independent study to review the Fairview Fire Protection District, along with various governmental structure options. That report found: 1) the two services providers (City of Hayward and ACFD) were generally comparable in terms of fire protection service capabilities in the Fairview area; 2) the emergency medical service differential (in 1996) weighted the reorganization decision in favor of the ACFD; 3) District dissolution would not significantly inhibit practical public access and input to decisions actually affecting service costs and service levels in the Fairview area; and 4) the public service costs were substantially similar under either organization. Subsequently, the issue of dissolution was submitted to the voters as an advisory measure. District voters rejected the dissolution measure in 1996.[137]

Reorganization of Fairview FPD continues to be an option, although multiple prior reviews of reorganization did not result in any changes in organization. The district remains the sole independent fire protection district in the County and contracts out for services with the City of Hayward Fire Department. When last reviewed in 2013, district residents were vocally opposed to the consideration of reorganization. Because the District does not provide any direct services but rather administers a contract for service provision, certain operating and administrative

[136] FFPD Fire Services Provider Evaluation. p.1.
[137] Alameda LAFCO, Public Safety MSR, 2004, p. 72.

expenses could be avoided by dissolving FFPD and having another existing service provider take on governance and operations of fire service in the area. The most feasible and likely most beneficial option is the annexation of FFPD's territory by ACFD and continued contract services by the City of Hayward. Residents could retain the service provider they prefer, and savings could be achieved with a management layer and election costs eliminated through government reorganization.

During the 2013-2016 MSR and SOI updated process for FFPD, several deficiencies and concerns were identified by LAFCO resulting in conditions placed on the most recent affirmation of the District's coterminous SOI in 2016. Alameda LAFCO commission had expressed concerns about FFPD's governance and administration of the District, indicating that upon reviewing several of the District's documents that it failed to adhere to public agency formalities, lacked necessary administrative policies and procedures, or failed to follow existing administrative policies and procedures. As a result, the Commission approved the current coterminous SOI with various conditions, including requiring the management audit, retaining professional staff, determining criteria for selecting and evaluating contractors, including the fire services provider, adopting and distributing to the public an annual report, and reporting back to LAFCO six months after adoption of the SOI resolution.

It appears as though the District has met all of the conditions outlined by LAFCO at that time. The District has made great efforts to greatly enhance the level of services provided and highlight the value added by FFPD's service structure.

This report reaffirms that there are duplications of governance and management efforts as identified in 2013. However, with the improvements made over the last decade, there does not appear to be an impetus to dissolution at this time if the District's residents do not support it.

Fairview Fire Protection District Determinations

Growth and Population Projections

7-1: According to Fairview Fire Protection District's (FFPD's) 2019-2024 Strategic Plan, the District has approximately 14,000 residents.

7-2: Based on the East Alameda County superdistrict population AAGR and FFPD's 2019 population estimates, the population within FFPD is anticipated to reach 14,075 by 2050.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

7-3: FFPD does not have any Census Designated Places that meet the LAFCO-adopted policy defining DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

7-4: Given the low response times within FFPD's service area, it is apparent that the existing staffing, facility, and financial capacity satisfy the needs of the community and will accommodate the minimal anticipated growth.

7-5: Based on quarterly and annual reports provided by Hayward FD, FFPD's annual review of its contractor, response times, and the ISO rating, FFPD's level of service is considered adequate.

7-6: HFD reported that upgrades estimated to cost around four to six million are needed at Station 8 and Station 9 needs to be replaced with an industry-standard fire station. Neither the source of financing nor the timeline was identified to address these needs. The District has a capital budget for FY 23 of $409,821 for apparatus replacement, equipment replacement, and facility capital improvements.

Financial Ability of Agencies to Provide Services

7-7: FFPD has the financial ability to continue to provide services. Although expenditures have been growing at a rate slightly above revenue growth, the District has maintained a high level of operating, emergency, and capital reserves.

Status of, and Opportunities for, Shared Facilities

7-8: FFPD practices facility sharing through its contract with the City of Hayward FD, which makes use of the District's facilities and vehicles in the provision of services within its boundaries.

7-9: FFPD has not identified any further facility-sharing opportunities.

7-10: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operations Efficiencies

7-11: FFPD abides by all legislative obligations for accountability and governance practices.

7-12: FFPD demonstrated transparency when sharing information to create this report.

7-13: Regarding governance structure alternative for FFPD, last reviews have identified duplication of governance and administration for the area.

7-14: During the last MSR and SOI Update (2013-2016), the LAFCO Commission identified management concerns regarding FFPD's governance and administration and outlined several requirements upon SOI resolution. FFPD has made efforts to address these concerns including updating its Policies and Procedures to include Fire Services Provider Evaluation policy, Purchasing and Procurement policy, and Governance policy. Additionally, FFPD prepares an annual newsletter to its constituents reporting on district activities and achievements.

7-15: While this review affirms governance duplications, there does not appear to be an impetus to pursue the dissolution of the district unless otherwise supported by the residents.

8. CITY OF ALAMEDA FIRE DEPARTMENT

Agency Overview

Background

The City of Alameda provides a full suite of municipal services to its constituents, including fire suppression and emergency medical services.

The City is located in the East Bay region of the San Francisco Bay area, approximately seven miles east of San Francisco. It is seated south of the City of Oakland, across the Alameda Estuary.

Beginning in the late 1840s, the California Gold Rush spurred the arrival of many new residents to this region, including what would become the City of Alameda. Originally, the City was part of a peninsula that had been purchased by two entrepreneurs. At that time, they then decided to sell this land as residential tracts and orchards. Throughout this transformation, the Town of Alameda was one of three settlements which were established. Alameda was in the east, with Encinal in the center of the peninsula and Woodstock in the west.

By 1954, the Town of Alameda became a charter city and together, the three settlements were incorporated in 1872 under one local government.

Throughout the 1860s, the population in the area began to grow with the arrival of a passenger train, subsequently contributing to a thriving downtown, visitors to beach resorts, and the rise of other commercial districts. In 1902, the Tidal Canal was dredged which turned the City of Alameda into an island and increased water transportation access. This also impacted the area's industrial development as shipyards were constructed in coastal areas.

Today, the City of Alameda is a flourishing, mixed-use community with a population of roughly 78,000 people.

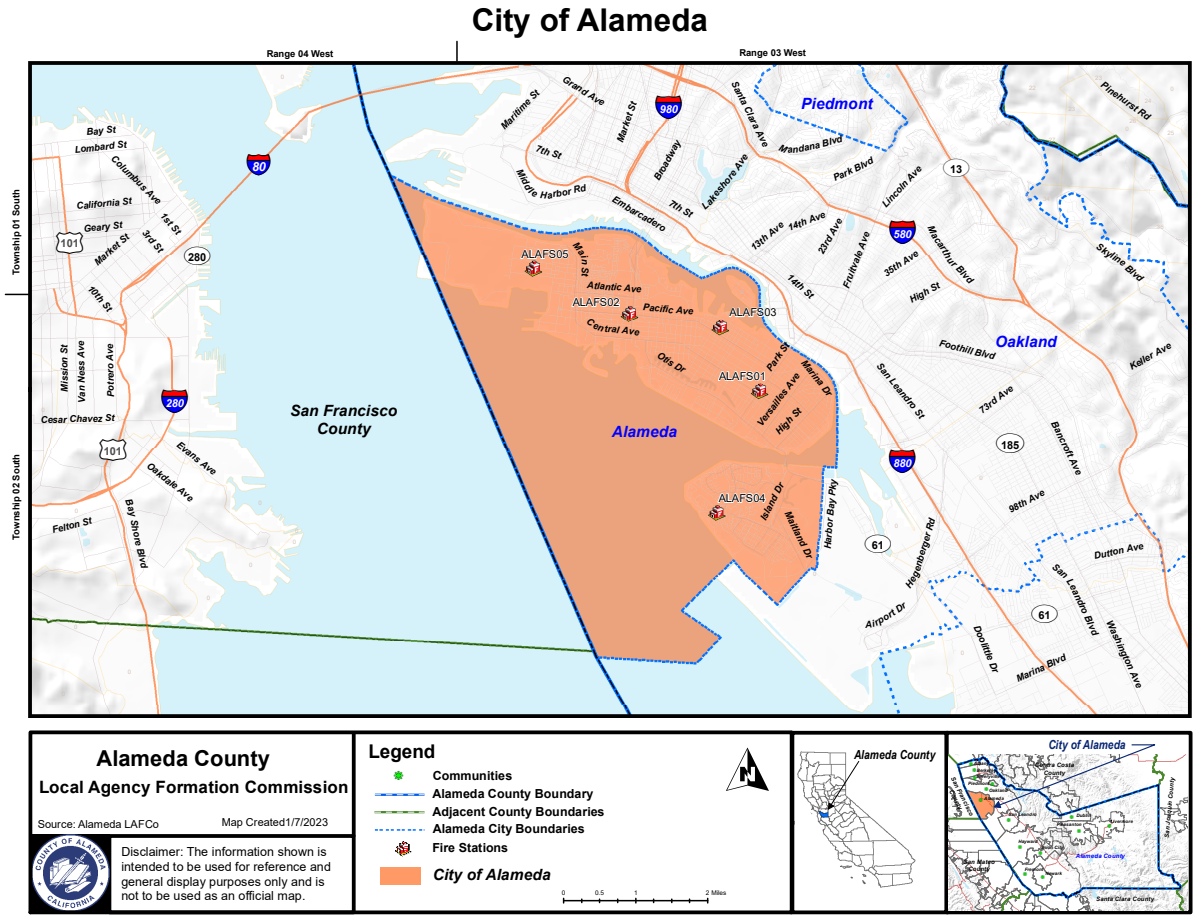
This MSR for the City of Alameda exclusively discusses fire protection, emergency medical, and related services. The City was last included in an MSR Update by Alameda LAFCO that was adopted in 2018.

Boundaries

The City of Alameda encompasses 10.61 square miles, including Alameda Island and Bay Farm Island. It is an island city in the San Francisco Bay, approximately seven miles east of

the City of San Francisco, and is separated from the mainland by an estuary. It is directly west of Interstate 880 and less than one mile west of the City of Oakland. Bay Farm Island is adjacent to the Oakland International Airport, which creates the City's southeast boundary. Bay Farm Island is technically a peninsula and is also bordered by the estuary in the east and the San Leandro Bay to the north. Figure 8-1 depicts the City's boundaries, which are coterminous with the service area for fire suppression and emergency response.

Figure 8-1: City of Alameda Boundaries and SOI



Extra-territorial Services

The City of Alameda does not provide services outside of its boundaries. It does, however, have mutual and automatic aid agreements within and outside of the County for fire protection and emergency service response.

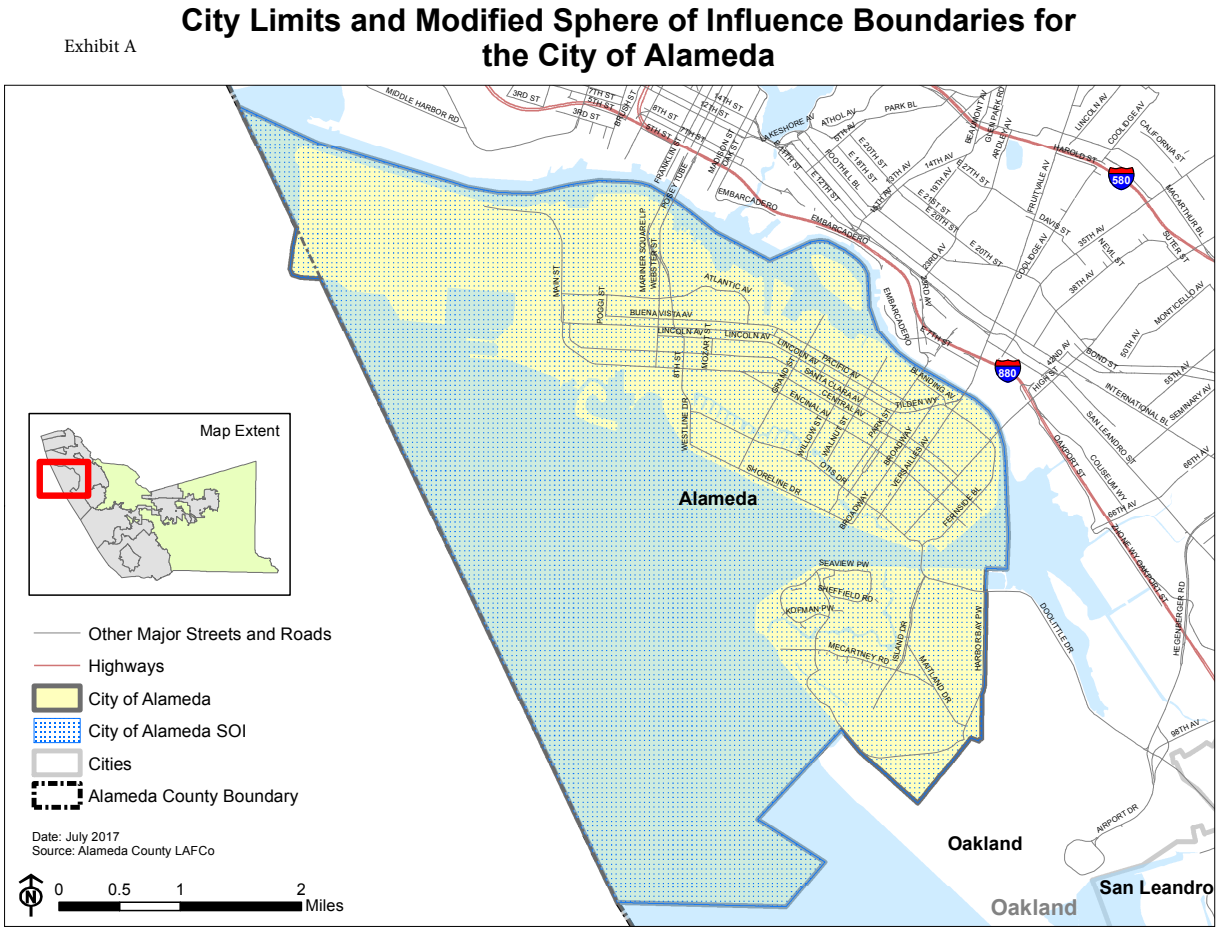
Unserved Areas

There are no unserved areas identified in the City of Alameda. The City is able to provide service throughout its bounds.

Sphere of Influence

During the last SOI Update in 2018, the LAFCO expanded the City of Alameda's sphere of influence to include a small portion of the City and County of San Francisco that is contiguous to the City of Alameda rather than that of San Francisco, which is across the Bay, as shown in Figure 8-2. At the time of the update, LAFCO recommended that the City and County of San Francisco pursue a reorganization of the territory to reflect a County boundary change that would allow for it to be annexed to the City of Alameda in the future.

Figure 8-2: City of Alameda Boundaries and SOI



Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics

training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of Alameda has a government structure with a City Manager, an elected mayor and two council members elected every two years, who serve staggered four-year terms on the City Council. Current council member names, positions, and term expiration dates are shown in Figure 8-3.

The City Council meets every first and third Tuesday of the month at 7:00pm in the City Hall Council Chambers. Agendas for each weekly meeting, board actions and meeting minutes are available at the City Clerk's office and online. Through the City's website, the public has access to the meetings via livestream or archived videos for viewing online at their convenience.

Figure 8-3: City of Alameda Governing Body

GOVERNING BODY				
Manner of Selection	Elections at large.			
Length of Term	4 years			
Meetings	1st and 3rd Tuesday of the month at 7pm City Hall 2263 Santa Clara Ave. Council Chambers 3rd Floor Alameda, CA 94501			
Agenda Distribution	Posted online and at the City Clerk's office.			
Minutes Distribution	Posted online.			
CITY COUNCIL MEMBERS				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Marilyn Ezzy Ashcraft	Mayor	2026	Elected	4 Years
Tony Daysog	Vice Mayor	2026	Elected	4 Years
Tracy Jensen	Councilmember	2026	Elected	4 Years
Trish Herrera Spencer	Councilmember	2024	Elected	4 Years
Malia Vella	Councilmember	2024	Elected	4 Years
CONTACT				

Contact	Cody Moxley, Division Chief
Mailing Address	1300 Park St., Alameda, CA 94501
Phone	510-755-7006
Email/Website	cmoxley@alamedaca.gov, alamedaca.gov

The City of Alameda participates in community outreach events such as annual city festivals, holiday activities, job fairs, and community educational programs. The City's Fire Department also takes part in specific fire prevention and emergency safety programs available to City of Alameda residents as well.

All five members of the City of Alameda's City Council have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency with their economic interests.

There is also a conflict-of-interest code, and bylaws, outlined in the municipal code as lawfully required.

All complaints concerning the City of Alameda or any of its employees are investigated, and a response is provided to the complainant. Constituents are able to file complaints in a number of ways, including online, through the SeeClickFix program, and by phone. All complaints are handled by the appropriate department and overseen by the City Manager as needed.

There is legislation in effect to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website, such as linking directly to City Council agendas without the use of secondary links or drop-down menus. The City of Alameda complies these regulations.

The City of Alameda demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to

safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in a number of its planning and management documents, particularly in the annual budget and General Plan.

The City develops a biennial budget, overseen by the City Manager's office and the Finance Department, with input from each department, including the Fire Department. The budget process is intended to reflect departmental goals as well as existing and proposed service levels and follows general accounting best practices.

The Fire Chief oversees the following six divisions, providing leadership and management overall: Administration, Emergency Operations, Emergency Medical Services, Training, Disaster Preparedness, and Fire Prevention.

The Administration Division of the Fire Department, under the Fire Chief's lead, is responsible for personnel. It is the ultimately the Fire Chief's duty to foster employee development and provide direction for the department and evaluating its effectiveness. While there are policies that govern personnel for the City as a whole, it is unclear how the Department manages its overall staff performance specifically, as well as how often these evaluations occur.

To ensure fire service efficiency and effectiveness, the City of Alameda Fire Department (AFD) has set general policy goals and objectives in its planning documents. AFD aims to provide emergency response and incident management for fires, rescues, medical emergencies, hazardous materials incidents, and disasters throughout the City. The primary objective is to minimize risk for loss of life, personal injury, property damage, and environmental degradation due to fire hazards through effective response, preparedness and prevention.

AFD's finances are overseen by the City's Finance Department with budgetary approval given by the City Council. The City's financial planning documents include a biennial budget, a capital improvement budget, and a Comprehensive Annual Financial Report (CAFR). In addition, AFD has financial statements audited annually.

AFD also abides by the City's Economic Development Strategic Plan implemented in July 2018, as well as the March 2019 Emergency Operations Plan.

Fire department staffing needs are reviewed based on population growth, development plans, and budgetary considerations. Employee turnover and attrition is also analyzed in order to meet hiring demands. Response times and response levels are tools for measuring satisfactory service levels.

A critical component of the City of Alameda's planning is its Climate Action and Resiliency Plan (CARP). This serves as a guiding document focused on ways in which the community and City can reduce greenhouse gas emissions, meeting the City's long-term climate action goals, and promoting a healthy, prosperous community. The City's current plan was adopted in 2019 and outlines the goal of reducing emissions by 50 percent below 2005 levels by 2030 as well as reaching carbon neutrality as soon as possible.[138] Increased wildfire hazard is also a concern as a result of climate change. The CARP outlines strategies to limit its effects such as expanding the alert system and planting trees.[139]

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The City of Alameda consists of 10.61 square miles or 6,790 acres of predominantly low and medium density residential space. The General Plan outlines four central objectives pertaining to land use in the City. These goals include maintaining the City's character, strengthening and diversifying its economy, sustainability of its waterfront, and supporting sustainable, high-quality, accessible design.[140]

After a period of growth in the mid-1900s, there was concern about continued development relating to apartment housing. As a result, in 1973 Measure A was passed preventing the construction of multi-unit dwellings and limiting residential density to one unit per 2,000 square feet to preserve the City's character and mitigate increased demands on infrastructure.[141] Although the State encourages a General Plan that supports housing for people in all income levels, state law also indicates that zoning that prohibits multi-family housing and residential density exceeding 30 units per acre, such as the City of Alameda, not develop lower income housing. To abide by state law, however, mixed-use developments are anticipated in areas such as Alameda Point and the main city corridors along Park Street and Webster Street are considered Priority Development Areas.[142]

[138] City of Alameda, Climate Action and Resiliency Plan, September 2019, p. 18
[139] City of Alameda, Climate Action and Resiliency Plan, September 2019, p. 115
[140] City of Alameda, 2040 General Plan, amended 6/7/22, Land Use and City Design, p. 21
[141] City of Alameda, 2040 General Plan, amended 6/7/22, General Plan Organization & Themes, p. 12.
[142] City of Alameda, 2040 General Plan, amended 6/7/22, Land Use and City Design, p. 49.

Additionally, the City of Alameda's waterfront is central to its land use, providing both economic and recreational opportunities while also presenting challenges. Currently, the San Francisco Bay and the City's groundwater are both rising though, and accommodations will need to be made to preserve these areas. Still, the Northern Waterfront and former Naval Air Station land are also designated as Priority Development Areas for the City.

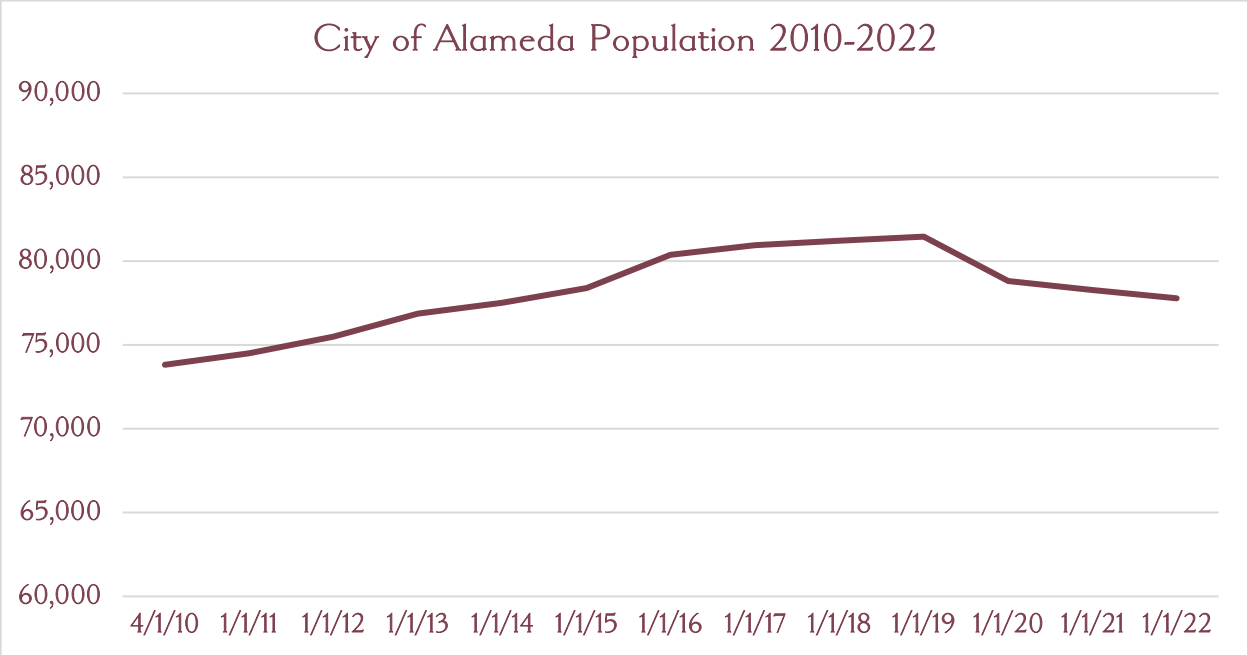
The General Plan guides the development of this land. The Safety Element and the Conservation and Climate Action Element indicate goals and policies relating to fire and emergency services, specifically. Currently, the plan identifies several points to manage the City's wildland interface, mitigate fire hazards in the event of an earthquake, and educate the community for preparedness in case of fire or other emergency.

Current Population

According to the California Department of Finance, the population of the City of Alameda in January 2022 was 77,784. This indicates a ten-year population increase of three percent, or 2,302 since January 2012, as shown in Figure 8-4. US Census data from 2020 demonstrates the diversity of the City's demographics. More than one third of city residents are of Asian descent. This is a noteworthy demographic shift. Beginning in the year 2000, people of color comprised a majority of the City's population, a milestone not expected to be reached by the remainder of the country for decades more.[143] The 2020 US Census indicates 67 percent of civilians over age 16 are currently in the labor force in the City of Alameda. The data also identifies single-family dwellings as the primary type of residence (67 percent) and a median household income of $113,339.

[143] Association of Bay Area Governments, Plan Bay Area 2050, p. 2.

Figure 8-4: City of Alameda Population 2010-2022



Projected Growth and Development

By 2040, the Association of Bay Area Governments predicts the total population of the City of Alameda to reach 92,465; an increase of 16 percent. This is consistent with Alameda County growth as a whole which is anticipated to increase its total population over 13 percent by 2040.

As the City continues to expand, it foresees 10,000-12,000 jobs being created over the next two decades. Mixed-use facilities, particularly in transit-oriented centers, will be a focus of such development and most employment opportunities will be seen throughout Alameda Point along the Northern Waterfront as well as in business parks in Harbor Bay and Marina Village.[144] Existing residential properties and commercial corridors along Park Street and Webster Street are outlined as areas of development for accommodating a portion of housing needs locally and regionally.[145]

More specifically, the City of Alameda has a significant number of projects in various stages of development. A majority of the commercial and residential plans to rehabilitate and revitalize the City are listed in figure 8-5. The projects align with the goals set forth in City planning documents and development agreements.

[144] City of Alameda, General Plan 2040, amended 6/7/22, General Plan Organization and Themes, p. 16.
[145] City of Alameda, General Plan 2040, amended 6/7/22, General Plan Organization and Themes, p. 15.

Figure 8-5: City of Alameda Development Projects

CITY OF ALAMEDA DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
Alameda Point – Site A	1284	108,000
2015 Grand Street Condominiums	90	
Admirals Cove	227	
West Midway	792	10,000
2229-2235 Clement Ave. Boatworks	182	
Alameda Marina Project	760	150,000
North Housing	586	
TOTAL	3,921	268,000

Growth Strategies

Many of the City's development opportunities impact fire and emergency service response based on infrastructure challenges due to a growing community and increasing environmental risks. The General Plan discusses options for how to handle these situations going forward.

For instance, due to the effects of climate change and concerns over the ability to preserve the City's shoreline, the GP discusses strategies for the protection and maintenance of the City of Alameda's coastal environment. It recommends that the City create an Adaptation Pathway Master Plan to identify necessary tactics to address groundwater management, infrastructure design standards, and options for funding and cooperation with regional agencies.[146]

Furthermore, the GP explains that updating local building codes, fortifying and rehabilitating City buildings and infrastructure (including traffic patterns), protecting city shoreline, and cooperating with local and regional agencies will strengthen the AFD's fire and emergency response.

Disadvantaged Unincorporated Communities

There are no communities that meet the state-mandated criteria for a DUC within or adjacent to the City of Alameda city limits or SOI.

[146] City of Alameda, General Plan 2040, amended 6/7/22, Conservation and Climate Action Element, p. 69.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Alameda Fire Department has the financial ability to continue to provide services. However, the Department has required increasing Net General Fund contributions at the same time that City General Fund balances have been declining. As noted in the City's budget, "The projected deficits are the result of a variety of factors including the sharp escalation of pension costs as a result of CalPERS losses during the Great Recession, changes in longevity assumptions, increases in costs of doing business, and revenue losses related to the economic impacts of COVID-19."[147] The City is exploring new revenue measures and potential expenditure reductions.

Revenues and Expenditures

Over the past four years, the Fire Department's revenue growth has grown slower than inflation, requiring an increasing share of General Fund contributions to keep pace with expenditures growing faster than the rate of inflation. A financial challenge noted by the City is the "overtime challenge during the summer months and overtime caused by training needs."[148]

The City has been experiencing structural deficits and declining fund balances for the past several years; pension obligations have been compounded by COVID-19. This situation will make it increasingly difficult for the City to maintain and improve fire service levels.

The Fire Department reports that one of its cost containment strategies involves "35 programs with assigned staff as program managers with oversight chiefs. This provides for identifying program needs, developing the annual program budget, managing program within approved budget as well as facilitating training, purchasing, repairs, and maintaining the department equipment, programs and platforms."[149]

Reserves

General Fund balances have declined over the past several years to $30.3 million in FY2021-22,[150] which is about 12.6 percent of General Fund expenditures, a "low" level that represents less than two months of expenditures.

[147] City of Alameda Citywide Budget, Fiscal Years 2021-23, pg. 4.
[148] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[149] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[150] City of Alameda, Alameda Budget FY2021-23, Five-Year Forecast, pg. 4.

Fire Services

Service Overview

City of Alameda Fire Department offers comprehensive services to the community through its four fire stations and in cooperation with outside agencies, when necessary. These capabilities include fire prevention and suppression, advanced life support, and services related to emergency medical and hazardous materials response. Figure 8-6 details the entirety of services provided by AFD. If a service is offered by another agency, it is indicated in the figure. Additionally, AFD continually hosts a variety of programs geared towards education such as home walk throughs, which includes testing smoke alarms, as well as disaster preparedness.

Figure 8-6: City of Alameda Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	Alameda Fire Department
Wildland Fire Protection	Alameda Fire Department
Vehicle Fire Protection	Alameda Fire Department
Ladder Truck Capabilities	Alameda Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	CAL FIRE
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	Alameda Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Alameda Fire Department
Advanced Life Support – Non-Transport Provider	N/A
Continuing Education Provider – Medical	Alameda Fire Department
Air Ambulance Transport Helicopter Services	N/A
Helicopter Landing Facilities On Site	None
Vehicle Extrication Tools/Equipment	Alameda Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Alameda Fire Department
Fire Safety Education – Adults/Seniors	Alameda Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	Alameda Fire Department

Fire Protection Planning	Alameda Fire Department
New Commercial Construction Plan Reviews	Contracted to C56 Services
Public Education Provider (CPR, First Aid, etc.)	Alameda Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Alameda Fire Department
Fuel Reduction/Weed Abatement Program	Alameda Fire Department
Smoke Detector Giveaway/Installation Program	Alameda Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	Alameda County Fire Department
Water Rescue Program	Alameda Fire Department
Ice Rescue Program	N/A
Dive Rescue Program	Alameda Fire Department
Low angle Rope Rescue Program	Alameda Fire Department
Helicopter Short/Long Haul Rescue Capabilities	N/A
Response to Boating Accidents	Alameda Fire Department
Rescue Dog Services	Mutual aid
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Alameda Fire Department
Hazardous Materials Response Team	Alameda County Fire Department and National Response Corporation
SUPPORT SERVICES	
Firefighter Incident Support Unit	Alameda Fire Department
Mobile Incident Command/Communications Unit	Alameda Police Department
Fill Station for Self-Contained Breathing Apparatus	Alameda Fire Department
Mobile Breathing Support Unit	Alameda Fire Department
Community Emergency Response Team	Alameda Fire Department
Chaplain Services	N/A
Training Academy	Alameda Fire Department
Emergency Operations Center Capabilities	Alameda Fire Department
MISCELLANEOUS	
Public Service Assists	Alameda Fire Department
Motor Vehicle Accident Response	Alameda Fire Department

Welfare Checks	Alameda Fire Department
Public Safety Answering Point	Alameda Police Department
Fire/EMS Dispatch	Alameda County Regional Emergency Communications Center
Fundraising Activities	Alameda Fire Department
Firefighters Association – Non-Profit	Alameda Fire Department
Auxiliary Association	N/A

Collaboration

AFD engages in collaborative efforts with various agencies to provide the most inclusive list of services to the community. These partnerships range from intra-agency collaboration for vehicle maintenance, which is shared with other city departments, to local agreements such as the Department's alliance with the Alameda Unified School District to support its annual Safety Town program for kinder students. There are also a variety of mutual and automatic aid agreements with both state and regional providers, and a joint powers authority agreement as follows:

- CAL FIRE Mutual Aid Plan
- Alameda County Mutual Aid Plan
- Bay Area Maritime Automatic Aid Plan
- Oakland Fire Department Mutual Aid Plan
- San Leandro Fire Department Mutual Aid Plan
- East Bay Regional Communications System Joint Powers Authority
- Alameda County Emergency Medical Services Mutual Aid Agreement
- Alameda County Regional Emergency Communication Center (ACRECC) Mutual Aid

The City also states that it is introducing a pilot program in cooperation with the City of Alameda Police Department (APD) in order to allow AFD's Crisis Management Unit to respond to behavioral and mental health emergencies rather than APD.[151]

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the state. Generally, CAL FIRE services are focused on wildland areas defined as State Responsibility Areas (SRA). In the case of the City of Alameda, being that it is an

[151] City of Alameda Fire Department, SoGo Survey Online Response, July 2021

island, its territory is not adjacent to any SRA. However, Coast Guard Island located in between the City of Alameda and the City of Oakland in Oakland Inner Harbor, is considered Federal Responsibility Area (FRA).[152]

Many mutual aid providers supplement fire and emergency services throughout AFD territory. Most notably, Alameda County, Oakland, and San Leandro Fire Departments help AFD provide gap coverage and additional response for AFD.

Existing Demand

AFD indicated it received a total of 6,849 calls for service in FY 20.[153] This denotes a slight increase in calls over 2013 by roughly six percent. However, between FY 19 and FY 20, there was a decline in service calls by eight percent. Calls for service peaked in FY 17 over the eight-year period, as shown in Figure 8-7. Types of calls are listed in Figure 8-8. Of the City's five fire stations, Fire Station 1, located in District 1 or the easternmost portion of the City, responded to the most number of incident calls which was followed by Fire Station 2 in District 2. The number of incidents reported were 2,488 and 2,285 respectively. Conversely, District 5 saw the least number of incidents with 513, which were handled by Station 2 since Station 5 closed in 2009, although the facility still houses various vehicles and apparatus for departmental use.[154]

Figure 8-7: City of Alameda Calls for Service (2013-2020)

FIRE AND EMERGENCY CALLS (2013-2020)								
	2013	2014	2015	2016	2017	2018	2019	2020
City of Alameda	6,462	6,250	6,730	7,012	7,556	7,087	7,433	6,849

Figure 8-8: City of Alameda Service Calls by Type, 2020

2020 FIRE AND EMERGENCY SERVICE CALLS BY TYPE									
	Structure Fires	Other Fires	EMS/ Rescue	Hazardous Conditions	Service Calls	Good Intent	False Call	Cancelled Enroute	Total Calls
City of Alameda	218	6	4,558	104	578	866	510	9	6,849

[152] CAL FIRE, https://egis.fire.ca.gov/FHSZ/, accessed April 4, 2023
[153] City of Alameda Fire Department SoGo Survey Online Response, July 2021
[154] City of Alameda, https://www.alamedaca.gov/Departments/Fire-Department/Your-Fire-Department/Fire-Station-5, accessed April 4, 2023

Staffing

The City's FY 23 budget indicates it has 117 authorized positions for its Fire Department. This number has stayed consistent since FY 20, however, it reflects an increase of five positions from FY 19. Of these positions, all 117 are considered full-time equivalents and accounts for approximately 18 percent of the total budget, which is shown to be consistent throughout FY 23. The Department did not indicate how many reserve firefighters are utilized to help fulfill the variety of services offered.

The Department follows the National Fire Protection Association's (NFPA) 2020 minimum staffing standards per Code 1710 in which it recommends both engine companies and ladder/truck companies staff a minimum of four on-duty members. AFD follows these guidelines, however, total minimum staffing differs amongst each station as follows:

- Station 1 – 9 personnel
- Station 2 – 8 personnel
- Station 3 – 7 personnel
- Station 4 – 5 personnel

At least one paramedic is assigned to each fire engine as well. A first alarm structure fire response includes three fire engines, two trucks, one ambulance, and the Division Chief's vehicle. The Department states that daily fire companies respond using four fire engines, two fire trucks, three ambulances, and one Division Chief vehicle to complement fire and emergency calls as necessary.

In FY 23, 12 firefighter positions are funded with Staffing for Adequate Fire and Emergency Response (SAFER) grant funding. When grant funding expires, the positions will be included in the budget's General Fund.

AFD executes training and proficiency testing of its personnel across areas such as fire suppression, emergency medical care, hazardous materials response, water rescue operations, technical rescue, and more to satisfy federal, state, and local laws and ensure readiness in the event of an incident or emergency. Additional training is also needed to respond to wildland fires, according to the Department.

Facilities and Capacity

The City of Alameda Fire Department operates four fire stations throughout its service area as shown in Figure 8-9. A Battalion Chief is based in Station 1 along with a rescue boat. Station

2 likewise holds a 14' inflatable rescue boat. Newly constructed, Station 3 is home to AFD's Dive Rescue Team as well as a C.A.R.E (Community Assessment Response and Engagement) team and is situated next to the new Emergency Operations Center. Station 4 keeps a water tender and a reserve truck. All self-contained breathing apparatus are also maintained and repaired at this station. Station 5 was closed but is still utilized to house reserve apparatus, a water tender, and OES Engine 409. Plans are currently being devised to replace Station 5, which was understaffed prior to its closing. However, SAFER grants have increased the funding for additional staff.

Figure 8-9: City of Alameda Fire Facilities

CITY OF ALAMEDA FIRE DEPARTMENT FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 1	2401 Encinal Ave. Alameda, CA 94501	City of Alameda		Good
Station 2	635 Pacific Ave. Alameda, CA 94501	City of Alameda	1921	Good
Station 3	1625 Buena Vista Ave. Alameda, CA 94501	City of Alameda	2017	Excellent
Station 4	2595 Mecartney Rd. Alameda, CA 94501	City of Alameda		Good
Station 5	950 W. Ranger Rd. Alameda, CA 94501	City of Alameda		Poor
Emergency Operations Center	1809 Grand St. Alameda, CA 94501	City of Alameda	2017	Excellent
City Hall West	2263 Santa Clara Ave. Alameda, CA 94501	City of Alameda		Fair

Dispatch and Communications

The City of Alameda communicates with residents in a variety of ways to transmit important health and safety information. These methods include posting on its website, utilizing social media (Facebook, Instagram, and Twitter), a newsletter, texts and emails, and through Zonehaven, which provides up-to-the-minute public safety alerts.

For fire dispatch services specifically, AFD contracts with the Alameda County Regional Communication Center (ACRECC) as its unified dispatch center. The City of Alameda Police Department initially answers 9-1-1 calls, as it is considered the City's Public Safety Answering Point (PSAP), however, fire, medical, rescue, and emergency calls are then routed to ACRECC. ACRECC is an accredited Emergency Medical Dispatch Center that uses a Medical Priority Dispatch System that allows staff to immediately address caller needs.

AFD also has a JPA agreement with the East Bay Regional Communications System Authority for two-way radio communications that allow communication across jurisdictions.

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while still effectively providing needed services. The Department currently shares space with the Emergency Operations Center, which is also utilized by APD, and the County's Sheriff's Office as this facility is a communications hub for City emergency response.

AFD also shares ACFD training facilities for its firefighters and emergency personnel.

The Department reported that it currently shares vehicle maintenance with other City Departments, such as Public Works, however, it also indicated it would be preferred to have a dedicated mechanic on staff.[155]

Infrastructure Needs

The City of Alameda outlines its infrastructure needs primarily in its Capital Improvement Program (CIP) and its Citywide budget. A significant capital project was completed in FY 17 when Fire Station 3 and the neighboring EOC were built. Now, most budgeted needs that remain are for routine maintenance and repairs that have been deferred for several years.

There are also infrastructure needs not included in AFD's budget but that would benefit the City at large, therefore impacting the AFD. For instance, improving trafficways and addressing rising sea levels would impact AFD's ability to provide adequate service in the face of traffic congestion and environmental hazards. Likewise, the FY 21 CIP outlines the need to raise the ceiling in the Fleet Services shop in the Public Works Department, which is used for the repair and maintenance of AFD fire engines and fire trucks.

Relating specifically to AFD, according to the FY 21 CIP, Fire Station 2 needs interior and exterior painting and to have the current concrete apron and parking lot replaced with a reinforced concrete slab with drainage.[156] The City identifies similar maintenance and repair needs in the FY 23 CIP such as roof and generator replacement, electrical and kitchen upgrades, and dorm unit installations for Fire Station 4. A departmental goal from the FY 23 budget is to devise a plan for the replacement of Fire Station 5, which is currently closed but houses reserve apparatus.

[155] City of Alameda Fire Department, SoGo Online Survey Response, July 2021.
[156] City of Alameda, Biennial Budget FY19-21, p. D-40.

Challenges

The City of Alameda Fire Department notes that large fires pose the most significant challenge to providing services. In these events, the Department states that it requires mutual aid from the City of Oakland and that during these events, ambulance response can be delayed due to the need to transport patients off the island. Extended wait times are also experienced at the hospital. Additionally, the Department states that choosing the appropriate facility to take patients has been a source of difficulty; however, this is what the newly instituted Alameda C.A.R.E. Team is meant to address in its effort to differentiate behavioral care from medical response.[157]

AFD also reported that growth throughout the City has increased demand and, in return, created more traffic which slows response during peak travel times. The Department anticipates this trend will continue as the Northern Waterfront continues to build out near the former Naval Air Station. Currently, this territory is where Fire Station 5 is located, which supports the goal of replacing this station.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International) and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

The Department maintains response time standards as follows: 5 minutes 20 seconds 90 percent of the time for the first arriving unit at a fire response, 5 minutes for first arriving unit at all other responses, and 9 minutes for medic unit responses on EMS calls.[158] The response time policy for AFD is shown in Figure 8-10.

Figure 8-10: City of Alameda Response Time Policy

RESPONSE TIMES FOR AFD		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Alameda	Arrive within 5 minutes 20 seconds from the time the Company is first dispatched for 90% of incidents.	First unit to arrive within 5 minutes from dispatch and within 9 minutes for remaining units for 90% of incidents.

[157] City of Alameda Fire Department, SoGo Online Survey Response, July 2021.
[158] City of Alameda, 2040 General Plan, amended 6/7/22 Health and Safety Element, p. 132

On its website, the City reports average response times for 2021 and 2022 are as follows for each respective fire station:

- Fire Station 1: 4:35, 5:05
- Fire Station 2: 4:44, 5:21
- Fire Station 3: 4:47, 5:21
- Fire Station 4: 5:48, 6:11
- Fire Station 5: 6:14, 7:33

Based on the response time standard of 5:20 for a single unit incident and 5 minutes for the first unit in multiple unit incidents, Stations 1, 2, and 3 generally meet this goal. Stations 4 and 5 exceed this standard in their respective service areas. Overall, there was a general trend of longer response times at all five fire stations in 2022 compared to 2021.

Fire services in the community are classified by the Insurance Service Office (ISO) as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. AFD's most recent ISO rating was done in July 2015, and it was given an ISO PPC rating of 01/1Y, which is the top classification available. The first number means a home is no more than five road miles from a fire station and 1,000 feet from a water supply such as a hydrant. The second classification, Y, refers to the properties further than 1,000 feet from a fire hydrant but within five road miles of a recognized fire station.[159]

The City did not provide information regarding any complaints for fire service received.

[159] Alameda County, Public Protection Classification Summary Report, p. 7, July 2015

City of Alameda Fire Department MSR Determinations

Growth and Population Projections

8-1: The City of Alameda's population of 77,784 as of January 2022 shows a ten-year increase of 3%.

8-2: According to ABAG projections, the population within the City of Alameda is expected to increase by 16 percent over the next twenty years to 92,465 by 2040. Along with it, employment and housing increases will be seen.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

8-3: The City of Alameda does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

8-4: Based on AFD's response times, it appears that the existing facilities and staffing levels generally have sufficient capacity to meet the current level of demand. However, there are certain staffing, funding, and facility constraints that have resulted in the closure of Station 5. Future growth will require appropriate capacity enhancements to reopen Station 5 and ensure an adequate level of service is provided in that area.

8-5: AFD adequately meets its fire and emergency response utilizing four fire stations located throughout the island that meet minimum staffing standards. However, AFD should continue to evaluate options that would allow the Department to better provide service in the event of large fires.

8-6: Infrastructure needs for AFD are being met as planned and expensed in the City's budget and capital improvements plan. Some of these needs include interior and exterior painting and a new parking lot for Fire Station 2, and roof and generator replacement for Fire Station 4. The City is also planning to replace Fire Station 5 which is currently being used to house reserve apparatus

Financial Ability of Agencies to Provide Services

8-7: The City of Alameda Fire Department has the financial ability to continue to provide services. However, the Department has required increasing Net General Fund contributions at the same time that City General Fund balances have been declining.

Status of, and Opportunities for, Shared Facilities

8-8: The Department indicated it shares a space with the Public Works Department for the maintenance of its fleet of vehicles. It also uses ACFD training facilities for its fire prevention and hazardous materials response training.

8-9: The City's recently constructed Emergency Operations Center is shared with several agencies, including the AFD, the APD, and the County Sherriff's office. The City should continue to provide staffing, training, and necessary technology to sustain the center in the event of a major emergency event.

8-10: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

8-11: The City of Alameda abides by all legislative obligations for accountability and governance practices.

8-12: The City of Alameda demonstrated transparency when sharing information for the creation of this report.

8-13: No governance structure alternatives specific to AFD were identified over the course of this review; however, it is recommended that the Department continue to seek ways to collaborate and enhance services levels on a regional level with other providers.

9. CITY OF ALBANY FIRE DEPARTMENT

AGENCY OVERVIEW

BACKGROUND

Originally known as the City of Ocean View, when it was incorporated in 1908, it changed its name to Albany in 1909. With a population of 18,937 as of January 2020, the City is situated along the shores of the San Francisco Bay, anchored by Albany Hill in its northwest corner. Its neighbor to the south and east is the City of Berkley in Alameda County and the Cities of El Cerrito and Richmond to the north in Contra Costa County.[160]

The City of Albany adopted its first charter in 1927. The City maintains a full suite of services such as recreational activities, street and sanitary sewer maintenance, and emergency services, including police and fire protection, along with paramedic service.[161]

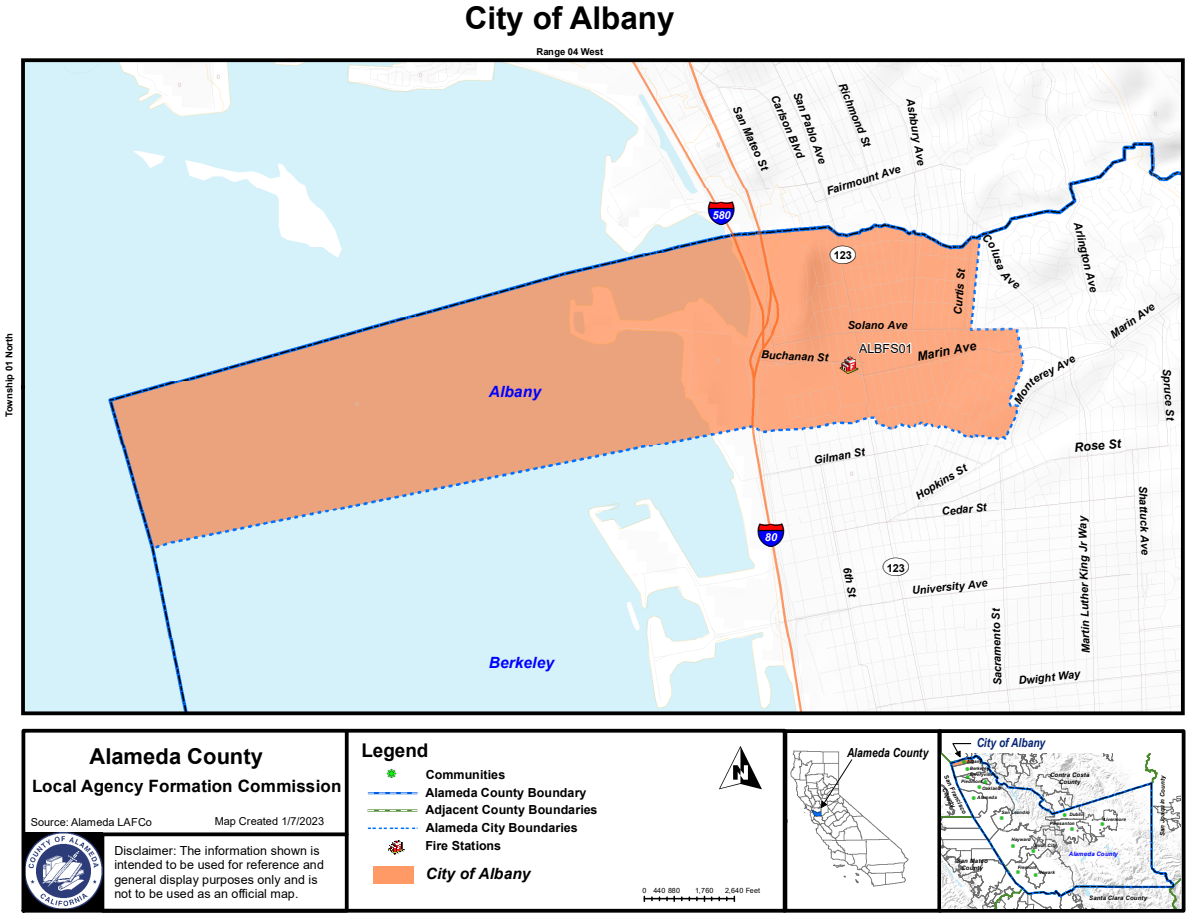
The City of Albany was last included in an MSR Update by Alameda LAFCO that was adopted in 2018. The focus of this MSR is limited to the fire and emergency medical services provided by the City.

BOUNDARIES

The City of Albany comprises approximately 1.7 square miles of land, including the San Francisco Bay shoreline. It is located in the northwestern corner of Alameda County, adjacent to Contra Costa, and bordered by El Cerrito and Richmond on the north and the City of Berkeley on the east and south sides. Figure 9-1 shows the City's boundaries.

[160] City of Albany, CAFR, June 30, 2020,, p. 2.
[161] City of Albany, CAFR, June 30, 2020,, p. 2.

Figure 9-1: City of Albany Boundaries and SOI



Extra-territorial Services

The City of Albany does not provide services outside of its boundaries, but it does have in-county and out-of-county mutual aid agreements and automatic aid agreements for fire protection and emergency service response.

Unserved Areas

There are no unserved areas identified in the City of Albany. The City is reportedly able to provide service throughout its bounds.

Sphere of Influence

The City of Albany's SOI is coterminous with its boundaries. The current SOI for the City was last reaffirmed on January 12, 2018.[162]

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with the required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents, and on a website.

A five-member City Council governs the City, with day-to-day operations led by an appointed City Manager. The City of Albany has a government structure with a City Manager, an elected mayor, and four council members who serve staggered four-year terms on the City Council. Current council member names, positions, and term expiration dates are shown in Figure 9-2

The City Council meets every first and third Monday of the month at 7:00 pm in the Albany City Hall Council Chambers except during August when the Council is in recess. Agendas for each weekly meeting, board actions, and meeting minutes are available online and at the City Clerk's office. Through the City's website, the public can access live audio/visual webcasts on KALB or YouTube and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience.

Figure 9-2: City of Albany Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large.
Length of Term	4 years for Council Members with a two-term limit unless an intervening two-year period has elapsed. The Mayor shall be appointed by the City Council on an annual basis.

[162] Alameda County LAFCO, Resolution No. 2018-03, January 12, 2018

Meetings	First and third Monday of each month at 7pm (except in August during recess) Albany City Hall Council Chambers 1000 San Pablo Ave. Albany, CA 94706
Agenda Distribution	Posted online and at the City Clerk's office.
Minutes Distribution	Posted online and at the City Clerk's office.

BOARD MEMBERS				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Jennifer Hansen-Romero	Council Member	2026	Elected	4 Years
Preston Jordan	Council Member	2024	Elected	4 Years
Robin Lopez	Council Member	2026	Elected	4 Years
John Anthony Miki	Vice Mayor	2026	Elected	4 Years
Aaron Tiedemann	Mayor	2024	Elected	4 Years

CONTACT	
Contact	Nicole Almaguer, City Manager
Mailing Address	1000 San Pablo Ave., Albany, CA 94706
Phone	510-528-5710
Email/Website	nalmaguer@albanyca.org

The City of Albany participates in community outreach events such as annual city festivals, holiday activities, job fairs, and community educational programs. The City of Albany Fire Department explicitly hosts various classes and fire prevention services, such as CPR and first aid courses, school safety presentations, and open houses.

All five City of Albany's City Council members has current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

There is also a conflict-of-interest code, and bylaws, outlined in the municipal code as lawfully required.

All complaints concerning the City of Albany or its employees are investigated, and a response is provided to the complainant. Constituents can file complaints in several ways, including in writing, by phone, and via email online. All complaints are handled by the appropriate department and overseen by the City Manager as needed.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be available on an agency's website. The City of Albany complies with this regulation.

The City of Albany demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information. While most information was generally made available, there were, however, outstanding documents that were not received and information that was not readily available in their reports and online

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in several of its planning and management documents, particularly in the annual budget, comprehensive annual financial report, and General Plan.

The City of Albany's Fire Department reports 19 current and proposed staff positions for FY 21. Six of these personnel are firefighters/paramedics for one shift. This number has remained relatively consistent since FY 17 when there were 20.5 authorized positions for fire and EMS staff.

Appointed by the City Council, the Fire Chief leads the Department in all areas of fire protection and overall management. The Department has three primary divisions, including fire prevention and administration, fire emergency operations, and emergency medical services. The Department also coordinates the City's disaster preparedness programs with the City Manager.

The City's various planning documents provide the framework for goals and policies relating to fire protection and emergency response. For example, the General Plan discusses future considerations for increased demand and the need to continue evaluating community development plans to determine growth-related needs.

As with other members of the Civil Service System, fire department candidates who meet the requirements are selected by the Fire Chief and undergo a one-year probationary period. The Fire Chief, in turn, is obligated to report to the City Manager on issues relating to department administration. The City Manager works alongside the City Council to review departmental needs. Based on available information, it could not be determined how frequently, or the manner in which, performance evaluations are conducted.

Due to the increased effects of climate change, the City's Strategic Plan, Climate Action and Adaptation Plan, and Conservation and Environmental Hazards chapters of the GP also address rising concerns for wildfires and other natural events that would significantly impact and potentially strain the City's departmental response. Drought and rising temperatures especially heighten wildfire risk across California. The City of Albany has varying levels of wildfire risk lands, ranging from moderate near Albany Hill to high near the park entrance by the east end of Albany Bulb. Vegetation management and trail maintenance are supported mitigation efforts, and others are considered, such as planned electrical outages.

The City's Climate Action Plan also includes an emissions reductions goal of 60 percent by 2035, and net zero emissions by 2050, and on December 2, 2019, the City Council agreed by consensus to change greenhouse gas reduction targets to 70 percent by 2035 and net zero emissions by 2045.[163]

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The City of Albany is comprised of approximately 1,144 acres or 1.8 square miles. The City is built on a typical street grid system with walkable neighborhoods, shops, and restaurants.[164] The City is mainly residential with industrial and non-industrial businesses. The largest employers in the area are government agencies, specifically, the Albany Unified School District, the United States Department of Agriculture, and the City of Albany.[165]

[163] The City of Albany Climate Action and Adaptation, https://www.albanyca.org/departments/sustainability/climate-action-plan.
[164] City of Albany, 2035 General Plan, adopted 4/18/2016, p. 1-1.
[165] City of Albany, CAFR, June 30, 2020,, p. 2.

Roughly 37 percent of this space is designated for residential land use including 343 acres of single-family housing, 35 acres of townhomes and two-to-four-unit buildings, as well as 41 acres of multi-family housing. Of the single-family housing within the City, nearly 40 percent was built in the 1920s and 1930s. The remaining land consists of a mixture of industrial use, open space, and medium-density development. Only 20 acres are considered vacant.[166]

While the City's eastern portion is primarily residential, in the west, there are considerably more multi-family units near Albany Hill. At one point, the area along Kains and Adams changed the zoning from a commercial expansion area to a high-density residential use space. This portion of the City has an appreciably larger density than most other cities in the Bay Area.[167] The southwestern section of the City has mostly commercial land use while commercial and mixed-use developments run from El Cerrito in the north to Berkley in the south and east. Solano Avenue is considered the "main street" of the City of Albany, home to many office buildings, restaurants, and retail spaces.[168]

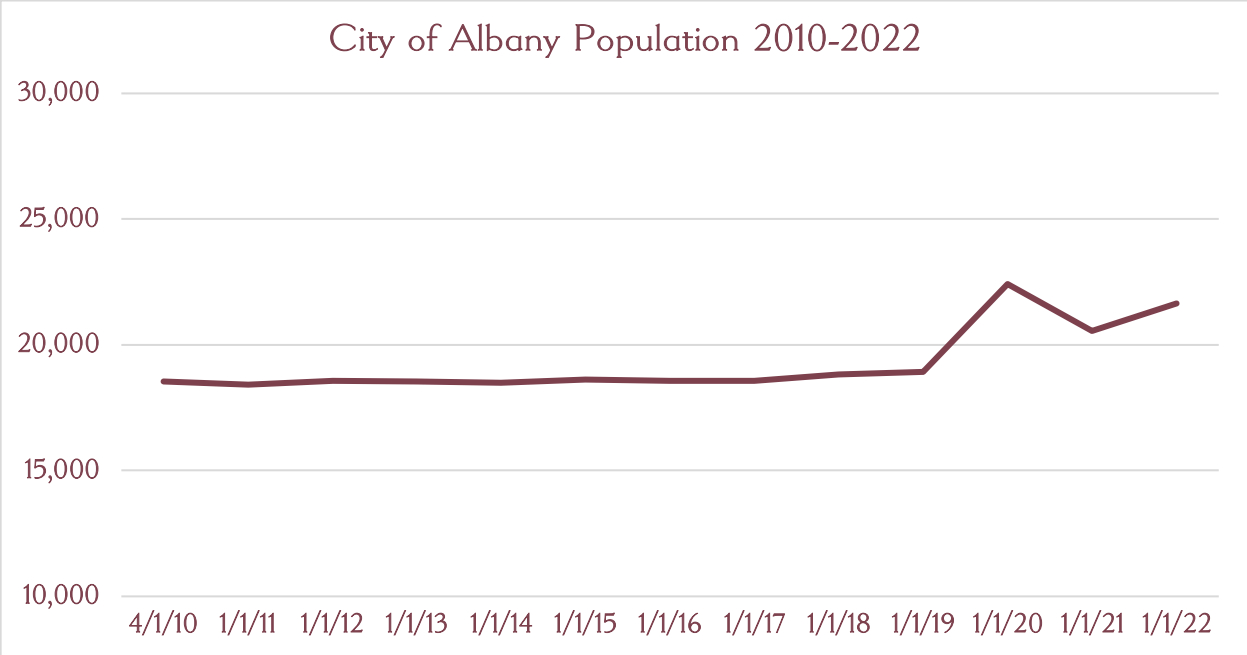
The General Plan guides the development of this land while the safety element specifically addresses the land area as it relates to fire and emergency services.

Current Population

The California Department of Finance estimates the City of Albany's 2022 population to be 21,648. The population remained relatively steady between 2012 and 2019 when it began to show more rapid growth. Notably, this data is similar to the numbers recorded in the 1950s when the population was listed as 17,600.[169] The current population total is roughly a 15 percent increase over the previous ten years, as shown in Figure 9-3. The apparent spike in 2020 is attributable to Census data becoming available for that year, and the DOF adjusts for following years.

[166] City of Albany, 2035 General Plan, adopted 4/18/2016, p. 3-2, 3-3.
[167] City of Albany, 2035 General Plan, adopted 4/18/2016, p. 3-4.
[168] City of Albany, 2035 General Plan, adopted 4/18/2016, p. 3-6.
[169] City of Albany, 2035 General Plan, adopted 4/18/2016, p. 3-2.

Figure 9-3: City of Albany Population Growth 2012-2022



Projected Growth and Development

According to the Association of Bay Area Governments (ABAG), the projected total population for the City of Albany by 2040 is expected to be 20,425. The City has already exceeded this total.

Development in nearby communities, such as the Cities of Berkley and El Cerrito, is also anticipated to impact the City of Albany over the next two decades.[170] Still, the City would like to promote its own balanced growth between housing and employment. There are specifically six areas of focus for development within the City of Albany. These areas include the San Pablo Avenue Corridor and Solano Avenue Corridor, both of which are labeled Priority Development Areas (PDA). The growth near the intersection of San Pablo and Solano Avenues is being considered a commercial hub or a "major activity node" for the City, filled with retail and restaurants as well as public transit access and more. The remaining focus areas are: Albany Hill - a protected open space, Eastshore Highway/Cleveland Avenue - envisioned as an employment district in an industrial district which is close to the Union Pacific Railroad, the Albany Waterfront – centered on the development of public property and

[170] City of Albany, 2035 General Plan, adopted 4/18/2016, p. 3-26

University Village, which is earmarked for a variety of uses ranging from senior housing and retail use to open space.

As seen in Figure 9-4, the City of Albany has three major projects on the horizon that are in various stages of planning and development. Two projects include mixed use facilities, and one is concentrated on affordable residential housing. The City received a Senate Bill 2 grant from the State Department of Housing and Community Development to further these projects in alignment with the City's San Pablo Specific Plan which aims to generate more mixed-use spaces along the San Pablo Avenue corridor.

Figure 9-4: City of Albany Planned or Proposed Development Projects, 2023

CITY OF ALBANY DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
Albany Family Housing	62	
1600 Solano	12	2,753
540 San Pablo	207	9,500
TOTAL	281	12,253

Growth Strategies

To accommodate growth throughout the City of Albany, the General Plan summarizes several long-range strategies that would allow for the increased demand on the Fire Department. One potential solution is hiring more personnel to provide adequate service for a larger, aging, and increasingly diverse population. It may also become necessary to implement additional mutual aid or inter-jurisdictional agreements for the tax revenue this would produce, helping to bridge funding gaps. This funding could also be applied to extra equipment, vehicle, and supply needs for a growing Department. Continued efforts to review development plans will also be crucial to ensure sufficient water supply and other departmental needs.[171]

The General Plan discusses other future considerations for increased demand and the need to continue evaluating community development plans. Road widths and water supply are addressed, which impact fire service provision. Narrow roadways in some portions of the City prohibit adequate space for fire vehicles to accommodate a fire truck's turning radius; however, it is not advised to widen these streets. Instead, parking limits and curb restrictions have been enacted to allow for sufficient access by emergency vehicles.

[171] City of Albany, 2035 General Plan, adopted 4/18/2016, p. 9-14

Likewise, reduced water flow has been identified in various areas throughout the City. Therefore, the City of Albany has been coordinating efforts with the East Bay Municipal Utility District to improve water flow and pressure to ensure availability during a fire response.

Disadvantaged Unincorporated Communities

Based on Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUC) that meet the state-mandated and Alameda LAFCO-adopted criteria for within or adjacent to the City of Albany.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Albany Fire Department has the financial ability to continue to provide services. COVID-19 continues to affect the City's budget; while most revenues "are rebounding" they remain volatile and increasing General Fund contributions are required for fire and EMS services.

Revenues and Expenditures

Since FY2017-18 the Fire Department's expenditures (including both fire and EMS) have grown at a 6 percent average rate, nearly double the rate of inflation over that period Contributions from the General Fund have increased to meet the funding needs, however, Citywide expenses "...are growing at a much faster rate than revenues generated by the General Fund"[172] which puts pressure on all City services and fund balances. One of the City's responses to budget constraints has been to maintain vacant positions, although this measure can contribute to additional overtime costs.

The Fire Department reports that it is balancing its budget but at the expense of other funding needs including "needed staffing increases to meet our current and future needs, saving adequate monies in our reserve account for future capital equipment and apparatus purchases and expanding services for new missions assigned to the fire services (behavioral health emergencies for example)."[173]

The pandemic increased financial uncertainties experienced prior to 2020. According to the City "the increase of personnel costs, are outpacing the rate of our revenue, mainly property

[172] City of Albany City Council Agenda Staff Report, Quarterly Financial Update, Feb. 7, 2022, pg. 4.
[173] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.

taxes in Albany's case, making it very difficult to increase staffing to meet the increased demand for service. In the short-term we are trying to add one more person per day to each of the three shifts while paying down our pension costs and purchase equipment to replace our aging fleet."[174] The Fire Department identified concerns about its lack of compensation for services to an area dedicated to student housing at the University of California Village in Albany, which represents approximately five percent of call volumes.[175]

The Department's cost containment strategies include the City of Berkeley Fire Department for training services. Revenue strategies include changing to a new EMS billing company and realizing improved collections for ambulance transport. The Department is considering a ballot measure to provide a stable source of inflation-adjusted funding.[176]

Reserves

Citywide expenditure growth that exceeds revenues requires transfers from other City funds to maintain service levels. The City's unassigned General Fund Balance declined from $8.8 million in FY2017-18 to $8.4 million in FY2020-21.[177]

Fire Services

Service Overview

The City of Albany Fire Department provides fire protection, emergency and disaster response, paramedic services, and education to residents and businesses in the City. Other capabilities of the Department include arson investigation, hazardous materials mitigation, and search and rescue. The Department likewise engages in outreach efforts within the community to promote home safety, health and wellness through CPR and first aid classes as well as blood pressure screenings, earthquake preparedness, and smoke detector installation. Figure 9-5 details the services provided by the City of Albany Fire Department. If a service is offered by another agency, it is indicated in the figure.

Figure 9-5: City of Albany Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	City of Albany Fire Department

[174] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[175] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[176] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[177] City of Albany ACFR, June 30, 2021, Fund Balances of Governmental Funds Last Ten Fiscal Years, Table 3.

Wildland Fire Protection	City of Albany Fire Department
Vehicle Fire Protection	City of Albany Fire Department
Ladder Truck Capabilities	City of Albany Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	CAL FIRE
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	City of Berkeley Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	City of Albany Fire Department
Advanced Life Support – Non-Transport Provider	City of Albany Fire Department
Advanced Life Support Transport Provider	City of Albany Fire Department
Continuing Education Provider – Medical	City of Albany Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services/CalStar/CHP
Helicopter Landing Facilities On Site	Golden Gate Fields
Vehicle Extrication Tools/Equipment	City of Albany Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	City of Albany Fire Department
Fire Safety Education – Adults/Seniors	City of Albany Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	City of Albany Fire Department
Fire Protection Planning	City of Albany Fire Department
New Commercial Construction Plan Reviews	City of Albany Fire Department
Public Education Provider (CPR, First Aid, etc.)	City of Albany Fire Department
Home Fire/Safety Inspections	City of Albany Fire Department
Fire Origin and Cause Investigations	City of Albany Fire Department/ALCO DA
Fuel Reduction/Weed Abatement Program	City of Albany Fire Department
Smoke Detector Giveaway/Installation Program	City of Albany Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	City of Berkeley Fire Department
Water Rescue Program	City of Albany Fire Department
Ice Rescue Program	N/A
Dive Rescue Program	N/A
Low angle Rope Rescue Program	City of Albany Fire Department

Helicopter Short/Long Haul Rescue Capabilities	CAL FIRE
Response to Boating Accidents	City of Albany Fire Department
Rescue Dog Services	N/A
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	City of Albany Fire Department
Hazardous Materials Response Team	City of Berkeley Fire Department of ACFD
SUPPORT SERVICES	
Firefighter Incident Support Unit	American Red Cross
Mobile Incident Command/Communications Unit	City of Berkeley or City of Oakland Fire Departments
Fill Station for Self-Contained Breathing Apparatus	City of Albany Fire Department
Mobile Breathing Support Unit	City of Berkeley Fire Department
Community Emergency Response Team	City of Albany Fire Department
Chaplain Services	City of Albany Police Department
Training Academy	City of Albany Fire Department
Emergency Operations Center Capabilities	City of Albany Fire Department
MISCELLANEOUS	
Public Service Assists	City of Albany Fire Department
Motor Vehicle Accident Response	City of Albany Fire Department
Welfare Checks	City of Albany Fire Department
Public Safety Answering Point	City of Albany Fire Department/Police Department
Fire/EMS Dispatch	City of Albany Fire Department/Police Department
Fundraising Activities	City of Albany Fire Department
Firefighters Association – Non-Profit	City of Albany Fire Department
Auxiliary Association	N/A

Collaboration

The City of Albany Fire Department works closely with other agencies locally, regionally, countywide, and statewide to provide sufficient fire and emergency response services to the community. Various collaborations reported by the Department include:[178]

[178] City of Albany, SoGo Survey Responses, July 2018.

- California Fire Chief's Association – to better fire and EMS services throughout California,
- Emergency Medical Services Agency – to improve delivery of EMS throughout California,
- Alameda County Fire Chief's Association – to better fire and EMS services throughout Alameda County,
- National Fire Protection Association – to enhance fire safety, and
- Emergency Managers Association – to work regionally with local governments to improve resiliency.

The Department also stated it is collaborating with the adjacent City of Berkley Fire Department to provide training services and is exploring further opportunities to work together for the sake of providing better service and cost savings.

The City also takes part in aid agreements with the following agencies to support and expand its fire and EMS services for incidents such as wildland fires, emergencies, and events that take place outside of the City:

- California Fire and Rescue
- Alameda County
- City of Berkeley Fire Department
- City of Piedmont Fire Department
- City of El Cerrito Fire Department
- City of Richmond Fire Department

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Much of the territory outside the developed municipal areas within Alameda County is categorized as SRA. The area east of the City of Albany is identified as SRA. Some territory west of the City is designated as Federal Responsibility Area (FRA), where the federal government is responsible for combating wildland fires.

In conjunction with ACFD, CAL FIRE is utilized for hand crew and helicopter services for fire suppression. Water rescue is coordinated with the US Coast Guard, the Cities of Berkeley,

Oakland, and ACFD. The City also works hand in hand with local police departments for welfare checks, as well as the California Highway Patrol.

Existing Demand

While the population of the City of Albany has remained relatively steady since 1950, the number of calls to the City's Fire Department increased by 750 percent. Approximately 70 percent of calls to the Fire Department are for medical emergencies.[179] The CAFR for FY 22 shows 2,114 total emergency calls received. Overall, this number has been stable since 2013 when 1,849 calls were received, however, there was a 10% increase in FY 22 compared to FY 19. FY 22 was also the first time emergency call volume exceeded 2,000 calls in at least ten years.

The Department did not provide an updated breakdown of call types. The most recent data available per incident type is from 2014 as shown in Figure 9-6. In 2014, the Department fielded 1,818 calls for service. Of these calls, rescue and EMS incidents account for 61 percent.

Figure 9-6: City of Albany Calls for Service, 2014

CITY OF ALBANY 2014 FIRE AND EMERGENCY SERVICE CALLS BY TYPE							
	Structure Fires	Rescue-EMS	Hazardous Conditions	Misc. Services	Good Intent	False Alarm	Total Calls
City of Albany	63	1120	54	110	329	142	1,818

Staffing

The City of Albany Fire Department staffed 19 full-time equivalent positions in FY 21. This includes three fire captains, one fire chief, six fire engineers, six firefighter paramedics, and three fire lieutenants. This is a slight decrease from 20.5 FTE budgeted fire and EMS staff positions between FYs 17 and 19. There are also four certified rescue swimmers available for deployment from Albany Beach.

As of the 2016 Albany Fire Department Annual Report to the Community, the Department utilized three teams of six firefighters. The City's response to structure fires utilizes two engines while wildfires require one engine, and a four-wheel drive brush truck in addition to necessary mutual aid engines. Two paramedics per vehicle are required for emergency responses.

[179] City of Albany Fire Department, Annual Report, Fall 2016, p. 8.

The Department did not report any volunteers; however, it does provide training for the Community Emergency Response Team and hosts a Block Captain Program to encourage neighborhood involvement in the event of an emergency or disaster.

Facilities and Capacity

The City of Albany has one fire station, which is located at the west end of City Hall. It operates 24 hours a day and houses eight apparatus. The Department makes use of the following apparatus:[180]:

- two engines, one of which is a reserve
- one 75-foot quint
- three ambulances, two of which are reserves
- two brush trucks, one of which is a reserve
- two administrative staff vehicles

This equipment allows for emergency and non-emergency response for a variety of incident types. There are outlined capital improvements to be made; however, the Department did not indicate that these needs have negatively affected its response capabilities. With assistance from other agencies through mutual and automatic aid agreements, the Department is able to sustain sufficient capacity for service. It is noted in the GP, however, that based on National Fire Protection Agency standards, there are reduced or inadequate flows in certain areas of the City, although it is typically able to meet fire flow requirements.[181]

Figure 9-7: City of Albany Fire Facilities

CITY OF ALBANY FACILITIES				
Facility	Address	Owner	Year Built	Condition
Albany Fire Station	1000 San Pablo Ave., Albany, CA 94706	City of Albany	1966	Poor

Dispatch and Communications

There are a few ways the City of Albany communicates with residents to transmit important health and safety information. These methods include broadcasting emergency messages over local KALB media government access channels, streaming online, and utilizing its social media outlets: Twitter, Facebook, Instagram, YouTube, LinkedIn, and Nextdoor. They also utilize bulletin boards and provide kiosk content for various communications.

[180] City of Albany, Biennial Budget FY2019-2020 & 2020-2021, p. 32
[181] City of Albany, General Plan, p. 9-12

The City's Law Enforcement Support Services Division operates a Dispatch Communications Unit that is the Public Safety Answering Point (PSAP) and responsible for dispatch communications for all emergency calls in the City, including fire and medical services. Cell phone calls to 9-1-1 may be directed to the California Highway Patrol, which would redirect the call to the City's fire department and any other necessary agency. The City also operates a Regional Information Management System to coordinate communications with the County and other state agencies.

The City collaborates with the Alameda County Regional Emergency Communications Center (ACRECC), which is equipped to receive all 9-1-1 calls for EMS ambulance services within the County (with the exception of the City of Oakland) that originate from a PSAP such as the City of Albany's Police Department dispatch unit.

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while still effectively providing needed services. The Department is collaborating with the adjacent City of Berkley Fire Department to provide training services and is exploring further opportunities to work together for the sake of providing better service and cost savings. It is possible, based on the City's desire to collaborate with the City of Berkeley for departmental training services that this could include shared facilities as a cost-saving measure.

There is a paved area that is anticipated to be constructed as part of a capital improvement for Police Department storage needs. This paved area would be shared for use by the City's Fire Department.[182]

The Department also indicated the need to continue ongoing collaborative efforts with regional providers to ensure support for efficient service adequacy.

Infrastructure Needs

The City of Albany Fire Department has indicated both short- and long-term capital facility needs. Near-term needs include new vehicles and equipment and technological upgrades to the 9-1-1 center and mobile dispatch terminals in emergency response apparatus. While long-term needs have been identified as increasing personnel and/or mutual aid agreements as the City

[182] City of Albany, CIP FY2018-2022, project #50104.

continues to grow. This growth would correlate to replacing emergency vehicles and supplies more often.[183]

Presently, the City's Capital Improvement Plan for FY 22 indicates the addition of a paved area in front of the Police Department's new storage area for use by the Fire Department was budgeted for in FY 20. Installing a new air conditioning HVAC unit for the Fire Department was also a recent improvement. One of the most significant capital improvements planned for 2022 is the replacement of the Department's fire fleet. This project would not only result in a longer life cycle of its current apparatus but also enable the Department to reserve vehicles for service response sufficiently.

Challenges

The Department indicated that its most significant challenge is financial limitations due to the COVID-19 pandemic. This event exacerbated an existing fiscal strain on the Department, mainly due to personnel costs outpacing the revenue rate, primarily from property taxes.[107]

The other challenges are said to be the lack of water supply and pressure needed to meet fire flow requirements and insufficient space on roadways that inhibits emergency vehicles from accessing areas for effective response.[108]

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) that likewise establish an agency's level of service.

The Department's response time goals are four minutes 90 percent of the time for initial unit response and eight minutes 90 percent of the time for full structure fire alarm response. Per the City's contract with the Alameda County EMS Agency, emergency medical call response is to be no longer than eight minutes and 30 seconds from the time of the call for 90 percent of calls.[184]

Figure 9-8: City of Albany Response Time Policy

[183] City of Albany, 2035 General Plan, p. 9-14.
[184] City of Albany, 2035 General Plan, p. 9-12.

RESPONSE TIMES FOR THE CITY OF ALBANY		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Albany	Arrive within 4 minutes from the time the Company is first dispatched for 90% of incidents.	The arrival of first company on the scene within 8 minutes for 90% of all incidents. Remaining units should arrive on the scene of an incident within 10 minutes from when the first due company begins responding for 90% of all incidents.

The City indicated its response times for FY 21 met its goal with an initial response time of 3 minutes and 38 seconds to single unit incidents within the City of Albany.

Fire services in the communities are classified by the Insurance Service Office (ISO) as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. The City of Albany's most recently posted ISO rating is 2 as of August 2015.

The Department did not provide information as to whether any complaints regarding fire service were received in FY 21.

City of Albany Fire Department MSR Determinations

Growth and Population Projections

9-1: The City of Albany had a population of 21,648 as of 2022 based on Department of Finance estimates. Population growth has increased at a more rapid pace since 2019 and has already exceeded ABAG predictions for 2022.

9-2: The anticipated population of the City by 2040 is projected to be 20,425. The current population has already surpassed this number, however, and several major development projects are already planned.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

9-3: The City of Albany does not have any areas the meet the Alameda LAFCO-adopted definition of a DUC within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

9-4: Without response time information, it is difficult to assess whether Albany FD has sufficient existing capacity to meet current levels of demand. Financial constraints have resulted in reduced staffing of the Department, which may have affected capacity to staff stations and respond to calls for service.

9-5: With the help of mutual and automatic aid services, the Department is adequately meeting its fire and emergency response services. There should, however, be continued reevaluation of the service area and response times, consideration for increased revenue to support growth, and efforts to increase fire flow to areas in need in order to ensure service levels are maintained.

9-6: Albany Fire Department infrastructure needs are currently being met by the City as planned and budgeted for in its capital improvement plans. No significant unfunded infrastructure needs were identified. Ancillary infrastructure needs impacting fire and emergency service provision are the lack of water supply and pressure needed to meet fire flow requirements and insufficient space on roadways that inhibits emergency vehicles from accessing areas for effective response.

Financial Ability of Agencies to Provide Services

9-7: The City of Albany Fire Department has the financial ability to continue to provide services. Continued fire service and EMS expenditure growth has been increasingly funded by the City's General Fund.

Status of, and Opportunities for, Shared Facilities

9-8: Albany Fire Department is collaborating with the adjacent City of Berkley Fire Department to provide training services and is exploring further opportunities to work together for the sake of providing better service and cost savings. The Department also indicated the need to continue ongoing collaborative efforts with regional providers to ensure support for efficient service adequacy.

9-9: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

9-10: The City of Albany abides by all legislative obligations for accountability and governance practices.

9-11: The City of Albany demonstrated transparency when sharing information for the creation of this report. There were, however, documents and information not provided or readily available online or in reports.

9-12: No governance structure alternatives specific to the City of Albany Fire Department were identified over the course of this review; however, it is recommended that the Department continue to seek ways to collaborate and enhance services levels on a regional level with other providers.

10. CITY OF BERKELEY FIRE DEPARTMENT

AGENCY OVERVIEW

BACKGROUND

The City of Berkeley is among the oldest cities in California. It was founded in 1864, incorporated as a town in 1878, and incorporated as a City in 1909. At the geographic midpoint of the Greater Bay Area, Berkeley is 20 minutes from San Francisco and close to population centers in Contra Costa County and the Silicon Valley. The City has the highest population density of any city in the East Bay.

The City's first charter was adopted on March 5, 1895, and in 1923, Berkeley adopted the Council-Manager form of government.[185] The City provides a full range of services—public safety (police and fire); sanitation and sewer; waste management; leisure (parks, recreation, and marina); health, housing, and community services, including City funded health clinics and mental health services; animal control; public improvements; planning and zoning; general and administrative services; and library services. [186]

The City of Berkeley is home to the founding campus of the University of California. With 42,327 students (fall 2021) and approximately 12,944 employees, the University provides a high degree of economic stability for the City and has spurred growth in the high technology and biotechnology sectors.

During FY 22, the City of Berkeley's economic base consisted of approximately 12,653 active licensed businesses operating in the City, including 904 new applications. These businesses include private manufacturing, technology research, retail and service businesses, educational services, healthcare and social assistance, cannabis clubs, consulting, arts and entertainment, and hospitality services, along with several state, federal, and non-profit institutions.[187]

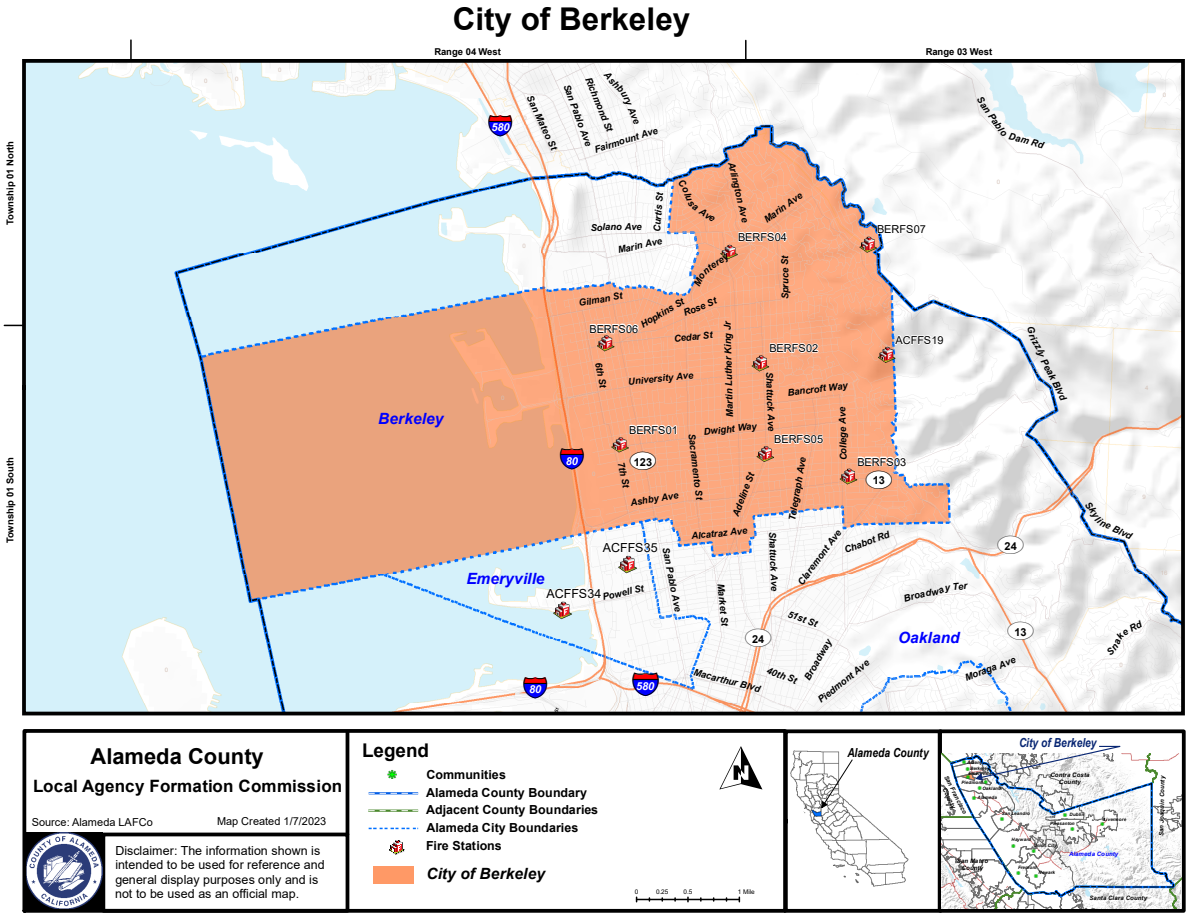
The City of Berkeley was last included in an MSR Update by Alameda LAFCO that was adopted in 2018. This MSR is focused on the City's fire and emergency medical services.

[185] City of Berkeley City Clerk Home. https://web.archive.org/web/20160623182312/http://www.ci.berkeley.ca.us/Clerk/Home/Structure_of_Berkeley_Government.aspx.
[186] Annual Comprehensive Financial Report. https://berkeleyca.gov/sites/default/files/documents/annual-comprehensive-financial-report-fy2022.pdf. June 30, 2022. Page vii.
[187] Annual Comprehensive Financial Report. https://berkeleyca.gov/sites/default/files/documents/annual-comprehensive-financial-report-fy2022.pdf. June 30, 2022. Page viii.

Boundaries

The City of Berkeley encompasses a total area of approximately 19 square miles and is in Alameda County on the east side of the San Francisco Bay approximately ten miles east of San Francisco.[188] Figure 10-1 depicts the City's boundaries.

Figure 10-1: City of Berkeley Boundaries and SOI



Extra-territorial Services

The City provides fire and emergency services outside its municipal boundary and SOI via automatic aid and mutual aid agreements with the City of Albany, Town of Kensington, and Tilden Park (Moraga-Orinda Fire Protection District for Fire Response).[189]

[188] Annual Comprehensive Financial Report. https://berkeleyca.gov/sites/default/files/documents/annual-comprehensive-financial-report-fy2022.pdf. June 30, 2022. Page viii.
[189] Alameda Local Agency Formation Commission Municipal Service Review Update. https://alamedaLAFCO.org/wp-content/uploads/2021/11/2018-04-Berkeley-Reaffirm-SOI.pdf. January 11, 2018. Page 4-11

Unserved Areas

There are no unserved areas identified in the City of Berkeley. The City is able to provide service throughout its bounds. In addition, Alameda County Fire Department staffs one station that serves Lawrence Berkeley National Laboratory, which is within Berkeley's city limits.

Sphere of Influence

The City of Berkley's Sphere of Influence (SOI) was originally established by LAFCO in 1983 and is mostly coterminous with its boundaries except for a portion of the SOI that extends into Oakland in the Panoramic Hill area, based on LAFCO's recommendation for the Cities of Berkeley and Oakland to work together to resolve service issues in the Panoramic Hill area. The current SOI for the City of Berkeley was last reaffirmed on January 11, 2018.[190]

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with the required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents, and on a website.

The City of Berkeley has a Council-Manager form of government with a City Manager, a citywide Mayor, and eight Councilmembers elected by district for four-year terms. Current council member names, positions, and term expiration dates are shown in Figure 10-2.

The governing body meets two Tuesdays of each month at 6:00 pm except during recess periods, and the Council establishes the official schedule annually. The in-person meetings are held at the Berkeley Unified School District Boardroom at 1231 Addison Street in Berkeley. Agendas are available 12 days before each meeting online or in person at the City Clerk Department. Meeting minutes are not available on the City's website; however, per the Berkeley City Council Rules of Procedure and Order, minutes must be maintained and made

[190] Alameda Local Agency Formation Commission Municipal Service Review Update. https://alamedaLAFCO.org/wp-content/uploads/2021/11/2018-04-Berkeley-Reaffirm-SOI.pdf. January 11, 2018. Page 4-15

available upon request. Through the City website, the public can access live audio/visual webcasts and archived audio and/or visual webcasts of regular Board meetings.

Additionally, to participate in a City Council meeting virtually, constituents can join by phone or online using Zoom. The meeting is also available to watch on Cable B-TV (Channel 33) on Wednesdays at 9:00 am and the following Sunday at 9:00 am. The live stream on the City's website and Cable B-TV viewing does not allow public comment.

Figure 10-2: City of Berkeley Governing Body

GOVERNING BODY					
Manner of Selection			Elections at large for Mayor & by-district for Councilmembers.		
Length of Term			4 years for both Councilmembers and Mayor.		
Meetings			Two Tuesdays of the month at 6:00 pm Berkeley Unified School District Boardroom 1231 Addison Street Berkeley, CA 94702		
Agenda Distribution			Posted online or in person at the City Clerk Department.		
Minutes Distribution			Available upon request.		
COUNCIL MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
Jesse Arreguín		Councilmember / Mayor	2024	Elected	4 Years
Rashi Kesarwani	1	Councilmember	2026	Elected	4 Years
Terry Taplin	2	Councilmember	2024	Elected	4 Years
Ben Bartlett	3	Councilmember	2024	Elected	4 Years
Kate Harrison	4	Councilmember	2026	Elected	4 Years
Sophie Hahn	5	Councilmember	2024	Elected	4 Years
Susan Wengraf	6	Councilmember	2024	Elected	4 Years
Rigel Robinson	7	Councilmember	2026	Elected	4 Years
Mark Humbert	8	Councilmember	2026	Elected	4 Years
CONTACT					
Contact			Dee Williams-Ridley, City Manager		
Mailing Address			2180 Milvia Street, Berkeley, CA		
Phone			510-981-6903		
Email/Website			manager@cityofberkeley.info		

The City of Berkeley participates in community outreach events, including annual virtual community events such as Mental Health Month, workshops and seminars, and city festivals. The City also maintains several commissions to advise the City Council on various city functions, such as the Environment and Climate Commission, Disaster and Fire Safety Commission, Civic Arts Commission, and Police Accountability Board.

All City of Berkeley's City Council members have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

Through the City, there also exists a conflict-of-interest code and bylaws, outlined in the municipal code, as lawfully required and by which the City of Berkeley must abide.

All complaints concerning the Berkeley Fire Department (BFD) or any of its employees are investigated, and a response is provided to the complainant. Constituents can file complaints in several ways, including utilizing specific forms provided on the City of Berkeley's website. If none of the available forms match a request, constituents can submit a general request for service or information form available on the City's website. Constituents can also phone the City or visit the fire administration office.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Berkeley complies with this regulation.

The City of Berkeley demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts and plans for its fire and emergency services in a number of its planning and management documents, particularly in the biennial budget, Comprehensive Annual Financial Report, and General Plan.

The BFD was staffed by approximately 153 full-time personnel in FY 20-21. Due to an undertaking of reorganizational effort to enhance services, the adopted FY 23-24 budget indicates an increase in the Department's full-time equivalent (FTE) positions by 50 positions or 35 percent compared to FY 20-21. The Fire Chief, appointed by the City Manager, leads the Department in all areas of fire protection and overall management including overseeing all department divisions. According to the FY 23-24 proposed budget, the Berkeley FD is organized into five divisions that report to the Office of the Fire Chief—Administrative & Fiscal Services, Fire Operations, Fire Prevention, Wildland Urban Interface (WUI), and Special Operations. The Operation Division represents four distinct sub-divisions in the Fire Department: Fire Suppression and the Division of Training and Safety, Emergency Medical Services (EMS), and Support Services. Additionally, the Special Operations division manages the Office of Emergency Services. [191]

Regular performance reports are made annually by Company Officers and Assistant Chiefs on all members of the Berkeley FD below the rank of Fire Chief. Probationary performance reports are made every six months on new firefighters during their two-year probationary period, every four months on all probationary appointees to promotional positions that have one-year probationary periods, and every two months for probationary employees with a six-month probationary period. [192] The Department's performance measurement criteria for its overall services consist of call response times and fire prevention inspections. The Berkeley FD monitors its workload through performance reviews, which identify staffing and resource deficiencies.

The City's various planning documents provide the framework for goals and policies relating to fire protection and emergency response. The Berkeley FD aims to provide 24-hour response to emergencies including fires, medical emergencies, hazardous material events, water rescue, disaster response, and other life-threatening situations to the Berkeley community, including the University of California Berkeley.

The City of Berkeley's General Plan (GP) originally adopted in 2002, identifies protecting local and regional environmental quality as one of the major goals. The GP also has a Disaster Preparedness and Safety Element which provides the policy framework to support the City's mitigation, emergency preparedness, disaster response, and recovery efforts. Additionally, the plan identifies fire as one of the major potential hazards confronting the Berkeley community. The areas that are most vulnerable include hillside residential areas near and adjacent to

[191] The City of Berkeley Adopted Budget Fiscal Years 2023-2024.https://berkeleyca.gov/sites/default/files/documents/FY-2023-2024-Adopted-Budget-Book.pdf, page 157-158, 245.
[192] Manual of Procedures. Rev. February 96.

wildland areas, structures built with combustible materials, areas of heavy or unmanaged vegetation, circulation and utilities, and the water delivery system. The policies and actions outlined from S-21 to S-25 in the Disaster Preparation and Safety Element are geared toward fire—Fire Prevention Design Standards, Fire Fighting Infrastructure, Property Maintenance, Mutual Aid, and Fire Education. [193]

Berkeley FD's finances are managed by the City. The City of Berkeley employs a two-year budget process, and an annual financial audit is required by the City Charter. City financial planning documents include a biennial budget and Annual Comprehensive Financial Report (ACFR). In conjunction with the biennial budget process, the City of Berkeley prepares a Capital Improvement Plan (CIP) that identifies anticipated project expenditures over a five-year time frame. The CIP provides a roadmap of the projected infrastructure improvement needs of the City of Berkeley. The City does not compile a long-term financial plan with fiscal projections.

The City of Berkeley's Strategic Plan identifies the city government's long-term goals on behalf of the Berkeley community. The City Council approved the plan in January 2018.[194] The City's strategic goals include an EMS redesign project led by Berkeley Fire and Emergency Services. The project involves meeting and conferring, developing job classifications, funding sources, and program design to allow for the expansion of EMS operations in a more efficient cost and response model, including Basic Life Support ambulances, Advanced Life Support ambulances, code 3 equipped vehicles, equipment for operations in austere environments and prioritized dispatching. Additional projects led by the Berkeley Fire and Emergency Services include the Wildfire Safety and Public Education Program, Standards of Coverage and Infrastructure Needs Study, Fire Prevention, Property Acquisition, Fire Department Communications, and more. The status of Strategic Plan projects can be found in the City's Strategic Plan Quarterly Report. [195]

The City of Berkeley also has a Climate Action Plan that sets forth a vision of a more sustainable, livable, equitable, and economically vibrant community. The plan was written through a community-wide process and was adopted by the City Council on June 2, 2009, after voters issued a call to action on the climate change challenge to reduce the community's greenhouse gas emissions by 80% below 2000 levels by 2050. This is beyond the State's

[193] The Berkeley General Plan. https://berkeleyca.gov/your-government/our-work/adopted-plans/general-plan#:~:text=The%20Berkeley%20General%20Plan%20is,are%20essential%20for%20responsive%20government. April 23, 2002 (Page I-4, S-12, S-13).
[194] The City of Berkeley's Strategic Plan. https://berkeleyca.gov/your-government/our-work/strategic-plan. January 2018.
[195] The Strategic Plan Quarterly Report. https://berkeleyca.gov/sites/default/files/documents/Strategic-Plan_Q2-2022_Report.pdf. July 2022. Appendix-11.

Climate Change Scoping Plan, which encourages local governments to adopt goals to reduce greenhouse gas (GHG) emissions by 80% below 1990 levels by 2050. The plan outlines the severe economic, health, social, and economic impact climate change has including threats to coastal infrastructure due to a rising San Francisco Bay, increased incidence of large wildfires, serious public health threats, and water shortages.[196] Some of the policies and goals relevant to fire services are:

- Installing solar thermal systems on Berkeley Fire Stations to offset natural gas consumed for water heating to continue to actively identify and implement cost-effective opportunities to utilize renewable energy systems in public buildings.
- Develop a vegetation and fuel management plan in parts of the City designated as high-fire hazard areas. The plan would reduce the risk of catastrophic wildfires, thereby protecting homes, wildlife, and air quality as well as mitigating the impact on GHG emissions of the loss of trees due to wildfire.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The City of Berkeley encompasses a total area of approximately 19 square miles. According to the General Plan (GP), the Land Use Element policies are closely related to the Transportation Element, Urban Design and Preservation Element, and Citizen Participation Element policies. The basic land use pattern of Berkeley was established by the early 1900s.

According to the GP, at the time of its adoption, the general distribution of land uses in the City did not change significantly in the 40 years prior to 2001. Residential uses (48 percent) and streets (24 percent) occupied almost three-quarters of the overall city land area. Institutional uses, such as the University of California, schools, churches, public facilities, and hospitals, occupied approximately nine percent of the total land area. The area of land occupied by commercial activity was estimated at approximately seven percent of the City's total acreage. Only two percent of the City's land area was vacant and most of that land was

[196] The City of Berkeley's Climate Action Plan. https://berkeleyca.gov/your-government/our-work/adopted-plans/berkeley-climate-action-plan, June 2, 2009.

in the area that was purchased by the East Bay Regional Park District for the Eastshore State Park.[197] Land uses have not significantly changed since that time.

The Housing Element of the GP has since then been updated every eight years as mandated by State law, to serve as the City of Berkeley's housing plan, with the most recent update covering the years 2023-2031. The plan contains goals, policies, and programs that will guide the City's decision-making around the development and rehabilitation of housing.

The Housing Element includes an inventory of sites that can accommodate new housing sufficiently to meet the City's Regional Housing Needs Allocation (RHNA) obligation at each income level. More than 50 percent of the sites identified to accommodate the City's low-income RHNA obligation are non-vacant. However, the City specifically finds that the existing uses on such non-vacant parcels identified in the sites inventory to accommodate the lower income RHNA are likely to be integrated with new residential uses or discontinued during the planning period, and therefore will not constrain development or redevelopment of additional residential units during the 2023-2031 planning period, and so such sites can meet their development potential.[198]

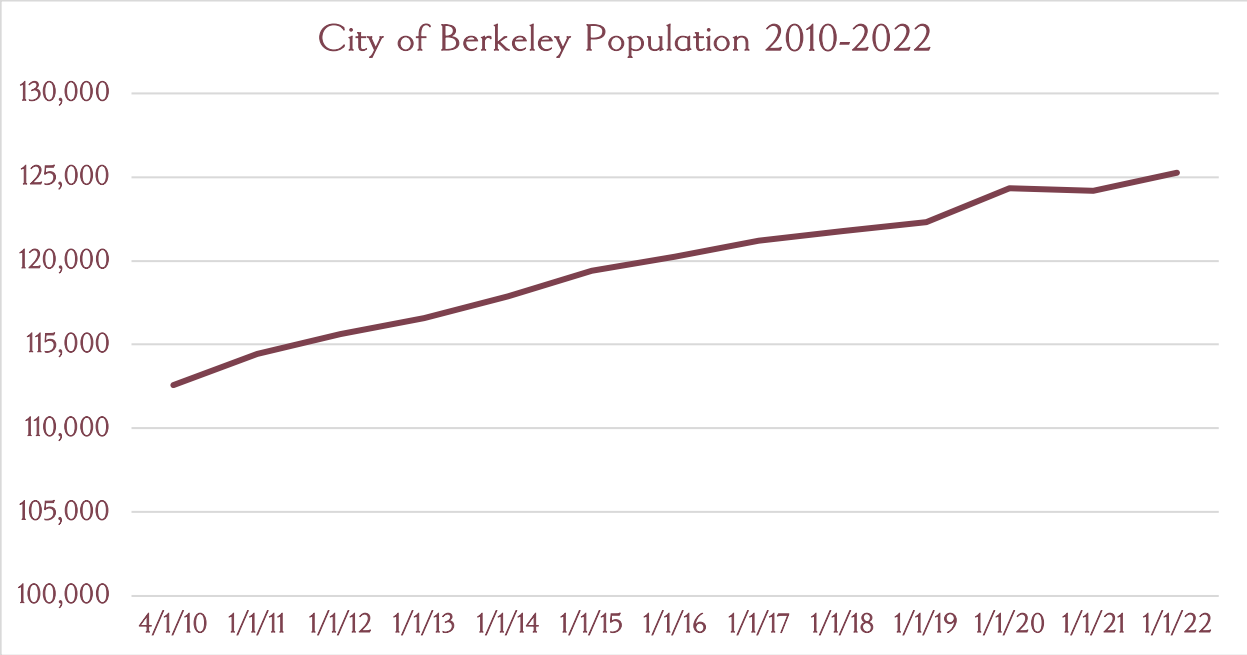
The Housing Element provides an analysis of barriers that restrict access to opportunity, and a commitment to specific meaningful actions to affirmatively further fair housing.[199]

Current Population

Since 2000 the City's population has grown steadily, increasing approximately nine percent each decade. According to the 2020 Census, the City's population was estimated to be around 124,000. Between 2010 and 2020, the City's growth rate (eight percent) was slightly lower than the County's (ten percent) but higher than that of the State's (six percent). The City's population trend over the last 12 years is shown in Figure 10-3.

[197] Land Use Element of General Plan. https://berkeleyca.gov/sites/default/files/documents/02_Land%20Use%20Element-FINAL.pdf.Page LU-2.
[198] Housing Element Update 2023-2031. https://berkeleyca.gov/construction-development/land-use-development/general-plan-and-area-plans/housing-element-update.Page 5.
[199] Housing Element Update 2023-2031. https://berkeleyca.gov/construction-development/land-use-development/general-plan-and-area-plans/housing-element-update.Page 7.

Figure 10-3: City of Berkeley Population Growth, 2010-2022



Projected Growth and Development

The Association of Bay Area Governments (ABAG) Plan Bay Area 2040 projections indicate that the City of Berkeley's population is anticipated to continue to grow steadily between 2020 and 2040 and anticipated to increase to 136,000 by 2030 and 141,000 by 2040.[200] The Average Annual Growth Rate (AAGR) from 2020 through 2030 is 0.7 percent and is projected to slow to 0.3 percent from 2030 through 2040.

In terms of growth effects on fire and emergency services provided to the City by BFD, increases in population and density are expected to be a source of increased demand. Taller buildings and added density increase the complexity of the department's emergency response. Increased population, including increased UC Berkeley student population, translates into increased calls for service. Additionally, increased demand translates to a need for additional facilities. Also, the impending closure of some of Berkeley's Alta Bates Summit Medical Center services, coupled with the aging of Berkeley's population, will likely translate to the need for an expansion of ambulance transport services.

According to the City of Berkley's Planning Commission (PC) work plan, for FY 22-23 the focus is mainly on issues of housing supply and affordability as dictated by City Council

[200] City of Berkeley Housing Element Update 2023- 2031 https://berkeleyca.gov/sites/default/files/documents/Berkeley_2023-2031%20Housing%20Element_02-17-2023v2_1.pdf. Page 20-

referrals, changes to State law, and planning requirements from the State Department of Housing and Community Development (HCD).

There are several significant development projects in various stages of planning and construction within the City of Berkeley.[201] Some of these projects are outlined in Figure 10-4. These developments are aligned with the City's planning and land use documents such as the neighborhood-specific area plans and the General Plan.[202]

Figure 10-4: City of Berkeley Planned or Proposed Development Projects, 2023

CITY OF BERKELEY DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
African American Holistic Resource Center		4,000
BART Sites- Ashby and North Berkeley Bart Station	2,400	125,000
Berkeley Unified School District (BUSD) Workforce Housing Development	110-120	
Berkeley Pier with Ferry Access Project		32,560
Frances Albrier Community Center Replacement Project		3,301
MLK Jr. Youth Services Center/ Y.A.P. Seismic Retrofit and Renovation		
Waterfront Specific Plan		
TOTAL	2,510+	164,861+61

Growth Strategies

The FY 23-24 Proposed Budget explores the increased demands for the City of Berkeley Fire Department as the Department's basic structure has stayed the same since the 1980s, but the demand and need for services have greatly increased, growing from two services (structure fires and fire prevention) to 16. There is a further expected increase in relation to the expected expansion of services at Berkeley Marina.

In addition to expanding ambulance transport services to address the growing need, the BFD is also working in partnership with other departments and the community to plan a model of care and transport for mental health patients.

[201] City of Berkeley Capital Projects. https://berkeleyca.gov/your-government/our-work/capital-projects.
[202] General Plans and Area Plans. https://berkeleyca.gov/construction-development/land-use-development/general-plan-and-area-plans.

Furthermore, the Department has partnered with Public Works to begin work on a landmark Fire Facilities Master Plan that will provide a clear needs assessment and plan for the next 20 years.[203]

The Department budget increased due to the passing of Measure FF—funding for fire services, emergency response, 9-1-1 communication, hazard mitigation, and wildfire prevention, as well as UC Settlement funds that will be appropriated in the FY 23-24 budget cycle. These funds will support the Department's proposed reorganization as well as support the several mandated programs, projects, and services that have begun.[204]

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within the City of Berkeley.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Berkeley Fire Department has the financial ability to continue to provide services. Voters recently approved funds to maintain and increase services. Growth in fire-related revenues helped to reduce the need for contributions from the General Fund, which has been adversely affected by COVID-19. The General Fund drew down its reserves in FY2020-21 to maintain City services.

Over the longer term, the City is concerned that "the City's pension plans are underfunded" and the City's current pensions liability is approximately $751.1 million.[205] The City's pension pensions contributions are anticipated to grow significantly over the next ten years. The City is taking steps, including establishing a pension trust fund to help pre-fund pension obligations.

Revenues and Expenditures

Since FY2017-18 the Fire Department's expenditures increased a rate greater than inflation; at the same time, revenues augmented by recent voter-approved funds have kept pace and Net

[203] City of Berkeley Proposed Budget Fiscal years 2023- 2024 https://berkeleyca.gov/sites/default/files/documents/FY-23-24-Proposed-Budget.pdf. Page 157.
[204] City of Berkeley Proposed Budget Fiscal years 2023- 2024 https://berkeleyca.gov/sites/default/files/documents/FY-23-24-Proposed-Budget.pdf. Page 159.
[205] Proposed Annual Budget Fiscal Year 2022, Health of General Fund Reserves, pg. 16.

General Fund contributions consequently grew slightly slower than total fire expenditures. Fire Department finances have been significantly affected by COVID-19 – programs and hiring were deferred, however, this resulted in significant increases in overtime costs and also adversely affected employee morale.[206]

A number of voter approved measures provide funding. Measure FF, approved by more than two-thirds of voters in 2020, authorized an annual parcel tax of $0.1047 per square foot per parcel, thereby generating an estimated $8.5 million per year for fire services, emergency response, 9-1-1 communication, hazard mitigation and wildfire prevention.[207] The City also funds services using its Emergency Medical Services Tax (Paramedic Tax), which adjusts annually to keep pace with inflation. Measure GG was approved in 2008 and establishes a parcel tax to "to enable the City to keep fire stations open and improve emergency medical response and disaster preparedness.[208] These measures have an inflation adjustment and no sunset date.

FY2017-18 through FY2021-22 City General Fund revenues averaged minimal growth, largely due to significant shortfalls in FY2020-21 due to COVID-19. General Fund expenditures continued to grow over that period at an average 4.8 percent annual rate requiring the use of City reserves to maintain services.

The City has identified a number of cost containment strategies including 1) a "risk analysis" – the City is preparing its first standards of coverage analysis; 2) a fiscal impact analysis of development to project service cost and revenue impacts of new development; 3) the City is working on a Master Fire Facilities Study to address needs for major facility renovations and replacements due to disrepair and inadequate capacities; and 4) improvements in the current system for planning the maintenance and replacement of apparatus.[209]

Revenue strategies include increases in fire prevention staffing to handle a significant amount of new development; these staff costs will be covered by fees. The Fire Department is evaluating its ambulance billing process in anticipation of potential new revenue. Increased vegetation management inspections are expected to generate more revenue to cover costs of the program.[210] The Department continues to apply for and receive grant funding (e.g., Regional Leadership Academy; Active Shooter Training and Equipment).

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[206] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[207] See website: https://ballotpedia.org/Berkeley,_California,_Measure_FF,_Emergency_Response_and_Preparedness_Parcel_Tax_(November_2020).
[208] https://ballotpedia.org/City_of_Berkeley_parcel_tax,_Measure_GG_(November_2008).
[209] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[210] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.

Reserves

As a percentage of total revenues, as of FY 2020, General Fund Reserves (Catastrophic Reserve and Stability Reserve), are 13.48%. This is below the 2020 target of 20% of total revenues, and significantly below the 2027 target of 35% of total revenues.[211] The City's FY 2020-21 budget drew down $11.4 million of its General Fund Stabilization and Catastrophic Reserves.[212]

The City's budget strategy includes a strategy to "manage use of, and replenish, reserves. In drawing on reserves, the City will adopt a long-term orientation to ensure that funds are available for the duration of the economic downturn" and the City will look to its existing policies to ensure that any reserves that are utilized are restored when the economy improves.[213]

Fire Services

Service Overview

The Berkeley Fire Department has served the Berkeley community since 1904. The Department provides comprehensive fire protection, emergency medical, disaster preparedness, rescue, and other related services efficiently, effectively, and caring to the diverse Berkeley community. Figure 10-5 details the services provided by the City of Berkeley Fire Department. If another agency offers a service, it is indicated in the figure.

Figure 10-5: City of Berkeley Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	City of Berkeley Fire Department
Wildland Fire Protection	City of Berkeley Fire Department
Vehicle Fire Protection	City of Berkeley Fire Department
Ladder Truck Capabilities	City of Berkeley Fire Department
Fire Suppression Hand Crew	City of Berkeley Fire Department
Fire Suppression Dozer	Mutual Aid
Helicopter Services – Fire Suppression	Mutual Aid
Boat With Fire Suppression Capabilities	City of Berkeley Fire Department

[211] Proposed Annual Budget Fiscal Year 2022, Health of General Fund Reserves, pg. 16.
[212] Proposed Annual Budget Fiscal Year 2022, Summary of FY 2022 Proposed Budget by Funding Source, pg. 57.
[213] Proposed Annual Budget Fiscal Year 2022, Budget Strategies, pg. 12.

EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	City of Berkeley Fire Department
Advanced Life Support – Non-Transport Provider	City of Berkeley Fire Department
Advanced Life Support Transport Provider	City of Berkeley Fire Department
Continuing Education Provider – Medical	City of Berkeley Fire Department
Air Ambulance Transport Helicopter Services	Mutual Aid
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	City of Berkeley Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Not Occurring
Fire Safety Education – Adults/Seniors	Not Occurring
Juvenile Firesetter Prevention Program	City of Berkeley Fire Department
Fire and Life Safety Business Inspection Program	City of Berkeley Fire Department
Fire Protection Planning	City of Berkeley Fire Department
New Commercial Construction Plan Reviews	City of Berkeley Fire Department
Public Education Provider (CPR, First Aid, etc.)	Private Business
Home Fire/Safety Inspections	Only multi family occupancies
Fire Origin and Cause Investigations	City of Berkeley Fire Department
Fuel Reduction/Weed Abatement Program	Developing now
Smoke Detector Giveaway/Installation Program	City of Berkeley Fire Department
Address Sign Installation Program	Not Occurring
RESCUE SERVICES	
First Responder Swift Water Rescue Program	Mutual Aid
Water Rescue Program	City of Berkeley Fire Department
Ice Rescue Program	Not a hazard
Dive Rescue Program	Mutual Aid
Low angle Rope Rescue Program	City of Berkeley Fire Department
Helicopter Short/Long Haul Rescue Capabilities	Mutual Aid
Response to Boating Accidents	City of Berkeley Fire Department
Rescue Dog Services	City of Berkeley Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	City of Berkeley Fire Department
Hazardous Materials Response Team	City of Berkeley Fire Department
SUPPORT SERVICES	

Firefighter Incident Support Unit	City of Berkeley Fire Department
Mobile Incident Command/Communications Unit	Mutual Aid
Fill Station for Self-Contained Breathing Apparatus	City of Berkeley Fire Department
Mobile Breathing Support Unit	City of Berkeley Fire Department
Community Emergency Response Team	City of Berkeley Fire Department
Chaplain Services	City of Berkeley Fire Department
Training Academy	City of Berkeley Fire Department, ALA
Emergency Operations Center Capabilities	City of Berkeley Fire Department
MISCELLANEOUS	
Public Service Assists	City of Berkeley Fire Department
Motor Vehicle Accident Response	City of Berkeley Fire Department
Welfare Checks	City of Berkeley Fire Department
Public Safety Answering Point	City of Berkeley Police Department
Fire/EMS Dispatch	ACRECC
Fundraising Activities	Through IAFF 1227
Firefighters Association – Non-Profit	City of Berkeley Fire Department
Auxiliary Association	N/A

Collaboration

The City of Berkeley Fire Department works closely with other agencies locally, regionally, countywide, and statewide to provide sufficient fire and emergency response services to the community. Various collaborations reported by the Department include:[214]

- Alameda County Fire Chief's Association—to better Operations, Training, EMS, Special Operations, Communications
- Hills Emergency Forum—for emergency preparation relating to wildfire
- California Fire Chiefs—for statewide coordination, planning, and advocacy
- International Society of Fire Service Instructors—for instructor development and networking

[214] City of Berkeley, SoCo Survey Responses, November 2021.

The Department also stated it is evaluating its ambulance billing process in coordination with California Fire Chiefs and California Professional Firefighters (CPF) and plans to take advantage of new opportunities that it anticipates will raise additional revenue.

The City also takes part in aid agreements with the following agencies to support and expand its fire, hazmat, and EMS resources for incidents such as wildland fires, emergencies, and events that take place outside of the City:

- City of Albany Fire Department
- City of Alameda City Fire Department
- City of Fremont City Fire Department
- City of Hayward City Fire Department
- City of Livermore Pleasanton Fire Department
- City of Oakland Fire Department
- City of Piedmont Fire Department

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE has responsibility for wildland areas defined as State Responsibility Areas (SRA). For the City of Berkeley, the area within the city limits is a Local Responsibility Area (LRA). Some immediate territory to the east, outside the bounds of the City is designated as very high and high fire hazard severity zones, which are State Responsibility Areas.[215]

ACFD provides contract services to the Lawrence Berkeley National Laboratory within the city limits.

Existing Demand

The Berkeley Fire Department indicated it received 13,412 service calls in FY 20, of which 54 were mutual aid calls. EMS incidents account for most calls with 8,064 calls or 60 percent of all calls. In comparison, motor vehicle accounts for the lowest number of calls (30).[216] Figure 10-6 shows calls received by type.

[215] Alameda County State Responsibility Area Fire Hazard Severity Zones. November 21, 2022.
[216] City of Berkeley, SoCo Survey Responses, November 2021.

From 2013-2020, the highest number of service calls was received in 2017 (15,944), while 2020 had the lowest number of service calls (13,412). Figure 10-7 illustrates the total number of service calls received in the City of Berkeley from 2013-2020.[217]

Figure 10-6: City of Berkeley Service Calls by Type

2020 FIRE AND EMERGENCY SERVICE CALLS BY TYPE							
	EMS	Motor Vehicle	False Alarm	Fire / Hazardous Materials	Misc. Emergencies	Misc. Non-Emergencies	Total Calls
City of Berkeley	8,064	30	1,796	527	397	2,598	13,412

Figure 10-7: City of Berkeley Service Calls (2013-2020)

FIRE AND EMERGENCY SERVICE CALLS 2013-2020								
	2013	2014	2015	2016	2017	2018	2019	2020
City of Berkeley	14,403	14,511	14,610	15,028	15,944	15,329	15,720	13,412

Staffing

As mentioned, the BFD staffed 153 full-time equivalent personnel in FY 21, of which 134 worked in firefighting while 19 were administrative personnel. According to the FY 21 adopted budget, this is a slight increase from 148 FTEs budgeted fire and EMS staff positions for FY 19.

Regarding staff training, BFD requires six hours of training per month for paid firefighters. Additionally, according to the Department's job postings, by the end of the probation period, firefighters must complete the City of Berkeley Firefighter written and psychomotor examinations and acquire a certificate of completion for various required courses.[218] Furthermore, the Department's Rules and Regulations indicate that all members must be thoroughly familiar with all training material and participate in all scheduled drills and other activities as required. [219]

The Department did not indicate minimum staffing requirements; however, due to recruiting and retention challenges since the pandemic, the Department initiated a reorganizational effort

[217] FY23, Berkeley Fire Department Quarterly Report (Q1). https://berkeleyca.gov/sites/default/files/documents/Berkeley%20Fire%20Department%20Quarterly%20Report.pdf. Page 14, September 2022.
[218] City of Berkeley Careers. https://www.governmentjobs.com/careers/berkeley/jobs/3897896/firefighter-paramedic-entry?keywords=FIRE&pagetype=jobOpportunitiesJobs.
[219] Berkeley Fire Department Rules and Regulations. Page 20. May 17, 2021.

to enhance services and meet demand by increasing the FTE positions by 50 in FY 24 compared to the previous year.[220]

Facilities and Capacity

The City of Berkeley's Fire Department indicates it has seven stations. In addition, the Department has the following facilities[221]:

- Fire Administration—houses the Office of the Fire Chief, Division of Fire Prevention, Administrative Support Staff, and Office of Emergency Services.
- Division of Training—Training Tower & Classroom, Division of Training, and Division of Emergency Medical Services (EMS)
- Fire Warehouse—storage of fire response equipment, including Above Ground
- Water Rescue—"Confidence" Fireboat and rescue watercraft

The facilities are shown in further detail in Figure 10-6.

Figure 10-8: City of Berkeley Fire Facilities

CITY OF BERKELEY FACILITIES					
Facility	Address	Owner	Year Built	Condition	Apparatus Assigned
Fire Administration	2100 Martin Luther King Jr. Way, Berkeley, CA 94704	City of Berkeley		Good	10 Staff Vehicles
Division of Training	997 Cedar Street, Berkeley, CA 94710	City of Berkeley		Fair	4 Staff Vehicles
Station 1	2442 Eighth Street, Berkeley, CA 94710	City of Berkeley	1966	Fair	Engine 1, Ambulance (Medic 1), Ambulance (Reserve)
Station 2	2029 Berkeley Way, Berkeley, CA 94704	City of Berkeley	1965	Fair	Battalion Chief, Truck 2, Engine Two, Ambulance (Medic 2), Type VI 4x4, Hazardous Materials Vehicle, Reserve Truck, Reserve Ambulance, Utility Vehicle

[220] City of Berkeley Adopted Budget Fiscal Years 2023 & 2024. Page. 157.
[221] City of Berkeley Fire Stations. https://berkeleyca.gov/safety-health/fire/fire-stations.

Station 3	2710 Russell Street, Berkeley, CA 94705	City of Berkeley	1961	Poor	Engine 3, Ambulance (Medic 3), Reserve Ambulance
Station 4	1900 Marin Avenue, Berkeley, CA 94707	City of Berkeley	1959	Poor	Engine 4, Reserve engine
Station 5	2680 Shattuck Avenue, Berkeley, CA 94704	City of Berkeley	1962	Poor	Engine 5, Truck 5, Type III Engine, Reserve Engine, Ambulance (Medic 5)
Station 6	999 Cedar Street, Berkeley, CA 94710	City of Berkeley	1960	Poor	Engine 6, Reserve Engine
Station 7	3000 Shasta Road, Berkeley, CA 94708	City of Berkeley	2006	Good	Engine 7, Reserve Engine, Quick Response Vehicle, EBRPD Engine (Seasonal)
Fire Warehouse	1011 Folger Ave, Berkeley, CA 94710	City of Berkeley		Good	Above Ground Water System, Utility Vehicles
Water Rescue	Berkeley Marina, Berkeley, CA	City of Berkeley			For "Confidence" Fire boat and rescue watercraft

According to the 2022 Standards of Cover Risk Assessment, service demand by station has been consistent since FY 19. Except for Station 7, all Stations have unit hour utilization (UHU) that nears or significantly exceeds the 20 percent threshold, which indicates a strained workload. Station 5 specifically faces high demand during the day, with unit hour utilization from 7:00 am until 11:00 pm ranging from 26 percent to 58 percent. Stations 1, 2, and 6 also have a significantly high demand for 12 to 15 hours of a day, where they exceeded the unit hour utilization 20 percent threshold. Additionally, engine and ambulance crew hourly utilization is at excessive saturation. Overall, Department capacity appears insufficient and indicates a strained workload, which suggests the Department should reevaluate service and staffing

levels.[222] In order to address this significant capacity concern, the Department added 50 personnel in FY 24.

Dispatch and Communications

The City of Berkeley communicates with residents in a few ways to transmit important health and safety information. These methods include broadcasting emergency messages over real-time evacuation maps available at Zonehaven, Wireless Emergency Alert (WEA), television and radio channels, the City of Berkeley website, and utilizing its social media outlets: Twitter, Instagram, and Nextdoor. The City also utilizes AC Alert, a unified system for Alameda County residents, which provides critical information quickly in various situations, such as earthquakes, fires, severe weather, unexpected road closures, missing persons, and evacuations of buildings or neighborhoods.[223]

The Berkeley Police Department Communications Center serves as Berkeley's 9-1-1 Public Safety Answering Point (PSAP), receiving all emergency and non-emergency police, fire, and medical calls in the City and dispatching public safety personnel to respond as appropriate.[224] The City collaborates with the Alameda County Regional Emergency Communications Center (ACRECC), which is equipped to receive all 9-1-1 calls for EMS ambulance services within the County (except for the City of Oakland) that originate from a PSAP.

The Berkeley Fire Department indicated that they are evaluating the feasibility of joining several other departments in Alameda County and dispatching from one center.[225]

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while effectively providing needed services. The Berkeley Fire Department collaborates with the City of Albany Fire Department on training exercises. Additionally, the BFD works with ACRECC for its fire and EMS dispatch services.

BFD also identified opportunities for collaboration in the following two areas that could improve efficiency and service delivery:

[222] City of Berkeley Fire Department, Standards of Cover and Community Risk Assessment Study. https://berkeleyca.gov/sites/default/files/2022-04/2022-04.19%20WS%20Item%2001%20Fire%20Department%20Standards%20of%20Cover.pdf. Page 15-18. April 6, 2022.
[223] City of Berkeley Emergency Notifications. https://berkeleyca.gov/safety-health/disaster-preparedness/emergency-notifications
[224] Berkeley City Auditor, 9-1-1 Dispatchers: Understaffing Leads to Excessive Overtime and Low Morale. https://berkeleyca.gov/sites/default/files/2022-01/Dispatch-%20Workload-Fiscal-%20Year-2018.pdf. Page 2. April 25, 2019.
[225] City of Berkeley, SoGo Survey Responses, November 2021.

- Training—the Department is working on developing a regional JPA for personnel training and development with other departments in Northern Alameda County and Western Contra Costa County. It is also looking to include a junior college partner.
- Dispatch—the Department is evaluating the feasibility of joining several other departments in Alameda County and dispatching from one center. A contractor began this analysis and planning work in November of 2022.

The FD also indicated that the City could not meet its needs for vehicle maintenance and is therefore looking for opportunities to repair the internal system. The Department is also prepared to advocate for an external or regional partnership for vehicle maintenance.[226]

Infrastructure Needs

The City of Berkeley Fire Department reported the need for two additional facilities. First, the Department indicated they needed a larger, appropriately configured, and located division of training that could provide the space to conduct realistic training for employees. The current facility is undersized, under-resourced, and immediately adjacent to single-family homes. Second, they indicated the need for an ambulance deployment center for an expanding division due to the immediate and projected increase in ambulance transport. The Department also reported various facility upgrades it is undergoing, including roof placement in Station 3, roof work, solar, electrical upgrade, HVAC in Station 2, and roof work and dry rot in Station 6.[227]

At the time, these upgrades were expected to be financed with the T1 Bond, which is an Infrastructure Bond Measure that authorizes the City to sell General Obligation Bonds to repair, renovate, replace, or reconstruct the City's aging infrastructure, including sidewalks, streets, storm drains, parks, community centers, and other essential City facilities.[228]

According to the City's FY 23-FY 27 Capital Improvement Plan (CIP), the facilities upgrade projects for Measure T1 Phase 2 include upgrades at Stations 2, 3, 4, 5, and 6.[229]

Additionally, the Department indicated a need for new vehicles, including five Ford F250s, three Braun ambulances, and two water tenders, due to new staff, increased demand, and emergency preparation resources.[230]

[226] City of Berkeley, SoGo Survey Responses, November 2021.
[227] City of Berkeley, SoGo Survey Responses, November 2021.
[228] Measure T1 Update. www.cityofberkeley.info/MeasureT1.
[229] City of Berkeley FY 2023 - 2027 Capital Improvement Plan. https://berkeleyca.gov/sites/default/files/documents/FY-23-27-Capital-Improvement-Program.pdf. Page 40.
[230] City of Berkeley, SoGo Survey Responses, November 2021.

Challenges

The Department faces the most significant recruitment and retention challenges in over 100 years, including struggling to find qualified firefighters and permanent staff changing departments. Minimum staffing creates a need for overtime, this can fluctuate greatly depending on the vacancy rate, and the Department is looking for better tools to predict and know what the ideal vacancy rate should be. According to the 2022 Berkeley Fire Department Quarterly Report, between FY 20 and FY 21, forced overtime increased by over 275 percent due to increased vacancies resulting from the hiring freeze, increased number of temporary vacancies because of COVID-related quarantine and COVID-related leave, and fatigued workforce disinterested in overtime work.[231] However, the Department is undertaking a reorganizational effort to enhance services, and the adopted FY 24 budget indicates an increase in the Department's full-time equivalent positions by 50 compared to FY 21.

Another challenge the Department noted was their inability to provide adequate training to personnel, especially leadership and management training to current and aspiring supervisors, which places the organization at significant risk.

Ongoing infrastructure and equipment needs, including fire stations, office space, and training grounds, are often in poor condition, undersized, and need significant maintenance or replacement. [232]

With anticipated growth throughout the City, each area poses an ongoing concern in providing services. However, significant changes from the previous year's budget, including the passing of Measure FF and the UC Settlement funds, will be appropriated in the FY 23/24 budget cycle, will result in an increase in the Department's budget by $3,025,829 or 5 percent compared to the FY 22 adopted budget. These funds are essential in supporting the Department's proposed reorganization as well as supporting mandated programs, projects, and services that have begun, including creating the WUI Division, completing an analysis of Fire/EMS dispatching, initiating a Fire Facilities Master Plan (FMP), creating a training division, and creating a single function division to run emergency medical calls more efficiently.

[231] FY23, Berkeley Fire Department Quarterly Report (Q1). https://berkeleyca.gov/sites/default/files/documents/Berkeley%20Fire%20Department%20Quarterly%20Report.pdf. P. 10-11. September 2022.

[232] City of Berkeley Adopted Budget Fiscal Years 2023 & 2024. p. 157.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) that likewise establish an agency's level of service. The applicable response time policy for the City of Berkeley is shown in Figure 10-9.[233]

Figure 10-9: City of Berkeley Response Time Policy

RESPONSE TIMES FOR THE CITY OF BERKELEY	
Agency Name	Single Unit Incident
City of Berkeley	Call processing/ dispatch (which does not include 9-1-1 call answered to first data entry keystroke) is 1:30 minutes. While crew turnout is 2 minutes, first-due travel 4 minutes, and first unit to arrival is 7:30 minutes. Additionally, the best practice for 1st alarm travel and 1st alarm call to travel are 8 minutes and 11:30 minutes, respectively.

As of FY 21, the Department's response time from call processing/dispatch to the first unit call to arrival is 9:32 minutes, which exceeds the best practice goal of 7:30 minutes by a little over two minutes. Station 7 experienced the longest call-to-arrival response time average at 8:05 minutes, followed by Station 4 at 6:51 minutes.

A best-practice-based travel time goal from NFPA 1710 for career fire departments in urban areas is that the last unit arrives within an 8:00-minute travel time to 90 percent of the First Alarm incidents. Residential first alarm response, otherwise known as the Effective Response Force, has a goal of eight minutes of travel time or 11:30 minutes total response time. Only some areas of each urban core are accessible within this timeframe, and the situation worsens with the addition of congestion throughout the coverage area. In the City of Berkeley, as of FY 21, the Department's travel time was 15:24 minutes, and the first alarm call to arrival time was 17:28. [234]

[233] City of Berkeley Fire Department, Standards of Cover and Community Risk Assessment Study. https://berkeleyca.gov/sites/default/files/2022-04/2022-04 19%20WS%20Item%2001%20Fire%20Department%20Standards%20of%20Cover.pdf. Page 22. April 6, 2022.
[234] City of Berkeley Fire Department, Standards of Cover and Community Risk Assessment Study. https://berkeleyca.gov/sites/default/files/2022-04/2022-04.19%20WS%20Item%2001%20Fire%20Department%20Standards%20of%20Cover.pdf. p. 22-23. April 6, 2022.

The Insurance Service Office (ISO) classifies fire services in the communities as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. As of 2015, the Berkeley Fire Department was the only city in Alameda County to obtain a Class 1 rating, the highest possible classification for fire suppression efforts.[235]

The Department did not provide information as to whether any complaints regarding fire service were received in FY 21.

[235] The Daily Californian. https://www.dailycal.org/2015/08/17/berkeley-fire-department-receives-highest-rating-for-fire-suppression-efforts. August 25, 2015.

City of Berkeley Fire Department MSR Determinations

Growth and Population Projections

10-1: The City of Berkeley had a population of 124,000 according to the 2020 Census. The City's population has increased steadily since 2000, approximately nine percent each decade. Between 2010 and 2020, the City's population increased by 10 percent.

10-2: According to ABAG projections, the City's population will continue to grow steadily, increasing nine percent between 2020 and 2030 to a population of 136,000 and four percent between 2030 and 2040 to a population of 141,000. The City of Berkeley should monitor population projections and development plans to ensure they align with city planning efforts to accommodate growth and the corresponding increase in service demand adequately.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

10-3: The City of Berkeley does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

10-4: The City of Berkeley Fire Department (BFD) has experienced significant capacity constraints primarily attributable to insufficient staffing levels and recruitment and retention challenges, which have resulted in significantly increasing forced overtime for existing staff and Unit Hour Utilization rates that greatly exceed the 20 percent threshold. Additionally, engine and ambulance crew hourly utilization is at excessive saturation. In an effort to address these concerns, enhance services, and meet demand, BFD has initiated a reorganization, increasing department personnel by 50 positions in FY 24.

10-5: While the level of services provided by BFD is strained by existing capacity constraints, the Department continues to provide adequate services based on its ISO rating. There is potential for improvement in the Department's response times to meet the City's identified standard. Ideally, with the Department's additional staffing, units will not be overburdened, which will accelerate responses.

10-6: In addition to regular maintenance needs, identified station specific deficiencies, and vehicle needs, BFD reported the need for two additional facilities—a larger, appropriately configured, and located division of training that could provide the space to conduct realistic training for employees and an ambulance deployment center for an expanding division due to the immediate and projected increase in ambulance transport. The City's FY 23-FY 27 CIP plans for upgrade projects at Stations 2, 3, 4, 5, and 6 using Measure T1 funding.

Financial Ability of Agencies to Provide Services

10-7: The City of Berkeley Fire Department has the financial ability to continue to provide services. Voters have recently approved additional funding measures to help maintain and improve services. Over the longer term, the City is concerned about its unfunded pension liabilities and growing pension expenditures which will reduce funding available for other services.

Status of, and Opportunities for, Shared Facilities

10-8: BFD collaborates with the City of Albany Fire Department on training exercises and works with ACRECC for its fire/EMS dispatch services.

10-9: The Department identified opportunities for collaboration in training and dispatch to improve efficiency and service delivery. The Department also indicated that it is prepared to advocate for an external or regional partnership for vehicle maintenance.

10-10: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

10-11: The City of Berkeley abides by all legislative obligations for accountability and governance practices.

10-12: The City of Berkeley demonstrated transparency when sharing information to create this report.

10-13: To improve efficiency and service delivery, the BFD is working to develop a regional JPA for personnel training and development with other departments in Northern Alameda County and Western Contra Costa County.

10-14: No governance structure options specific to BFD were identified over the course of this review; however, it is recommended that the Department continue to participate in regional planning and coordination efforts to the greatest extent possible and continue to seek ways to collaborate and enhance services levels on a regional level with other providers.

11. CITY OF DUBLIN FIRE SERVICES

AGENCY OVERVIEW

BACKGROUND

The City of Dublin is one of five cities that contracts with the Alameda County Fire Department for fire suppression and emergency medical services.

Incorporated in 1982, the City of Dublin is located in the East Bay region of the San Francisco Bay area, roughly 30 miles east of San Francisco and 30 miles northeast of Silicon Valley.[236] It has a total population of 72, 589 according to 2020 US Census data.

Considered part of the Tri-Valley area along with the cities of Livermore, Pleasanton, and San Ramon in Alameda County as well as the Town of Danville in Contra Costa County, Dublin is known as the "crossroads" of the Bay area due to its positioning at the intersection of Interstates 580 and 680. This is a prosperous area, in part due to its proximity to employment opportunities at acclaimed international businesses based in the region. In 2011, the National Civic League named the City of Dublin an "All-America City".[237]

This is a general law city served by a City Council and City manager. The City of Dublin provides a variety of services including parks and recreational services and public transportation.

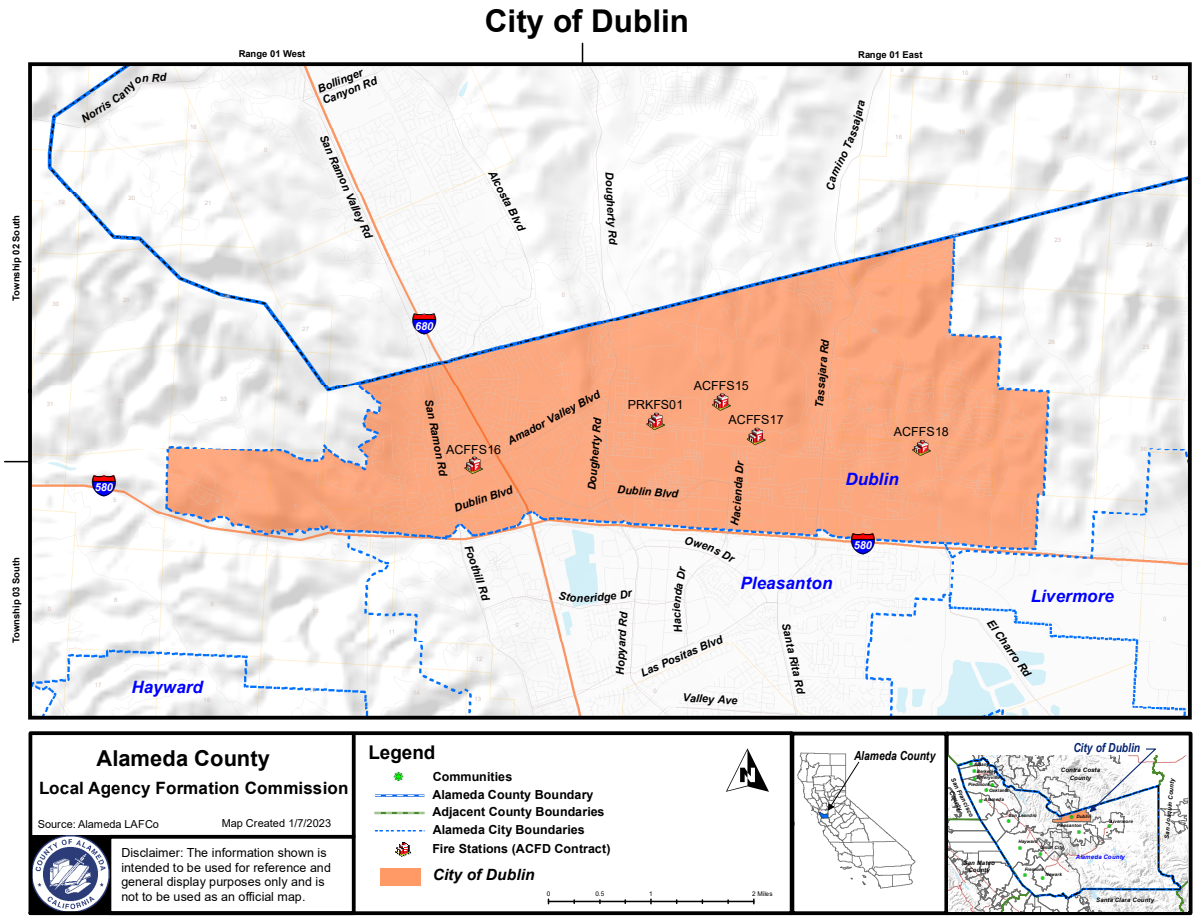
The City of Dublin was last included in an MSR Update by Alameda LAFCO that was adopted in 2018. Although the City is a multi-service provider, this review is specific to fire protection, emergency medical, and other related services.

BOUNDARIES

The City of Dublin is comprised of 22.84 square miles situated south of the City of San Ramon, east of Castro Valley, north of the City of Pleasanton, and west of the City of Livermore.[238][239] Figure 11-1 depicts the City's boundaries, which is also the contract service area for services provided by ACFD by contract.

[236] City of Dublin, Adopted Budget, FY20-21 and FY21-22, p. C-1.
[237] City of Dublin, Adopted Budget, FY20-21 and FY21-22, p. C-2.
[238] City of Dublin, Adopted Budget, FY20-21 and FY21-22, p. J-3.
[239] City of Dublin, https://dublin.ca.gov/1811/Demographics, accessed 4/22/22.

Figure 11-1: City of Dublin Boundaries and SOI



Extra-territorial Services

The City of Dublin does not provide services outside of its boundaries but does contract with ACFD, which is responsible for the execution of fire and emergency medical services within the city limits. ACFD's fire stations that serve the City of Dublin, may also provide services outside of the city limits based on auto and mutual aid agreements.

Unserved Areas

There are no unserved areas in the City of Dublin. ACFD is able to provide services throughout the bounds of the City of Dublin with its access to three staffed fire stations and one reserve station located throughout the city limits.

Sphere of Influence

The City of Dublin's SOI extends outside of the city limits to the west. The current SOI for the City of Dublin was last reaffirmed January 12, 2018.[240]

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of Dublin has a government structure with a City Manager and an elected mayor and four council members who serve staggered four-year terms on the City Council. Current council member names, positions, and term expiration dates are shown in Figure 11-2.

The City Council meets every first and third Tuesday of the month at 7pm at the Civic Center in Dublin, CA. Agendas for each weekly meeting are posted at the kiosk in front of the Civic Center and online. Board actions and meeting minutes are available online. Through the City's website, the public has access to live audio/visual webcasts and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience.

Figure 11-2: City of Dublin Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large
Length of Term	Four years for board members with a two-term limit, two-year terms for appointments
Meetings	First and third Tuesday of each month at 7pm Closed sessions held at 6:30pm Civic Center 100 Civic Plaza Dublin, CA 94568 Streamed online and broadcast on TV

[240] Alameda LAFCO, https://alamedaLAFCO.org/wp-content/uploads/2021/11/2018-05-Dublin-Reaffirm-SOI.pdf, accessed 4/22/22.

Agenda Distribution	Posted at the civic center and online
Minutes Distribution	Posted online

CITY COUNCIL MEMBERS				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Melissa Hernandez	Mayor	2024	Elected	4 Years
Michael McCorriston	Vice Mayor	2024	Elected	4 Years
Jean Josey	Councilmember	2026	Elected	4 Years
Sherry Hu	Councilmember	2024	Elected	4 Years
Kashef Qaadri	Councilmember	2026	Elected	4 Years

CONTACT	
Contact	Linda Smith, City Manager
Mailing Address	100 Civic Plaza, Dublin, CA
Phone	925-833-6650
Email/Website	Linda.smith@dublin.ca.gov, www.dublin.ca.gov

The City of Dublin participates in community outreach events such as annual city festivals, holiday activities, job fairs, and community educational programs. ACFD has specific fire prevention and emergency safety programs available to Dublin residents as well.

All five members of the City of Dublin's City Council have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in with their economic interests.

There is also a conflict-of-interest code, and bylaws, outlined in the municipal code as lawfully required.

All complaints concerning the City of Dublin or any of its employees are investigated, and a response is provided to the complainant. Constituents are able to file complaints in a number of ways, including online and by phone. All complaints are handled by the appropriate department and overseen by the City Manager as needed.

There is legislation in effect to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Dublin is in compliance with this regulation.

The City of Dublin demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in a number of its planning and management documents, particularly in the annual budget and General Plan. Additionally, being that the City contracts with ACFD for services, ACFD also abides by its own planning and management practices as outlined below.

ACFD's FY 21 budget indicates it has 559 authorized positions. This is an increase of 12, year over year since FY 19. Of these 559 positions, 511.42 are considered full-time equivalents for both management and non-management positions. Additionally, the department indicates it has 100 reserve firefighters to help fulfil the variety of services offered.[241] The Fire Chief oversees four branches—Operations, Communications and Special Operations, Administrative Support Services, Fire Prevention and Community Outreach. Each branch has its own divisions. The Training division falls under the Operations branch, the EMS, Information Technology, and Special Operations divisions are part of the Communications and Special Operations branch, and the divisions for Fleet Management, Financial Services, Facilities, and Human Resources are part of the Administrative Support Services Branch.

The Fire Chief provides the leadership and management overall. The Deputy Chief for Operations oversees the training division, three Operation Divisions, and the reserve program. The Administrative Services Director oversees Administrative Support Services by managing contracts and services, facilities, financial services, fleet management, and human resources. The Deputy Chief for Communications and Special Operations manages the Alameda County Regional Emergency Communications Center (ACRECC), EMS, information technology, Alameda County Operations Area & California Incident Command Certification Center (CICCS), and Special Operations.

[241] Alameda County Fire Department, https://fire.acgov.org/AboutUs/aboutus.page, April 19, 2022.

ACFD, as a component of the Alameda County government, is required to conduct value-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 of their respective battalions on an on-going basis. ACFD also conducts annual personnel evaluations. Managers annually review goals and objectives for the coming year and goal achievements for the previous year. ACFD monitors its workload through the chief officer performance reviews, which identify staffing and resource deficiencies.

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

ACFD's finances are managed by the County. County financial planning documents include an annual budget and Comprehensive Annual Financial Report (CAFR). In addition, ACFD has financial statements audited annually. The District's capital needs are included in the County's Capital Improvement Plan (CIP). ACFD adopted a Fire and Emergency Services Strategic Business Plan; the most recent update was for the years 2015-2019. Additionally, the District participates in the Region II plan for the Office of Emergency Services.[242]

The City of Dublin cooperates with ACFD to forecast staffing needs as necessary based on population growth and development plans and analyze employee turnover and attrition in order to meet hiring demands. Response times and response levels are indicated in the City's contract with ACFD and are tools for measuring satisfactory service levels. The Fire Chief is designated to act as the direct liaison to the City Manager and is obligated to attend, or provide a representative to attend, meetings as requested including City Council meetings, and to discuss the budget, operations, and other topics as necessary. The ACFD Fire Marshall is obligated to attend all necessary meetings relating to the City's ability to meet its fire prevention needs.[243]

A critical component of the City of Dublin planning is its Climate Action Plan, which serves as a guiding document to identify ways in which the community and City can reduce greenhouse

[242] Alameda County Fire Department, Survey Response, July 2021.
[243] Alameda County Fire Department, ACFD and City of Dublin Contract Agreement, Beginning July 1, 1997

gas emissions, meeting Dublin's long-term climate action goals, and promoting a healthy, prosperous community. The City's current Climate Action Plan was adopted in 2020 and outlines greenhouse emission goals for 2030 (reduction of emissions by 65,090 million tons of CO2e by 2030) and 2045 (carbon neutrality). Additional strategies and measures will need to be adopted following Climate Action Plan 2030 implementation to achieve full carbon neutrality by 2045. Increased wildfire hazard, as a result of climate change, was identified as a very serious concern by the residents of Dublin during the project process.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The City of Dublin consists of approximately 14,616 acres and is primarily a residential community with some mixed use and commercial properties throughout its boundaries and extended planning areas. These areas are identified in the General Plan as the Eastern Extended Planning Area, the Western Extended Planning Area, the Dublin Crossing Planning Area, and Doolan-Collier Canyons, which is outside of the City's planning area and largely considered to be open space.[244] Through a series of annexations, mostly in the late 1980s and early 1990s, the Dublin territory grew rapidly and Urban Limit Lines were established to limit development of Doolan-Collier, in particular, as part of the Dublin Open Space Initiative.[245]

The General Plan guides the development of this land while the safety element specifically indicates goals and policies for the land area as it relates to fire and emergency services. Currently, the plan lists continued efforts to enforce wildland interface regulations and the requirement for fire protection measures in development in extended planning areas that interfere with open spaces.[246]

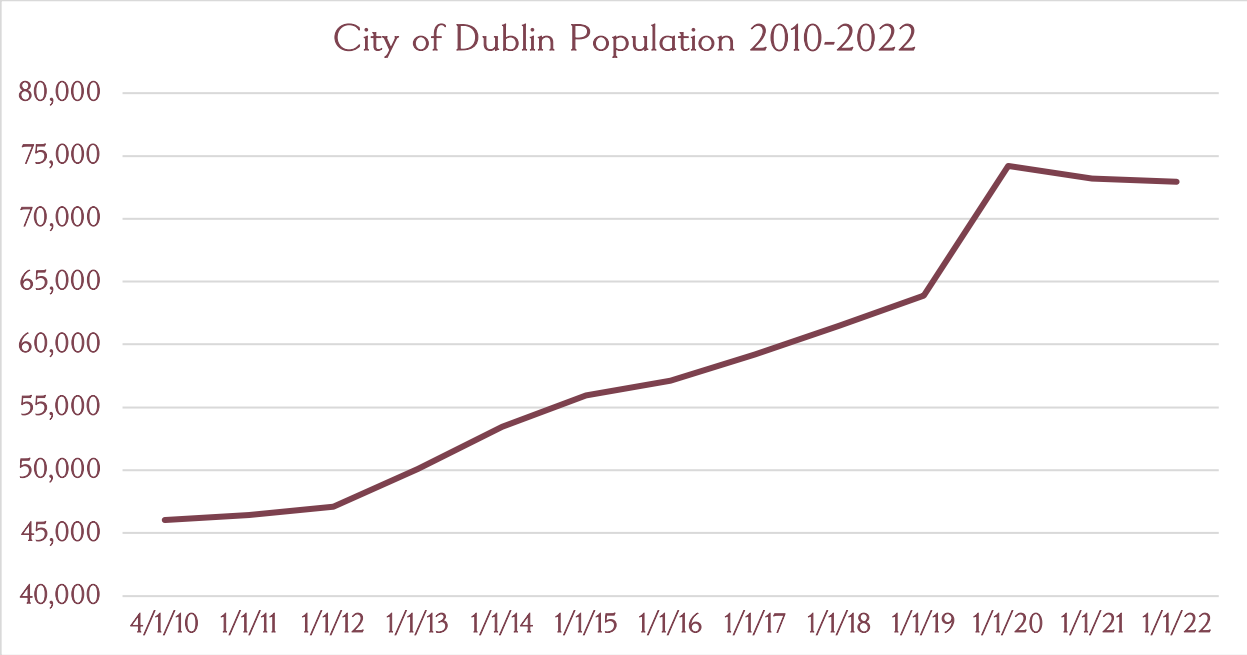
Current Population

The 2020 US Census data lists the City of Dublin population at 72,589. The California Department of Finance (DOF), however, shows a slight increase in population to 72,932 as of 2022 and an increase of nearly 27,000, or roughly 63 percent, since 2010, as shown in Figure

[244] City of Dublin, General Plan, Amended 2/15/22, p. 1-3.
[245] City of Dublin, General Plan, Amended 2/15/22, p. 1-2.
[246] City of Dublin, General Plan, Amended 2/15/22, p. 8-4.

11-3. According to the DOF, the City of Dublin has the second fastest growing population in Alameda County next to the City of Oakland.

Figure 11-3: City of Dublin Population Growth, 2010-2022



The 2020 US Census data lists the City of Dublin population at 72,589. The California Department of Finance (DOF), however, shows a slight increase in population to 72,932 as of 2022 and an increase of nearly 27,000, or roughly 63 percent, since 2010, as shown in Figure 11-3. According to the DOF, the City of Dublin has the second fastest growing population in Alameda County next to the City of Oakland.

Projected Growth and Development

Alameda County household growth projections are anticipated to climb 54 percent by 2050 along with a 36 percent increase in jobs during the same time frame, as stated by the Association of Bay Area Governments (ABAG).[247] For the City of Dublin specifically, the total population is expected to increase by 35 percent between 2020 and 2035 to approximately 97,995. The total amount of jobs are forecasted to increase by 30 percent over that same time frame.

The City of Dublin indicates that current residential development plans are targeted in a few planning areas such as the Dublin Crossing Specific Plan Area for the multi-phased Boulevard

[247] Association of Bay Area Governments, https://www.planbayarea.org/sites/default/files/FinalBlueprintRelease_December2020_GrowthPattern_Jan2021Update.pdf, accessed 4/27/22.

project. Nearly 25 additional project applications or permit and zoning reviews are also underway for other residential and commercial developments throughout the City, including affordable senior housing, an IKEA retail center, schools, restaurants, and car dealerships.[248]

In terms of fire and emergency services provided to the City by ACFD, ACFD reports that these rapidly changing growth patterns will affect service demand.[249]

There are a number of significant developmental projects in various stages of planning and construction within the City of Dublin. Several of these projects are outlined in Figure 11-4. These developments are aligned with the City's planning and land use documents such as the Downtown Dublin Specific Plan and the General Plan. Many of these projects have been ongoing over several years and largely include commercial, mixed use, and residential facilities.

Figure 11-4: City of Dublin Planned or Proposed Development Projects, 2023

CITY OF DUBLIN DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
SCS Dublin	650	265,000
H Mart		11,739
Nissan Commercial Car Wash		3,574
Moller Ranch/Tassajara Hills	370	
Dublin Family Affordable Apartments	176	
Branaugh Property	97	
Infiniti Dealership		10,461
Hacienda Crossings Drive-Through Restaurant (Chick-fil-A)		2,781
Dublin Senior Living	152	
Dublin Crossing Phase 2 & 3	1,995	200,000
Dublin Crossing Phase 1	453	
Dublin Crossing Phase 4 & 5	510	

[248] City of Dublin, https://dublin-development.icitywork.com/, accessed 4/27/22.
[249] Alameda County Fire Department, SoGo Survey Response, July 2021.

East Ranch SDR NH 1, 2, 4 and Zero Lot Line Product	298	
East Ranch (Croak Property)	573	
McDonald's SDR		4,394
St. Patrick Way (Avalon West)	499	
Amador Station	300	
Regional Street Senior Affordable Housing	113	
Grafton Plaza Daycare & Retail		31,860
Ashton at Dublin Station	220	
Westin Hotel		163,133
Kaiser Commercial – Nissan		35,000
Cambria Hotel		89,700
TOTAL	6,406	817,642

Growth Strategies

ACFD stated that collaboration with the City of Dublin, as well as the other cities in its service area, will be vital to be able to meet demand through continued periods of growth. This will include communicating forecasted needs based on analysis of the City's population projections, development plans, and employee turnover and attrition, in order to estimate staffing needs.[250]

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.

[250] Alameda County Fire Department, SoGo Survey Response, July 2021.

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUC) that meet the basic, State-mandated criteria within ACFD's service area, including the City of Dublin.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Dublin Fire Department has the financial ability to continue to provide services. Although the Fire Department has funded growing expenditures, the majority of the funding has come from City General Fund contributions. These contributions have been growing faster than average City revenue growth, affecting funding for other services. The City's revenues, like most agencies, experienced a substantial adverse impact from COVID-19; the City responded with reductions in various expenditures. The City has expressed concerns that "...if financial markets remain volatile because of the pandemic, it is likely that pension costs will rise, and unfunded liability will grow."[251]

Revenues and Expenditures

From FY2017-18 through FY2021-22 the Fire Department's expenditures have grown at a four percent average rate, slightly higher than inflation. The need for City General Fund contributions has grown as Fire Department charges for services decreased with reduced development due to the pandemic.

Reserves

The City's fund balances had shown growth prior to the pandemic, then dropped aby ten percent or more as revenues declined and reserves were required to help maintain services. The City has maintained reserves that exceed its policies; as of June 30, 2021 the cash flow reserves, which are part of the Unassigned Fund Balance, were above the minimum at approximately nine months, which were over the desired target of four months.[252]

[251] City of Dublin Fiscal Years 2020-21 and 2021-22 Budget, p. J-10.
[252] City of Dublin, Notes to Basic Financial Statements For the year ended June 30, 2021, p. 76.

Fire Services

Since 1997, the City of Dublin has contracted with ACFD to provide numerous fire suppression, fire prevention, and emergency medical services such as fire inspection, public education, wildland and hazardous materials response, and paramedic services. There are also three specialized response teams available to the City through ACFD: the hazardous materials unit, the urban search and rescue unit, and the water rescue team unit. Figure 11-5 details the services provided by ACFD. If a service is not provided by ACFD, but is offered by another agency, it is indicated in the figure.

Figure 11-5: City of Dublin Fire Service Structure

SERVICE	AGENCY
Fire Suppression Services	
Structural Fire Protection	Alameda County Fire Department
Wildland Fire Protection	Alameda County Fire Department
Vehicle Fire Protection	Alameda County Fire Department
Ladder Truck Capabilities	Alameda County Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	Berkeley Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Alameda County Fire Department
Advanced Life Support – Non-Transport Provider	Alameda County Fire Department
Advanced Life Support Transport Provider	Alameda County Fire Department
Continuing Education Provider – Medical	Alameda County Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	Alameda County Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Alameda County Fire Department
Fire Safety Education – Adults/Seniors	Alameda County Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	Alameda County Fire Department

Fire Protection Planning	Alameda County Fire Department
New Commercial Construction Plan Reviews	Alameda County Fire Department
Public Education Provider (CPR, First Aid, etc.)	Alameda County Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Alameda County Fire Department
Fuel Reduction/Weed Abatement Program	Alameda County Fire Department
Smoke Detector Giveaway/Installation Program	Alameda County Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
First Responder Swift Water Rescue Program	Alameda County Fire Department
Water Rescue Program	Alameda County Fire Department
Ice Rescue Program	U.S. Coast Guard
Dive Rescue Program	Alameda County Sheriff's Office
Low angle Rope Rescue Program	Alameda County Fire Department
Helicopter Short/Long Haul Rescue Capabilities	California Highway Patrol
Response to Boating Accidents	Alameda County Fire Department
Rescue Dog Services	Alameda County Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Alameda County Fire Department
Hazardous Materials Response Team	Alameda County Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	Alameda County Fire Department
Mobile Incident Command/Communications Unit	Alameda County Fire Department
Fill Station for Self-Contained Breathing Apparatus	Alameda County Fire Department
Mobile Breathing Support Unit	Alameda County Fire Department
Community Emergency Response Team	Alameda County Fire Department
Chaplain Services	Alameda County Fire Department
Training Academy	Alameda County Fire Department
Emergency Operations Center Capabilities	Alameda County Fire Department
MISCELLANEOUS	
Public Service Assists	Alameda County Fire Department
Motor Vehicle Accident Response	Alameda County Fire Department

Welfare Checks	Alameda County Fire Department with local Police Departments
Public Safety Answering Point	Alameda County Fire Department
Fire/EMS Dispatch	Alameda County Fire Department
Fundraising Activities	Alameda County Fire Department
Firefighters Association – Non-Profit	Alameda County Fire Department
Auxiliary Association	Alameda County Fire Department

Collaboration

The City of Dublin works closely with neighboring cities and Alameda County to provide needed services to the community. The most extensive collaborative efforts are concentrated on fire and emergency services and law enforcement services. The City is one of five agencies that contract with ACFD. In addition to contracting with the cities of Newark, Emeryville, San Leandro and Union City for fire suppression and emergency services, ACFD has an automatic aid agreement with the City of Oakland, the City of Tracy, the San Ramon Valley Fire Protection District, and the Livermore-Pleasanton Fire Department. ACFD's agreement with Oakland and Berkeley includes a mutual aid response that covers the Berkeley-Oakland Hills area. A shared automatic aid agreement exists for providing service to Interstates 580, 880, and 680. There is also a State Mutual Aid Plan and a countywide mutual aid agreement for all fire departments in Alameda County.

Additionally, ACFD, as a component of the County, receives a variety of administrative services, and works in conjunction with the Alameda County Sheriff's Department, and Alameda County Emergency Medical Services. An agreement also exists between ACFD and California's Office of Emergency Services for dispatch needs.[253]

Regionally, ACFD's collaborations include participating in the governance of the dispatch center in Livermore through the County Advisory Board. Also, ACFD firefighters who are specially trained can be dispatched nationwide to assist with disaster response.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Much of the territory outside of the developed municipal areas within the County is categorized as SRA. The area to the east of the City of Dublin is

[253] City of Dublin, Adopted Budget FY20-21 and FY21-22, p. J-15.

identified as SRA. Unusually, some territory within the city limits to the north is designated as Federal Responsibility Area (FRA), where the federal government is responsible for combating wildland fires. This area is where the Camp Parks Army base is located, where base personnel would be responsible for fire protection services.

In conjunction with ACFD, CAL FIRE is utilized for hand crew services and helicopter services for fire suppression. ACFD also works hand in hand with local police departments for welfare checks, as well as the California Highway Patrol, the County's Sheriff's office, and the Coast Guard for assistance with rescue efforts.

Existing Demand

ACFD indicated it received a total of 42,363 service calls in FY 20.[254] This was an increase of roughly 19 percent since 2013. Of the service calls in 2020, 3,698 (8.7 percent) were for the City of Dublin. The call types are broken down in Figure 11-6. Previously, the City recorded 3,245 fire service calls for FY 19 in addition to conducting 5,722 inspections and completing 1,180 plan checks.[255] The most recent publication of the AFCD standards of coverage review in 2017 indicated that as of 2016, Station 17 had the sixth highest number of incidents that year amongst all of the Department's stations with 169.[256]

Figure 11-6: City of Dublin Fire and Emergency Medical Service Calls by Type, 2020

2020 Fire and Emergency Service Calls by Type									
	Structure Fires	Other Fires	EMS/ Rescue	Haz. Cond.	Service Calls	Good Intent	False Call	Cancelled Enroute	Total Calls
City of Dublin	34	55	2,458	73	344	146	333	255	3,698

Staffing

Of the City's budgeted, full-time equivalent positions for FY 22, 39.56 are for the Fire Department, yet only one of these is a city held position whereas the rest are contracted with ACFD. ACFD is responsible for staffing its department to directly provide services to the City of Dublin. The City is responsible for a portion of positions shared by the department at-large, which include fire and deputy fire chiefs, division chiefs, battalion chiefs, and administrative staff.

[254] Alameda County Fire Department, Sogo Online Survey Response, July 2021.
[255] City of Dublin, Adopted Budget FY20-21 and FY21-22, p. F-54.
[256] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 43, 9/1/17.

Minimum staffing per unit per day is considered three firefighters per each engine and truck company.[257] In the City of Dublin, Station 16 houses one engine company, Station 17 houses an engine company and a truck company, and Station 18 has an engine company and a patrol.

Objectives set by ACFD 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 states that newly hired paid firefighters are required to have Firefighter Recruit Academy training although the monthly training hours for firefighters varies.[258] ACFD provides 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.

Facilities and Capacity

The following information is specific to ACFD's operations within the City of Dublin. For more details about ACFD's facilities, see Chapter Four.

The City of Dublin is home to three of the 29 ACFD fire stations throughout the District as well as a reserve station (Station 15) that houses apparatus and equipment for ACFD's Reserve Firefighters. These stations are shown in Figure 11-7. There is also a fire prevention bureau within the City of Dublin, as there is within each agency that contracts with ACFD. The Dublin Fire Prevention Bureau is located in City Hall. The City is also home to administrative offices for the Department and serves as the office representing unincorporated areas of Alameda County including Ashland, Castro Valley, Cherryland, Livermore, San Lorenzo, and Sunol.

Figure 11-7: City of Dublin Fire Facilities

CITY OF DUBLIN ACFD FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 15 (Reserve)	5325 Broder Rd., Dublin, CA 94568	Alameda County		
Station 16	7494 Donohue Dr., Dublin, CA 94568	Alameda County		
Station 17	6200 Madigan, Dublin, CA 94568	Alameda County	2003	

[257] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 19, 9/1/17.
[258] Alameda County Fire Department, SoGo Survey Responses, July 2021.

Station 18	4800 Fallon Rd., Dublin, CA 94568	Alameda County	2003	
Dublin Fire Prevention Bureau	City Hall, 100 Civic Plaza, Dublin, CA 94568	City of Dublin	1966	
ACFD Vehicle Maintenance Facility	5777 Scarlett Court, Dublin, CA 94568	Alameda County		
Fire Administration & Alameda County Unincorporated Areas	6363 Clark Ave., Dublin, CA 94568	Alameda County		

In addition to its engine company, Station 16 houses a patrol, a water tender, and an air support unit. Due to the type of apparatus it holds, the stations focus is on coverage areas in the western and central portions of the City. These areas contain commercial, residential and wildland interface areas. Station 17 has an engine company and a truck company as well as a Type 3 engine and a water rescue boat. This station's coverage area is focused on the central portion of the City, but it also responds to calls in Dublin's western, central core, and eastern sections. The coverage area for Station 17 also consists of commercial and residential land uses and a major entertainment center. Station 18 has an engine company, one patrol, and one bulldozer. This station's response area is primarily in the eastern portions of the City and its response is concentrated on residential, high density housing, urban wildland interface areas, and Highway 580.[259]

Of the City's three fire stations, the 2017 Standards of Cover Risk Assessment shows that none of the stations have unit-hour utilization that nears the 20 percent threshold, which indicates a strained workload.[260] Overall, Department capacity appears sufficient, however, service should be continually reevaluated to ensure all sections of the City are receiving adequate response due to access issues, particularly on the west side.

Dispatch and Communications

There are a few ways the City of Dublin communicates with residents to transmit important health and safety information. These methods include broadcasting emergency messages over local radio, online, and utilizing its social media channels: Twitter, Facebook, Instagram, Youtube, Linkedin, Nextdoor, and Nixle.

[259] ACFD, https://fire.acgov.org/stations-and-facilities/, accessed 5/13/22.
[260] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 52-53, 9/1/17.

ACFD is responsible for coordinating dispatch communications for the City's service calls. The regional 9-1-1 dispatching center is known as the Alameda County Regional Emergency Communications Center (ACRECC) and is housed at the Lawrence Livermore National Laboratory (LLNL) along with the Alameda County Fire Communication Center (ACFCC).

ACRECC currently dispatches fire and medical calls for ACFD, the U.S. Army at Camp Parks Combat Support Training Center in Dublin, the cities of Alameda, Fremont, Livermore and Pleasanton, and the County EMS transport provider Paramedics Plus ambulance service. The Consortium, now known as the Advisory Board, is managed by a governing board made up of participating agencies. Each agency pays an annual amount with costs apportioned based on call volume as outlined in each contract for service.

Given that 9-1-1 calls may relate to a policing, fire or medical emergency, the calls are first routed by the telephone provider to the Public Safety Answering Point (PSAP). The first-response dispatcher immediately determines the type or need of the call and routes all fire and medical 9-1-1 calls to the ACRECC. The ACRECC simultaneously dispatches ACFD and the County EMS transport provider for ambulance transport services.

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while still effectively providing needed services. As previously mentioned, ACFD provides contract services to four agencies in addition to the City of Dublin for fire and emergency response services. To do this, it shares personnel, dispatching services, and facilities resources as necessary, not specifically in relation to the City of Dublin. Consolidating facilities and shifting personnel is not uncommon, for instance, Station 8 firefighters having been relocated to Station 20, which is the Lawrence Livermore National Laboratory site. Another example is that Station 15 currently houses ACFD Reserve Firefighters, apparatus and equipment even though it was previously the Office of Emergency Services and Dougherty Regional Fire Authority Station 3.[261]

An ACFD goal is to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

[261] Alameda County Fire Department, https://fire.acgov.org/AboutUs/facilities.page?, page accessed 3/9/22.

ACFD reports that collaboration with regional transport companies, in conjunction with other fire agencies and municipalities, to establish a fire-based ambulance transport model would particularly improve efficiencies in service delivery, especially EMS delivery.[262]

Infrastructure Needs

For the City of Dublin, fire station maintenance is outlined in its annual budget. Most of the budgeted needs are for routine maintenance and repairs. Identified improvements for FY 22 include implementing GPS Enabled Traffic Preemption and the Zone Haven Emergency Evacuation System.[263] There are capital improvement projects specific to ACFD in the County's Annual Capital Improvement Plan (CIP). For more information, refer to chapter 4.

Challenges

The most significant challenge facing the City of Dublin appears to be financial limitations as a result of the COVID-19 pandemic and its overall impact on the economy due to shelter-in-place restrictions that kept revenues limited, including many tax revenue streams, not including property taxes.[264]

Coupled with rapid population growth in the region, limited financing will continue to be a concern as it relates to staffing and development.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International) and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

Each of ACFD's contract cities maintains individualized performance measures according to its agreement. The applicable response time measure for City of Dublin is shown in Figure 11-8.

In contrast, the Department's response time goals are six minutes, exceeding those of the City by one minute from dispatch to arrival. The Department, however, gives a baseline goal of 7:30

[262] Alameda County Fire Department, SoCo Survey Responses, July 2021.
[263] City of Dublin, Adopted Budget FY20-22, p. F-54.
[264] City of Dublin, CAFR, 6/30/20, p. xi.

minutes total, including call processing.[265] Based on this measurement, as of 2016, the Department exceeded both standards across all three Dublin fire stations. Station 16 experienced the longest call to arrival response time average at 8:10, followed by Station 18 at 7:58 and Station 17 at 7:41.[266]

Figure 11-8: City of Dublin Response Time Policy

RESPONSE TIMES FOR ACFD AND CONTRACT CITIES		
AGENCY NAME	SINGLE UNIT INCIDENT	MULTIPLE UNIT INCIDENT
City of Dublin	Arrive within 5 minutes from the time the Company is first dispatched for 90% of incidents.	Arrival of first company on the scene within 5 minutes for 90% of all incidents. Remaining units should arrive on the scene of an incident within 10 minutes from when the first due company begins responding for 90% of all incidents.

Residential first alarm response, otherwise known as the Effective Response Force, has a goal of eight minutes travel time or 11:30 minutes total response time for a minimum of three engine companies, one truck company, and one Battalion Chief to arrive. Only some areas of each urban core are accessible within this timeframe and the situation worsens with the addition of congestion through the coverage area. This is particularly noticeable in the City of Dublin where units cannot reach the outer edges within eight minutes.[267] Despite these response times, a majority of fire stations in ACFD provide service in less than 8:00 minutes within the most urbanized areas. Any time that is gained by adding stations would not be cost effective.[268]

Fire services in the communities are classified by the Insurance Service Office (ISO), as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. ACFD's most recent ISO rating was done in 2015, and it was given an ISO PPC rating of 01/1Y, which is the top classification available. The first number means a home is no more than five road miles from a fire station and 1,000 feet from a water supply such as a hydrant. The second classification, Y, refers to the properties further than 1,000 feet from a fire hydrant but within five road miles of a recognized fire station.[269]

ACFD has not provided information as to whether any complaints regarding fire service for the City of Dublin were received in FY 21.

[265] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 44, 9/1/17.
[266] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 49, 9/1/17.
[267] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 32, 9/1/17.
[268] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 50, 9/1/17.
[269] Alameda County, Public Protection Classification Summary Report, p. 7, July 2015.

City of Dublin Fire MSR Determinations

Growth and Population Projections

11-1: The population of the City of Dublin was 72,932 in 2022. Its growth rate has been increasing rapidly, having increased more than 63 percent between 2010 and 2022.

11-2: Growth in the City is projected to increase by 35% between 2020 and 2035 to a total of roughly 97,995.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

11-3: The City of Dublin does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

11-4: Overall, Department capacity appears sufficient, however, service should be continually reevaluated to ensure all sections of the City are receiving adequate response due to access issues, particularly on the west side. Additionally, the City should monitor population projections and development plans to ensure they align with city planning efforts to adequately accommodate growth and the related increase in demand for fire and emergency medical services.

11-5: The City of Dublin has its fire and emergency response service needs adequately met by ACFD, with three staffed fire stations throughout its boundaries. There should, however, be continued reevaluation of the service area and response times to ensure areas outside of the city center, particularly in the west, are receiving adequate services.

11-6: Infrastructure needs are currently being met by the City of Dublin as planned and expensed in its budget for capital improvements. A majority of identified needs are addressed with regular maintenance.

Financial Ability of Agencies to Provide Services

11-7: The City of Dublin Fire Department has the financial ability to continue to provide services. Continued expenditure growth has been increasingly funded by the City's General Fund. The City is concerned about continued pandemic impacts on its revenues and fund balances, and financial instability, which could worsen pension liabilities and adversely affect services.

Status of, and Opportunities for, Shared Facilities

11-8: The City's fire service structure relies heavily on facility and resource sharing with ACFD, the County, and other providers in the region.

11-9: The City contracts with ACFD and one of the Department's goals is to consolidate facilities and resources. One possibility for collaboration that should be pursued is between regional transport companies, other fire agencies, and municipalities in order to provide more efficient service delivery, especially EMS delivery.

11-10: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

11-11: The City of Dublin abides by all legislative obligations for accountability and governance practices.

11-12: The City of Dublin demonstrated transparency when sharing information for the creation of this report.

11-13: No governance structure alternatives specific to the City of Dublin were identified over the course of this review, however, ACFD, in contract with the City, has a goal to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

12. CITY OF EMERYVILLE FIRE SERVICES

AGENCY OVERVIEW

BACKGROUND

The City of Emeryville is one of five cities that contracts with the Alameda County Fire Department (ACFD) for fire suppression and emergency medical services.

The City of Emeryville is located in the San Francisco Bay Area of Alameda County, bordered by the City of Berkeley to the north and the City of Oakland to the south and east.

The City of Emeryville was initially incorporated in 1896 as a general law city. In 2014, however, voters passed Measure U establishing Emeryville as a charter city. Since 1984, the local government has been served by a City Council and City Manager form of government and provides a full suite of services from development services to community and general administrative services.[270] While the City of Emeryville provides many municipal services, the focus of this review is on fire protection, emergency medical, and other related services offered by the City.

The City of Emeryville was last included in an MSR Update that was adopted in 2018 and was part of a Public Safety Services MSR by Alameda LAFCO that was adopted in 2004.

BOUNDARIES

As part of Alameda County, the City of Emeryville rests along the eastern shore of the San Francisco Bay, opposite of the City of San Francisco, and bordered by the City of Berkeley to the north and the City of Oakland to the east and south.[271] With an area of 1.2 square miles in size, the City is small; however it is strategically located in the center of the Bay Area near the convergence of many major transportation access points including Interstates 80, 880, and 580, as well as the east landing of the Bay Bridge.[272] Figure 12-1 depicts the City's boundaries, which is also the service area for services provided by ACFD by contract.

[270] City of Emeryville, CAFR, FY20, p.i.
[271] City of Emeryville, CAFR, FY20, p.ii.
[272] City of Emeryville, https://www.ci.emeryville.ca.us/68/Emeryvilles-History, and https://www.ci.emeryville.ca.us/69/Location, accessed 5/5/22.

Extra-territorial Services

The City of Emeryville does not provide services outside of its boundaries but does contract with ACFD, which is responsible for the execution of fire and emergency medical services within the city limits. ACFD's fire stations that serve the City of Emeryville, may also provide services outside of the city limits based on auto and mutual aid agreements.

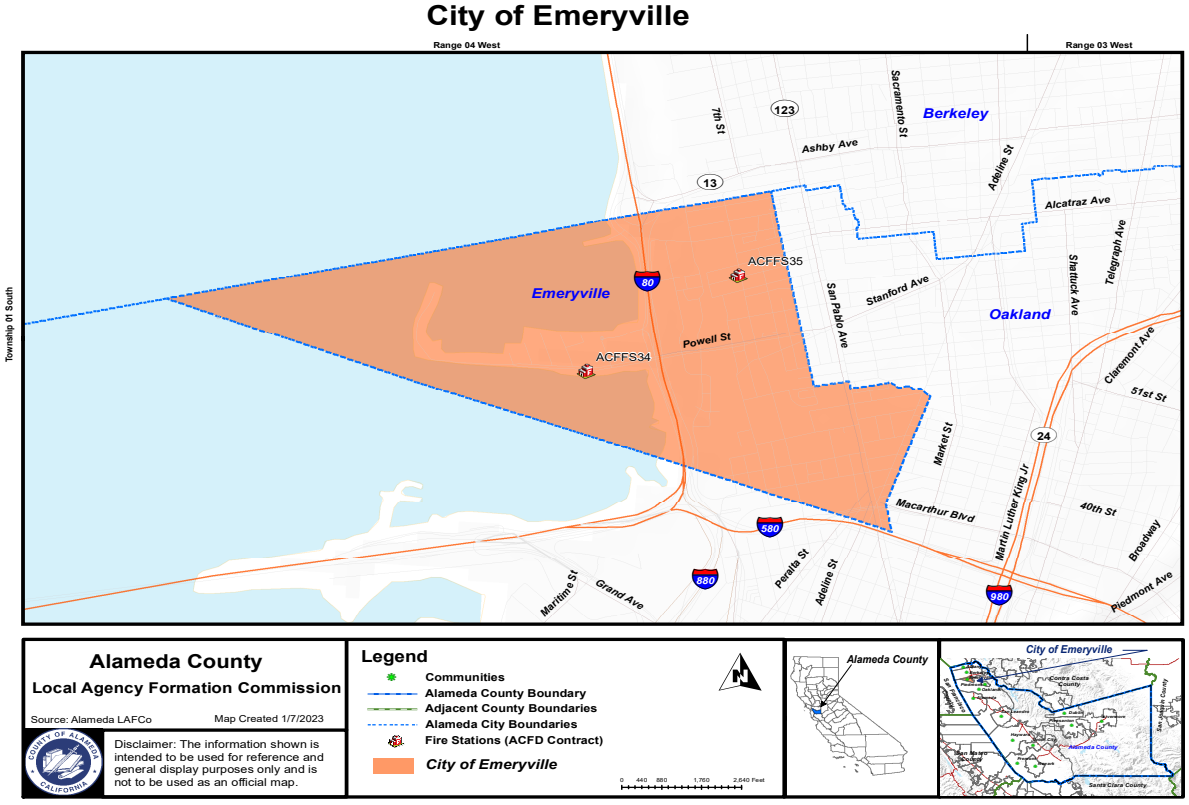
Unserved Areas

There are no unserved areas in the City of Emeryville. ACFD is able to provide services throughout the bounds of the City of Emeryville with access to its two fire stations (34 and 35) centrally located within the city limits.

Sphere of Influence

The City of Emeryville's sphere of influence is coterminous with its city limits, as the City is surrounded by the incorporated territory of the cities of Berkeley and Oakland and the Bay on all sides with no potential for expansion. The current SOI for the City of Emeryville was last reaffirmed on January 12, 2018.

Figure 12-1: City of Emeryville Boundaries and SOI



Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of Emeryville has a Council-Manager government structure. Five councilmembers are elected at large to four-year staggered terms. The councilmembers then select a Mayor and Vice-Mayor amongst themselves. The City Manager is appointed by the City Council. The City Council and the City Manager also serve as the Successor Agency and Executive Director of the Emeryville Redevelopment Agency. Current board member names, positions, and term expiration dates are shown in Figure 12-3.

The governing body meets every first and third Tuesday of the month (except for the first Tuesdays in January and August) at 7:16pm in the Council Chambers at City Hall located at 1333 Park Avenue in Emeryville. Agendas for each weekly meeting are posted online, with each live streaming video broadcast, and through the City Clerk's office. Board actions and meeting minutes are available online through the City's website. The public has access to live audio/visual broadcasts via City of Emeryville TV channel 27, live streaming video, and archived audio and/or visual webcasts of Council meetings for viewing online.

Figure 12-2: City of Emeryville Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large
Length of Term	4 years, staggered terms
Meetings	First and third Tuesday of each month at 7:16pm Emeryville City Hall 1333 Park Avenue Emeryville, CA 94608 Streamed online and broadcast on TV
Agenda Distribution	Posted online and available through the City Clerk
Minutes Distribution	Posted online

COUNCIL MEMBERS				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
John Bauters	Mayor	2024	Elected	4 Years
Courtney Welch	Vice Mayor	2024	Elected	4 Years
David Mourra	Councilmember	2026	Elected	4 Years
Kalimah A. Priforce	Councilmember	2026	Elected	4 Years
Ally Medina	Councilmember	2024	Elected	4 Years

CONTACT	
Contact	Christine Daniel, City Manager
Mailing Address	1333 Park Avenue, Emeryville, CA
Phone	510-596-4371
Email/Website	cdaniel@emeryville.org, https://www.ci.emeryville.ca.us/

The City of Emeryville participates in community outreach such as city festivals, educational and enrichment activities, guidance for businesses and sustainability efforts, and crime prevention and emergency preparedness programs. The City also promotes engagement through its website and social media, apps such as SeeClickFix, and a subscription newsletter. Additionally, ACFD has specific fire prevention and emergency safety programs available to City of Emeryville residents as well.

All complaints concerning the City of Emeryville or any of its employees are handled by the appropriate department and escalated as needed.

In accordance with the California Fair Political Practices Commission, Form 700 should be filed by the City's councilmembers. In the case of the City of Emeryville, all councilmembers have current filings for Form 700, indicating transparency of their economic interests.

The City has adopted and regularly updates its Conflict-of-Interest code as required by law.

There is legislation in effect to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Emeryville is in compliance with this regulation.

The City of Emeryville, and ACFD on the City's behalf, demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in a number of its planning and management documents, particularly in the annual budget and General Plan. Additionally, being that the City contracts with ACFD for services, ACFD also abides by its own planning and management practices as outlined below.

ACFD's FY 21 budget indicates it has 559 authorized positions. This is an increase of 12, year over year since FY 19. Of these 559 positions, 511.42 are considered full-time equivalents for both management and non-management positions. Additionally, the department indicates it has 100 reserve firefighters to help fulfil the variety of services offered.[273] The Fire Chief oversees four branches—Operations, Communications and Special Operations, Administrative Support Services, Fire Prevention and Community Outreach. Each branch has its own divisions. The Training division falls under the Operations branch, the EMS, Information Technology, and Special Operations divisions are part of the Communications and Special Operations branch, and the divisions for Fleet Management, Financial Services, Facilities, and Human Resources are part of the Administrative Support Services Branch.

The Fire Chief provides the leadership and management overall. The Deputy Chief for Operations oversees the training division, three Operation Divisions, and the reserve program. The Administrative Services Director oversees Administrative Support Services by managing contracts and services, facilities, financial services, fleet management, and human resources. The Deputy Chief for Communications and Special Operations manages the Alameda County Regional Emergency Communications Center (ACRECC), EMS, information technology,

[273] Alameda County Fire Department, https://fire.acgov.org/AboutUs/aboutus.page, April 19, 2022.

Alameda County Operations Area & California Incident Command Certification Center (CICCS), and Special Operations.

ACFD, as a component of the Alameda County government, is required to conduct value-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 of their respective battalions on an on-going basis. ACFD also conducts annual personnel evaluations. Managers annually review goals and objectives for the coming year and goal achievements for the previous year. ACFD monitors its workload through the chief officer performance reviews, which identify staffing and resource deficiencies.

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

ACFD's finances are managed by the County. County financial planning documents include an annual budget and Comprehensive Annual Financial Report (CAFR). In addition, ACFD has financial statements audited annually. The District's capital needs are included in the County's Capital Improvement Plan (CIP). ACFD adopted a Fire and Emergency Services Strategic Business Plan; the most recent update was for the years 2015-2019. Additionally, the District participates in the Region II plan for the Office of Emergency Services.[274]

The City of Emeryville has a collaborative relationship with ACFD via a contractual agreement. Together, the agencies work to forecast staffing needs as needed based on population growth and development plans and analyze employee turnover and attrition in order to meet hiring demands. Response times and response levels are indicated in the City's contract with ACFD and are tools for measuring satisfactory service levels. The Fire Chief is designated to act as the direct liaison to the City Manager and is obligated to attend, or provide a representative to attend, meetings as needed including City Council meetings, and to discuss the budget, operations, and other topics that may arise. ACFD is directed to maintain records sufficient for fulfilling reporting obligations and to undergo an independent, yearly audit of ACFD's financial performance. ACFD must also adhere to community complaints guidelines

[274] Alameda County Fire Department, Survey Response, July 2021

and inform the City Manager of complaints relating to the services provided by ACFD. Per the contract, the City is entitled to a representative on the ACFD Fire Advisory Commission as well as the Executive Management Oversight Committee, which meets quarterly. [275]

A critical planning tool for the City of Emeryville affecting wildfire hazards resulting from climate change is its Climate Action Plan 2.0 adopted in 2016. In accordance with the State of California targets, the City of Emeryville aims to reduce greenhouse gas emissions to 40 percent below baseline levels by 2030 and 80 percent below baseline levels by 2050. The plan consists of 17 mitigation goals, five adaptation goals, and over 100 combined initiatives for 2030, and five long-term strategies for 2050. The plan indicates at there is limited exposure to wildfire hazards from climate change due to Emeryville's location along the urbanized area of the San Francisco Bay.

Existing Demand and Growth Projections

Land Use

The City of Emeryville consists of approximately 768 acres or 1.2 square miles. Development goals primarily must be met through redeveloping existing land and rehabilitating older buildings since the City is nearly entirely built out.[276] The City of Emeryville is presently focused on mixed use land space that will balance employment opportunities with residential availability.[277] Most of the current land space is designated for planned unit developments that are centrally located within the City's planning area. A majority of these developments are located south of Powell Street between Shell Mound Street on the west and Hollis Street on the East.

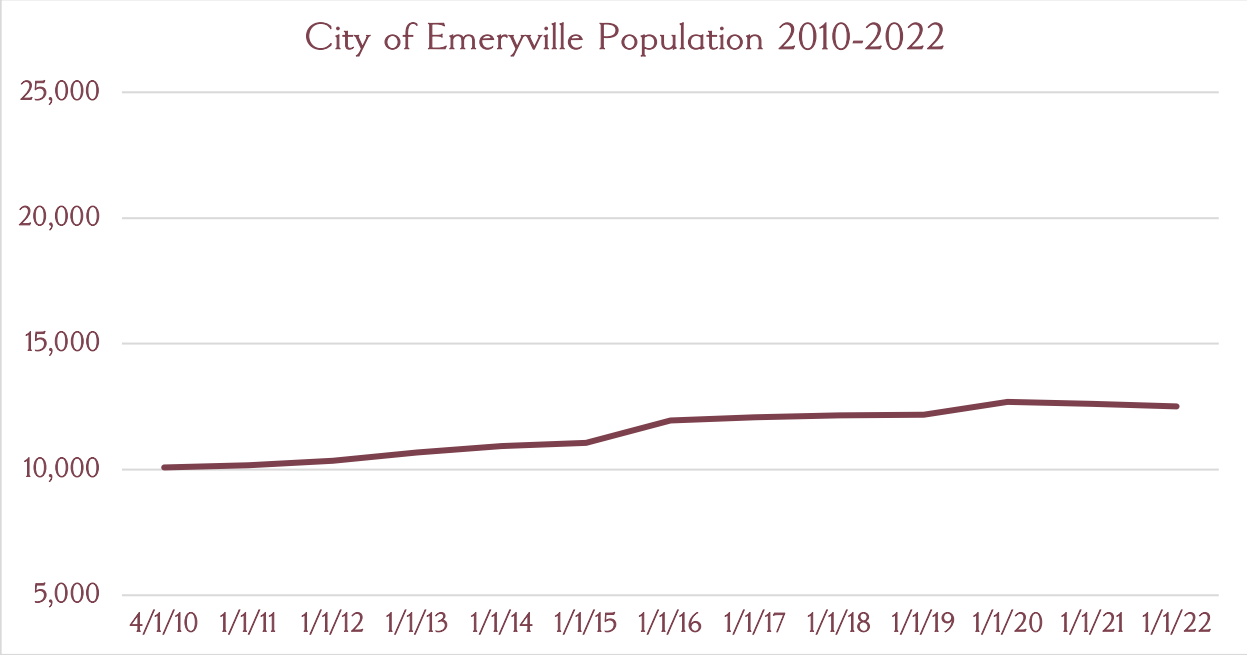
The General Plan guides the development of this land, while the Safety Element specifically indicates goals and policies for the land area as it relates to fire and emergency services. Currently, the plan lists urban fires as the primary threat to the Emeryville area, especially urban fires resulting from an earthquake. Continued efforts are, therefore, outlined to ensure evacuation routes, regulations of roadway widths to accommodate emergency vehicles and equipment, and sufficient water flow in the event of fire.[278]

[275] Alameda County Fire Department, ACFD and City of Emeryville Contract Agreement, updated June 30, 2018.
[276] City of Emeryville, General Plan, 2-2, Amended through 9/3/2019.
[277] City of Emeryville, General Plan, 2-2, Amended through 9/3/2019.
[278] City of Emeryville, General Plan, 6-19, Amended through 9/3/2019.

Current Population

The 2020 US Census estimates the City of Emeryville's population for April 2020 as 12,905 residents, which is 28 percent growth from a population of 10,080 in 2010. More recently, annual population estimates by the California Department of Finance (DOF) indicate a slight decrease in the City's population with an estimated population of 12,497 as of January 1, 2022 or a decrease from 2020 of 3.2 percent. The City's population trend over the last 10 years is shown in Figure 12-3.

Figure 12-3: City of Emeryville Population Growth, 2010-2022



Projected Growth and Development

Based on Association of Bay Area Governments (ABAG) growth projections, the total population of the City of Emeryville is expected to increase by approximately 51 percent between 2020 and 2035. In contrast, the entire area within ACFD is anticipated to grow by an average annual growth rate of 0.8 percent by 2035.[279] Increases in the number of multifamily housing units and jobs is also expected. ABAG data shows multifamily housing is projected to grow by 62 percent between 2020 and 2035, whereas single family dwelling units are anticipated to stay stable. Employment is projected to grow marginally by approximately two percent over the same time period.

[279] Association of Bay Area Governments, http://projections.planbayarea.org/, Projections 2040 by Jurisdiction download, accessed 6/13/22.

In terms of growth effects on fire and emergency services provided to the City by ACFD, the City expects vertical growth as a majority of land within the city limits is built out. Coupled with the aforementioned anticipated increases in jobs and population, there is potential for growth patterns to affect service demand. In particular, the City has outlined 1) the potential need for equipment that is better able to accommodate the City's urban environment, 2) the impact traffic congestion would have on response times, and 3) the potential for urban fires to have a greater effect on people due to the City's high population density.[280]

A significant number of major development projects are underway in the City of Emeryville as shown in Figure 12-4. Largely, these plans are for residential facilities, although there are mixed use spaces included as well. This type of development reflects the City's anticipated population growth expected over the next ten years, as mentioned above.

Figure 12-4: City of Emeryville Planned or Proposed Development Projects, 2023

CITY OF EMERYVILLE DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
Christie Sites	367	
9 Anchor Drive	54	
3637 Adeline Supportive Housing	90	
5801 Christie Mixed Use Project	94	
Intergenerational Affordable Housing	68	
Life Sciences Tower	30	
Multi-Unit Residential Project	24	
Nellie Hannon Gateway	90	
Bay Street Grocery Store		48,500
Baker Metal Live/Work	17	
The Emery Building D	184	
The Emery Building C	122	944
Bayview Emeryville Apartments	186	
The Emery Building B1	64	2,241

[280] City of Emeryville, General Plan, 2-2, Amended through 9/3/2019.

The Emery Building B2	130	3,025
TOTAL	1,520	54,710

Growth Strategies

ACFD stated that collaboration with the City of Emeryville, as well as the other cities in its service area, will be vital to be able to meet demand through continued periods of growth. This will include communicating forecasted needs based on analysis of the City's population projections, development plans, and employee turnover/attrition, to estimate staffing needs.[281]

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUCs) that meet the State-mandated criteria within ACFD's service area, including Emeryville.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Emeryville Fire Department has the financial ability to continue to provide services. The City has continued to increase funding to the Fire Department from the City's General Fund despite City revenues declining 20 percent from their peak in FY2018-19. A number of pro-active measures enabled the City to maintain its reserve targets.

Revenues and Expenditures

Since FY2017-18 the Fire Department's expenditures have grown at a 5.7 percent average rate, but slowed to 2 percent in the FY2021-22 budget. As noted in the City's budget, "...the City's primary revenue streams (sales tax, hotel tax, business license tax and cardroom tax), were all negatively affected by the pandemic. While all are recovering, industries are reacting differently to the recovery and each will take a different amount of time."[282] Fire Department fees and permits revenue declined substantially with reduced development, and net General Fund contributions continued to grow.

[281] Alameda County Fire Department, SoGo Survey Response, July 2021.
[282] City of Emeryville City Budget Fiscal Year 2021-2022, pg. v.

Fund Balances and Reserves

The City has taken steps to defer costs and capital projects and maintain a number of positions vacant. Although unrestricted funds have declined, the City has continued to maintain its minimum General Fund reserve requirements equal to 50 percent of operational costs.

Fire Services

Service Overview

Since 2012, the City of Emeryville has contracted with ACFD to provide numerous fire suppression, fire prevention, and emergency medical services such as fire inspection, public education, wildland and hazardous materials response, and paramedic services. There are also three specialized response teams available to the City through ACFD: the hazardous materials unit, urban search and rescue unit, and the water rescue team unit. Figure 12-5 details the services provided by ACFD. If a service is not provided by ACFD, but is offered by another agency, it is indicated in the figure.

Figure 12-5: City of Emeryville Fire Service Structure

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	Alameda County Fire Department
Wildland Fire Protection	Alameda County Fire Department
Vehicle Fire Protection	Alameda County Fire Department
Ladder Truck Capabilities	Alameda County Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	Berkeley Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Alameda County Fire Department
Advanced Life Support – Non-Transport Provider	Alameda County Fire Department
Advanced Life Support Transport Driver	Alameda County Fire Department
Continuing Education Provider – Medical	Alameda County Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services

Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	Alameda County Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Alameda County Fire Department
Fire Safety Education – Adults/Seniors	Alameda County Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	Alameda County Fire Department
Fire Protection Planning	Alameda County Fire Department
New Commercial Construction Plan Reviews	Alameda County Fire Department
Public Education Provider (CPR, First Aid, etc.)	Alameda County Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Alameda County Fire Department
Fuel Reduction/Weed Abatement Program	Alameda County Fire Department
Smoke Detector Giveaway/Installation Program	Alameda County Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	Alameda County Fire Department
Water Rescue Program	Alameda County Fire Department
Ice Rescue Program	U.S. Coast Guard
Dive Rescue Program	Alameda County Sheriff's Office
Low angle Rope Rescue Program	Alameda County Fire Department
Helicopter Short/Long Haul Rescue Capabilities	California Highway Patrol
Response to Boating Accidents	Alameda County Fire Department
Rescue Dog Services	Alameda County Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Alameda County Fire Department
Hazardous Materials Response Team	Alameda County Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	Alameda County Fire Department
Mobile Incident Command/Communications Unit	Alameda County Fire Department
Fill Station for Self-Contained Breathing Apparatus	Alameda County Fire Department
Mobile Breathing Support Unit	Alameda County Fire Department

Community Emergency Response Team	Alameda County Fire Department
Chaplain Services	Alameda County Fire Department
Training Academy	Alameda County Fire Department
Emergency Operations Center Capabilities	Alameda County Fire Department
MISCELLANEOUS	
Public Service Assists	Alameda County Fire Department
Motor Vehicle Accident Response	Alameda County Fire Department
Welfare Checks	Alameda County Fire Department with local Police Departments
Public Safety Answering Point	Alameda County Fire Department
Fire/EMS Dispatch	Alameda County Fire Department
Fundraising Activities	Alameda County Fire Department
Firefighters Association – Non-Profit	Alameda County Fire Department
Auxiliary Association	Alameda County Fire Department

Collaboration

The City of Emeryville is one of five agencies that contract with ACFD. In addition to contracting with the cities of Dublin, Newark, San Leandro and Union City for fire suppression and emergency services, ACFD has an automatic aid agreement with the City of Oakland, the City of Tracy, the San Ramon Valley Fire Protection District, and the Livermore-Pleasanton Fire Department. ACFD's agreement with Oakland and Berkeley includes a mutual aid response that covers the Berkeley-Oakland Hills area. A shared automatic aid agreement exists for providing service to Interstates 580, 880, and 680. There is also a State Mutual Aid Plan and a countywide mutual aid agreement for all fire departments in Alameda County.

Additionally, ACFD collaborates with the County to receive a variety of administrative services, and to work in conjunction with the Alameda County Sheriff's Department, and Alameda County Emergency Medical Services. An agreement also exists between ACFD and California's Office of Emergency Services for dispatch needs.[283]

Regionally, ACFD's collaborations include participating in the governance of the dispatch center in Livermore through the County Advisory Board. Also, ACFD firefighters who are specially trained can be dispatched nationwide to assist with disaster response.

[283] Alameda County Fire Department, SoCo Survey Responses, July 2021.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). A majority of the territory outside of the developed municipal areas within the County is categorized as SRA. None of the territory immediately adjacent to or within the vicinity of the City of Emeryville is categorized as SRA.

In conjunction with ACFD, CAL FIRE is utilized for hand crew services and helicopter services for fire suppression. ACFD also works hand in hand with local police departments for welfare checks, as well as the California Highway Patrol, the County's Sheriff's office, and the Coast Guard for assistance with rescue efforts.

Existing Demand

For FY 20, ACFD stated there were a total of 42,363 service calls overall. This is an increase of 19 percent since FY 13. Of those calls, 2,336, were for the City of Emeryville, which accounts for 5.5 percent of the total. The call types are broken down in Figure 12-6.

Figure 12-6: City of Emeryville Calls for Service, 2019-2020

2019-2020 FIRE AND EMERGENCY SERVICE CALLS BY TYPE									
	Structure Fires	Other Fires	EMS/ Rescue	Hazardous Conditions	Service Calls	Good Intent	False Call	Cancelled Enroute	Total Calls
City of Emeryville	24	36	1,370	26	148	110	332	290	2,336

Staffing

ACFD is responsible for staffing its department to directly provide services to the City of Emeryville. The City, however, is also responsible for a portion of positions shared by the department at-large. These positions include fire and deputy fire chiefs, division chiefs, battalion chiefs, and administrative staff. Minimum staffing per unit per day is considered three captains, three engineers, and three firefighters. Two staffed engine companies are primarily responsible for the City of Emeryville's emergency response. Each engine company has three firefighters, including a minimum of one paramedic. Battalion 4 also has a battalion chief on duty 24/7 to cover assigned territory, including the City of Emeryville.[284]

[284] City of Emeryville, Adopted Budget FY21-22, p. 144.

Objectives set by ACFD 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 states that newly hired paid firefighters are required to have Firefighter Recruit Academy training, although the monthly training hours for firefighters varies.[285] ACFD provides education that meets State-mandated requirements for Emergency Medical Technicians and Paramedics. Community service objectives include coordination of public education, events and disaster operation activities within the communities served.

Facilities and Capacity

The following information is specific to ACFD's operations within the City of Emeryville. For more details about ACFD's facilities, see Chapter Four in this report.

ACFD operates out of two fire stations within the City: Station 34 and Station 35. There is also a fire prevention bureau, as there is within each agency that contracts with ACFD. The Emeryville Fire Prevention Bureau is located in City Hall.

Major repairs were completed on Station 34 in 2015 and included energy efficient upgrades, such as solar panels, and upgrades to appliances as well as the heating and ventilation system.[286] Station 35 is considered the City's Emergency Operations Center (EOC). Capital improvements are currently being reviewed for Station 35 and include seismic upgrades as well as upgrades to increase energy efficiency and cosmetic improvements. Fuel tank and emergency generator improvements are also underway for both stations.

While ACFD did not outline any specific facility or capacity issues in relation to services provided to the City of Emeryville, it does echo the General Plan's concern for continuing to serve a rising number of residents at current staffing and facility levels.

Figure 12-7: City of Emeryville Fire Facilities

CITY OF EMERYVILLE ACFD FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 34	2333 Powell St., Emeryville, CA 94608	Alameda County	1989	
Station 35	6303 Hollis St., Emeryville, CA 94608	Alameda County		

[285] Alameda County Fire Department, SoGo Survey Responses, July 2021.
[286] Alameda County Fire Department, https://fire.acgov.org/stations-and-facilities/, accessed 5/2/22.

Emeryville Fire Prevention Bureau	City Hall, 1333 Park Ave., Emeryville, CA 94608	City of Emeryville		

Dispatch and Communications

There are a few ways the City of Emeryville communicates with residents to transmit important health and safety information. These methods include sharing information on its website, on social media, and through the City's cable access channel 27.

ACFD is responsible for coordinating dispatch communications for the City's emergency service calls. The regional 9-1-1 dispatching center is known as the Alameda County Regional Emergency Communications Center (ACRECC) and is housed at the Lawrence Livermore National Laboratory (LLNL) along with the Alameda County Fire Communication Center (ACFCC).

ACRECC currently dispatches fire and medical calls for ACFD, the U.S. Army at Camp Parks Combat Support Training Center in Dublin, the cities of Alameda, Fremont, Livermore and Pleasanton, and the County EMS transport provider Paramedics Plus ambulance service. The Consortium, now known as the Advisory Board, is managed by a governing board made up of participating agencies. Each agency pays an annual amount with costs apportioned based on call volume as outlined in each contract for service.

Given that 9-1-1 calls may relate to a policing, fire or medical emergency, the calls are first routed by the telephone provider to the public safety answering point (PSAP) dispatcher. The first-response dispatcher immediately determines the type or need of the call and routes all fire and medical 9-1-1 calls to the ACRECC. The ACRECC simultaneously dispatches ACFD and the County EMS transport provider for ambulance transport services.

Status of, and Opportunities for, Shared Facilities

As previously mentioned, ACFD contracts with four agencies in addition to the City of Emeryville for fire and emergency response services. To do this, it shares personnel, dispatching services, and facilities resources as necessary. Consolidating facilities and shifting personnel is not uncommon, for instance, Station 8 firefighters having been relocated to Station 20, which is the Lawrence Livermore National Laboratory site. Another example is that Station 15 currently

houses ACFD Reserve Firefighters, apparatus and equipment even though it was previously the Office of Emergency Services and Dougherty Regional Fire Authority Station 3.[287]

An ACFD goal is to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

ACFD reports that collaboration with regional transport companies, in conjunction with other fire agencies and municipalities, to establish a fire-based ambulance transport model would particularly improve efficiencies in service delivery, especially EMS delivery.[288]

Infrastructure Needs

Reliable infrastructure is crucial in fostering an efficient safety and emergency response in any city. To that end, there are several proposed projects and projects in development that address a variety of infrastructure needs throughout the City of Emeryville. Current plans are outlined in detail in the FY 19-24 Capital Improvement Program.

Some notable capital improvement projects listed in the program are currently in various stages of development and have a direct impact on fire and emergency response in terms of the ability to accommodate the number of residents these projects will support and navigate present and future traffic patterns throughout the City. These projects include:

- McLaughlin Eastshore State Park/Powell Street Bioswale—to improve stormwater drainage and prevent chronic flooding that negatively impacts eastbound vehicular traffic as well as the Powell Street bicycle lanes.
- Hollis Street Fire Station (Station 35)/Emergency Operations Center Upgrade—intended to complete building code and seismic structural upgrades, facility enhancements such as paint, parking lot slurry seal, and solar panels, communication and IT improvements, and various deferred maintenance projects.
- Police Administration Building—needed to accommodate growth and operational demands.
- Emergency Generator and Fuel Tank Upgrades—upgrades needed to keep the Police Station and Fire Stations 34 and 35 in proper working order for emergency use.

[287] Alameda County Fire Department, https://fire.acgov.org/AboutUs/facilities.page?, page accessed 3/9/22.
[288] Alameda County Fire Department, SoGo Survey Responses, July 2021.

- Geographic Information Systems (GIS) Development—needed for updating location data for analysis as well as use by 9-1-1 dispatch.

Challenges

A significant challenge facing the City of Emeryville will be creative ways to foster safe and efficient development in a city that is nearly completely built-out.[289] As with other cities that receive fire and emergency services from ACFD, advanced planning to address rapid population growth in the region will continue to be a priority to ensure adequate capacity to provide services.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International) and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

Each of ACFD's contract cities abides by individualized performance measures according to its agreement. See Figure 12-8 for agreed upon response times between ACFD and the City of Emeryville.

Figure 12-8: City of Emeryville Response Time Policy

RESPONSE TIMES FOR ACFD AND CONTRACT CITIES		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Emeryville	Arrive within 7 minutes from the time the Company is first dispatched for 90% of all incidents.	Arrival of first due company within 7 minutes from when they are first dispatched for 90% of incidents. Remaining units should arrive on the scene of an incident within 11 minutes from when the first due company begins responding for 90% of all incidents.

ACFD response times are based on NFPA 1710 standards for fire departments, and it reports response times to the County, the fire commission, and its contract cities. The City of Emeryville has its own response benchmarks per its contract with ACFD. The expected response times are the same for each agency. The criteria call for the arrival of the first

[289] City of Emeryville, General Plan, p.2-2, amended through 9/3/19.

company in a single unit incident within 7 minutes of dispatch for 90 percent of all incidents and within 7 minutes for 90 percent of multi-unit incidents with remaining units arriving on the scene within 11 minutes as shown in Figure 12-8. The City's agreement also outlines response conditions such as responding with a minimum of one engine company, one truck company, and one chief officer and that each engine and truck company be staffed with a minimum of 3 personnel. ACFD does satisfy its response expectations 90 percent of the time.

The City of Emeryville is not close enough to the stations in the City of San Leandro to receive first alarm coverage, however, ACFD's contract with the City of Oakland is well-prepared to cover this gap with access to engines, a ladder truck, and a chief officer.[290]

Fire services in the communities are classified by the Insurance Service Office (ISO), as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. ACFD's most recent ISO rating was done in 2015, and it was given an ISO PPC rating of 01/1Y, which is the top classification available. The first number means a home is no more than five road miles from a fire station and 1,000 feet from a water supply such as a hydrant. The second classification, Y, refers to the properties further than 1,000 feet from a fire hydrant but within five road miles of a recognized fire station.[291]

ACFD has not provided information as to whether any complaints regarding fire service for the City of Emeryville were received in FY 21.

For more specific information related to the Department's overall service adequacy, please refer to Chapter 4.

[290] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 31, 9/1/17.
[291] Alameda County, Public Protection Classification Summary Report, p. 7, July 2015.

City of Emeryville Fire MSR Determinations

Growth and Population Projections

12-1: The City of Emeryville's population was estimated to be 12,497 in 2022, which is approximately 24 percent overall growth from 2010.

12-2: With a projected 51 percent increase in population by 2035 within the City of Emeryville to approximately 18,870 residents, vertical growth is anticipated given that the current land use is mostly developed. This will impact the need for emergency equipment to accommodate this type of environment, increased traffic congestion, affect response times, and create additional staffing needs for the City of Emeryville/ACFD.

12-3: Urban fires are a primary threat to the City, in particular, as a result of an earthquake. Ongoing efforts must continue to ensure older buildings and new developments meet safety standards and offer effective evacuation routes.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

12-4: There are no DUCs within or contiguous to the City of Emeryville.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

12-5: While ACFD did not outline any specific facility or capacity issues in relation to services provided to the City of Emeryville, it does echo the General Plan's concern for continuing to serve a rising number of residents at current staffing and facility levels. Joint planning between ACFD and the City will be necessary to anticipate future service needs based on growth-induced demand.

12-6: The City of Emeryville has its fire and emergency response service needs adequately met by ACFD. The City regularly reviews the services provided by the District to ensure contract obligations are being met.

12-7: ACFD has not identified any current capacity issues for either of the fire stations located in the City of Emeryville. There are, however, capital improvements being made to both, including fuel tank improvements at both locations.

12-8: From technical needs to residential buildings, there are several infrastructure improvements that have been outlined in the City's planning documents. These projects will affect ACFD's future ability to provide adequate services amidst increased population density and the accompanying traffic burden placed on the City. It will also change the type of equipment needed to provide emergency services, as the City will experience primarily vertical growth.

Financial Ability of Agencies to Provide Services

12-9: The City of Emeryville Fire Department has the financial ability to continue to provide services. Continued expenditure growth has been increasingly funded by the City's General Fund. A number of proactive measures enabled the City to maintain its reserve targets.

Status of, and Opportunities for, Shared Facilities

12-10: ACFD currently shares its facilities, personnel, and dispatching services as a function of its contract with the City of Emeryville.

12-11: ACFD indicated there could potentially be additional opportunities for shared facilities by consolidating with other agencies or by extending contract services to additional cities.

12-12: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

12-13: The City of Emeryville follows legal requirements pertaining to its website and council structure. It participates in community outreach efforts and operates according to adopted planning documents. ACFD is included in these community outreach efforts, and the City's fire and emergency services policies and goals are being followed according to the safety element of the General Plan.

12-14: The City of Emeryville, and ACFD on behalf of the City, cooperated with efforts to obtain information during the review process.

12-15: No governance structure alternatives specific to the City of Emeryville were identified over the course of this review, however, ACFD, in contract with the City, has a goal to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

13. CITY OF FREMONT FIRE DEPARTMENT

AGENCY OVERVIEW

BACKGROUND

The City of Fremont was incorporated in 1956 upon the convergence of five area townships: Mission San Jose, Centerville, Niles, Irvington, and Warm Springs. Once home to the native Ohlones, settlement of the territory began as early as 1797.[292] Spanish priests initially founded the first inland mission in Mission San Jose, which helped establish the rich history of the land. John C. Fremont was influential in the expansion of this area as he charted a trail through Mission Pass, in turn, making the land more accessible to settlers.[293]

According to the 2020 U.S. Census, the population in the City of Fremont was 230,504. It is the fourth largest city in the Bay Area and the 96th most populated city in the nation. Located in the southeastern portion of the San Francisco Bay Area.

The City of Fremont is a general law city served by a City Council and City manager with six council districts. The City provides a variety of services including parks and recreational services, and public transportation. Although the City is a multi-service provider, this review is specific to its fire protection, emergency medical, and other related services.

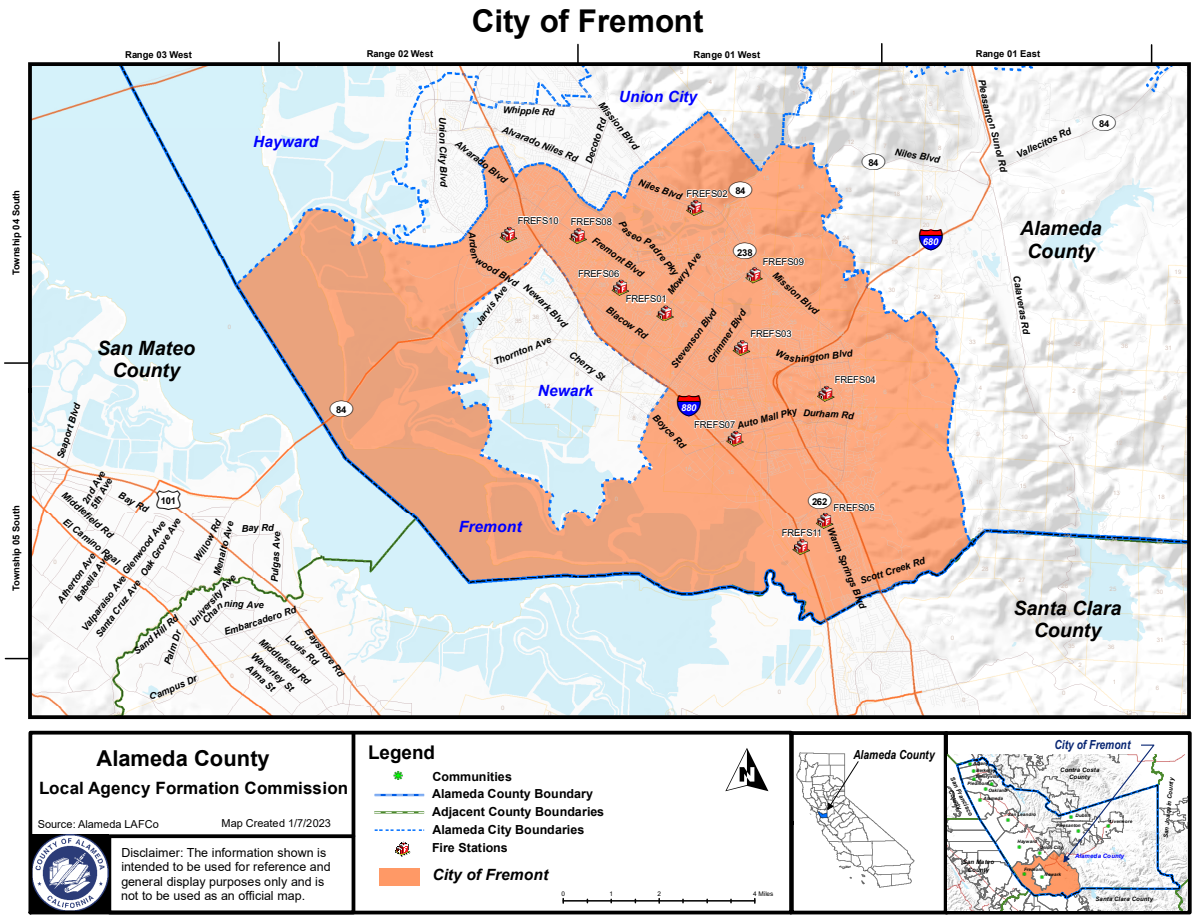
The City of Fremont was last included in an MSR Update by Alameda LAFCO that was adopted in 2018.

BOUNDARIES

The City of Fremont is comprised of 92 square miles, roughly 58,000 acres, and is situated in southwestern Alameda County. It abuts San Mateo County to the west and Santa Clara County to the south. Within the Alameda County border, the City of Fremont encircles the City of Newark from the Don Edwards National Wildlife Refuge along the San Francisco Bay to the City of Hayward in the northwest, the City of Union City to the north, and the City of Milpitas to the south. Unincorporated Alameda County is to the east of the City. Figure 13-1 depicts the City's boundaries sphere of influence.

[292] City of Fremont, General Plan adopted December 2011, Introduction, p. i-22.
[293] City of Fremont, FY21-22 Adopted Operating Budget, p. 25.

Figure 13-1: City of Fremont Boundaries and SOI



Extra-territorial Services

The City of Fremont does not provide services outside of its SOI.

Unserved Areas

The City of Fremont indicates in its most recent General Plan (2011) that several residential areas were unable to be adequately serviced by the City of Fremont Fire Department (FFD) within its goal response time. While improvements to fire service were expected to correct this for most portions of the territory, the Hill Area would still be at risk. Additional residential development is also planned near the base of the hills, which poses its own threat, primarily due to the relative proximity to open brush and grassland. For this reason, these areas have designated requirements similar to a Very High Fire Hazard Severity zone.[294]

[294] City of Fremont, General Plan adopted December 2011, Safety, p. 10-30.

Sphere of Influence

The sphere of influence for the City was last reaffirmed in January 2018 and is generally contiguous with the city limits. There is one small portion of the SOI to the northwest, adjacent to the City of Union City, and two areas to the east in unincorporated Alameda County that are outside of City bounds.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of Fremont has a government structure with a City Manager and an elected mayor. There are six council members based on six districts within the City who serve staggered four-year terms on the City Council. Current council member names, positions, and term expiration dates are shown in Figure 13-2.

The City Council meets every first, second, and third Tuesday of the month at 7pm at City Hall. Agendas for each weekly meeting are posted the Thursday (or at least 72 hours) before a regularly scheduled meeting, although there are times the agenda is posted on Fridays. Agendas are posted online as are Board actions and meeting minutes. Through the City's website, the public has access to live audio/visual webcasts and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience. Comcast subscribers are able to watch live meetings on Channel 27.

Figure 13-2: City of Fremont Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large.
Length of Term	4 years for supervisors, board president chosen every two years
Meetings	1st, 2nd, 3rd Tuesday of each month at 7pm

			City Hall, Building A City Council Chambers 3300 Capitol Ave. Fremont, CA 94538		
Agenda Distribution			Posted online.		
Minutes Distribution			Posted online.		
COUNCIL MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
Lily Mei		Mayor	2024	Elected	4 Years
Teresa Cox	6	Vice Mayor	2024	Elected	4 Years
Teresa Keng	1	Councilmember	2024	Elected	4 Years
Desrie Campbell	2	Councilmember	2026	Elected	4 Years
Jenny Kassan	3	Councilmember	2026	Elected	4 Years
Yang Shao	4	Councilmember	2026	Elected	4 Years
Raj Salwan	5	Councilmember	2024	Elected	4 Years
CONTACT					
Contact			Karena Shackelford, City Manager		
Mailing Address			3300 Capitol Ave., Building A		
Phone			510-284-4000		
Email/Website			cof@fremont.gov, Fremont.gov		

The City of Fremont participates in community outreach events such as annual city festivals, holiday activities, job fairs, summer concert series, rides for seniors and disabled residents, and community educational programs. The FFD has specific fire prevention and emergency safety programs available to residents, such as a smoke alarm program, fire extinguisher demonstrations, and fire station tours.

All members of the City of Fremont's City Councilmembers have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in with their economic interests.

There is also a conflict-of-interest code and bylaws outlined in the municipal code as lawfully required.

All complaints concerning the City of Fremont or any of its employees are investigated, and a response is provided to the complainant. Constituents are able to file complaints in a number

of ways, including online, via the Fremont App, and by phone. All complaints are handled by the appropriate department and overseen by the City Manager as needed.

There is legislation in effect to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. Access to meeting agendas is not to be realized through a drop-down menu or as a secondary link, but as a direct link on the homepage of an agency's website. To comply with this regulation, the City of Fremont is advised to create a direct link to meeting agendas on the homepage of its website.

The City of Fremont demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in a number of its planning and management documents, particularly in the annual budget and General Plan. Other planning documents that are integral to the FFD are the City's strategic plan, local hazard mitigation plan, and climate action plan.

The FFD is comprised of the following four branches and is overseen by the Fire Chief who provides overall leadership and management to the Department overall: Administration, Operations, the Fire Prevention Bureau, and Training/Emergency Medical Services.

The City conducts value-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.

Standards for measuring staff performance should also be clear, however, information on the evaluation process for FFD fire personnel was not available.

To ensure fire service efficiency and effectiveness, FFD has set policy goals and objectives. The FFD's primary mission is to prevent and minimize loss of life and property due to fire, medical, and rescue emergencies, hazardous materials, and disasters. The Department also strives to ensure that local, State and federal mandated and discretionary service levels are maintained within the communities served.

FFD's finances are overseen by the City's finance department with budgetary approval given by the City Council. The City's financial planning documents include an annual budget, a capital improvement budget, and a Comprehensive Annual Financial Report (CAFR). In addition, FFD has financial statements audited annually.

Fire department staffing needs are reviewed based on population growth, development plans, and budgetary considerations. Employee turnover and attrition is also analyzed in order to meet hiring demands. Response times and response levels are tools for measuring satisfactory service levels.

With the rise of area wildfires and drought, a critical component of the City of Fremont's planning has become its Climate Action Plan. This serves as a guiding document focused on ways in which the community and City can reduce greenhouse gas emissions, meet the City's long-term climate action goals, and promote a healthy, prosperous community. The City's current plan was adopted in 2012 and outlined the goal of reducing greenhouse gas emissions by 25 percent by 2020 based on 2005 levels.[295] An update to this plan, titled Climate Ready Fremont, is currently in the process of being drafted.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The City of Fremont encompasses 92 square miles of mixed-use land with open space comprising the largest utilization, or roughly 45 percent of the City's area. Public and institutional spaces comprise 26.4 percent, followed by residential uses taking up 16.27 percent of the City's land according to the 2011 GP. Of that 16.27 percent of residential space, the vast majority is suburban-style single family homes.[296]

[295] City of Fremont, Climate Action Plan, Adopted 2012, p. VII.
[296] City of Fremont, General Plan, Adopted 2011, Land Use, p. 2-6.

The City of Fremont has a diverse topography with baylands in the west and hills situated to the east. There are three categories of open space within the City: conservation, agriculture, and private. Conservation accounts for the largest usage of land acreage, much of which is privately owned vacant land and limited in terms of development due to its unsuitable terrain and limited accessibility. The City's history is rooted in agricultural use, however, after its incorporation led to rapid growth, it gave way to more commercial and industrial uses which are anticipated through the 2035 planning period in the GP.[297]

In 2002, voters approved Measure T. It applies to two portions of land, one being identified as Hill Face Open Space, which is all land between Toe of the Hill and the ridgeline, while the other area is defined as Hill Open Space and is considered all land beyond (mostly east of) the ridgeline and outside of the hill face. Based on Measure T, the Hill Face Open Space allows for development with a density of one unit per 20 acres for existing parcels. Here, outdoor recreation uses are allowed as are grazing, agricultural uses, and some public and quasi-public uses. Similarly, the Hill Open Space allows for a density of one unit per 20 acres of existing parcels but also indicates future annexed parcels may hold one unit per 100 acres, mostly for limited outdoor recreation and agricultural activities.[298]

Over time, residential utilization has shifted from single family homes with an average density of 5.4 units per net acre to multi-family developments and infill sites, averaging more than 24 units per net acre. These residences are especially common near the Fremont BART station and the City center.[299]

The majority of commercial land use is for general commercial use (865 acres), followed by office use (211 acres) and mixed uses (15 acres). The largest commercial area spans from Mowry to Stevenson from east to west and Argonaut Way to the Bart station from north to south. This City center area has the most predominant mixed-use developments with ground floor retail and services with residential units above.

The City of Fremont's proximity to Silicon Valley has led to more industrial developments, particularly in the south and southwestern portions of the City. This influx of economic opportunities has brought more distribution and warehousing to the area and has led the way towards more industrial office space, known as "office-flex" which accommodates offices as well as research and development.[300]

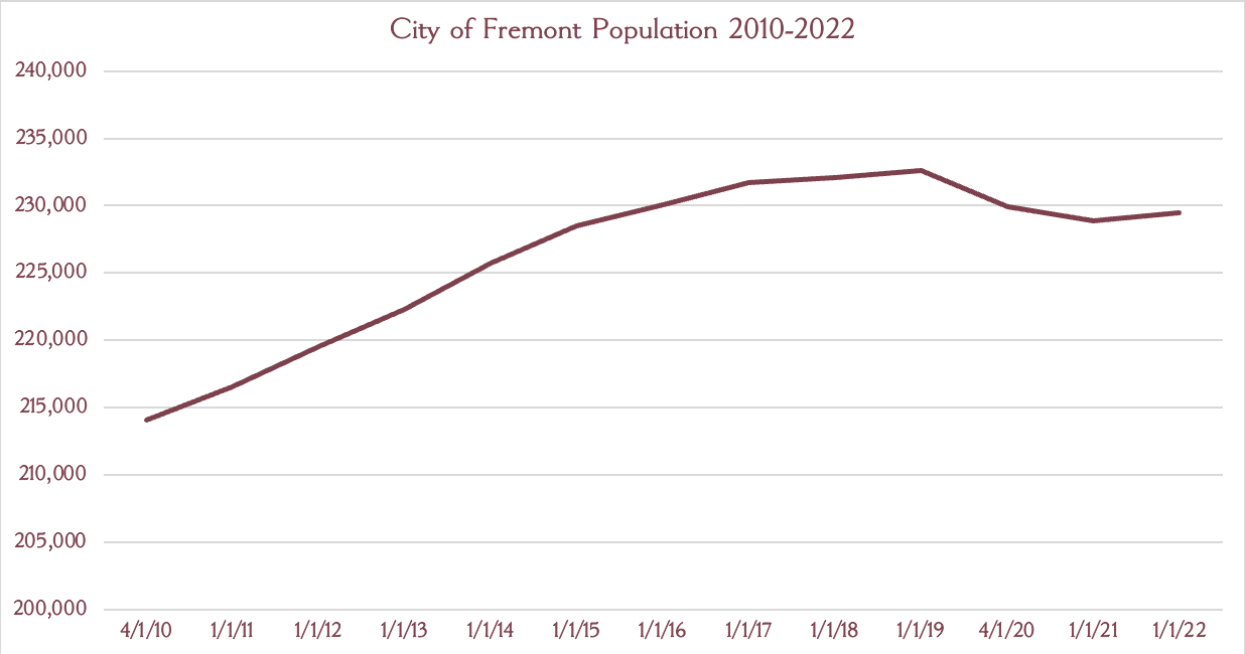
[297] City of Fremont, General Plan adopted 2011, Land Use, p.2-12.
[298] City of Fremont, General Plan adopted 2011, Land Use, p.2-30.
[299] City of Fremont, General Plan adopted 2011, Land Use, p. 2-9.
[300] City of Fremont, General Plan adopted 2011, Land Use, p. 2-11.

The General Plan guides the development of this land. The safety element indicates goals and policies relating to fire and emergency services, specifically. Currently, the plan identifies several points to manage the City's wildland interface, mitigate fire hazards in the event of an earthquake, and educate the community for preparedness in case of fire or other emergency.

Current Population

According to the California Department of Finance, the population of the City of Fremont in January 2022 was 229,476. In January of 2012, the population was 219,537, which demonstrates a ten-year increase of four percent but an overall seven percent increase since 2010, as shown in Figure 13-3. The 2020 US Census shows that over 12 percent of residents are age 65 and over, while 23.7 percent are under 18 years old. The total percentage of the civilian labor force over the age of 16 is nearly 68 percent and more than 60 percent of people have a bachelor's degree, at minimum.

Figure 13-3: City of Fremont Population, 2010-2022



Projected Growth and Development

When the City of Fremont incorporated, it saw a rapid, 600 percent growth rate from 1956 until 1990. Since 1990, that rate of growth has slowed but is still steadily expected to increase. The population is projected to reach approximately 256,000 by 2035 based on a five percent

growth rate, according to the Association of Bay Area Governments (ABAG). The City is aging as well. In 2010, the population of the City that was over age 44 was roughly 35 percent. Looking forward, this demographic will have a distinct impact on community service needs, including senior housing and emergency medical response.[301]

Not only does population affect development but economic growth does as well. ABAG projects that the City of Fremont will be the sixth largest employment center in the Bay Area, adding 35,610 jobs. Due to geographical restraints such as the Baylands and hillside, however, much of the open space in the City is not capable of being developed and the remaining territory is mostly developed. For this reason, infill development will be the focus in years to come, not only for industrial and commercial needs but as a source of housing, particularly in mixed-use projects.

Two areas of concentration for development are Warm Springs and downtown Fremont along Capitol Avenue. The Warm Springs/South Fremont area is planning for multi-use growth through manufacturing and education developments, as well as the addition of parks, commercial space, and residential units. This portion of the City also boasts the Tesla factory, which employs thousands of people, and also a critical BART station that connects various Bay Area towns and employment centers. Likewise, the Downtown area is also focusing on transit-oriented development. This space consists of 110 acres and its main street will be a source of shopping, dining, entertainment, multi-family housing, and other commercial uses. The City expects development to expand from 1.25 million square feet to 5.2 million square feet.

As seen in Figure 13-4 below, the City of Fremont has a significant number of additional major development projects in various phases of planning and development. Each project would greatly expand the number of dwelling units and commercial square footage within the City. The majority of projects are residential, while there are some mixed use as well as commercial. These projects are being developed to fulfill the vision of the City's General Plan, and the projects listed are not exhaustive.

The City reports that anticipated future growth will affect service demand for the FFD.

[301] City of Fremont, General Plan adopted 2011, Introduction, p. i-24.

Figure 13-4: City of Fremont Planned or Proposed Development Projects, 2023

CITY OF FREMONT DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
Capitol Avenue Mixed Use	90	14,132
3515 Walnut Apts.	275	2,245
3900 Thornton	128	2,000
501 Crystalline Drive PRP	28	
Allied Housing	54	
Harbor View	68	
Ardenwood @ Paseo Padre		450,420
Aron Townhomes	10	
Aurora Spring Townhouses	15	
Bell Street Gardens	128	
Boulevard Heights	67	
Capitol Villas Design Review	44	13,500
Centerville Junction	52	
Centerville Plaza	18	
Chase Bank		4,020
Cindy Street Homes	20	
Five Corners		7,500
Fremont Bank		34,905
Fremont Bank Residences	241	5,476
Fremont Conference/Convention Center and Banquet Facility		70,225
Fremont Habitat	13	2,268
Fremont Hub Mixed Use	314	28,170
Fremont Plaza Pad		6,535
Fremont Technology Business Center		435,600
High Town Square	10	
Homewood Suites		113,865
Innovia	290	7,200
Leighton Business Center Parking Garage		87,574
Lennar Innovation Multi-Family Market Rate Rental (Lot 3)	328	4,800
Lennar Innovation Multi-Family Market Rate Rental (Lot 4, 10)	638	8,300
Lennar Master Plan		686,070
Lennar Master Plan Innovation Phase 2	371	
Lennar Master Plan Innovation Phase 3	202	
Lennar Master Plan Innovation Phase 2 Podiums	146	
Maple Commons	11	2,820
Metro Crossing	1,000	6,000
Metro West Victoria Station Flats	77	9,350
Miltonia Townhomes	17	
Mission Chevron		4,000
Mission Falls Village 4	66	

Mission Falls Village 5	81	
Mission Falls Village 6	70	
Mission Hills Square	158	55,472
Mission Paradise	13	3,050
Mission Villas Duets	16	
Montecito Townhomes and Apt.	130	
New Horizon School Cup		3,840
Niles Gateway	75	
Old Town Lux Homes		9,500
Orchard Heights	53	
Osgood Apartments	112	
Osgood Apartments South	100	
Osgood II Residences	287	
Osgood Residences	92	
Peralta Townhomes	43	
Perlegos Historic House Relocation ad Residential Development	10	1,946
Production and Sales Plant Nursery		56,560
Residence Inn/Marriott and AC Hotel		248,000
Roberts Townhomes	36	
Sakoon Lux Homes		2,245
Serra Apartments by St. Anton	179	
Siliconsage Centerville Mixed-use Project	165	25,000
Single Cylinder Building – New Construction		5,049
State St. Center	157	21,000
The Argonaut	55	
The Cottages	37	
The Globe Parking		6,700
Theory Flats	132	
Triple E Plaza		5,440
Universal Dragon		3,028
Ursa Project	18	
Valley Oak Warm Springs Area 3 Mixed Use	184	67,013
Villa Ellsworth	17	3,500
Villas of Irvington	10	
Villas of Mission	13	
Walnut Residences	631	
Warm Springs Area 3		310,330
Winston Dev	12	
TOTAL	7,607	2,834,648

Growth Strategies

To accommodate service demand through periods of growth, the FFD will need to adhere to City planning documents, which set a variety of standards for development. Many of these strategies are listed in FFD's Strategic Plan for 2020-2025. The actions to support these plans and safeguard the community include protecting the wetlands and hillside, and carefully approving building plans and enforcing fire codes to ensure safety measures, especially with the high number of multi-family homes expected. Continually assessing departmental capacity and demand is also recommended to ensure response times, personnel, and departmental apparatus/vehicles/facilities are able to withstand the number of services based on the population growth occurring.

Disadvantaged Unincorporated Communities

There are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within the City of Fremont's service area.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Fremont Fire Department has the financial ability to continue to provide services. City expenditures, including fire services, slowed during COVID-19 as the City enforced budget reductions on all departments and a hiring freeze, but revenues are recovering faster than anticipated helped by a temporary surge in auto sales.[302] The City's diverse tax base buffered the City against major adverse impacts from COVID-19.

Revenues and Expenditures

From FY2017-18 through FY2021-22 the Fire Department's expenditures grew at a 7.6 percent average rate, higher than inflation and also reflecting City economic growth. Growth slowed significantly during COVID-19. City General Fund revenues have consistently grown at a rate greater than expenditure growth. Retail sales tax, including auto sales, have continued to provide increases. During COVID-19 the City took a number of actions to minimize growth in

[302] FY2021-22 Midyear Report, 3/8/2022.

staff and related salaries and reduced one-time expenditures. The City uses a paramedic tax ($15 per household) to help fund EMS.[303]

The City is considering a sales tax measure to augment existing revenues and continues to pursue grants including grants for fire services and programs (it has received grants from FEMA and Bay Area Urban Areas Security Initiative).[304] The City has used various debt funding mechanisms (e.g., G.O. bonds, lease revenues bonds, certificates of participation) to fund (and refund prior debt) for stations and facility renovations.

Reserves

The City has managed to restore and fully fund its reserves at policy levels, helped by higher-than-expected sales tax during COVID-19 and as the economy recovers.

Fire Services

Service Overview

The City of Fremont Fire Department offers comprehensive services to the community through its eleven fire stations and in cooperation with outside agencies, when necessary. These capabilities include fire prevention and suppression, advanced life support, and services related to emergency medical and hazardous materials response. Figure 13-5 details the entirety of services provided by the FFD. If a service is offered by another agency, it is indicated in the figure.

Figure 13-5: City of Fremont Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	City of Fremont Fire Department
Wildland Fire Protection	City of Fremont Fire Department
Vehicle Fire Protection	City of Fremont Fire Department
Ladder Truck Capabilities	City of Fremont Fire Department
Fire Suppression Hand Crew	CAL FIRE – MTZ or SRA Only
Fire Suppression Dozer	CAL FIRE/ALCO – MTZ or SRA Only
Helicopter Services – Fire Suppression	EBRPD/CAL FIRE

[303] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[304] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.

Boat With Fire Suppression Capabilities	N/A
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	City of Fremont Fire Department
Advanced Life Support – Non-Transport Provider	City of Fremont Fire Department
Advanced Life Support Transport Provider	Falck
Continuing Education Provider – Medical	City of Fremont Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services/CHP/CalStar/Lifeflight
Helicopter Landing Facilities On Site	Washington Hospital
Vehicle Extrication Tools/Equipment	City of Fremont Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	City of Fremont Fire Department
Fire Safety Education – Adults/Seniors	City of Fremont Fire Department
Juvenile Firesetter Prevention Program	City of Fremont Fire Department
Fire and Life Safety Business Inspection Program	City of Fremont Fire Department
Fire Protection Planning	City of Fremont Fire Department
New Commercial Construction Plan Reviews	City of Fremont Fire Department
Public Education Provider (CPR, First Aid, etc.)	City of Fremont Fire Department
Home Fire/Safety Inspections	City of Fremont Fire Department
Fire Origin and Cause Investigations	City of Fremont Fire Department
Fuel Reduction/Weed Abatement Program	City of Fremont Fire Department
Smoke Detector Giveaway/Installation Program	City of Fremont Fire Department
Address Sign Installation Program	City of Fremont Fire Department
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	City of Fremont Fire Department
Water Rescue Program	City of Fremont Fire Department
Ice Rescue Program	N/A
Dive Rescue Program	Alameda County Sheriff's Office
Low angle Rope Rescue Program	City of Fremont Fire Department
Helicopter Short/Long Haul Rescue Capabilities	CAL FIRE
Response to Boating Accidents	City of Fremont Fire Department
Rescue Dog Services	USAR
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	City of Fremont Fire Department

Hazardous Materials Response Team	City of Fremont Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	City of Fremont Fire Department
Mobile Incident Command/Communications Unit	City of Fremont Fire Department
Fill Station for Self-Contained Breathing Apparatus	City of Fremont Fire Department
Mobile Breathing Support Unit	City of Fremont Fire Department
Community Emergency Response Team	City of Fremont Fire Department
Chaplain Services	N/A
Training Academy	City of Fremont Fire Department
Emergency Operations Center Capabilities	City of Fremont Fire Department
MISCELLANEOUS	
Public Service Assists	City of Fremont Fire Department
Motor Vehicle Accident Response	City of Fremont Fire Department
Welfare Checks	City of Fremont Fire Department
Public Safety Answering Point	City of Fremont Fire Department
Fire/EMS Dispatch	City of Fremont Fire Department
Fundraising Activities	Fremont Firefighters Benevolence Fund
Firefighters Association – Non-Profit	Fremont Firefighters Local 1689
Auxiliary Association	N/A

Collaboration

The FFD reports that it does not actively seek out collaboration and that it provides adequate service levels without service sharing. The Department does, however, engage in various mutual aid agreements with local, regional, and state providers that allow reciprocal coverage for surge services as needed. These agreements are as follows[305]:

- The City of Oakland (for partnership with their California Task Force 4-USAR, which is an urban search and rescue task force sponsored by the City of Oakland Fire Department)
- California Department of Forestry and Fire Protection (CAL FIRE)
- Alameda County Fire Department (for dispatch services)
- Alameda County Sherriff's Office (for program grant funding)

[305] City of Fremont Fire Department, SoGo Online Survey, July 2021

- Southern Alameda County GIS Authority JPA (to facilitate regional GIS systems)
- California Statewide Communities Development Authority JPA (to facilitate conduit financing for affordable housing projects)
- East Bay Community Energy Authority JPA (to help provide environmentally sound energy alternatives to residents and businesses)

Overlapping Service Providers

CAL FIRE augments fire services throughout the State. Generally, CAL FIRE services are focused on wildland areas defined as State Responsibility Areas (SRA). In the case of the City of Fremont, the eastern portion of the City that is adjacent to its border is hillside open space in unincorporated Alameda County that ranges from moderate, high, and very high risk SRAs. The western portion of the City is wetlands along the Bay, which are considered Federal Responsibility Area.

Beyond CAL FIRE, many mutual aid providers supplement fire and emergency services throughout FFD territory, as mentioned in the previous section. The most notable aid agencies are Alameda County and the City of Oakland.

Existing Demand

FFD reported a total of 14,590 calls for service in FY 20.[306] This reflects approximately an eight percent increase compared to the Department's 13,371 service calls in 2013. However, the COVID-19 pandemic was said to have reduced call volume in 2020. There was a 10 percent call decrease in 2020 compared to 2019. Peak calls for service since 2013 occurred in 2017, which saw a 19 percent increase from the total number of calls in 2013. These statistics are shown below in Figure 13-6. The types of calls received by the Department are reflected in Figure 13-7. EMS/rescue calls are the most significant type of call received, followed by miscellaneous non-emergency calls with 3,356.

Based on the most recent Standards of Coverage Assessment, which was published in 2020, with the most up-to-date incident response is shown for FY 19, Fire Station 1 consistently responds to the highest number of incidents, the vast majority of which are EMS/Rescue incidents. Over a three-year evaluation period, Fire Station 1 responded to nearly 12,000 incidents. This is over 6,000 more incidents than the volume for Fire Stations 3 and 7, which

[306] City of Fremont Fire Department, SoGo Online Survey, July 2021.

saw the next highest level of incidents, both with less than 6,000 over the same three-year period.[307]

Figure 13-6: City of Fremont Calls for Service (2013-2020)

FIRE AND EMERGENCY SERVICE CALLS 2013-2020								
	2013	2014	2015	2016	2017	2018	2019	2020
City of Fremont	13,371	13,396	14,669	15,489	16,348	16,201	16,097	14,590

Figure 13-7: City of Fremont Service Calls by Type, 2020

2020 FIRE AND EMERGENCY SERVICE CALLS BY TYPE							
	Motor Vehicle Accidents	EMS/ Rescue	Misc. Emerg.	Misc. Non-Emerg.	Fire/ Hazardous Materials	False Call	Total Calls
City of Fremont	564	8,707	72	3,356	841	1,050	14,590

Staffing

The City of Fremont's FY 21-22 operating budget lists 162 full-time equivalent (FTE) positions for fire department personnel, which is approximately 16 percent of the citywide total FTE positions and includes 47 firefighters.[308] The FTE number was the same for FY 19-20 as well. The Department reported that of these FTEs, 132 are sworn staff and that this number has remained the same since 2018.[309] The number of FTEs has increased by one each year since FY 14-15 when there were 157 FTEs.[310]

Minimum daily staffing is 41 total personnel as recommended by NFPA code 1710 standards for an effective response force. It is a combined staff of three firefighters per the Department's 11 engines, three firefighters per two ladder truck, and two Battalion Chiefs for command.[311]

The Department does not list reserve firefighters but does utilize volunteers for several of its programs such as the smoke alarm program, the explorer program, and the Rehabilitation Unit. The Smoke Alarm Program helps seniors, low-income, and physically challenged individuals with free smoke alarm installation. The Explorer Program is a pathway to becoming a career firefighter through training, ride-alongs and community projects, while the

[307] City of Fremont, Standards of Coverage Assessment, Vol. 1, March 23, 2020, p. 43.
[308] City of Fremont, FY21/22 Adopted Operating Budget, p. 170.
[309] City of Fremont Fire Department, SoGo Online Survey, July 2021.
[310] City of Fremont, FY19/20 Adopted Operating Budget, p. 219.
[311] City of Fremont, Standards of Coverage, March 23, 2020, p. 14.

Rehabilitation Unit is a group of volunteers dedicated to supporting firefighters at emergency incidents and disasters by providing hydration and nourishment. There is also a Community Emergency Response Team (CERT) comprised of volunteers and intended to aid with community response in the event of a major disaster.

Good performance not only comes from adequate staffing but proper training of staff. Fire Station 1 is considered the tactical training facility for the Department. FFD executes training and proficiency testing of its personnel across areas such as fire suppression, emergency medical care, hazardous materials response, water rescue operations, technical rescue, and more, satisfying federal, state, and local laws to ensure readiness in the event of an incident or emergency. Additional training is also needed to respond to wildland fires, according to the Department. Firefighters attend the fire academy for 16-18 weeks and lateral hires must have FF1 certification. An average of 36 hours of training per month are available for paid firefighters.[312]

Facilities and Capacity

The City of Fremont Fire Department operates a tactical training center and 11 fire stations located strategically throughout its service area. This is an average of one fire station per eight square miles across the City's 92 square mile area. These fire stations and locations are listed in Figure 13-7.

The following apparatus are available at each fire facility, per the Department in a July 2021 survey:

- Station 1: 1 truck, 1 engine, 1 master control unit
- Station 2: 2 engines, 1 brush truck, 1 Dodge vehicle
- Station 3: 1 engine, 1 water tender, 1 PSA Ford
- Station 4: 1 engine, 1 brush truck
- Station 5: 1 engine, 1 brush truck, 1 medical and rescue unit, 1 UTV
- Station 6: 1 engine, 1 air light unit, 1 air boat, 1 rescue boat, 4 chief officer cars, 3 Ford vehicles
- Station 7: 2 engines, 1 truck, 1 stakebed, 5 chief officer cars
- Station 8: 1 engine, 1 chief officer car
- Station 9: 1 engine, 1 brush truck, 1 prevention vehicle, 1 stakebed, 1 UTV, 1 trailer

[312] City of Fremont Fire Department, SoGo Online Survey, July 2021

- Station 10: 1 engine, 1 brush truck, 1 rescue unit, 1 rehab van
- Station 11: 2 engines, 1 hazmat rescue unit

In addition to vehicles, there is other equipment maintained by the Department including self-contained breathing apparatus, turnout suits, cardiac monitors, and CPR devices.

Figure 13-8: City of Fremont Fire Facilities

CITY OF FREMONT FIRE DEPARTMENT FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 1	4200 Mowry Ave Fremont, CA 94538	City of Fremont	2010	Excellent
Station 2	37299 Niles Blvd. Fremont, CA 94536	City of Fremont	1952	Good
Station 3	40700 Chapel Way Fremont, CA 94538	City of Fremont	1979	Good
Station 4	1000 Pine St. Fremont, CA 94539	City of Fremont	1990	Good
Station 5	55 Hackamore Ln. Fremont, CA 94539	City of Fremont	1992	Good
Station 6	4355 Central Ave. Fremont, CA 94536	City of Fremont	2009	Excellent
Station 7	43600 South Grimmer Blvd. Fremont, CA 94538	City of Fremont	1964	Good
Station 8	35659 Fremont Blvd. Fremont, CA 94536	City of Fremont	2008	Excellent
Station 9	39609 Stevenson Pl. Fremont, CA 94539	City of Fremont	1992	Good
Station 10	5001 Deep Creek Rd. Fremont, CA 94555	City of Fremont	1991	Good
Station 11	47200 Lakeview Blvd. Fremont, CA 94538	City of Fremont	2010	Excellent
Tactical Training Center	7200 Stevenson Blvd. Fremont, CA 94538	City of Fremont	1963	Good

Dispatch and Communications

The City of Fremont communicates with residents in a variety of ways to transmit important health and safety information. These methods include posting on its website, utilizing social media, a newsletter, texts and emails, and through the Community Alert System, AC Alert. This enables subscribers to receive location-based notifications in the event of emergency alerts or non-emergency announcements.

For fire dispatch services specifically, the FFD contracts with the Alameda County Regional Communication Center (ACRECC) as its unified dispatch center. The City of Fremont Police Department initially answers 9-1-1 calls, as it is considered the City's Public Safety Answering Point (PSAP). Fire, medical, rescue, and emergency calls are then routed to ACRECC as

appropriate. ACRECC is an accredited Emergency Medical Dispatch Center that uses a Medical Priority Dispatch System that allows staff to immediately address caller needs.

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City, while still effectively providing needed services. The Department has indicated they do not share vehicles, equipment, personnel, or similar resources. The FFD does, however, share the City of Fremont's City Hall for fire administrative services and coordinates with the ACRECC for dispatch services, as previously stated. According to the FY 19-24 CIP, there is also an opportunity to share the Tactical Training Center with other agencies for training exercises, which would result in a source of revenue for the City.[313]

Infrastructure Needs

The FFD's infrastructure needs are outlined in its various planning documents, primarily the operating budget, and the capital improvement plan. No specific facility maintenance needs were reported in these documents; however, there is an ongoing project geared towards expanding fiber optic cable networking throughout the City. This would benefit the Tactical Training Center and fire stations in general through increased communications abilities. Likewise, there is an ongoing project to design better energy systems for police and fire facilities through solar energy, energy storage systems, and electric vehicle supply equipment.[314] These actions would create more sustainable facilities that are in line with the climate action plans for the City.

The Department also states that developing an internal dispatching center would have an overall positive effect for the FFD. It would reduce PSAP times while increasing dispatcher familiarity with the service area and the City's fire policies.[315]

Challenges

The City has described a number of challenges for its Department that are not unique to the City of Fremont. For instance, projected population growth and economic expansion will need to be addressed in terms of future development that is built to fire code standards, accessibility

[313] City of Fremont, Capital Improvement Program FY19-24, p. 90.
[314] City of Fremont, Capital Improvement Program FY19-24, p. 183.
[315] City of Fremont Fire Department, SoGo Online Survey, July 2021.

of response vehicles with increased traffic, and the threat of increased wildfires. The COVID-19 pandemic also affected the Department due to limited revenues.

The Department also states that high unit workloads limit service response. There are two changes that would significantly improve FFD response in and around District 1. The first goal would be to relocate a ladder truck from Station 1 to Station 6. Secondly, adding a paramedic company with three personnel to Station 1 would increase citywide coverage from 13 to 14 companies.

As mentioned in the infrastructure needs section, the Department indicates, per studies conducted through the Standards of Coverage Assessment, that utilizing an external dispatching center causes inefficiency. Creating an internal dispatching center would allow for more effective, streamlined calls to action.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International) and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

FFD maintains individualized performance measures. The applicable response time measure for City of Fremont according to the SOC is shown in Figure 13-9.[316] Although the City indicates service is adequate, the SOC recommends ways in which response can be improved.

Figure 13-9: City of Fremont Response Time Policy

RESPONSE TIMES FOR CITY OF FREMONT		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Fremont	Arrive within 7 minutes 30 seconds from the time the company is first dispatched for 90% of incidents.	Arrival of first company on the scene within 11 minutes 30 seconds for 90% of all incidents. Remaining units should arrive on the scene of an incident within 10 minutes from when the first due company begins responding for 90% of all incidents.

[316] City of Fremont, Standards of Coverage Assessment, March 23, 2020, p. 1-2.

In addition to the SOC response standards, the single unit incident goals the City set for itself differ, according to its General Plan and operating budget. The City's expectations are to arrive within 6:40 from the time the company is dispatched for 90 percent of all incidents below Toe of the Hill.[317] Of nine measurements the City tracks for effective response, only three met the 90 percent response goal in FY 19-21. These categories include 9-1-1 calls that are processed within 1:30, vegetation fires being contained to one acre or less, and extricating a patient from a vehicle collision within 30 minutes, which was achieved 100 percent of the time.[318]

It is recommended that engine companies not exceed a workload unit-hour utilization of 30 percent and while this number was not surpassed, engine 51, based out of Station 1, nears this during peak evening rush hour times. Station 1, as described in the Existing Demand section, consistently responds to significantly more incidents than any other station.

There is a four minute first due travel time goal according to NFPA 1710. The Department has only met this goal, at most, 79 percent of the time since 2004, and this response has only deteriorated. By FY 18-19, the response was 62.7 percent. The SOC explains that these goals were established before mapping technology could better model geographic challenges that places like the City of Fremont face (with hills and Baylands). In order to meet the goal as it is presented, additional fire stations would be necessary; however, that is not recommended at this time.[319]

Fire services in the community are classified by the Insurance Service Office (ISO) as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. FFD's most recent ISO rating was done in October 2020, and it was given an ISO PPC rating of Class 02/2X. The first number means a home is no more than five road miles from a fire station and 1,000 feet from a water supply such as a hydrant. The second classification, X, refers to the properties further than 1,000 feet from a fire hydrant but within five road miles of a recognized fire station.[320]

The City did not provide information regarding any complaints for fire service received.

[317] City of Fremont, General Plan Adopted December 2011, Safety, p. 10-39.
[318] City of Fremont, Adopted Operating Budget FY21-22, p. 45.
[319] City of Fremont, Standards of Coverage Assessment, March 23, 2020, p. 3.
[320] City of Fremont, Public Protection Classification Summary Report, October 2020, p. 7.

City of Fremont Fire Department MSR Determinations

Growth and Population Projections

13-1: The City of Fremont has a population of 229,476 which is a seven percent increase since 2010. A five percent rate of growth is expected through 2035.

13-2: The City of Fremont should monitor population projections and development plans to ensure they align with city planning efforts to adequately accommodate growth and the related increase in demand for fire and emergency services.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

13-3: The City of Fremont does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

13-4: The City of Fremont adequately meets its fire and emergency response facility needs. There are 11 fire stations and one tactical training center that are fully staffed and strategically placed throughout the City. There should, however, be continued reevaluation of the service area and response times to ensure areas in and near Station 1, in particular, are receiving adequate services, as the station nears response capacity lengthening response times.

13-5: Fire-related infrastructure needs are currently being met by the City of Fremont as planned and expensed in its capital improvement plan.

Financial Ability of Agencies to Provide Services

13-7: The City of Fremont Fire Department has the financial ability to continue to provide services. While COVID-19 slowed growth in City services, the City's diverse economic base buffered the City against major adverse impacts. The City has been able to restore and maintain its reserves at policy levels.

Status of, and Opportunities for, Shared Facilities

13-6: Sharing the Tactical Training Center with other agencies is an opportunity to increase revenue for the City.

13-7: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

13-8: The City of Fremont abides by legislative obligations for accountability and governance practices. However, the City's website should be updated to reflect agendas can be linked to directly from the home page of the website rather than using the link labeled "council meetings".

13-9: The City of Fremont demonstrated transparency when sharing information for the creation of this report.

14. CITY OF HAYWARD FIRE DEPARTMENT

AGENCY OVERVIEW

BACKGROUND

The City of Hayward is the Bay Area's sixth-largest municipality and ranks among the most diverse in California. Incorporated in 1876, the City of Hayward is in Alameda County, California, on the eastern shore of the San Francisco Bay, 25 miles southeast of San Francisco, 14 miles south of Oakland, 26 miles north of San Jose, and 10 miles west of the Livermore Valley.[321] 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 remainder of the City.

Hayward has been ranked the third most ethno-racially and linguistically diverse city in America. Known as the "Heart of the Bay," it has a thriving regional center of commerce, manufacturing activity, and trade.[322] The City's thriving economy has over $19 million in annual sales tax revenue and houses over 10,000 businesses with over 79,000 local jobs. Hayward also has several cultural amenities including the Hayward Arts Council's Green Shutter Gallery, Sun Gallery, and the Hayward Area Center for History & Culture.

The City of Hayward adopted its first charter on March 7, 1956. The City of Hayward provides animal control, fire and emergency response, law enforcement, library, lighting, parks and recreation, planning/building, and streets. Other services, such as solid waste, are provided under contract with other service providers.[323] Although the City is a multi-service provider, this review is specific to fire protection, emergency medical, and other related services.

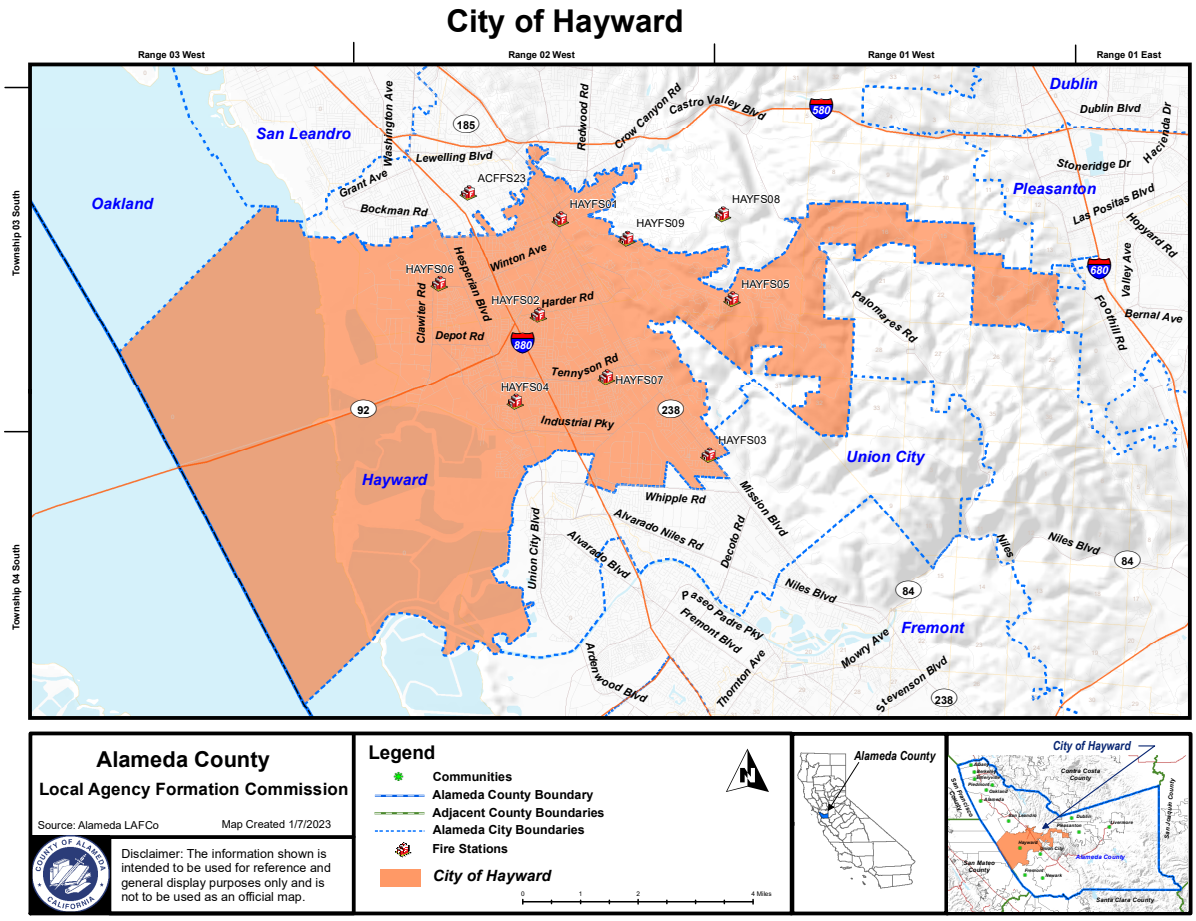
The City of Hayward was last included in an MSR Update by Alameda LAFCO that was adopted in 2018.

[321] The City of Hayward's budget Proposed FY 2022 Operating Budget. https://www.hayward-ca.gov/sites/default/files/documents/FY-22-Proposed-Operating-Budget.pdf. p. 9.
[322] City of Hayward History. https://hayward-ca.gov/discover/hayward-history.
[323] Alameda Local Agency Formation Commission Resolution No. 2018-08. https://alamedaLAFCO.org/wp-content/uploads/2021/11/2018-08-Hayward-Reaffirm-SOI.pdf.

Boundaries

The City of Hayward covers an area of approximately 63.7 square miles; 45.3 square miles are land, and 18.4 square miles are covered by water of the San Francisco Bay.[324] Figure 14-1 depicts the City's boundaries.

Figure 14-1: City of Hayward Boundaries and SOI



Extra-territorial Services

The City of Hayward provides fire protection and emergency response services in the unincorporated Fairview area via a contract with the Fairview Fire Protection District. [325] The City also participates in geographical areas of mutual aid with Alameda County, Adjacent Counties, and the State of California for fire protection and emergency service response.

[324] Hayward 2040 General Plan Policy Document. https://www.hayward-ca.gov/sites/default/files/Hayward_2040_General_Plan_FINAL.pdf. July 2014. p. 2-2.
[325] Alameda Local Agency Formation Commission Municipal Service Review Update, Adopted January 11, 2018, p.8-10.

Additionally, the City has mutual aid agreements with the Fire Chiefs Association of Alameda County and is part of the California Master Mutual Aid Agreement.[326]

Unserved Areas

There are no unserved areas identified in the City of Hayward. HFD is able to provide service throughout its bounds.

Sphere of Influence

The City of Hayward's Sphere of Influence (SOI) was established by LAFCO in 1978 and was amended in subsequent years. The current SOI for the City was last reaffirmed on January 11, 2018. [327] The SOI extends beyond the municipal boundary toward I-238/I-538 to the north and toward Union City to the South. The SOI does not include territory within Hayward's city limits where it extends to the east toward Pleasanton.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of Hayward is a charter city operating under the Council-Manager form of government. The City Council consists of seven members, including the elected Mayor; members serve four-year terms. Current council member names, positions, and term expiration dates are shown in Figure 14-2.

The City Council meets on the first, third, and fourth Tuesday of each month at 7:00 p.m. on the second floor of Hayward City Hall Council Chambers. Meeting details, agendas, and actions minutes for each meeting are available online and at the City Clerk's office.

[326] City of Hayward, SoGo Survey Responses, November 2021.
[327] Alameda Local Agency Formation Commission Municipal Service Review Update, Adopted January 11, 2018, p.8-10.

Constituents can also register with the City of Hayward or send a request to the City Clerk's office to receive council agendas via e-mail on a regular basis. The public can watch the City Council meeting live on the City's website, YouTube, Zoom, and Comcast Cable Local Channel 15. Archived visual webcasts of regular Council meetings are also available for viewing online.

Figure 14-2: City of Hayward Governing Body

GOVERNING BODY				
Manner of Selection	Elections at large.			
Length of Term	4 years			
Meetings	On the first, third, and fourth Tuesday of each month at 7:00 p.m. 2nd floor of Hayward City Hall 777 B Street Hayward, CA 94541			
Agenda Distribution	Posted online, Office of the City Clerk located at City Hall, and email by registration.			
Minutes Distribution	Posted online and at the Office of the City Clerk located at City Hall.			
COUNCIL MEMBERS				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Mark Salinas	Mayor	2026	Elected	4 Years
Angela Andrews	Mayor Pro Tempore	2024	Elected	4 Years
Ray Bonilla Jr.	Councilmember	2024	Elected – *appointed to the council in April. 11, 2023, to complete the remainder of the term of the Council seat vacated by Elisa Marquez	4 Years
Dan Goldstein	Councilmember	2024	Elected – *appointed to the council on Jan. 9, 2023, to complete the unexpired term of the council seat vacated by Mark Salinas	4 Years
Julie Roche	Councilmember	2026	Elected	4 Years
George Syrop	Councilmember	2026	Elected	4 Years

Francisco Zermeño	Councilmember	2024	Elected	4 Years
CONTACT				
Contact	Kelly McAdoo, City Manager			
Mailing Address	777 B Street, 4th Floor, Hayward, CA			
Phone	510-583-4300			
Email/Website	Kelly.McAdoo@hayward-ca.gov			

The City of Hayward participates in community outreach events such as annual city festivals and free hot meals food trucks provided by the Hayward Public Library in partnership with Cal State East Bay on the first and third Wednesday of each month. The City also has several community educational programs, including literacy and education opportunities, sustainable and community appearance opportunities, and public safety and emergency response opportunities. As part of the public safety and emergency response program, the Hayward Fire Department provides Community Emergency Response Team (CERT) volunteer training so members can assist others in their community following a disaster when professional responders are not immediately available to help.

The City of Hayward's online tool and mobile app, Access Hayward, allows residents to file a complaint on various topics. For HFD-specific complaints, residents can utilize the Fire-Hazardous Materials-Emergency Services topic area or utilize the miscellaneous option to file a specific complaint.

All of the City's elected officials have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

Through the City, there also exists a conflict-of-interest code and bylaws, outlined in the municipal code, as lawfully required and by which the City of Hayward must abide.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Hayward complies with this regulation.

The City of Hayward demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in several of its planning and management documents—principally in the annual budget, comprehensive annual financial report, and General Plan.

The City of Hayward's Fire Department (HFD) was staffed by approximately 146.5 full-time personnel in FY 21. According to the adopted budget for FY 22 and FY 23 staffing levels are expected to stay the same.

The Fire Chief, appointed by the City Manager, leads the Department in all areas of fire protection and overall management including overseeing all three divisions— Fire Administration, Operation, and Special Operations. The Fire Administration Division provides direction, leadership, financial oversight, and administrative support services for the Fire Department. This Division also administers the Fairview Fire Protection District (FFPD) agreement, with the Hayward Fire Chief serving as the FFPD Chief.

The Operation Division is housed in nine fire stations throughout the community and the Fairview Fire District, along with a Training Center located adjacent to Fire Station 6 and encompasses all suppression/EMS personnel and provides various services including firefighting, both structural and wild land, vehicle extrication, high and low angle rescue, hazardous materials response, and First Responder Advanced Life Support (FRALS) delivery system with Firefighter-Paramedic.

The Special Operations Division includes the Emergency Services Office, the Fire Prevention and Hazardous Materials programs, the Emergency Medical Services program, and the Training program. [328]

HFD did not provide the performance review process, and it is currently not available on the website.

[328] City of Hayward, Adopted FY 2021 Operating Budget. p. 171 – 173.

To ensure fire service efficiency and effectiveness, HFD has set policy goals and objectives. HFD aims to provide fire suppression and emergency medical services (EMS), supported by prevention through responsible regulatory and educational programs.

HFD's finances are managed by the City. City financial planning documents include an annual budget and Comprehensive Annual Financial Report (CAFR). Additionally, every year the City adopts a ten-year Capital Improvement Program (CIP). The CIP budget is separate from the City operating budget and funds public infrastructure projects. The City does not compile a long-term financial plan with fiscal projections.

Hayward's 2040 General Plan is the City's overarching planning document that provides a blueprint for growth and development by setting land use policy citywide. The General Plan has a Community Safety element that includes goals and policies geared towards enhancing the fire protection and emergency medical services of the Hayward Fire Department.

A critical component of the City of Hayward's planning documents is its Climate Action Plan, which outlines strategies, policies, and programs for addressing climate change by reducing the community's greenhouse gas (GHG) emissions. Hayward's original CAP was adopted by the City Council on July 28, 2009, and then updated and incorporated into the City's General Plan in 2014.[329] Hayward's current GHG emission targets are 30 percent below 2005 emissions levels by 2025, 55 percent below 2005 emissions levels by 2030, and Carbon neutrality by 2045. Some policies in the Climate Action Plan relevant to fire services are water conservation standards, a recycled water program, and an urban forest management plan.[330]

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

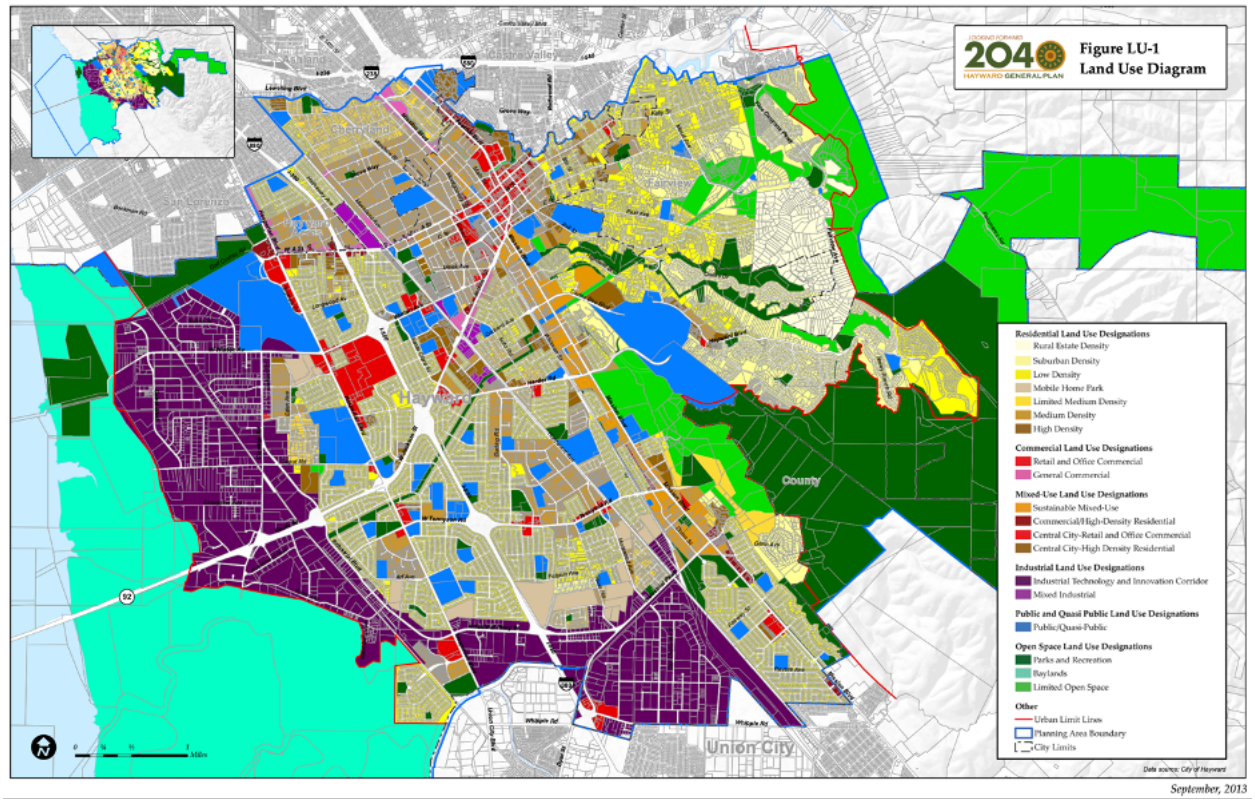
Land Use

The City of Hayward is comprised of approximately 40,768 acres or 63.7 square miles. According to the City's General Plan, a total of 19 land use designations are identified including seven residential designations, two commercial designations, four mixed-use

[329] City of Hayward Climate Action Plan Update. https://haywardhousingandclimateupdate.com/.
[330] City of Hayward, Summary of Climate Action Plan Policies & Programs. https://www.hayward-ca.gov/sites/default/files/documents/Climate%20Action%20Plan%20-%20Policies%20and%20Implementation%20Programs.pdf.

designations, two industrial designations, three open space designations, and one public and quasi-public designation.[331] Figure 14-3 shows the land use designations in the city.

Figure 14-3: The City of Hayward Land Use Diagram



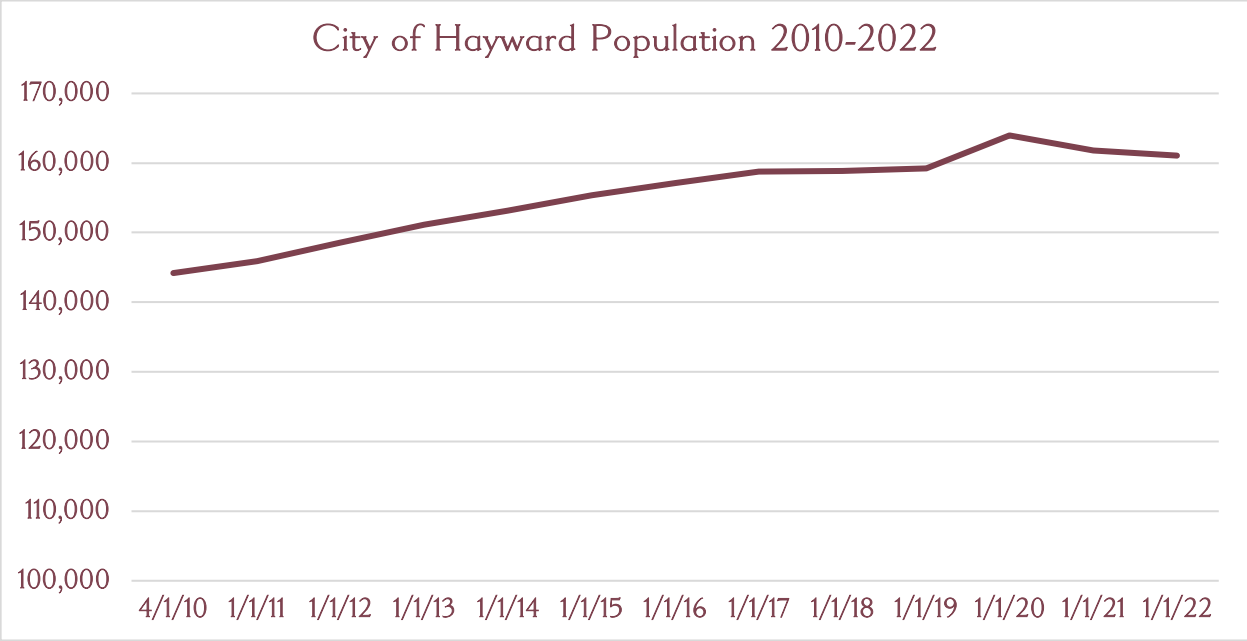
The General Plan guides the development of this land while the Community Safety element specifically addresses the land area as it relates to fire and emergency services.

Current Population

According to the 2020 Census, the City of Hayward has a total population of 162,948. The California Department of Finance (DOF) reports a slight decrease in population to 161,081 as of 2022 and an increase of nearly 16,859, or roughly 12 percent, since 2010, as shown in Figure 14-3. The City's population trend over the last 12 years is shown in Figure 14-4.

[331] Hayward 2040 General Plan Policy Document. https://www.haywardca.gov/sites/default/files/Hayward_2040_General_Plan_FINAL.pdf. July 2014. p. 3-3.

Figure 14-4: City of Hayward Population Growth, 2010-2022



Projected Growth and Development

Association of Bay Area Governments (ABAG) projections show that the City of Hayward's total population is expected to increase by nine percent between 2020 and 2040. The total number of jobs is forecasted to increase by 11 percent over that same time frame. The City of Hayward's population is anticipated to be approximately 160,295 by 2030 and 178,270 by 2040. The Average Annual Growth Rate (AAGR) from 2020 through 2030 is -0.19 percent, while from 2030 through 2040, it is projected to rise to 0.89 percent.

Regarding fire and emergency services provided to the City, HFD reports that these changing growth patterns, including an increase in population, an aging population, and higher-density housing, will affect service demand.

According to Hayward's Strategic Roadmap for FY 21- FY 23, the City is primarily focused on affordable housing options, with many new high-density developments located near transit to reduce the displacement of existing residents.[332] The City's 2021 Let's House Hayward! Homelessness Reduction Strategic Plan outlines several strategies to increase the supply of affordable housing, including units in various stages of development, such as 1,026 rental units providing housing for extremely low to moderate-income households and 70 ownership units

[332] City of Hayward Strategic Roadmap FY2021 to FY2023 Project Listhttps://www.hayward-ca.gov/sites/default/files/Updated%20Strategic%20Roadmap%20Document.pdf.Revised June 1, 2021.

providing housing to moderate-income households. Additionally, the City indicated prioritizing the development of affordable housing on public land as another strategy.[333]

The City of Hayward has several significant development projects, as shown in Figure 14-5, that are in various phases of development. Many of these projects are mixed (527 units) and residential facilities (2,076 units) although there are several industrial (11 projects) and commercial facilities (4 projects) incorporated in the developmental plans as well. Additionally, there are a few hotels and public facilities in various stages of development as per the City's development dashboard.[334] Largely, these developments are located along highly trafficked roadways and designed to complement access to transit options.

Figure 14-5: City of Hayward Planned or Proposed Development Projects, 2023

CITY OF HAYWARD DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
Allied Housing Depot Road	125	
22872 Main St	12	
Bunker Hill	74	2,400 - 3,500
21339 Oak St	40	
24764 & 24656 Mohr Dr	12	
Sohay	472	20,000
Lincoln Landing	476	80,500
27287 Patrick Avenue	10	
22810 Atherton St	14	
Bellara	157	
1190 Russell Way		
603 A Steet	80	475 - 885
La Playa Commons	47	1,549 - 2,019
Hayward Mission Family Apartments	140	3,888
Truelife - Moreau	55	
Pimental Place	57	
Mission Paradise	76	
Sequoia Grove	10	
22422 Rockaway Ln	30	
Mirza - True Life	189	10,800
Legacy@Hayward	97	1637
Maple & Main	314	7,100
32513 Mission Blvd	14	

[333] Let's House Hayward! City of Hayward Homelessness Reduction Strategic Plan. https://www.hayward-ca.gov/sites/default/files/documents/Let%27s%20House%20Hayward%21%20Strategic%20Plan%202021.06.25.pdf. 2021. p.52.
[334] City of Hayward Development Dashboard. https://maps.hayward-ca.gov/devsvcdash/.

238 Parcel group 3 & 4		
966 B St	30	
Mission Village	72	6,313
1441 Industrial Pkwy		
U-Haul		113730
Dermody Logisticenter at Enterprise		223583
31161 San Antonio St		86000
Logisticenter At Hwy 92		
First Industrial Realty - Depot Rd		37000
1190 Zephyr Ave		48980
Hayward Exchange @ 92		
29469 Ruus		103406
First Industrial Realty - Whitesell St		37051
Prologis Hayman 37		93515
La Vista Park	179	
The Stack Center		
Hayward Retail Center		
Duke Realty		157725
Arthur Mac's		
El Pollo Loco		
Hyatt Place Hotel		
Holiday Inn Express	82	
TOTAL	2,864+	1,033,252+

Growth Strategies

To accommodate growth throughout the City of Hayward, the 2040 General Plan (2014) summarizes several long-range strategies that would allow for the increased demand on the Fire Department. First, due to an aging stock of residential, commercial, and industrial buildings, structural fires are expected to increase in the City, as such fire prevention efforts such as minimizing fire risks through education, routine inspections, and requiring building renovations and new construction to comply with fire access and building codes are highlighted. Another goal highlighted in the City's General Plan is to enhance the fire protection and emergency medical services of the Hayward Fire Department. This involves addressing issues around staffing levels, emergency response times, training, fire facilities and equipment, and coordination with ambulance service providers and hospitals. Finally, the disaster preparedness, response, and recovery goal on the General Plan are designed to prepare residents and

businesses for disasters and to ensure that the City of Hayward and other government agencies are ready to respond to protect lives and property during an emergency. [335]

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within or adjacent to Hayward's city limits or SOI.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Hayward Fire Department has the financial ability to continue to provide services. However, the Department has required increasing Net General Fund contributions at the same time that City General Fund balances have been declining. The City and the Fire Department face ongoing challenges from pension liabilities that are funded at a "low" level,[336] in addition to pandemic impacts on revenues.

The Fire Department pursues technological improvements, for example, installing alert devices on its vehicles; although these expenditures impose budget costs in the short-term, longer-term benefits are anticipated. The City addresses the risk of structural budget imbalances by voter-approved tax measures, cautious staffing increases, and strategic fiscal forecasts and planning.

Revenues and Expenditures

Over the past five years, the Fire Department's revenue growth has been relatively static, requiring an increasing share of General Fund contributions to keep pace with expenditures growing at approximately the rate of inflation. In FY2021-22 the Net General Fund contribution was expected to account for about 82 percent of total expenditures, up from 80 percent in FY2017-18.

The City's total General Fund revenues have generally kept pace with inflation of about 3 percent annually over the past five years; however, expenditures have grown at a faster pace 4.5 percent rate, contributing to annual shortfalls and declining fund balances. In response to

[335] Hayward 2040 General Plan Policy Document. https://www.haywardca.gov/sites/default/files/Hayward_2040_General_Plan_FINAL.pdf. July 2014. p. 3-113 - 3-118.
[336] City of Hayward Adopted Budget Fiscal Year 2022, Table 7, valuation as of 6/30/2019. Pension levels funded at less than 70 percent indicate "low" funding and increased risk (see State Auditor's Risk Factors).

COVID-19, the City instituted hiring freezes, reduced expenditures, and obtained labor group concessions.

The City has a voter-approved ½ cent sales tax (Measure C) that helps "to restore and maintain Hayward city services and facilities, including firefighting/emergency medical services..." and Measure T approved by voters in 2018 to increase the City's property transfer tax.[337] The City prepares 5-year and 10-year budget forecasts to anticipate and manage fiscal conditions.[338]

City firefighters (Hayward Firefighters Local 1909) through their MOU have contributed towards unfunded pension liabilities by paying above the State minimum towards CalPERS and 2 percent of their salary.[339]

Reserves

The City's fund balance in its General Fund has been declining over the past five years as the City drew down its balance to cover annual shortfalls. Reserves in FY2017-18 represented a "moderate" level of 20.9 percent of expenditures but declined to a "low" level of 12.2 percent of expenditures in FY2021-22, less than two months of expenditures.

Fire Services

Service Overview

The City of Hayward provides fire protection services, including structural and wildland firefighting, vehicle extrication, high and low-angle rescue, hazardous materials response, and First Responder Advanced Life Support. The Fire Department also implements disaster response and management training; provides public education on fire hazards, disaster preparedness, and first aid; enforces the Uniform Fire Code and state and federal codes; regulates hazardous materials storage and use; and provides emergency medical services to patients throughout Hayward.[340] Additionally, Fairview Fire Protection District has contracted with the City of Hayward since 1993 to provide fire protection and emergency medical services within the boundaries of the District. Figure 14-6 details the services provided by HFD. If another agency offers a service, it is indicated in the figure.

[337] City of Hayward Measure C ballot.
[338] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[339] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[340] Alameda Local Agency Formation Commission Municipal Service Review Update, Adopted January 11, 2018, p.8-13.

Figure 14-6: City of Hayward Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	City of Hayward Fire Department
Wildland Fire Protection	City of Hayward Fire Department
Vehicle Fire Protection	City of Hayward Fire Department
Ladder Truck Capabilities	City of Hayward Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department/CAL FIRE
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	N/A
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	N/A
Advanced Life Support – Non-Transport Provider	City of Hayward Fire Department
Advanced Life Support Transport Provider	Falck Ambulance
Continuing Education Provider – Medical	City of Hayward Fire Department
Air Ambulance Transport Helicopter Services	REACH
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	City of Hayward Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	City of Hayward Fire Department
Fire Safety Education – Adults/Seniors	City of Hayward Fire Department
Juvenile Firesetter Prevention Program	City of Hayward Fire Department
Fire and Life Safety Business Inspection Program	City of Hayward Fire Department
Fire Protection Planning	City of Hayward Fire Department
New Commercial Construction Plan Reviews	City of Hayward Fire Department
Public Education Provider (CPR, First Aid, etc.)	City of Hayward Fire Department
Home Fire/Safety Inspections	City of Hayward Fire Department
Fire Origin and Cause Investigations	City of Hayward Fire Department
Fuel Reduction/Weed Abatement Program	City of Hayward Fire Department
Smoke Detector Giveaway/Installation Program	City of Hayward Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	City of Hayward Fire Department

Water Rescue Program	City of Hayward Fire Department
Ice Rescue Program	N/A
Dive Rescue Program	N/A
Low angle Rope Rescue Program	City of Hayward Fire Department
Helicopter Short/Long Haul Rescue Capabilities	CAL FIRE/California Highway Patrol
Response to Boating Accidents	City of Hayward Fire Department
Rescue Dog Services	N/A
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	City of Hayward Fire Department
Hazardous Materials Response Team	Alameda County Fire Department/City of Fremont Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	City of Hayward Fire Department
Mobile Incident Command/Communications Unit	City of Hayward Fire Department
Fill Station for Self-Contained Breathing Apparatus	City of Hayward Fire Department
Mobile Breathing Support Unit	City of Hayward Fire Department
Community Emergency Response Team	City of Hayward Fire Department
Chaplain Services	N/A
Training Academy	City of Hayward Fire Department
Emergency Operations Center Capabilities	City of Hayward Fire Department
MISCELLANEOUS	
Public Service Assists	City of Hayward Fire Department
Motor Vehicle Accident Response	City of Hayward Fire Department
Welfare Checks	City of Hayward Fire Department
Public Safety Answering Point	City of Hayward Police Department
Fire/EMS Dispatch	City of Hayward Fire Department
Fundraising Activities	City of Hayward Fire Department
Firefighters Association – Non-Profit	City of Hayward Fire Department
Auxiliary Association	N/A

Collaboration

The City of Hayward Fire Department (HFD) works closely with other agencies locally, regionally, countywide, and statewide to provide sufficient fire and emergency response services to the community. Various collaborations reported by the Department include:[341]

- Eden Area Regional Occupational Program—to provide instruction and resources for the education of Hayward area high school students;
- Chabot-Las Positas Community College District—for joint fire training center;
- Tiburico Vasquez—Tiburico Vasquez Health Center operates the Hayward Firehouse Clinic and provides care; and
- Hayward Chamber of Commerce.

The City also takes part in aid agreements with the following agencies to support and expand its fire, hazmat, and EMS resources for incidents such as wildland fires, emergencies, and events that take place outside of the City:

- State of California
- Alameda County and adjacent counties
- California Master Mutual Aid Agreement
- Fire Chiefs Association of Alameda County

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE focuses its services on wildland areas defined as State Responsibility Areas (SRA). For the City of Hayward, most of the area within the city limits is a Local Responsibility Area (LRA). However, much of the area within the northeast of the City is designated as a high fire hazard severity zone which is a State Responsibility Area.[342]

Furthermore, as discussed previously, Hayward provides fire protection and emergency response services in the unincorporated Fairview area via contract with the Fairview Fire Protection District.

[341] City of Hayward, SoGo Survey Responses, November 2021.
[342] Alameda County State Responsibility Area Fire Hazard Severity Zones. November 21, 2022

Existing Demand

The Hayward Fire Department indicated it received 17,343 service calls in FY 20, of which 28 were mutual aid calls. EMS incidents account for a majority of calls, with 12,050 calls or 70 percent of all calls. In comparison, motor vehicles and false alarm accounts for the lowest number of calls with 565 and 809 calls, respectively. Figure 14-7 shows calls received by type.[343]

From 2013-2020, the highest number of service calls was received in 2019 (18,410), while 2014 had the lowest number of service calls (15,775). Figure 14-8 illustrates the total number of service calls received in the City of Hayward from 2013-2020.[344]

Figure 14-7: City of Hayward Calls for Service (2013-2020)

2020 FIRE AND EMERGENCY SERVICE CALLS BY TYPE							
	EMS	Motor Vehicle	False Alarm	Fire / Hazardous Materials	Misc. Emergencies	Misc. Non-Emerg.	Total Calls
City of Hayward	12,050	565	809	1,101	1,215	2,172	17,343

Figure 14-8: City of Hayward Service Calls by Type, 2020

FIRE AND EMERGENCY SERVICE CALLS 2013-2020								
	2013	2014	2015	2016	2017	2018	2019	2020
City of Hayward	15,899	15,775	15,820	16,339	18,052	17,079	18,410	17,343

Staffing

As mentioned, the City of Hayward Fire Department (HFD) staffed 146.5 full-time equivalent in FY 21. According to the FY 21 adopted budget, this has been a consistent staffing level since FY 19, when FTE positions in the Department increased by nine compared to FY 18, which had 137.5 budgeted fire and EMS staff positions. [345]

According to the Memorandum of Understanding between the City of Hayward and the International Association of Firefighters- Local 1909, minimum staffing upon the continuation of contractual services with FFPD, must consist of nine engine companies and two truck

[343] City of Hayward, SoGo Survey Responses, November 2021.
[344] City of Hayward, SoGo Survey Responses, November 2021.
[345] City of Hayward, Adopted FY 2021 Operating Budget. p. 64.

companies. Each apparatus must be staffed with a minimum complement of three: a captain, an apparatus operator, and a firefighter. If the contract with FFPD is discontinued, minimum staffing shall revert to eight engine companies, two truck companies, and 33 to 30 staff members. [346]

Regarding staff training levels, HFD indicated applicants must have a paramedic license and CADL and upon academy completion, candidates must meet the California State Fire Marshal Accredited Local Academy Firefighter 1 and Firefighter 2 academy requirements and complete evaluation for certification. Other levels of training required by the agency for newly hired paid firefighters include driver Operator 1A, Fire Control 3, Fire Control 5, Vehicle Extrication, Confined Space Awareness, and Low Angle Rope Rescue.[347]

HFD offers paid firefighters an average of 44 hours of training per month. For new volunteers, the Community Emergency Response Team (CERT) trains 150 residents yearly on a five-night curriculum. HFD also offers an annual refresher and Neighborhood Emergency Response Team (NERT) for those interested in furthering their education.[348]

The Training Division is responsible for ensuring that Hayward's Firefighters are ready to respond to any type of emergency. Training of line personnel can range from an online program to live drills and exercises at the Department's training center.

Additionally, HFD's Training Division conducts a 17-week fire academy for new recruits and has also initiated a partnership with the Eden Area Regional Occupation Program's Fire Science program. This program will expose interested youth to basic firefighting principles and techniques, which will potentially lead them down the path of becoming the next generation of firefighters in the City.[349]

Facilities and Capacity

The City of Hayward Fire Department operates nine engines and two aerial ladder truck companies from nine strategically located fire stations serving both the citizens of Hayward and FFPD. Each fire engine and truck company has at least one certified Paramedic assigned to it. In addition to HFD's front-line emergency vehicles, the Department has the ability to staff three Type III engines, two firefighting engines, and one Type VI wildland firefighting engine for

[346] Memorandum of Understanding between the City of Hayward and the International Association of Firefighters. January 1, 2010 through December 31, 2023. p.8.
[347] City of Hayward, SoGo Survey Responses, November 2021.
[348] City of Hayward, SoGo Survey Responses, November 2021.
[349] City of Hayward Fire Department. https://www.hayward-ca.gov/your-government/departments/fire.

use in the City and to assist in the statewide mutual aid program for any natural or man-made disasters.

HFD staffs two fire stations within the boundaries of the FFPD (Station 8 and Fire Station 9). In addition, the grounds of Station #7 in South Hayward house the nation's first firehouse clinic, which provides a full-service primary and preventative care center operated by Tiburcio Vasquez Health Center. The facilities are shown in further detail in Figure 14-9.

Figure 14-9: City of Hayward Fire Facilities

CITY OF HAYWARD FACILITIES					
Facility	Address	Owner	Year Built	Condition	Assigned Apparatus
Station 1	22700 Main Street, Hayward, CA 94541	City of Hayward	1995	Good	One Engine, One Truck, Three Command Vehicles, One Water Tender, One OES Type III engine
Station 2	360 West Harder Road, Hayward, CA 94544	City of Hayward	1958	Good	One Engine, One Squad, One Rescue Trailer, One Mobile Air Unit
Station 3	31982 Medinah Street, Hayward CA 94544	City of Hayward	1956	Good	One Engine, One Type III Engine
Station 4	27836 Loyola Avenue, Hayward, CA 94545	City of Hayward	1956	Good	Two Engines
Station 5	28595 Hayward Boulevard, Hayward, CA 94542	City of Hayward	1975	Good	One Engine, One Type VI Engine
Station 6	1401 West Winton Avenue, Hayward, CA 94545	City of Hayward	1975	Excellent	Two Engines, Two ARFF Vehicles, One Truck
Station 7	28270 Huntwood Avenue, Hayward, CA 94544	City of Hayward	2015	Excellent	One Engine, Two Trucks, One Rescue Boat, Two Command Vehicles
Station 8	25862 Five Canyons Parkway, Hayward, CA 94552	City of Hayward	Not Provided	Not Provided	Type I Engine, Type III Engine
Station 9	24912 Second Street, Hayward, CA 94541	City of Hayward	1998	Fair	One Engine, One Type VI Engine
Firehouse Clinic	28300 Huntwood Ave., Hayward, CA94544	City of Hayward	2015	Not Provided	N/A

Workload across stations is typically measured using Unit Hour Utilization (UHU) which is calculated by dividing the number of transports by the number of hours a unit is available for work. Stations nearing or exceeding the 20 percent threshold indicate a strain workload. HFD did not provide its UHU, and it is not readily available online.

Dispatch and Communications

There are a few ways the City of Hayward utilizes its social media outlets: Twitter, Facebook, and YouTube, to communicate with residents and transmit important health and safety information. The City also uses AC Alert, a unified system for Alameda County residents, which provides critical information quickly in various situations, such as earthquakes, fires, severe weather, unexpected road closures, missing persons, and evacuations of buildings or neighborhoods. Additionally, in 2021 HFD shared with residents a fire service-supported website called Zonehaven AWARE, a shared map built out across the Bay Area and the State of California, to establish integrated databases that can be relied upon by residents and first responders for communicating and learning about approaching fire and other emergency conditions and managing evacuations and safe post-disaster return to residences.

The Hayward Police Department Communications Center serves as Hayward's 9-1-1 Public Safety Answering Point (PSAP), receiving all emergency and non-emergency police, fire, and medical calls in the City and dispatching public safety personnel to respond as appropriate.

Since 2018, city emergency dispatchers are equipped to receive and respond to mobile telephone 9-1-1 text messages. The service gives hearing and speech-impaired members of the community, or those in a situation where it is too dangerous to dial 9-1-1, another option to call for help in an emergency.

In addition, as of 2021, HFD indicated that it was working to install an updated computer-aided dispatch fire station alerting system to improve efficiency. The Department also led an effort for dispatch needs assessment and expected this process to take about a year.

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while effectively providing needed services. Currently, HFD partners with community-based organizations and other public safety agencies. Additionally, the Department indicated that it is a part of the East Bay Regional Communications System Authority (EBRCSA), a communications system that provides fully interoperable communications to all public agencies within the Alameda and Contra Costa counties.

Additionally, per the City's contract with FFPD, HFD staffs two fire stations within the boundaries of the FFPD.

The Department identified two facility-sharing opportunities, Chabot College JPA and Eden Area Regional Occupational Program at Station 6, for education and training purposes.

Infrastructure Needs

The first infrastructure need that HFD reported is an upgrade at Station 8, estimated to cost around four to six million. However, neither the source of financing nor the timeline was identified. The Department also indicated that Station 9 needs to be replaced with an industry-standard fire station at the same location. Additionally, HFD reported that a new fire station and training facility was under construction at Station 6. According to Hayward's FY 23-32 Capital Improvement Program, the project includes deconstructing the existing buildings and constructing nine new buildings and structures.[350] This project is financed by Fund 406-Measure C Capital Projects, which is generated by the City of Hayward 0.5 percent sales tax for CIP projects, including restoration and maintenance of City services and facilities. Other projects related to the Fire Department outlined in the recommended Capital Improvement Program for FY 24-33 include: [351]

- Fire equipment updates: Project to pay for equipment upgrades for replacement due to mutual aid response. Expenses will be paid for by mutual aid reimbursement. The project is financed by Fund 405, which the General Fund, construction tax, Mutual Aid Overhead, and grants for non-discretionary projects support.
- Fire Fleet Replacement: The ten-year Fleet Replacement Plan is updated annually to identify vehicles and equipment for replacement based on available General Fund funding, current replacement cost, cumulative maintenance costs, vehicle/equipment condition and safety, vehicle/equipment useful life, and departmental operational needs. The project is financed by Fund 736, generated by charges to City departments, and used to support purchases of new and replacement vehicles and equipment.
- Fire House Clinic Improvements: This ongoing project uses revenue from the Fire House Clinic to make necessary improvements to the facility and operations. The project is financed by Fund 405.

[350] Hayward Adopted Capital Improvement Program, Fiscal Years 2023 -2032 https://www.hayward-ca.gov/sites/default/files/pdf/COH-2023-2032-CIP.pdf. p.135.
[351] Recommended Capital Improvement Program, Fiscal Years 2024-2033. https://hayward-ca.gov/sites/default/files/documents/COH-FY2024-CIP.pdf. p.163.

- Fire Radio Replacement: This recurring project is for regularly replacing the Fire Department's Radios. The radios have an approximate life of 10 years. The following replacement of 85 devices is in FY 23. The project is financed by Fund 405.
- Fire Stations 1-6 Improvements/Design: This project is to improve and design Fire Stations 1 to 6. The project is financed by Fund 406.
- Firefighter Exercise Equipment: This one-time purchase is for Endless Rope, intended for firefighter-specific training. The Endless Rope utilizes magnetic force resistance to allow competitive bi-directional movements that mimic firefighting and technical rescue movements. The project is financed by Fund 405.

Challenges

The most significant challenge reported by HFD is ongoing financial limitations. According to the Department, the City of Hayward continues to face challenges related to rising personnel-related expenses, such as increases in its growing unfunded pension obligations. The City continues to monitor those unfunded liabilities and identify strategies for continued programmatic service levels expected of the Hayward community. [352]

HFD also indicated that Hayward Firefighters Local 1909, through an MOU, has continually met the challenges of unfunded liabilities for two decades, paying above the state minimum towards CalPERS and two percent of their salary.[353]

The other challenge HFD reported is that increasing Approximate Patient Off Load Time (APOT), which is the time between when an ambulance arrives at a hospital and when the patient is transferred from the ambulance gurney to the care of the hospital, is negatively impacting the private ambulance provider's ability to provide contractually obligated response time requirements. [354]

Additionally, demand for services is anticipated to increase due to changes within the community, such as an increase in population and an aging housing stock with primitive fire protection systems that will continue to erode infrastructure, increasing service calls. Rising sea level is also expected to impact all flood zones as infrastructure ages. In addition, service calls for unhoused individuals are expected to increase continually.[355]

[352] City of Hayward, SoGo Survey Responses, November 2021.
[353] City of Hayward, SoGo Survey Responses, November 2021.
[354] City of Hayward, SoGo Survey Responses, November 2021.
[355] City of Hayward, SoGo Survey Responses, November 2021.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service. The applicable response time measure for the City of Hayward is shown in Figure 14-10.

Figure 14-10: City of Hayward Response Time Policy

RESPONSE TIMES FOR THE CITY OF HAYWARD	
Agency Name	Single Unit Incident
City of Hayward	Arrive at the scene within 5 minutes and 50 seconds of a 9-1-1 call 90 percent of the time.

The Department adopted the National Fire Protection Association (NFPA) standard requirement for the first unit to arrive on scene within five minutes and 50 seconds of dispatch, 90 percent of the time while all remaining units shall arrive on scene within eight minutes of dispatch.[356] HFD'S fire and emergency response times are under six minutes more than 91.7 percent of the time, indicating the Department generally meets the five minutes and fifty seconds goal set by best practice.[357] The Insurance Service Office (ISO) classifies fire services in the communities as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. As of 2020, the Hayward Fire Department has an ISO rating of 2. [358]

The Department did not provide information as to whether any complaints regarding fire service were received in FY 21.

[356] Hayward 2040 General Plan Policy Document. July 2014. p. 3-115.
[357] City of Hayward By the Numbers .https://www.hayward-ca.gov/discover/by-the-numbers.
[358] City of Hayward, Adopted FY 2021 Operating Budget. p. 174.

City of Hayward Fire Department MSR Determinations

Growth and Population Projections

14-1: The City of Hayward has a population of 162,948 according to the 2020 Census, while The California Department of Finance (DOF) reports a slightly higher number of 163,965. The population growth has been steadily increasing with roughly an 11 percent increase since 2010.

14-2: According to ABAG projections, the City's population will decrease slightly from 2020 through 2030 with a -0.19 percent Average Annual Growth Rate (AAGR) to a population of 160,295. Alternately, between 2030 and 2040, it is projected to rise to 0.89 percent AAGR to a population of 178,270. The City of Hayward should monitor population projections and development plans to ensure they align with city planning efforts to accommodate growth and the corresponding increase in service demand adequately.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

14-3: The City of Hayward does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

14-4: The Department is meeting the five-minute and fifty seconds response time goal set by best practice and generally appears to have the capacity to address existing demand. Additionally, the City's annually updated ten-year CIP appropriately plans for capital needs to address future growth.

14-5: The City of Hayward has its fire and emergency response facility needs adequately met by HFD, with nine staffed fire stations within its boundaries and two fire stations within the boundaries of the Fairview Fire Protection District. There should, however, be continued reevaluation of the service area and response times to ensure areas outside of the city center, particularly in the east, are receiving adequate services.

14-6: HFD reported significant infrastructure needs, including upgrades at Station 8 and Station 9 replacement with an industry-standard fire station. The department also reported that a new fire station and training facility was under construction at Station 6. Additionally, according to the Capital Improvement Program for FY 23-32, several infrastructural needs are budgeted for and expected to be addressed, including fire equipment updates, fire fleet replacement, firehouse clinic improvements, fire radio replacement, fire station 1 through 6 improvements/design, and firefighter exercise equipment.

Financial Ability of Agencies to Provide Services

14-7: The City of Hayward Fire Department has the financial ability to continue to provide services. However, ongoing City structural imbalances must continue to be addressed in order to minimize and eliminate adverse financial consequences for fire protection services.

Status of, and Opportunities for, Shared Facilities

14-8: HFD reported that it is a part of the East Bay Regional Communications System Authority (EBRCSA), a communications system that provides fully interoperable communications to all public agencies within the Alameda and Contra Costa counties. The Department also indicated that it partners with community-based organizations and other public safety agencies. Additionally, the Department staffs two fire stations within the boundaries of FFPD.

14-9: The Department identified two facility-sharing opportunities: Chatbot College JPA and Eden Area Regional Occupational Program at Station 6.

14-10: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

14-11: The City of Hayward abides by all legislative obligations for accountability and governance practices.

14-12: The City of Hayward demonstrated transparency when sharing information to create this report.

14-13: No governance structure options specific to HFD were identified over the course of this review: however. it is recommended that the Department continue to participate in regional planning and coordination efforts to the greatest extent possible, such as the East Bay Regional Communications System Authority (EBRCSA) and continue to seek to collaborate and enhance services levels on a regional level with other providers.

15. CITIES OF LIVERMORE AND PLEASANTON FIRE DEPARTMENT

AGENCY OVERVIEW

BACKGROUND

CITY OF LIVERMORE

The City of Livermore, was 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 surrounded, for the most part, by unincorporated areas. Livermore is located near two major freeways, I-580 and I-680, and is close to the metropolitan areas of San Francisco, Oakland, and San Jose. [359] The City of Livermore participates in the Sister Cities program and has formalized three Sister City relationships with Quetzeltenango, Guatemala, Yotsukaido, Japan, and Snezhinsk, Russia.

The City of Livermore is the only city in the United States with two national laboratories: Lawrence Livermore National Laboratory and Sandia National Laboratories-CA. The City also has an award-winning school district, the Livermore Valley Joint Unified School District (LVJUSD).

The City operates under a council-manager form of government. The City of Livermore provides services including animal control, fire and emergency response, law enforcement, library, lighting, planning/building, stormwater, streets, water, and wastewater. Other services, such as solid waste, are provided under contract with other service providers. Fire and emergency response is provided by the Livermore-Pleasanton Fire Department (LPFD) Joint Powers Authority (JPA). Although the City is a multi-service provider, this review is specific to fire protection, emergency medical, and other related services.

The City of Livermore was last included in an MSR Update by Alameda LAFCO that was adopted in 2018.

[359] Alameda Local Agency Formation Commission Resolution NO. 2018-09 p.1.

City of Pleasanton

The City of Pleasanton was incorporated in 1894 and named for Major General Alfred Pleasonton of the Union Army. A typographical error by the U.S. Post Office is believed to be responsible for the current spelling of the City's name.[360] 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.[361]

Located at the junction of I-580 and I-680, Pleasanton is proximate to the major business markets of Silicon Valley, San Francisco, and the Central Valley. Additionally, the City supports a thriving business community of more than 4,000 companies, from Fortune 500 to home-grown innovation firms.

According to the 2020 Census, the City of Pleasanton has a total population of 79,526. The City has a council-manager form of government.

The City of Pleasanton provides services including animal control, law enforcement, library, lighting, parks and recreation, planning/building, stormwater, streets, water, and wastewater.[362] Other services, such as solid waste, are provided under contract with other service providers. Fire and emergency response is provided by the LPFD JPA. Although the City is a multi-service provider, this review is specific to fire protection, emergency medical, and other related services.

The City of Pleasanton was last included in an MSR Update by Alameda LAFCO that was adopted in 2018.

Livermore-Pleasanton Fire Department

The LPFD was formed in 1996 by the City Councils of the Cities of Livermore and Pleasanton. This arrangement allows for essential fire and emergency services to be provided jointly by both cities. Its formation is made possible through a JPA agreement, a legal construct available in the State of California that enables two or more agencies to voluntarily provide and deliver services within a multi-jurisdictional setting.

The LPFD provides Fire and Life Safety protection to the cities of Livermore, Pleasanton, and several square miles of unincorporated area adjacent to both cities. These areas include Happy

[360] City of Pleasanton Operating Budget • FY 2023/24 - FY 2024/25, p.19.
[361] Alameda Local Agency Formation Commission Resolution NO. 2018-13.
[362] Wastewater treatment services are provided by contract with Dublin San Ramon Services District.

Valley, Castlewood (the Pleasanton Ridge) and the Veterans Administration Hospital Livermore.

The consolidated department is quasi-governed by a JPA board. While a formal joint powers structure was put in place, the powers assigned to the JPA board were limited: all major fiscal and labor relations decisions are made by the two cities' City Councils, with the JPA board serving in an advisory capacity to each body. The Board is comprised of the Mayor and a City Council member from each city. The City Managers of the two cities serve as joint Executive Directors and appoint the Fire Chief.

By forming the consolidated department, the partner cities avoided creating another agency with its own overhead costs for fiscal and personnel management. The department uses existing city support services. The City of Pleasanton provides payroll, personnel and budget services, and the City of Livermore provides risk management and workers compensation services. Legal services for code enforcement are provided by both cities' legal departments.

To properly allocate the joint department's management expenses, the two cities use a four-part cost-sharing formula that takes into account factors such as the number of emergencies or fire prevention inspections occurring in each city. Currently, Livermore is covering 54 percent of these expenses, Pleasanton 46 percent. Each city maintains the right to determine the number of fire stations and firefighters it needs, so growth in one city does not affect the other city's fire service costs.

One of the management improvements resulting from the consolidation was the movement of top officers in both departments into full-time specialty roles. Before consolidation, division chiefs in both departments managed responsibilities such as emergency operations, training and emergency medical services on a part-time basis. Effectiveness is improved in the consolidated agency with full-time managers for each function. The separate fire prevention bureaus also were consolidated; the single bureau jointly serves both cities, including their one-stop building permit centers.

Initially, all fire station personnel remained in their parent cities but were cross-trained in the other city's stations and on its fire equipment; currently, firefighters regularly work in the other city's stations, providing coverage for those on vacation or sick leave. The two fire union locals also merged, and the five-year labor agreement negotiated by the cities with the newly combined International Association of Fire Fighters local contributes to the consolidated fire department's long-term cost stability. The JPA immediately agreed to joint promotional testing, and the several promotions, which since being made have contributed to the blending of the two cities' fire services.

A single training system serves both cities' firefighters. Managed by a Battalion Chief, it uses a modern training tower and classrooms located in Pleasanton. Emergency operations also have been completely merged, with a single "duty officer" responding to emergencies wherever they occur and both cities' fire equipment responding wherever needed. Dispatch services were consolidated in Livermore's public safety communications center, as it was larger and better suited to handle the workload created by the consolidation of the departments. The consolidated department has focused on the creation of one "culture" and one set of operating procedures, which combines the "best practices" that were in use in both cities. [363]

Boundaries

City of Livermore

The City of Livermore encompasses 26 square miles and a population density of approximately 3,597 persons per square mile.[364]

City of Pleasanton

The City of Pleasanton encompasses approximately 24.27 square miles.

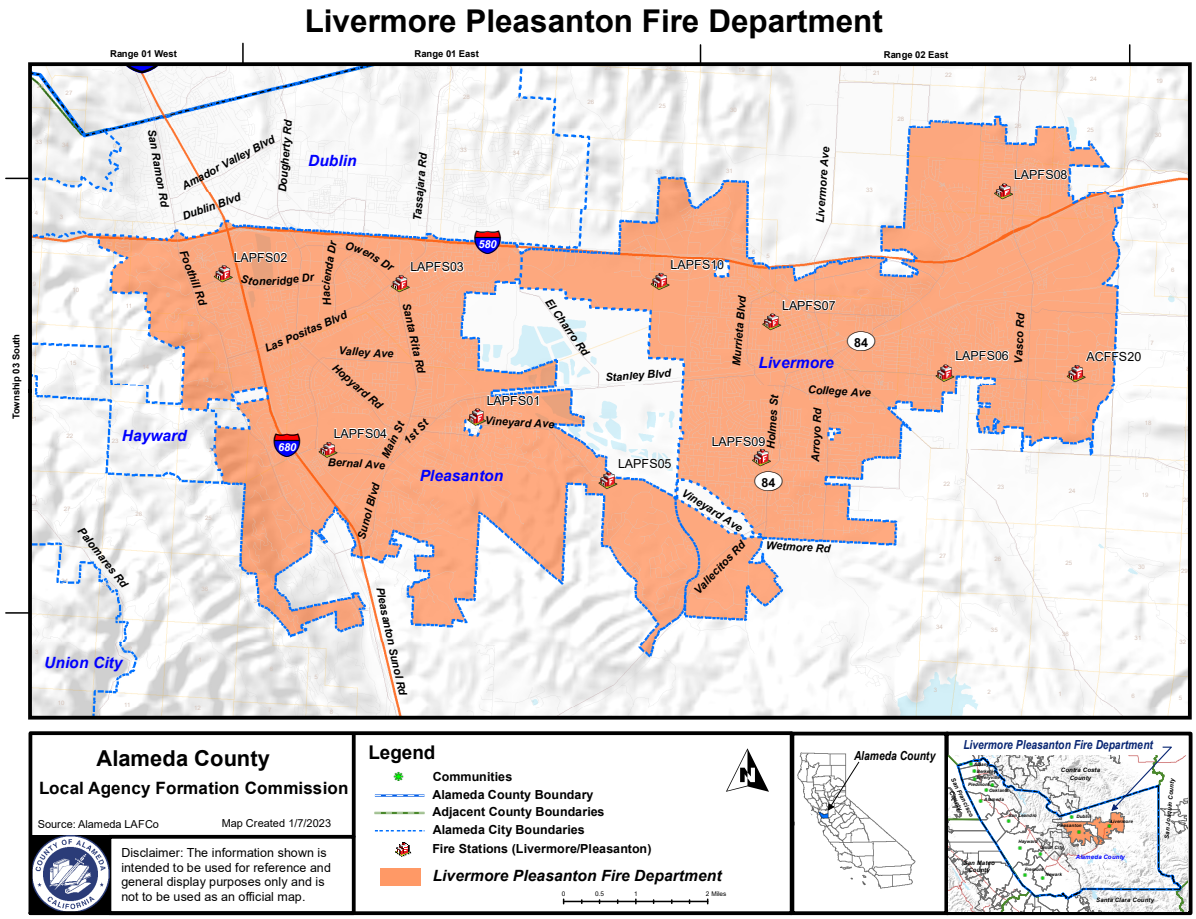
Extra-territorial Services

LPFD

LPFD provides services to several areas outside of the municipal boundaries of Livermore and Pleasanton, including the Veterans Administration Hospital. Figure 15-1 depicts LPFD's boundaries.

[363] Municipal Services Review for Fire and Emergency Services West Placer County Area Draft Final, May 25,2017 p.80-81.
[364] Alameda Local Agency Formation Commission Municipal Service Review Update, Adopted January 11, 2018, p.9-1.

Figure 15-1: Livermore Pleasanton Fire Department Boundaries and SOI Unserved Areas



Unserved Areas

City of Livermore

There are no unserved areas identified in the City of Livermore. LPFD is able to provide service throughout bounds of both cities.

City of Pleasanton

There are no unserved areas identified in the City of Pleasanton. LPFD is able to provide service throughout bounds of both cities.

Sphere of Influence

City of Livermore

The City of Livermore's Sphere of Influence (SOI) was established by LAFCO in 1979 and was amended in subsequent years. The SOI for the City extends slightly to the north, east, and south of the municipal boundary.[365] The City's current SOI was last reaffirmed on January 11, 2018.

City of Pleasanton

The City of Pleasanton's SOI was established by LAFCO in 1976 and was amended in subsequent years. The City's current SOI was last reaffirmed on January 11, 2018.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

City of Livermore

The City of Livermore is a general law city operating under a council-manager form of government. The City Council consists of five members, including the Mayor; members serve four-year terms, and the elected Mayor serves a two-year term. Current council member names, positions, and term expiration dates are shown in Figure 15-2.

The Council meets on the second and fourth Mondays of each month at 7:00 p.m. City Council meetings will be in a hybrid format; members of the public will have the option to participate in person at the Civic Center Meeting Hall, City Council Chambers located at

[365] Alameda Local Agency Formation Commission Municipal Service Review Update, Adopted January 11, 2018, p.9-1.

1016 S. Livermore Avenue, or remotely on Zoom. The City reports that it is suspending public comment via zoom and participants wishing to comment on meeting content will need to be present to comment.

The public can also watch the City Council meeting live on the City's YouTube channel. All City Council agenda packets, minutes, public comments, and archived recordings are available online.

Figure 15-2: City of Livermore Governing Body

GOVERNING BODY					
Manner of Selection			At large for mayor, by district for councilmember.		
Length of Term			4 years for councilmembers, 2 years for the mayor.		
Meetings			Second and Fourth Mondays at 7:00 pm Civic Center Meeting Hall 1016 S. Livermore Avenue Livermore, CA 94550 City Council Chambers		
Agenda Distribution			Posted online.		
Minutes Distribution			Posted online.		
COUNCILMEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
John Marchand		Mayor	2024	Elected	4 Years
Brittni Kiick	3	Councilmember, Vice Mayor	2024	Elected	4 Years
Ben Barrientos	2	Councilmember	2026	Elected	4 Years
Evan Branning	1	Councilmember	2026	Elected	4 Years
Bob Carling	4	Councilmember	2024	Elected	4 Years
CONTACT					
Contact			Marianna Marysheva, General Manager		
Mailing Address			1025 S. Livermore Ave, Livermore, CA 94550 1052		
Phone			(925) 960-4040		
Email/Website			citymanager@cityoflivermore.net		

The City of Livermore participates in community outreach including summer reading programs, Livermore Reads Together, and Arts and Authors talks. Furthermore, throughout the year the City has various events specific to adults, teens, and armchair travelers.

The City of Livermore has contact information and a FAQ page online for the public to file a complaint on various topics. Additionally, complaints can be directed to specific unit or Department; contact information for each Department is available online. For fire specific complaints, the public can contact the Fire Chief.

All City of Livermore's City Council members have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

Through the City, there also exists a conflict-of-interest code and bylaws, outlined in the municipal code, as lawfully required.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Livermore complies with this regulation.

The City of Livermore demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

City of Pleasanton

The City of Pleasanton is a general law city, which operates under the council-manager form of government. The City Council consists of five members, including the Mayor. Members serve four-year terms, and the elected Mayor serves a two-year term. Pleasanton has a district-based election system, with four districts. Each district has one Councilmember who resides in the district and who is chosen by electors residing in that district. The office of the Mayor remains elected at-large by all voters. Current council member names, positions, and term expiration dates are shown in Figure 15-3.

The Council meets on the first and third Tuesdays of each month at 7:00 p.m. City Council meetings are in in a hybrid format; members of the public have the option to participate in person at the City Council Chamber located at 200 Old Bernal Avenue. The meeting is also broadcasted live on the City's YouTube channel, Channel 29, and Tri-Valley community television. All City Council agenda packets, minutes, and archived recordings are available online.

Figure 15-3: City of Pleasanton Governing Body

GOVERNING BODY					
Manner of Selection			At large. Starting March 19, 2022, councilmembers are elected by district.		
Length of Term			4 years for councilmembers, 2 years for the mayor.		
Meetings			First and Third Tuesdays at 7:00 pm City Council Chamber 200 Old Bernal Avenue Pleasanton, CA 94566		
Agenda Distribution			Posted online.		
Minutes Distribution			Posted online.		
COUNCILMEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
Karla Brown		Mayor	2024	Elected	4 Years
Valerie Arkin		Councilmember	2024	Elected	4 Years
Jack Balch		Councilmember, Vice Mayor	2024	Elected	4 Years
Jeff Nibert		Councilmember	2026	Elected	4 Years
Julie Testa		Councilmember	2026	Elected	4 Years
CONTACT					
Contact			Jocelyn Kwong, City Clerk		
Mailing Address			123 Main Street/PO Box 520, Pleasanton, CA 94566		
Phone			(925) 931-5027		
Email/Website			PleasantonCityClerk@cityofpleasantonca.gov		

The City of Pleasanton participates in community outreach events including a variety of performing, visual, and literary arts through its Civic Arts program, as well as a variety of community events and performances such as movies in the park, the Rose Show, and Hometown Holidays.

For fire specific complaints, the public can contact the Fire Department.

All City of Pleasanton's City Council members have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

Through the City, there also exists a conflict-of-interest code and bylaws, outlined in the municipal code, as lawfully required and by which the City of Pleasanton must abide.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Pleasanton complies with this regulation.

The City of Pleasanton demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Livermore-Pleasanton Fire Department

LPFD uses a joint powers authority (JPA) model with essential support services such as Human Resources and Finance provided by the Cities of Livermore and Pleasanton respectively. This partnership promotes more efficient administration and effective delivery of life-safety services without the additional overhead of a completely independent JPA agency.

Under this model, the LPFD organization plan includes the JPA Board of Directors, which is made up of the Mayor of Livermore, Mayor of Pleasanton, one councilmember from Livermore, and one councilmember from Pleasanton. [366]Current Board member names, positions, and term expiration dates are shown in Figure 15-4.

The Board holds at least two meetings annually and may hold additional meetings if necessary. The public can access meeting agenda, minutes, and archived documents online on LPFD's website.

Figure 15-4: Livermore-Pleasanton Fire Department Governing Body

GOVERNING BODY					
Manner of Selection			A subcommittee of the Livermore and Pleasanton City Councils.		
Length of Term			Consistent with the councilmember's length of term.		
Meetings			At least twice a year and special meetings as necessary.		
Agenda Distribution			Posted online.		
Minutes Distribution			Posted online.		
BOARD MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
John Marchand		Chair, City of Livermore	2024	Elected	4 Years

[366] 1996 Joint Exercise of Powers Agreements between the City of Livermore and the City of Pleasanton, p.4.

Karla Brown		Vice-Chair, City of Pleasanton	2024	Elected	4 Years
Jack Balch		Director, City of Pleasanton	2024	Elected	4 Years
Brittni Kiick		Director, City of Livermore	2024	Elected	4 Years
CONTACT					
Contact			Joe Testa, Fire Chief		
Mailing Address			3560 Nevada Street, Pleasanton, CA 94566		
Phone			(925) 454-2361		
Email/Website			jtesta@lpfire.org		

As a part of the communities' disaster response plan, the LPFD has an active Community Emergency Response Team (CERT) program. The CERT program trains and supports members of the community to be effective emergency response volunteers in the event of a disaster. Volunteers are taught skills such as disaster medical care, light search and rescue, team organization, and coordination with the Fire Department. The Fire Department hosts CERT classes several times per year.

LPFD also has a Disaster Preparedness volunteer opportunity for the public to participate in outreach program to help make citizens aware of the need to prepare for disasters and to provide resources and assistance for doing so.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. LPFD complies with this regulation.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The Cities of Livermore and Pleasanton account for their fire and emergency services in several of their planning and management documents, particularly in their biannual and annual budgets, comprehensive annual financial reports, and General Plan.

The JPA Board has limited independent power; therefore, all major decisions proposed by the JPA Board require ratification by the respective City Councils. If such ratification is not attained, the issue is returned to the JPA Board and executive management staff for further work.

In this joint consensus partnership, neither city can dictate to the other. The JPA Board, combined with the joint budget, provides an effective tool for maximizing the delivery of fire services, controlling costs, and maintaining local control in determining service levels.

LPFD was staffed by approximately 123 full-time personnel in FY 21. The City of Pleasanton personnel for FY 21 was 62.75 FTE, while the City of Livermore had 62.5 FTE personnel for FY 21.

The two City Managers serve as JPA Executive Directors and provide overall administrative direction to the Fire Chief in alignment with allocated resources and approved goals and objectives. Human resources, finance, legal services, and various support functions are provided by the two cities.

The Fire Chief leads the Department in all areas of fire protection and overall management. LPFD, through the Fire Prevention Bureau, is responsible for minimizing fire risk through positive fire code enforcement and weed abatement. The Operations Bureau prepares for and responds to all emergency fire, medical, rescue, and hazardous materials incidents.

To ensure fire service efficiency and effectiveness, LPFD has set policy goals and objectives in the areas of services, public information and community engagement, and workforce and training.

LPFD's finances are managed by the Cities of Livermore and Pleasanton. All Joint fire operating costs of LPFD are summarized and categorized into the following types: Administrative, Prevention, Suppression, Emergency Operations, and Capital Replacement. Administrative, emergency operations and capital replacement costs are shared 50/50 by both cities. Fifty percent of the prevention costs incurred for development services (plan checking and inspection services) and including salaries, other employment costs, and supplies are shared 50/50 by both Cities. The other 50 percent of these costs are shared proportionally, based on the level of service during any given fiscal year. Similarly, costs categorized as

suppression will be shared by both Cities proportionally based on staffing levels within the suppression function.[367]

The Cities are also responsible for providing several administrative support services to LPFD—finance and budget, purchasing, human resources and labor relations, workers' compensation, legal, risk, information technology, and city clerk. The city responsible for providing each administrative support service is identified in a memorandum of understanding (MOU) signed by each City Manager. The direct cost to provide each administrative support service is periodically calculated by an independent consultant. The Cities shall equally share in the direct cost of the administrative support services. [368]

City of Livermore's financial planning documents include a two-year budget and an Annual Comprehensive Financial Report (ACFR). Additionally, the City currently has a five-year Capital Improvement Program budget (CIP) for FY 23 - FY 28. The CIP budget is separate from the City operating budget and is both a fiscal and planning tool, which identifies capital improvement projects, provides a schedule for the projects and identifies funding sources and financing options. The City also has a Long-Term Financial Plan (LTFP) which creates a framework for allocating resources according to the City's established goals and objectives.

The City of Pleasanton also has a two-year budget. Additionally, the City has a Capital Budget and a four-year CIP, which collectively with the City's budget provide funding for projects, programs, and services consistent with the City Council's previously adopted Two-year Work Plan. The City also has an ACFR.

In May 2021, LPFD adopted its first comprehensive Strategic Plan for FY 22-FY 26, developed by a Strategic Planning Committee comprised of the leadership team from LPFD and executive staff from the Cities of Livermore and Pleasanton. The document is intended to serve as a broad leadership and management framework for the Department's direction, including the establishment of the Department's goals and objectives, and the implementation of annual strategic actions and timelines for completion over the next five years.

Furthermore, the Cities' General Plans have a public safety element that establishes mechanisms to reduce death, injuries, and damage to property and to address the negative results from public safety hazards like flooding, fires, and seismic events.

[367] Livermore-Pleasanton Fire Department Joint Powers Authority Amended and Restated Agreement Between the City of Livermore and City of Pleasanton, 2016. Attachment B, Joint Fire Operations and Assigned Personnel - Cost Sharing Plan Methodology
[368] Livermore-Pleasanton Fire Department Joint Powers Authority Amended and Restated Agreement Between the City of Livermore and City of Pleasanton, 2016. Attachment C, Administrative Support Services-Cost Allocation Plan Methodology.

A critical component of both Cities' planning documents is their Climate Action Plan (CAP), which outlines strategies, policies, and programs for addressing climate change by reducing the community's greenhouse gas (GHG) emissions.

Livermore's first CAP was adopted by the City Council in November 2012 implementing General Plan policy to reduce GHG emissions to 15 percent below 2008 conditions by 2020. The City of Livermore exceeded the 2020 GHG goal, achieving a 17 percent reduction by 2017 three years earlier than the target date. An updated CAP was adopted on November 28, 2022. The City's 2022 CAP emission goals have been updated to: Reduce emissions to 40 percent below 1990 levels by 2030 and reach carbon neutrality by 2045.[369]

The City of Pleasanton completed its first GHG emissions inventory in 2007 and its first CAP 1.0 in 2012. Pleasanton surpassed the CAP 1.0 target of reducing emissions 15 percent below 2005 levels by 2020, ahead of schedule. The City of Pleasanton is currently updating its Climate Action Plan. The City of Pleasanton's Council approved 2019-2020 Work Plan includes preparation of an updated Climate Action Plan (CAP 2.0). The City Council adopted the CAP 2.0 on February 15, 2022, and provided a minor update on February 21, 2023.[370]

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

City of Livermore

The City of Livermore is comprised of approximately 26.44 square miles. According to the City's 2002 General Plan, single-family residential land uses occupy 5,123 acres, the largest amount of land in the City. Multi-family residential occupies 400 acres. Parks, recreation, and open space are the second major existing use in the City, occupying 1,696 acres, while undeveloped parcels occupy 1,785 acres, and agriculture occupies 1,068 acres. Public uses occupy 703 acres, and industrial uses occupy 960 acres. Office uses occupy 248 acres, retail 561 acres, and churches and other institutional uses occupy 149 acres. According to the 2002 General Plan Land Use Categories, land uses consist of the following:[371]

[369] The City of Livermore, Climate Action Plan. https://www.livermoreca.gov/departments/community-development/climate-action-plan-draft.
[370] The City of Pleasanton, Climate Action Plan 2.0. http://www.cityofpleasantonca.gov/gov/depts/os/env/cap/resources.asp.
[371] City of Livermore General Plan Land Use Element, p.3-9.

- Residential — 49.9 percent
- Agriculture, open space, and parks — 19.3 percent
- Industrial — 12.9 percent
- Retail and office — 8.2 percent
- Community facilities — 6.7 percent
- Downtown — 1.9 percent
- BART-owned — 0.6 percent
- Mixed use — 0.4 percent

City of Pleasanton

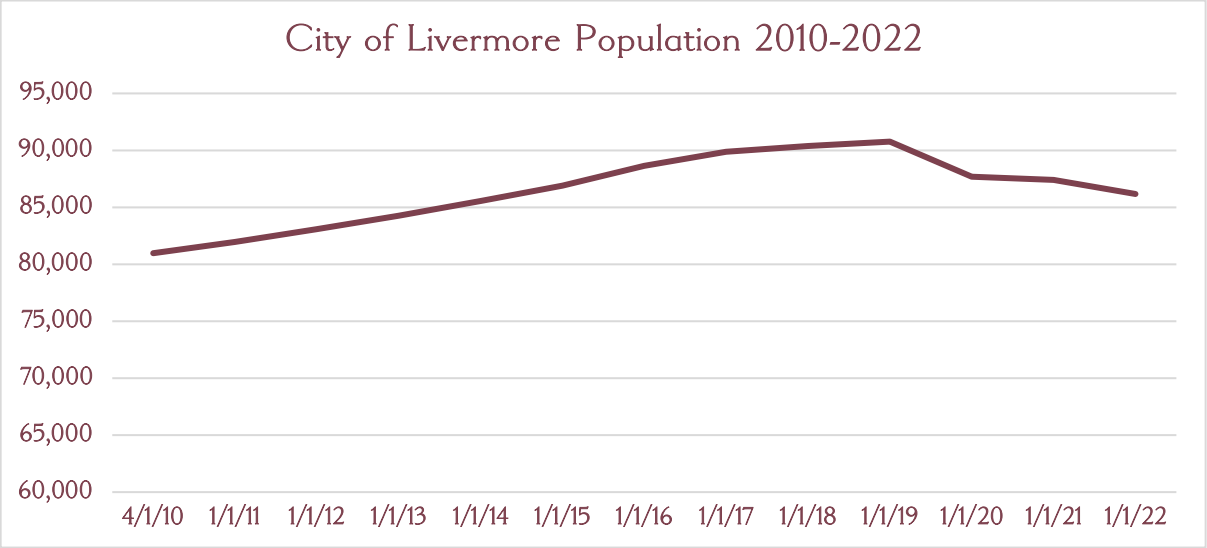
The City of Pleasanton is comprised of approximately 24.27 square miles. According to the City's 2005-2025 General Plan, the total planning area for the City is 47,853 acres. The City's open space occupies 33,871 acres, the largest amount of land in the City. Residential land use is the second largest in the City occupying 9,106 acres. While industrial/commercial/office spaces occupy 3,239 acres, community facilities 859 acres, and mixed-use 778 acres.

Current Population

City of Livermore

According to the 2020 Census, the City of Livermore has a total population of 87,955, while The California Department of Finance (DOF) reports a slightly lower number of 87,694. The DOF also shows a slight decrease in population to 86,149 as of 2022 and an increase of nearly 5,181 or roughly 6 percent, from 2010 – 2022. The City's population trend over the last 12 years is shown in Figure 15-5.

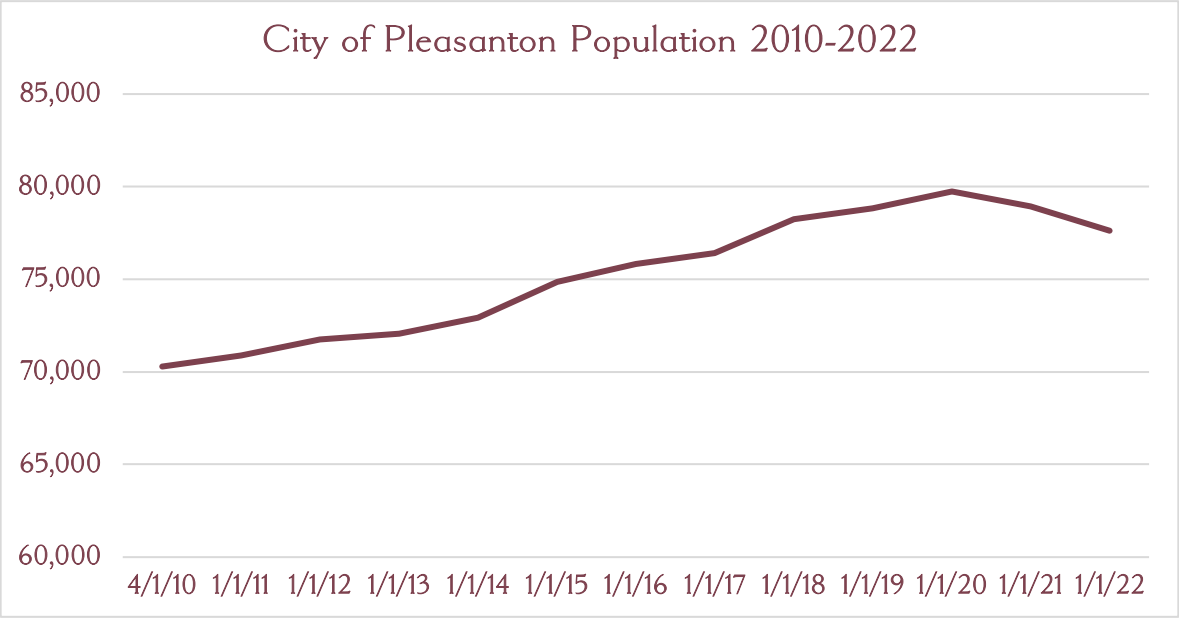
Figure 15-5: City of Livermore Population Growth, 2010-2022



City of Pleasanton

According to the 2020 Census, the City of Pleasanton has a total population of 79,526, while the California Department of Finance reports a slightly higher number of 79,741. The DOF also shows a slight decrease in population to 77,609 as of 2022 and an increase of nearly 7,324 or roughly 10 percent, from 2010 – 2022. The City's population trend over the last 12 years is shown in Figure 15-6.

Figure 15-6: City of Pleasanton Population Growth, 2010-2022



Projected Growth and Development

City of Livermore

Association of Bay Area Governments (ABAG) projections show that the City of Livermore's total population is anticipated to be approximately 99,115 by 2030 and 113,730 by 2040. The Average Annual Growth Rate (AAGR) from 2020 through 2030 is 6 percent, while from 2030 through 2040, it is projected to rise to 7 percent.

City of Pleasanton

Association of Bay Area Governments projections show that the City of Pleasanton's total population is anticipated to be approximately 78,370 by 2030 and 87,875 by 2040. The AAGR from 2020 through 2030 is expected to decrease to -1 percent, while from 2030 through 2040, it is projected to rise to 6 percent.

Development

The Cities of Livermore and Pleasanton have major developments taking place as shown in Figure 15-7. Many of the projects in the City of Livermore include affordable housing projects as well as residential, mixed-use, parks, and commercial projects that are part of Livermore's downtown development project. Additionally, the City's 2023 Housing Element plans for the development of 4,570 housing units between 2023 and 2031.

The City of Pleasanton has several major projects proceeding through entitlement or approved and under construction; these are listed below. Among these are several residential projects on sites identified in the City's 6th Cycle Housing Element adopted in January 2023 and ratified in September 2023. The Johnson Drive Economic Development is a significant project that adds additional commercial square footage once built out. The EDZ project intends to capitalize on its convenient location near two major area freeways, the I-580 and I-680, and create a thriving commercial corridor that will include two new hotels (currently under construction) and Costco store and gas station (estimated to open in 2024).

Regarding fire and emergency services provided to the Cities, LPFD reports that demand for fire/EMS services is anticipated to increase due to projected population growth in the Cities from 2020 to 2040.

Figure 15-7: Cities of Livermore and Pleasanton Planned or Proposed Development Projects, 2023

CITY OF LIVERMORE AND PLEASANTON DEVELOPMENT PROJECTS			
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET	LOCATION
Vineyard 2.0	23		City of Livermore
Pacific Avenue Senior Apartments	140		City of Livermore
L Street Parking Garage			City of Livermore
Blacksmith Square			City of Livermore
Downtown Boutique Hotel	133	13,200	City of Livermore
Eden Housing	130		City of Livermore
Veterans Park			City of Livermore
Quest Science Center		30,492	City of Livermore
SPARC		5,000	City of Livermore
Apartments**	222	14,000	City of Livermore
Isabel Neighborhood Specific Plan	523		City of Livermore
Downtown Second/Church St. Apartments	42		City of Livermore
Arroyo Vista Neighborhood Plan	434		City of Livermore
Avance Independent Living	44		City of Livermore
Lund Ranch II	50		City of Pleasanton
Simon Residential	360		City of Pleasanton
Avalon Bay	305		City of Pleasanton
3200 Hopyard	57		City of Pleasanton
Miscellaneous Other Residential Units	179		City of Pleasanton
Costco		148,613	City of Pleasanton
Johnson Drive EDZ Hotels		140,000	City of Pleasanton
Stoneridge Mall Sears Demo and Rebuild		79,629 (demo 176,151 SF and construct 255,420 SF)*	City of Pleasanton
Greek Orthodox Church		34,713 (9,742 SF church plus 24,971 SF community center)*	City of Pleasanton
Public Storage		205,027	City of Pleasanton
10X Genomics (Phase 1)		150,000 is Phase 1 (demo 163,500 commercial buildings, new construction of 381,000 R&D)*	City of Pleasanton
10X Genomics (Phase 1)		67,500 is Phase 2	City of Pleasanton
TOTAL	2,642+	888,174+	

i * Commercial square footage reflects "net new" square footage, where demolitions and new constructions are proposed.

Growth Strategies

LPFD's strategic Plan FY 22 - FY 26 outlines several long-range strategies to accommodate growth throughout the City of Livermore and the City of Pleasanton. First, to ensure adequate fire suppression, prevention, emergency medical, and disaster services to meet the evolving needs of our communities and other changing conditions, action strategies such as assessing different models of community paramedicine and identifying the costs of the various models are highlighted.[372]

Second, action strategies such as implementing an instructional services agreement with Las Positas College, conducting a training needs assessment, designing a specific training curriculum for chief officers in both cities, identifying vendors to enhance mental health and wellness services, and more are identified to ensure LPFD has and maintains a well-trained and high-performing workforce through targeted and routine training and development opportunities for managers, front-line supervisors, and fire suppression, inspection, and support personnel.[373]

Furthermore, reviewing and considering information technology and fire station improvements and making approved equipment purchases as planned and funded annually are the strategies outlined to reach LPFD's goal of prioritizing reliable and efficient facilities and equipment.[374]

Additionally, enhancing public awareness and engagement to strengthen LPFD partnerships with the community, including the region's diverse communities, is also highlighted as one of the goals of the LPFD's Strategic Plan.[375]

Progress reports on the goals outlined in the Strategic Plan will be provided to officials in the cities of Livermore and Pleasanton, and the Livermore-Pleasanton Fire Department employees on a regular basis. This will include a formal status report every six months to the Executive Directors and an annual progress report to the Joint Powers Board. LPFD will seek feedback about implementation from Livermore and Pleasanton, so there is an ongoing dialogue and clear direction provided about the fire and emergency services function of the two cities. [376]

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUC) that meet the basic, state-mandated criteria within the City of Livermore and City of Pleasanton service area.

[372] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021, p. 9.
[373] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021, p. 11.
[374] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021, p. 12.
[375] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021, p. 10.
[376] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021, p. 14.

Financial Ability to Provide Services

Financial Ability to Provide Services

LPFD has the financial ability to continue to provide services. The LPFD relies on contributions from its two JPA member cities and maintains adequate levels of reserves. Its two member cities demonstrated continued revenue growth, although the growth is less than expenditure growth, especially during COVID-19. The LPFD continually evaluates measures to improve its financial position.

Revenues and Expenditures

LPFD primarily is funded by contributions from the JPA member cities of Pleasanton and Livermore in addition to revenue from Department of Veterans Affair hospital for the 3 fire fighters assigned in the area. The FY 2021-22 Budget proposes equal contributions of $21.6 million each to augment other JPA revenues;[377] actual contributions are based on a formula that considers a number of factors including need for firefighters and equipment, and allocation of administrative expenses on a program-by-program basis.[378] From FY 2017-18 through FY 2021-22 member city contributions grew at an average of 5.8 percent annually. The LPFD continually evaluates its financial policies and practices to maintain a sustainable budget, including planning for appropriate levels of staffing vs. overtime, and creating a fund to set aside adequate reserves for planned asset replacement.[379]

A concern noted by LPFD is the deployment of fire fighters to help fight wildfires and the resulting increase in overtime costs for those firefighters as well as the ones left to cover shifts in LPFD.[380] LPFD has implemented and continually reviews cost containment strategies including a) developed a replacement program to ensure that there is funding and a clear set of procedures for replacing apparatus and procedures; b) identified opportunities to develop, purchase and implement technology-based improvements (e.g. paperless, reports, data collection and analysis, online scheduling, etc.); c) increase operational efficiencies and maintain fiscal responsibilities.[381] LPFD has pursued and received various grants to assist with its costs, including Urban Areas Security Initiative (UASI) grants.

[377] Proposed Mid-Year Adjustments for the Fiscal Year 2021-22 and Mid-Term Adjustments for the Fiscal Year 2022-23 to the Livermore-Pleasanton Fire Department JPA, May 18, 2022, pg. 2.
[378] LPFD JPA Operating Budget FY 2019/2020-FY 2020/2021, pg. 7.
[379] LPFD JPA Board of Directors Special Meeting May 18, 2022, Item 5 budget adjustments.
[380] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[381] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.

The General Fund revenues of the contributing cities have generally been growing at a 2.7 percent to 2.9 percent annual rate, which is slower than the growth of JPA expenditures. COVID-19 adversely affected the budgets of both cities; Livermore was particularly hard hit; revenues were projected less than expenditures for FY 2020-21 and FY 2021-22.

Reserves

The LPFD JPA's financial statements reported an unassigned fund balance of $9.5 million. This balance represents about 21 percent of annual expenditures, a "moderate" level of reserves that exceed a minimum of two months of operating expenditures.[382] The LPFD JPA maintains a capital reserve fund of $250,000 for the replacement and maintenance of capital equipment.

The City of Livermore's General Fund Ending Working Capital declined in the FY 2021-22 budget to $4.5 million[383] or 3.6 percent of annual expenditures, a "low" level of reserve funding. Pleasanton, the other JPA member, projected its General Fund ending balance to be $41.1 million[384] or about 31 percent of annual expenditures, a "moderate" level.

[382] Financial indicators derived from California State Auditor's Methodology for Ranking California Cities Based on Fiscal Risk.
[383] City of Livermore FY22 & FY23 Two Year Financial Plan, pg. 64.
[384] City of Pleasanton Operating Budget FY22-FY23, pg. 44.

Fire Services

Service Overview

The response area for LPFD is approximately 49.45 square miles, encompassing the communities of Livermore and Pleasanton.

As an emergency response and community service organization, the department delivers fire and emergency medical services, specialized rescue, hazardous materials mitigation, development and code enforcement services, and public education.

According to LPFD's FY 18 – FY 19 Operating Budget, in the past seven years, significant integration between the LPFD and Alameda County Fire Department emergency resources has improved services throughout the valley and increased system reliability for both agencies. Through unified communications (ACRECC) and redefined response areas, the departments have reduced duplication of service, increased command depth, and are moving toward seamless emergency operations. We continue to monitor the equity of shared resources to ensure these system enhancements equally benefit both agencies.[385] Figure 15-8 details the services provided by the HFD. If another agency offers a service, it is indicated in the figure.

Figure 15-8: Cities of Livermore and Pleasanton Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	Livermore-Pleasanton Fire Department
Wildland Fire Protection	Livermore-Pleasanton Fire Department
Vehicle Fire Protection	Livermore-Pleasanton Fire Department
Ladder Truck Capabilities	Livermore-Pleasanton Fire Department
Fire Suppression Hand Crew	N/A
Fire Suppression Dozer	N/A
Helicopter Services – Fire Suppression	N/A
Boat With Fire Suppression Capabilities	N/A
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Livermore-Pleasanton Fire Department
Advanced Life Support – Non-Transport Provider	Livermore-Pleasanton Fire Department

[385] Livermore-Pleasanton Fire Department Operating Budget FY2017/2018 - FY2018/2019, p.5-6.

Continuing Education Provider – Medical	Livermore-Pleasanton Fire Department
Air Ambulance Transport Helicopter Services	N/A
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	Livermore-Pleasanton Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Livermore-Pleasanton Fire Department
Fire Safety Education – Adults/Seniors	Livermore-Pleasanton Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	Livermore-Pleasanton Fire Department
Fire Protection Planning	Livermore-Pleasanton Fire Department
New Commercial Construction Plan Reviews	Livermore-Pleasanton Fire Department
Public Education Provider (CPR, First Aid, etc.)	N/A
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Livermore-Pleasanton Fire Department
Fuel Reduction/Weed Abatement Program	Livermore-Pleasanton Fire Department
Smoke Detector Giveaway/Installation Program	N/A
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	Livermore-Pleasanton Fire Department
Water Rescue Program	Livermore-Pleasanton Fire Department
Ice Rescue Program	N/A
Dive Rescue Program	N/A
Low angle Rope Rescue Program	Livermore-Pleasanton Fire Department
Helicopter Short/Long Haul Rescue Capabilities	N/A
Response to Boating Accidents	Livermore-Pleasanton Fire Department
Rescue Dog Services	N/A
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Livermore-Pleasanton Fire Department
Hazardous Materials Response Team	Livermore-Pleasanton Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	Livermore-Pleasanton Fire Department
Mobile Incident Command/Communications Unit	Livermore-Pleasanton Fire Department

Fill Station for Self-Contained Breathing Apparatus	Livermore-Pleasanton Fire Department
Mobile Breathing Support Unit	Livermore-Pleasanton Fire Department
Community Emergency Response Team	Livermore-Pleasanton Fire Department
Chaplain Services	Livermore-Pleasanton Fire Department
Training Academy	Livermore-Pleasanton Fire Department
Emergency Operations Center Capabilities	Livermore-Pleasanton Fire Department
MISCELLANEOUS	
Public Service Assists	Livermore-Pleasanton Fire Department
Motor Vehicle Accident Response	Livermore-Pleasanton Fire Department
Welfare Checks	Livermore-Pleasanton Fire Department
Public Safety Answering Point	Livermore-Pleasanton Fire Department
Fire/EMS Dispatch	Livermore-Pleasanton Fire Department
Fundraising Activities	Livermore-Pleasanton Fire Department
Firefighters Association – Non-Profit	Livermore-Pleasanton Fire Department
Auxiliary Association	N/A

Collaboration

The Livermore-Pleasanton Fire Department (LPFD) works closely with other agencies to provide sufficient fire and emergency response services to the community. The Department reported collaboration with CAL OES for California fire assistance and California equipment assignment. The Department also collaborates with FEMA-USAR for training purposes. Additionally, LPFD also participated in mutual aid agreement with CAL FIRE for emergency response.[386]

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE focuses its services on wildland areas defined as State Responsibility Areas (SRA). For the City of Pleasanton, most area within the city limits is a Local Responsibility Area (LRA). However, much of the area in the south part of the City is designated as moderate and high fire hazard severity zones with about 24,084 to 112,041 acres, which is a State Responsibility Area.

[386] The Livermore-Pleasanton Fire Department, SoGo Survey Responses, November 2021.

For the City of Livermore, much of the northern and northeastern part of the City is a Local Responsibility Area, while the eastern part of the City where the Lawrence Livermore National Laboratory is located is a Federal Responsibility Area (FRA). The rest of the area in the City is a State Responsibility Area with a mix of moderate, high, and very high fire hazard severity zones.[387]

Existing Demand

The Livermore-Pleasanton Fire Department indicated it received 13,544 service calls in FY 20. EMS incidents account for most calls, with 8,559 calls or 63 percent of all calls. In comparison, mis. Emergencies account for the lowest number of calls with 268 calls or 19 percent of all calls. The City of Livermore accounts for the larger portion of all calls made to LPFD in 2020 with 7,579 total calls, while the City of Pleasanton accounts for 5,308 of the total calls. Figure 15-10 shows calls received by type.[388]

From 2015-2020, the highest number of service calls was received in 2019 (14,597), while 2015 had the lowest number of service calls (12,641). Figure 15-11 illustrates the total number of service calls received in the City of Hayward from 2015-2020.[389]

Figure 15-9: Cities of Livermore and Pleasanton Calls by Type, 2020

2020 Fire and Emergency Service Calls by Type							
	EMS	Motor Vehicle	False Alarm	Fire / Hazardous Materials	Misc. Emergencies	Misc. Non-Emergencies	Total Calls
City of Livermore	4,922		2,179	314	164		7,579
City of Pleasanton	3,396		1,666	159	87		5,308
LPFD	8,559		4,177	540	268		13,544

Figure 15-10: Cities of Livermore and Pleasanton Service Calls for Services (2013-2020)

Fire and Emergency Service Calls 2013-2020								
	2013	2014	2015	2016	2017	2018	2019	2020
LPFD	N/A	N/A	12,641	13,665	14,965	14,324	14,597	13,544

[387] Alameda County State Responsibility Area Fire Hazard Severity Zones. November 21, 2022.
[388] Livermore-Pleasanton Fire Department Year End Report, 2020.
[389] The Livermore-Pleasanton Fire Department, SoGo Survey Responses, November 2021.

Staffing

As mentioned, Livermore-Pleasanton Fire Department (LPFD) was staffed by approximately 123 full-time personnel in FY 21. The City of Pleasanton personnel for FY 21 was 62.75 FTE while the City of Livermore had 62.5 FTE personnel for FY 21. For the City of Pleasanton, staffing levels for FY 22 and FY 23 have slightly increased to 63.75 and 64 FTE personnel. Similarly, for the City of Livermore staffing levels for FY 22 and FY 23 have slightly increased to 63.5 and 64 FTE personnel.

LPFD have a daily full-time operational minimum staffing level of 36 personnel between the cities of Livermore and Pleasanton. Each individual city has 18 personnel: 1 Battalion Chief, 5 Fire Captains, 5 Fire Engineers, 5 Firefighter-Paramedics, and 2 Firefighter EMTs.

Regarding staff training levels, LPFD offers 10 hours of IFSAC Pro Board California State Fire Fighter 1 for newly hired paid firefighters. Alternately, LPFD offers new volunteers 16 hours of basic in-house training pre-COVID.

Additionally, LPFD Facilitates training and coordination of the following programs:[390]

- Fire Suppression training for Engine and Truck companies
- EMS training for all LPFD Personnel
- Firefighter recruit academies
- Probationary testing for new firefighters
- Promotional preparation and testing
- Annual Company Performance Evolution testing for Engine and Truck companies
- LPFD Reserve and Explorer Programs
- Safety training and injury prevention programs

Furthermore, LPFD Reserves are required to participate in a minimum of twelve hours of service time per month in addition to scheduled training. Service can be public education events, training division assistance, community disaster preparedness training, engine/truck company participation, and major incident scene assistance.

Facilities and Capacity

The Livermore-Pleasanton Fire Department serves the two communities through 10 fire stations, with five stations in each city. The LPFD headquarters is located in Pleasanton, as

[390] Livermore-Pleasanton Fire Department, Training. https://www.lpfire.org/about-us/emergency-operations/training.

well as the Department's fire training facility. The facilities are shown in further detail in Figure 15-11.

Figure 15-11: Cities of Livermore and Pleasanton Fire Facilities

LPFD FACILITIES					
Facility	Address	Owner	Year Built	Condition	Apparatus
Station 1	3560 Nevada Street Pleasanton, CA 94566	LPFD	2000's	Good	5 emergency response vehicles
Station 2	6300 Stoneridge Mall Rd Pleasanton, CA 94588	LPFD	1980's	Poor	3 emergency response vehicles
Station 3	3200 Santa Rita Rd Pleasanton, CA 94566	LPFD	2022	Excellent	2 emergency response vehicles
Station 4	1600 Oak Vista Way Pleasanton, CA 94566	LPFD	2005	Good	3 emergency response vehicles
Station 5	1200 Machado Place Pleasanton, CA 94566	LPFD	1990's	Good	2 emergency response vehicles
Station 6	4550 East Ave Livermore, CA 94550	LPFD	1970's	Poor	3 emergency response vehicles
Station 7	951 Rincon Ave Livermore, CA 94550	LPFD	2000	Fair	3 emergency response vehicles
Station 8	5750 Scenic Avenue Livermore, CA 94550	LPFD	1990's	Good	2 emergency response vehicles
Station 9	1919 Cordoba St Livermore, CA	LPFD	2016	Excellent	2 emergency response vehicles
Station 10	330 Airway Blvd. Livermore, CA 94556	LPFD	1998	Good	2 emergency response vehicles

Workload across stations is typically measured using Unit Hour Utilization (UHU) which is calculated by dividing the number of transports by the number of hours a unit is available for work. Stations nearing or exceeding the 20 percent threshold indicate a strain workload. LPFD did not provide its UHU, and it is not readily available online.

Dispatch and Communications

The Cities of Livermore and Pleasanton have partnered with Alameda County to use their mass notification alert system: AC Alert, to communicate with residents and transmit important health and safety information. AC Alert is a Mass Notification System used by City and County agencies throughout Alameda County to rapidly disseminate emergency alerts to people who live, work in or visit Alameda County. AC Alert can send alerts by voice, text, and email, as well as messaging Nixle subscribers, posting to social media pages, and sending FEMA Wireless Alerts (WEA). Residents a fire service-supported website called Zonehaven AWARE, a shared map built out across the Bay Area and the State of California, to establish integrated databases that can be relied upon by residents and first responders for communicating and learning about approaching fire and other emergency conditions and managing evacuations and safe post-disaster return to residences. LPFD also utilizes Facebook and Instagram to communicate essential safety and health information with residents in both cities.

Additionally, the City of Livermore utilizes its social media outlets: Twitter, Facebook, Instagram, YouTube, Vimeo, and Nextdoor, while the City of Pleasanton utilizes Facebook and Twitter to communicate important information with residents.

The Livermore-Pleasanton Fire Department serves as the Public Safety Answering Point (PSAP), receiving all emergency and non-emergency police, fire, and medical calls in the Cities and dispatching public safety personnel to respond as appropriate. [391]

According to LPFD's Strategic Plan FY 2021-22 through FY 2025-26, the Department is working on installing a new alert system for dispatching alarms. LPFD is also considering replacing, upgrading, and implementing emergency operational response software in coordination with Alameda County Regional Emergency Communications Center – ACRECC.[392]

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while effectively providing needed services—currently, LPFD does not share vehicles, equipment, personnel, or services with other agencies, community organizations, or entities. Additionally, the Department did not indicate any opportunities for shared facilities. [393]

[391] The Livermore-Pleasanton Fire Department, RFI.
[392] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021 p.17.
[393] The Livermore-Pleasanton Fire Department, SoGo Survey Responses, November 2021.

However, LPFD has a goal of expanding partnerships for regional training with other fire departments and community colleges to improve efficiency and minimize and/or reduce fiscal impacts. [394]

Infrastructure Needs

LPFD reported remodeling and replacement needs at Station 3 and Station 7 with estimated costs of four million and six million, respectively. The Department listed the Capital Improvement Budget as a funding source for these projects. The estimated timeline for Station 3 was three years which was concluded in 2022.[395]

According to LPFD, Station 7 needs new flooring and bathroom renovations. LPFD reports that the bathroom renovations have been discussed with the City of Livermore Facilities multiple times and that CIP funding would be required for the scope of the repair work. However, LPFD reports that overall, Station 7 is in a fair condition currently and, with repairs to restrooms, would be in "good" condition.

LPFD's strategic plan also lists additional fire station improvements scheduled for FY 25 including renovating or replacing Fire Station 2 and purchasing new generators for Fire Stations 5 and 6.[396]

According to the City of Livermore FY 23-FY 28 Capital Improvement Plan, generator replacement at Fire Station 6 is at the preliminary study stage and is expected to cost $80,000. The source of funding for these facility replacement costs will be Facilities Rehabilitation Program Fees or Fund 740. The Capital Improvement Plan also includes Fire Station 6 remodeling that will be funded by the General Fund (Fund 001) and the Facilities Rehabilitation Program (Fund 740). The project includes:[397]

- Renovation and expansion.
- Relocating bedrooms to the west side of the building in the wing with the renovated lounge, kitchen, restrooms, and locker rooms. Expand the building to make room for five bedrooms.
- Relocate offices and visitor center to the east wing of building.
- Add a fire engine bay.
- Replace the HVAC system and roof. Parking lot and surface improvements.

[394] The City of Livermore, Budget FY 2023-25, p.103.
[395] The Livermore-Pleasanton Fire Department, SoGo Survey Responses, November 2021.
[396] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021 p.17.
[397] City of Livermore FY 2023-28 Capital Improvement Plan p. 86-91.

- Parking lot and surface improvements.

However, according to the City of Livermore, the scope of work discussed on the City's CIP is outdated and only mentions plans for renovation, addition, and remodeling. The new scope of work within the RFP includes plans for the complete rebuilding of Station 6.

Similarly, the City of Pleasanton's Capital Improvement Program FY 24 – FY 27 includes funded capital projects, including designing/constructing new Station 3, designing EOC at the fire training facility, and designing Station 2 Improvements. These projects are financed by Fund 201 and Fund 203.[398]

Additionally, LPFD's strategic plan includes the following equipment purchases as planned and funded annually for FY 22:[399]

- Replace self-contained breathing apparatus (SCBA)
- Purchase air/light rehabilitation utility vehicle
- Replace heart monitors
- Add a new dedicated tow vehicle for rescue vehicles
- Assist with the selection of used aircraft rescue and fire-fighting (ARFF) vehicle
- Purchase reserve/training tractor-drawn aerial
- Purchase telehandler in collaboration with other City of Pleasanton departments

Challenges

The most significant challenge reported by LPFD for FY 21 is an ongoing financial limitation, due to the unprecedented wildfires in previous years LPFD JPA fire fighters were deployed to help in the fire fighting. This resulted in an increase in overtime cost not only to those assigned to the wildfires but also to the firefighters that were left to cover the shift in LPFD.

The Department also reported several challenges to providing adequate services including:

- Projected increased growth and development in Livermore and Pleasanton may be more than what the current LPFD personnel and resources may be able to handle
- Finances and money
- Health and wellness of the workforce
- Changing workforce and workflow turnover time

[398] City of Pleasanton Capital Improvement Program • FY 2023/24 - FY 2026/27, p. 87.
[399] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021 p.17.

- Responding to other region wildfires may result to a temporary depletion of available firefighters and resources for the LPFD

Service Adequacy

This section reviews indicators of service adequacy, including response times, Insurance Services Office (ISO) rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) and ISO ratings that likewise establish an agency's level of service. The applicable response time measure for the City of Hayward is shown in Figure 15-12.

Figure 15-12: Livermore-Pleasanton Fire Department Response Time Policy

RESPONSE TIMES FOR LPFD	
Agency Name	Single Unit Incident
LPFD	Arrive at the scene within 7 minutes of a 9-1-1 call 90 percent of the time.

LPFD utilizes a total reflex time standard response of seven minutes from call intake to the arrival of the first responder on the scene. This measurement includes a compliance rate inclusive of the following categories: one-minute call processing time; one-minute turnout time; five minutes travel time. The total reflex time standard also includes a 90 percent compliance rate. This means crews arrive within 7 minutes on 90% of all emergency calls.

LPFD's overall average total reflex time for all emergency calls in the service areas for 2020 was 6:27. The Department's average total reflex time for fire-specific response was 7:10 minutes while EMS response times were 6:24 minutes. Therefore, as of 2020 the Department's compliance rate was 72 percent.

Additionally, the ISO classifies fire services in the communities as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. As of 2017, the LPFD has an ISO rating of 3. [400]

The Department did not provide information as to whether any complaints regarding fire service were received in FY 21.

[400] Livermore-Pleasanton Fire Department Operating Budget FY 2017/2018 - FY 2018/2019 p.19.

Cities of Livermore and Pleasanton Fire Department MSR Determinations

Growth and Population Projections

15-1: According to the 2020 Census, the City of Livermore has a population of 87,955, while the California Department of Finance (DOF) reports a slightly higher number of 87,694. The City's population has been steadily growing from 2010-2020 increasing roughly 8 percent. Between 2019-2023 the City's population decreased by 5 percent.

15-2: ABAG projections show that the City of Livermore's total population is anticipated to increase from 2020 through 2030 to 99,115 with a 6 percent Average Annual Growth Rate (AAGR). Similarly, between 2030 and 2040, it is projected to continue to rise with a 7 percent AAGR to a population of 113,730. The City of Livermore should monitor population projections and development plans to ensure they align with city planning efforts to accommodate growth and the corresponding increase in service demand adequately.

15-3: According to the 2020 Census, the City of Pleasanton has a total population of 79,526, while the California Department of Finance reports a slightly higher number of 79,741. The City's population has been steadily growing from 2010-2020 increasing roughly 13 percent.

15-4: ABAG projections show that the City of Pleasanton's total population is anticipated to decrease slightly from 2020 through 2030 to 78,370 with a -1 percent AAGR. While between 2030 and 2040, population is projected to rise to 87,875 with a 6 percent AAGR. The City of Pleasanton should monitor population projections and development plans to ensure they align with city planning efforts to accommodate growth and the corresponding increase in service The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

15-5: The City of Livermore does not have any DUCs within or contiguous to its SOI.

15-6: The City of Pleasanton does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

15-7: The Cities of Livermore and Pleasanton have their fire and emergency response facility needs adequately met by LPFD, with five staffed fire stations in each city. There should, however, be continued reevaluation of the service area and response times to ensure adequate services are provided.

15-8: LPFD's strategic plan lists several station improvements scheduled for FY 25, including renovating or replacing Fire Station 2 and purchasing new generators for Fire Stations 5 and 6. The strategic plan also includes several equipment purchase

plans. According to the City of Livermore FY 23-FY 28 Capital Improvement Plan, generator replacement at Fire Station 6 is at the preliminary study stage. The CIP also includes plans to renovate or replace Station 6. Similarly, the City of Pleasanton's Capital Improvement Program FY 24 – FY 27 includes funded capital projects, including designing/constructing new Station 3, designing EOC at the fire training facility, and designing Station 2 Improvements.

Financial Ability of Agencies to Provide Services

15-9: LPFD has the financial ability to continue to provide services. The LPFD relies on contributions from its two JPA member cities and maintains adequate levels of reserves. Its two member cities demonstrated continued revenue growth, although the growth is less than expenditure growth, especially during COVID-19. The LPFD continually evaluates measures to improve its financial position.

Status of, and Opportunities for, Shared Facilities

15-10: LPFD has not reported any shared facilities.

15-11: LPFD has not reported any facility-sharing opportunities. However, according to the City of Livermore's FY 25 budget, LPFD has a goal of expanding partnerships for regional training with other fire departments and community colleges to improve efficiency and minimize and/or reduce fiscal impacts.

15-12: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

15-13: The City of Livermore abides by all legislative obligations for accountability and governance practices.

15-14: The City of Livermore demonstrated transparency when sharing information to create this report.

15-15: The City of Pleasanton abides by all legislative obligations for accountability and governance practices.

15-16: The City of Pleasanton demonstrated transparency when sharing information to create this report.

15-17: No governance structure alternatives specific to LPFD were identified over the course of this review; however, it is recommended that the Department continue to seek ways to collaborate and enhance service levels on a regional level with other providers.

16. CITY OF NEWARK FIRE SERVICES

AGENCY OVERVIEW

BACKGROUND

The City of Newark is one of five cities that contracts with the Alameda County Fire Department (ACFD) for fire suppression and emergency medical services.

The City of Newark was incorporated in 1955. Located in the San Francisco Bay area, approximately 15 miles north of San Jose, it encompasses roughly 14 square miles.

The City of Newark is considered part of the Tri-Cities area along with Union City and Fremont. It is situated at the junction of two sub-regions of the Bay area: the East Bay, that includes Alameda and Contra Costa counties, and the South Bay which includes Silicon Valley. Over the years, the City of Newark's economic foundation evolved from agricultural to manufacturing to technology.

The City is known to have a small community feel with the conveniences and advantages of being part of a larger metropolitan region that provides access to job centers, the largest retail shopping mall in the Bay area, and incredible park and recreational opportunities.[401]

The contract between ACFD and the City of Newark for fire and emergency services began in 2010 and allowed for significant budget savings in terms of personnel costs.[402] The Department works out of three stations throughout the City and allows for access to specialized response teams.[403]

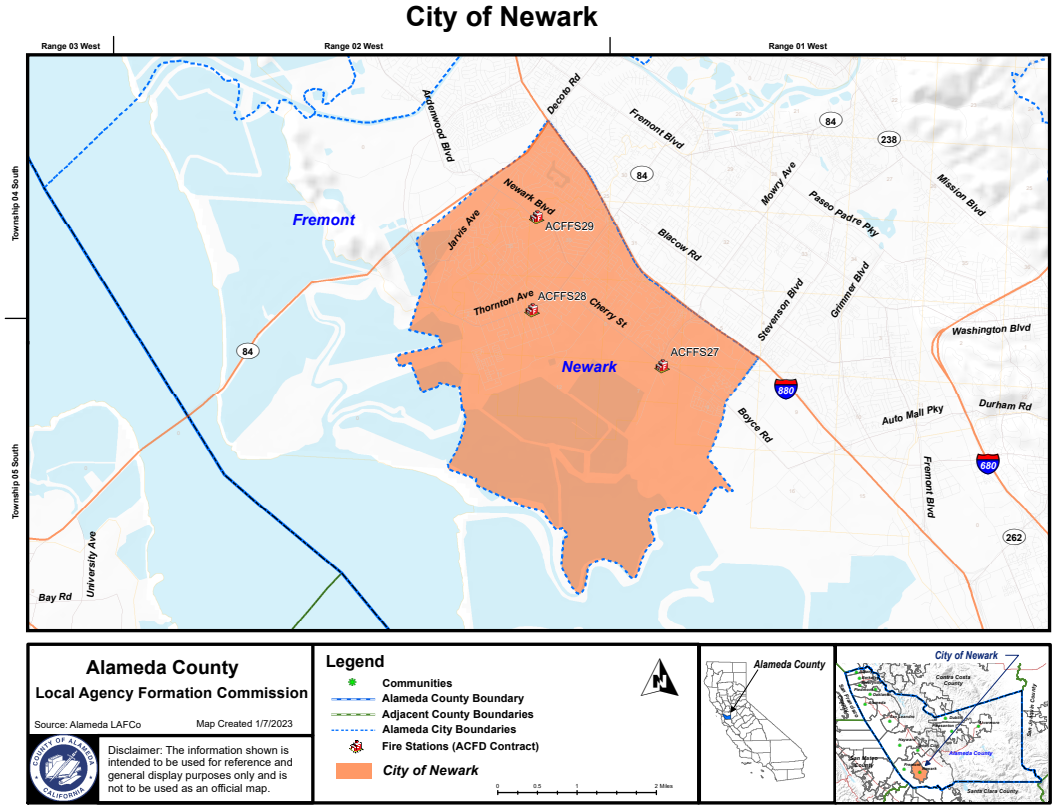
The City of Newark was last included in an MSR Update by Alameda LAFCO that was adopted in 2018.

BOUNDARIES

Consisting of 14 square miles, the City of Newark is surrounded by the City of Fremont with boundaries formed by Interstate 880 in the northeast and by State Route 84 in the northwest. The Don Edwards San Francisco Bay National Wildlife Refuge adjoins the City on the southwest side. Figure 16-1 depicts the City's boundaries and sphere of influence.

[401] City of Newark, General Plan adopted 12/12/13, p. PF-1.
[402] City of Newark, Biennial Budget and Capital Improvement Plan FY20-22-, p. 46.
[403] City of Newark, https://www.newark.org/departments/fire, accessed 6/13/22.

Figure 16-1: City of Newark Boundaries and SOI



Extra-territorial Services

The City of Newark does not provide services outside of its boundaries. It does, however, contract with ACFD who is responsible for the execution of fire suppression and emergency medical services within the City limits as well as throughout the District and the four other contract cities.

Unserved Areas

There have not been any areas identified as unserved by either the City of Newark or ACFD. ACFD indicates it is able to provide services throughout the bounds of the City of Newark with its access to three fire stations located within the City.

Sphere of Influence

The City of Newark's city limits and SOI are coterminous. The current SOI for the City of Newark was last reaffirmed January 12, 2018.[404]

[404] Alameda LAFCO, Resolution No. 2018-10, 1/12/18.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of Newark is a General Law City with a local government served by a City Council and City Manager. There are five City Council Members in total, four of who are elected to staggered four-year terms. The Mayor is the fifth Council Member and is elected to a two-year term. Current Board Member names, positions, and term expiration dates are shown in Figure 16-2.

The governing body meets every second and fourth Thursday of each month at 7pm in the City Council Chamber at 37101 Newark Boulevard. Agendas are available by contacting the City Clerk and are also posted online. Board actions and meeting minutes are available online. Through the City's website, the public has access to live audio/visual webcasts via Youtube and Zoom and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience. Council meetings are broadcast live on Government Access Channel 26 as well. The City also discloses finances, plans and other public documents via the internet.

Figure 16-2: City of Newark Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large
Length of Term	4 years for council members with a two term limit, two year term for Mayor
Meetings	Second and fourth Thursday of each month at 7pm City Council Chamber 3701 Newark Blvd. Newark, CA 94560 Also streamed on the city's Youtube channel, government access channel 26, and Zoom
Agenda Distribution	Posted online

Minutes Distribution		Posted online		
COUNCIL MEMBERS				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Mike Hannon	Mayor	2024	Elected	2 Years
Maria Collazo	Vice Mayor	2024	Elected	4 Years
Mike Bucci	Councilmember	2026	Elected	4 Years
Luis Freitas	Councilmember	2024	Elected	4 Years
Matthew Jorgens	Councilmember	2026	Elected	4 Years
CONTACT				
Contact		David Benoun, City Manager		
Mailing Address		3701 Newark Boulevard, Newark, CA 95460		
Phone		510-578-4000		
Email/Website		david.benoun@newark.org, www.newark.org		

In cooperation with ACFD, the City of Newark participates in a variety of community outreach events related to fire and emergency services such as CPR and fire extinguisher training, and a community disaster preparedness program. ACFD also organizes community and school educational programs, which stress the importance of fire prevention and juvenile fire setter intervention.

As of 2023, all five members of the City of Newark's City Council have filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in with their economic interests.

There is also a conflict-of-interest code, and bylaws, outlined in the municipal code as lawfully required.

All complaints concerning the City of Newark or any of its employees are investigated, and a response is provided to the complainant. Constituents are able to file complaints in a number of ways, including online and by phone. All complaints are handled by the appropriate department and overseen by the City Manager as needed.

There is legislation in effect to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and

indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Newark is in compliance with this requirement.

The City of Newark demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in a number of its planning and management documents, particularly in the annual budget and General Plan. However, being that ACFD's services are contracted, the Department abides by its own planning and management practices as outlined below.

ACFD's FY 21 budget indicates it has 559 authorized positions. This is an increase of 12, year over year since FY 19. Of these 559 positions, 511.42 are considered full-time equivalents for both management and non-management positions. Additionally, the department indicates it has 100 reserve firefighters to help fulfil the variety of services offered.[405] The Fire Chief oversees four branches—Operations, Communications and Special Operations, Administrative Support Services, Fire Prevention and Community Outreach. Each branch has its own divisions. The Training division falls under the Operations branch, the EMS, Information Technology, and Special Operations divisions are part of the Communications and Special Operations branch, and the divisions for Fleet Management, Financial Services, Facilities, and Human Resources are part of the Administrative Support Services Branch.

The Fire Chief provides the leadership and management overall. The Deputy Chief for Operations oversees the training division, three Operation Divisions, and the reserve program. The Administrative Services Director oversees Administrative Support Services by managing contracts and services, facilities, financial services, fleet management, and human resources. The Deputy Chief for Communications and Special Operations manages the Alameda County Regional Emergency Communications Center (ACRECC), EMS, information technology,

[405] Alameda County Fire Department, https://fire.acgov.org/AboutUs/aboutus.page, April 19, 2022.

Alameda County Operations Area & California Incident Command Certification Center (CICCS), and Special Operations.

ACFD, as a component of the Alameda County government, is required to conduct value-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 of their respective battalions on an on-going basis. ACFD also conducts annual personnel evaluations. Managers annually review goals and objectives for the coming year and goal achievements for the previous year. ACFD monitors its workload through the chief officer performance reviews, which identify staffing and resource deficiencies.

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

ACFD's finances are managed by the County. County financial planning documents include an annual budget and Comprehensive Annual Financial Report (CAFR). In addition, ACFD has financial statements audited annually. The District's capital needs are included in the County's Capital Improvement Plan (CIP). ACFD adopted a Fire and Emergency Services Strategic Business Plan; the most recent update was for the years 2015-2019. Additionally, the District participates in the Region II plan for the Office of Emergency Services.[406]

The City of Newark works closely with ACFD to ensure contract fire services provided meet the needs of the City. The two agencies negotiated an updated five-year contract in 2020 to incorporate certain requirements to ensure City oversight of significant cost decisions, consisting primarily of the expansion of the responsibilities and frequency of the Executive Management Oversight Committee (EMOC), including an obligation of the Fire Chief to consult with the EMOC before the Board of Supervisors take any action that would result in costs greater than $50,000 to the City of Newark. The City indicated that services provided by ACFD have been excellent.

The City of Newark has adopted a Climate Action Plan as required. The initial framework was adopted by the Newark City Council on January 28, 2010. The greenhouse emission goals

[406] Alameda County Fire Department, Survey Response, July 2021.

within the plan align with the State of California with a communitywide target of a 15 percent decrease from 2005 levels by 2020. This plan includes reports on emission reduction projects such as the Recreation Centers Lighting Fixture Replacement, as well as research on potential future projects such as increasing our alternative fueled vehicle fleet and station. Although the emission goal deadline has passed, the City has not yet produced an updated Climate Action Plan with further emission goals.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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.

Land Use

There are approximately 9,000 acres of land within the City of Newark designated for a variety of purposes. The City's General Plan indicates that much of this area has been built out with residential, commercial and industrial uses accounting for roughly 45 percent of developed space. Another third of the developed area is represented by salt harvesting, refining and production facilities.[407] The remaining acreage is largely dedicated to open space. Further, much of the City's vacant land area is earmarked for additional residential development. Currently, more than 75 percent of residential neighborhoods consist of single-family housing with a low population density between 4 and 8 units per acre.[408]. Low-density areas are considered to have less than 8.7 units per acre.[409]

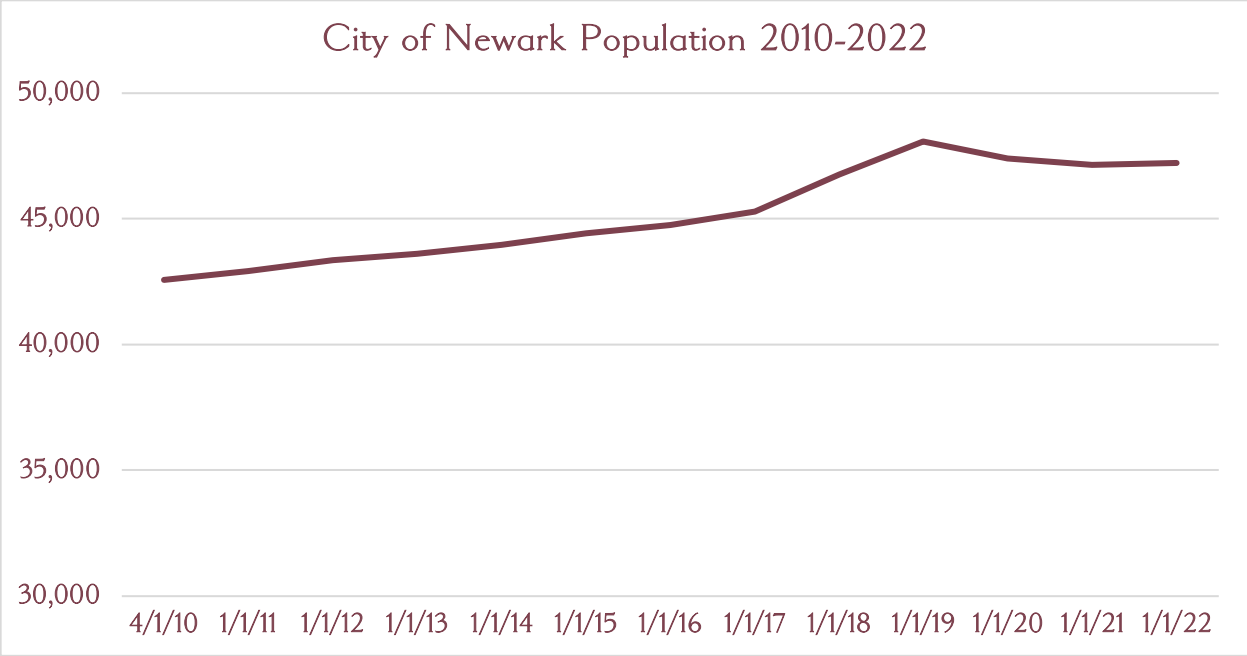
Current Population

The City of Newark has a population that has slowly but steadily increased by 57 percent since 1970. In April 1, 2020, the recorded US census population in the City of Newark was

[407] City of Newark, General Plan, p. LU-10, Adopted 12/12/13
[408] City of Newark, General Plan, p. LU-4, Adopted 12/12/13
[409] City of Newark, General Plan, p. LU-11, Adopted 12/12/13

47,529.[410] This represents roughly 12 percent of the ACFD's territory and is an increase of 4,956 or, just over 10 percent of the City's population since 2010, as shown in Figure 16-3. As of July of 2021, census demographics show that the City of Newark's population is diverse with one third of residents identified as being Hispanic or Latino while another third is Asian. There has been a shift over time in the age of the population as the percentage of residents over 65 is increasing while those under 18 has decreased. Presently, these age ranges account for 12.5 percent and 20.6 percent of the population, respectively. Single-family dwellings are the primary type of residence and there is a median household income of $127,619, reflecting the City's high levels of employment and education.[411]

Figure 16-3: City of Newark Population, 2010-2021



Projected Growth and Development

Based on Association of Bay Area Governments (ABAG) growth projections, the total population of the City of Newark is expected to increase by approximately two percent between 2020 and 2030. In contrast, the entire area within ACFD is anticipated to grow by an average annual growth rate of 0.8 percent by 2035.[412]

[410] California Department of Finance, https://dof.ca.gov/wp-content/uploads/Reports/Demographic_Reports/documents/2020-1850_STCO_IncCities.xlsx, accessed 6/13/22.
[411] United States Census Bureau, https://www.census.gov/quickfacts/newarkcitycalifornia, accessed 6/13/22.
[412] Association of Bay Area Governments, http://projections.planbayarea.org/, Projections 2040 by Jurisdiction download, accessed 6/13/22.

Residential neighborhoods are essentially built out. Identified areas of planned and proposed development are primarily on the western and southwestern portions of the City between Willow Street and Enterprise Drive and Mowry and Stevenson Avenues, respectively. There are vacant sites for development amongst the City's business parks and industrial districts with infill development available in Old Town Newark and near NewPark Mall.[413] Such opportunities are part of ongoing projects outlined in the City's specific plans and master plans (the NewPark Place Specific Plan and Old Town Newark Specific Plan) that detail these long-range planning projects that include mixed use facilities. Bayside Newark is another ongoing project, previously known as the Dumbarton Transit Oriented Development Project, that is geared towards creating a more efficient and connected transit-oriented community near the Dumbarton Commuter Rail Station. Each of these projects would impact service demand and access to fire and emergency response, due to the aforementioned growth predicted in these areas.

Lastly, a new Civic Center has been planned and funded and is being constructed as a replacement of the aging City Administration building where the Fire Prevention Bureau operates.

The projects named in Figure 16-4 are currently the most significant developments taking place within the City of Newark. These projects are almost exclusively residential builds with the AC Marriott Hotel contributing the largest amount of commercial square footage. These plans align with the anticipated increase in population and employment in the coming years as well as the need for infill developments like the AC Marriott Hotel.

[413] City of Newark, General Plan, p. PF-8, Adopted 12/12/13.

Figure 16-4: City of Newark Planned or Proposed Development Projects, 2023

CITY OF NEWARK DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
AC Marriott Hotel – DR2020-002		75,704
FMC Willow and Grand Park – RZ2020-001	370	3,600
Robson Homes – P2021-002	118	
Waymark Townhomes – DR2022-011	76	
TOTAL	564	79,304

Growth Strategies

ACFD stated that collaboration with the City of Newark, as well as the other cities in its service area, will be vital to be able to meet demand through continued periods of growth. This will include communicating forecasted needs based on analysis of the City's population projections, development plans, and employee turnover and attrition, in order to estimate staffing needs.[414]

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within ACFD's service area, including the City of Newark.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Newark Fire Department has the financial ability to continue to provide services. Fire department expenditures, largely consisting of contract services from ACFD, have increased at a slower rate than City revenue growth.

[414] Alameda County Fire Department, SoGo Survey Response, July 2021.

City revenues generally have exceeded expenditure growth and federal COVID-19 related financial assistance has helped to soften the impacts of the pandemic, in addition to continued property tax growth. The Citywide revenue growth has enabled funding of fire service costs, and the City has maintained and increased its operating and emergency reserves, although during COVID-19 it was necessary to limit expenditures.

Revenues and Expenditures

From FY2017-18 through FY2021-22 the Fire Department's expenditures grew at a 1.0 percent annual average rate. A reduction in debt service payments and deferral of equipment expenditures helped to offset contract services from Alameda County Fire Department that grew at a faster 3.8 percent average rate over that period.

As stated in the City's financial reports, the City's financial condition at the close of fiscal year 2021 was much stronger than anticipated when compared to the beginning of the fiscal year. Although some revenues were impacted more significantly than others, the overall impact does not appear as drastic as most cities anticipated. Property tax revenue, representing the general fund's largest revenue source, was not adversely impacted by the pandemic.[415]

Reserves

The City's General Fund Emergency Reserve and Fiscal Uncertainty Reserve are both higher than the goals specified in the current Fund Balance Policy (15 percent and 10 percent of expenditures, respectively) as it is anticipated both reserves will be increased when the Fund Balance Policy is updated during fiscal year 2022.[416]

Fire Services

Service Overview

Since 2010, the City of Newark has contracted with ACFD to provide numerous fire suppression, fire prevention, and emergency medical services such as fire inspection, public education, wildland and hazardous materials response, and paramedic services. There are also three specialized response teams available to the City through ACFD: the hazardous materials unit, urban search and rescue unit, and the water rescue team unit. Figure 16-5 details the

[415] City of Newark Comprehensive Annual Financial Report (CAFR), for the year ended June 30, 2021.
[416] ibid, ACFR FY2021.

services provided by ACFD. If a service is not provided by ACFD, but is offered by another agency, it is indicated in the figure.

Figure 16-5: City of Newark Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	Alameda County Fire Department
Wildland Fire Protection	Alameda County Fire Department
Vehicle Fire Protection	Alameda County Fire Department
Ladder Truck Capabilities	Alameda County Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	Berkeley Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Alameda County Fire Department
Advanced Life Support – Non-Transport Provider	Alameda County Fire Department
Advanced Life Support Transport Provider	Alameda County Fire Department
Continuing Education Provider – Medical	Alameda County Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	Alameda County Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Alameda County Fire Department
Fire Safety Education – Adults/Seniors	Alameda County Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	Alameda County Fire Department
Fire Protection Planning	Alameda County Fire Department
New Commercial Construction Plan Reviews	Alameda County Fire Department
Public Education Provider (CPR, First Aid, etc.)	Alameda County Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Alameda County Fire Department
Fuel Reduction/Weed Abatement Program	Alameda County Fire Department
Smoke Detector Giveaway/Installation Program	Alameda County Fire Department

Address Sign Installation Program	N/A
RESCUE SERVICES	
First Responder Swift Water Rescue Program	Alameda County Fire Department
Water Rescue Program	Alameda County Fire Department
Ice Rescue Program	U.S. Coast Guard
Dive Rescue Program	Alameda County Sheriff's Office
Low angle Rope Rescue Program	Alameda County Fire Department
Helicopter Short/Long Haul Rescue Capabilities	California Highway Patrol
Response to Boating Accidents	Alameda County Fire Department
Rescue Dog Services	Alameda County Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Alameda County Fire Department
Hazardous Materials Response Team	Alameda County Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	Alameda County Fire Department
Mobile Incident Command/Communications Unit	Alameda County Fire Department
Fill Station for Self-Contained Breathing Apparatus	Alameda County Fire Department
Mobile Breathing Support Unit	Alameda County Fire Department
Community Emergency Response Team	Alameda County Fire Department
Chaplain Services	Alameda County Fire Department
Training Academy	Alameda County Fire Department
Emergency Operations Center Capabilities	Alameda County Fire Department
MISCELLANEOUS	
Public Service Assists	Alameda County Fire Department
Motor Vehicle Accident Response	Alameda County Fire Department
Welfare Checks	Alameda County Fire Department with local Police Departments
Public Safety Answering Point	Alameda County Fire Department
Fire/EMS Dispatch	Alameda County Fire Department
Fundraising Activities	Alameda County Fire Department
Firefighters Association – Non-Profit	Alameda County Fire Department
Auxiliary Association	Alameda County Fire Department

Collaboration

The City of Newark is one of several agencies that collaborate with ACFD. In addition to contracting with the cities of Dublin, Emeryville, San Leandro and Union City for fire suppression and emergency services, ACFD has an automatic aid agreement with the City of Oakland, the City of Tracy, the San Ramon Valley Fire Protection District, and the Livermore-Pleasanton Fire Department. ACFD's agreement with Oakland and Berkeley includes a mutual aid response that covers the Berkeley-Oakland Hills area. A shared automatic aid agreement exists for providing service to Interstates 580, 880, and 680. There is also a State Mutual Aid Plan and a countywide mutual aid agreement for all fire departments in Alameda County.

Additionally, ACFD collaborates with the County to receive a variety of administrative services, and to work in conjunction with the Alameda County Sheriff's Department, and Alameda County Emergency Medical Services. An agreement also exists between ACFD and California's Office of Emergency Services for dispatch needs.[417]

Regionally, ACFD's collaborations include participating in the governance of the dispatch center in Livermore through the County Advisory Board. ACFD firefighters who are specially trained and can be dispatched nationwide to assist with disaster response.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). In ACFD's case, CAL FIRE is utilized for hand crew services and helicopter services for fire suppression. ACFD also works hand in hand with local police departments for welfare checks, as well as the California Highway Patrol, the County's Sheriff's office, and the Coast Guard for assistance with rescue efforts.

Existing Demand

For FY 20, ACFD stated there were a total of 42,363 service calls overall. This is a steady 19% increase since FY 13. Of those calls, 3,423, were for the City of Newark which accounts for over 8% of the total. The call types for the City are broken down in Figure 16-6.

[417] Alameda County Fire Department, SoGo Survey Responses, July 2021.

Figure 16-6: City of Newark Calls for Service (2019-2020)

2019-2020 SERVICE CALLS BY TYPE FOR CONTRACT AGENCIES									
	Structure Fires	Other Fires	EMS/ Rescue	Hazard. Cond.	Service Calls	Good Intent	False Call	Cancel Enroute	Total Calls
Newark	43	72	2,330	72	255	132	324	195	3,423

Staffing

ACFD is responsible for staffing its department to directly provide services to the City of Newark. It has allocated nine captains, nine firefighters, one deputy fire marshal, and one code compliance officer to the City. The City, however, is also responsible for a portion of positions shared by the department at-large. These positions include fire and deputy fire chiefs, division chiefs, battalion chiefs, and administrative staff. Three-person staffing is considered the minimum per day: one captain, one engineer, and one firefighter which equates to nine staff per company. The City is also assigned a minimum of nine paramedics and 18 emergency medical technicians as necessary.[418]

Objectives set by ACFD 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 states that newly hired paid firefighters are required to have Firefighter Recruit Academy training although the monthly training hours for firefighters varies.[419] ACFD provides 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.

Facilities and Capacity

The following information is specific to ACFD's operations within the City of Newark. For more details about ACFD's facilities, see chapter four.

The City of Newark is home to three of 29 ACFD fire stations throughout the District. These stations are shown in Figure 16-6. There is also a fire prevention bureau within the City of Newark, as there is within each agency that contracts with ACFD. The Newark Fire Prevention Bureau is located in the City's newly constructed David W. Smith City Hall.

[418] City of Newark, General Plan, p. CSF-12, Adopted 12/12/13.
[419] Alameda County Fire Department, SoGo Survey Responses, July 2021.

Figure 16-7: City of Newark Fire Facilities

ACFD FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 27	39039 Cherry St. Newark, CA 94560	Alameda County	1981	
Station 28	7550 Thornton Ave., Newark, CA 94560	Alameda County	2005	
Station 29	35775 Ruschin Dr., Newark, CA 94560	Alameda County	1962	
Newark Fire Prevention Bureau	City Hall, 37101 Newark Blvd., Newark, CA 94560	City of Newark	2022	Excellent

Station 27 was built in 1981 and houses one crew of three firefighters that staff one fire engine. Station 28 is Newark's largest at 13,500 square feet. The facility opened in 2005 and also houses a crew with three firefighters who staff a Quint, which is an apparatus that combines the features of a ladder truck and fire engine. Station 28 is home to one battalion chief as well. Station 29 was built in 1962 and is likewise staffed by a crew of three firefighters and one fire engine.[420]

Of the City's three fire stations, the 2017 Standards of Cover Risk Assessment indicates that the engine company at Station 29 is one of the 10 busiest with unit-hour-utilization peaking between 2pm and 3pm at just over 11%.[421] Still, this is well within the range of accepted workload capacity which is not to exceed 30% for a fire engine or ladder company.[422] Overall Department capacity appears sufficient based on its effective response force, capability to respond to specialized response needs (such as hazardous materials, urban search and rescue, and water rescue incidents), its automatic and mutual aid contracts with other Fire Departments, and availability of resources from CAL FIRE for wildland fires.

Dispatch and Communications

There are a few ways the City of Newark communicates with residents to transmit important health and safety information. These methods include broadcasting emergency messages over radio on channel 1610am and utilizing its social media channels: Twitter, Facebook, and Nixle.

ACFD is responsible for coordinating dispatch communications for the City's service calls. The regional 9-1-1 dispatching center is known as the Alameda County Regional Emergency Communications Center (ACRECC) and is housed at the Lawrence Livermore National Laboratory (LLNL) along with the Alameda County Fire Communication Center (ACFCC).

[420] City of Newark, General Plan, p. CSF-11, Adopted 12/12/13.
[421] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 52, 9/1/17.
[422] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 51, 9/1/17.

ACRECC currently dispatches fire and medical calls for ACFD, the U.S. Army at Camp Parks Combat Support Training Center in Dublin, the cities of Alameda, Fremont, Livermore and Pleasanton, and the County EMS transport provider Paramedics Plus ambulance service. The Consortium, now known as the Advisory Board, is managed by a governing board made up of participating agencies. Each agency pays an annual amount with costs apportioned based on call volume as outlined in each contract for service.

Given that 9-1-1 calls may relate to a policing, fire or medical emergency, the calls are first routed by the telephone provider to the public safety answering point (PSAP) dispatcher. The first-response dispatcher immediately determines the type or need of the call and routes all fire and medical 9-1-1 calls to the ACRECC. The ACRECC simultaneously dispatches ACFD and the County EMS transport provider for ambulance transport services.

Status of, and Opportunities for, Shared Facilities

As previously mentioned, ACFD contracts with four agencies in addition to the City of Newark for fire and emergency response services. To do this, it shares personnel, dispatching services, and facilities resources as necessary, not specifically in relation to the City of Newark. Consolidating facilities and shifting personnel is not uncommon, for instance, Station 8 firefighters having been relocated to Station 20, which is the Lawrence Livermore National Laboratory site. Another example is that Station 15 currently houses ACFD Reserve Firefighters, apparatus and equipment even though it was previously the Office of Emergency Services and Dougherty Regional Fire Authority Station 3.[423]

An ACFD goal is to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

ACFD reports that collaboration with regional transport companies, in conjunction with other fire agencies and municipalities, to establish a fire-based ambulance transport model would particularly improve efficiencies in service delivery, especially EMS delivery.[424]

Infrastructure Needs

The City of Newark has outlined several capital improvements in its FY 22 budget that affect its fire facilities. Stations 27 and 29 are in particular need of various repairs. For Station 27, these improvements include new fencing, painting, and replacement of the roof which leaks, at

[423] Alameda County Fire Department, https://fire.acgov.org/AboutUs/facilities.page?, page accessed 3/9/22.
[424] Alameda County Fire Department, SoGo Survey Responses, July 2021.

present. The installation of energy efficient windows has also been proposed for this site. A new training tower is needed at Station 27 as well since the current tower does not allow for live fire training. Similarly, Station 29 is listed as needing new paint in addition to fencing that would prevent pedestrians from passing through the open property between Newark Boulevard and Ruschin Drive, which interferes with emergency vehicles accessing the station. A fence with a sliding gate that includes an emergency battery backup would prevent this.[425]

There are capital improvement projects specific to ACFD in the County's Annual Capital Improvement Plan (CIP). For more information, refer to chapter 4.

Challenges

The City of Newark has been clear that the Covid-19 pandemic has created uncertainty in its various endeavors. Due to the unprecedented impact on businesses, unemployment, and revenues, it has resulted in a loss of income streams and necessitated a shift in fiscal priorities.[426] The Coronavirus has had a similar effect on development projects since certain activities have been limited for the sake of health and safety.[427] Staffing and maintenance levels have in turn been affected and various development projects have had to be re-prioritized.[428] Altogether, these delayed projects have the potential to impact fire and emergency service levels and facilities.

Another challenge facing the City of Newark is how future development along the western edge of the City will impact service levels. Currently, the western edge is not within the standard 8:00 minutes that's been identified to reach all units and this is compounded by traffic congestion. As this area continues to be built out, it will be even more necessary to ensure access to services in this region. This would require three engines to be moved further west to address the issue.[429]

Service Adequacy

This section reviews indicators of service adequacy, including response times, complaints, and staffing levels. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International) and the California EMS Agency. There are also Public Protection

[425] City of Newark, Biennial Budget and Capital Improvement Plan FY20-22, p. 199-201.
[426] City of Newark, Biennial Budget and Capital Improvement Plan FY20-22, p. 5.
[427] City of Newark, Biennial Budget and Capital Improvement Plan FY20-22, p. 32.
[428] City of Newark, Biennial Budget and Capital Improvement Plan FY20-22, p. 156.
[429] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 31, 9/1/17.

Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

ACFD has not provided information as to whether any complaints regarding fire service for the City were received in FY 21.

Each of ACFD's contract cities abides by individualized performance measures according to its agreement. See Figure 16-8 for agreed upon response times between ACFD and Newark.

Figure 16-8: Response Time Policies by Contract City

RESPONSE TIMES FOR ACFD AND CONTRACT CITIES		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Newark	Arrive within 6 minutes from the time the Company is first dispatched for 90% of all incidents.	Arrival of first due company within 6 minutes from when they are first dispatched for 90% of incidents. Remaining units should arrive on the scene of an incident within 20 minutes from when the first due company begins responding for 90% of all incidents.

Based on the City's six-minute standard for arrival after dispatch, all of the City of Newark stations exceeded the limit by over one minute, as of 2017.[430] However, ACFD has its own response time measures that it reports to the County, the fire commission, and the contract cities. There are four specific response times based on status of a call and the guidelines were based on NFPA 1710 standards for fire departments and ACFD does meet its performance goal of having the first unit on scene within 7:30 minutes of the fire dispatch call pick up 90 percent of the time.

The most recent risk assessment for ACFD was released in 2017. At that time, the number of incidents per year for Station 27 more than doubled between 2014 and 2016 with 8 incidents in 2014, 16 in 2015, and 17 in 2016. Station 29 also saw an increase from 14 calls in both 2014 and 2015 to 29 calls in 2016. Station 28, however, saw a decrease over time, with 13 calls in 2014, 15 in 2015, and 10 in 2016. In total, this equates to 56 incidents in 2016 with a daily incident demand of .15.[431] Furthermore, none of the stations within the City of Newark are currently approaching the 20% indicator for unit-hour utilization.[432]

For more specific information related to ACFD's service adequacy, please refer to Chapter 4.

[430] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 49, 9/1/17.

[431] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 43, 9/1/17.

[432] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 52, 9/1/17

City of Newark Fire Department MSR Determinations

Growth and Population Projections

16-1: Continued growth is expected throughout the City of Newark and is likely to effect service adequacy.

16-2: Growth is primarily anticipated in the western and southwestern portions of the City.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

16-3: There are currently no DUCs identified within the City of Newark and no SOI amendments are recommended at this time.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

16-4: ACFD is currently able to provide adequate services and service response times to the City of Newark. These measures will need to be continually reevaluated based on population projections and anticipated development to ensure facility and infrastructure needs are met.

16-5: There are infrastructure needs primarily focused on stations 27 and 29 that largely concern cosmetic repairs. However, the construction of a training tower is needed to allow for live fire training.

Financial Ability of Agencies to Provide Services

16-6: The City of Newark Fire Department has the financial ability to continue to provide services. City revenues generally have exceeded expenditure growth and federal COVID-19 related financial assistance has helped to soften the impacts of the pandemic, in addition to continued property tax growth. The City has maintained and increased its operating and emergency reserves, although during COVID-19 it was necessary to limit expenditures.

Status of, and Opportunities for, Shared Facilities

16-7: Because the City of Newark contracts with ACFD, there are no identified opportunities for shared facilities specifically relating to the City.

16-8: ACFD has outlined and should fulfill its effort to establish a fire-based ambulance transport model. This would improve the efficiency of service and create an alternative revenue stream for the Department.

16-9: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

16-10: The City of Newark abides by all legislative obligations for accountability and governance practices.

16-11: The Department demonstrated transparency when sharing information for the creation of this report.

16-12: No governance structure alternatives specific to the City of Newark were identified over the course of this review, however, ACFD, in contract with the City, has a goal to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

17. CITY OF OAKLAND FIRE DEPARTMENT

AGENCY OVERVIEW

BACKGROUND

Originally inhabited by the native Ohlones, by 1820 the King of Spain granted the Peralta family roughly 44,800 acres of what is now the Cities of Oakland, Piedmont, Berkeley, Emeryville, Alameda, Albany, and a portion of San Leandro. This land was used for agricultural purposes, however, by the mid-1800s, the Gold Rush ushered in more settlers and rapid development which led to the incorporation of the City of Oakland in 1852.

Today, the City boasts 19 miles of coastline and hillsides and is the administrative center for Alameda County, the regional seat for the federal government, and the center of commerce and international trade in the Bay Area. Located east of the San Francisco Bay, the City of Oakland is the eight largest city in California and is rich with resources and diversity, supporting a population of roughly 424,464, according to California Department of Finance 2020 data.

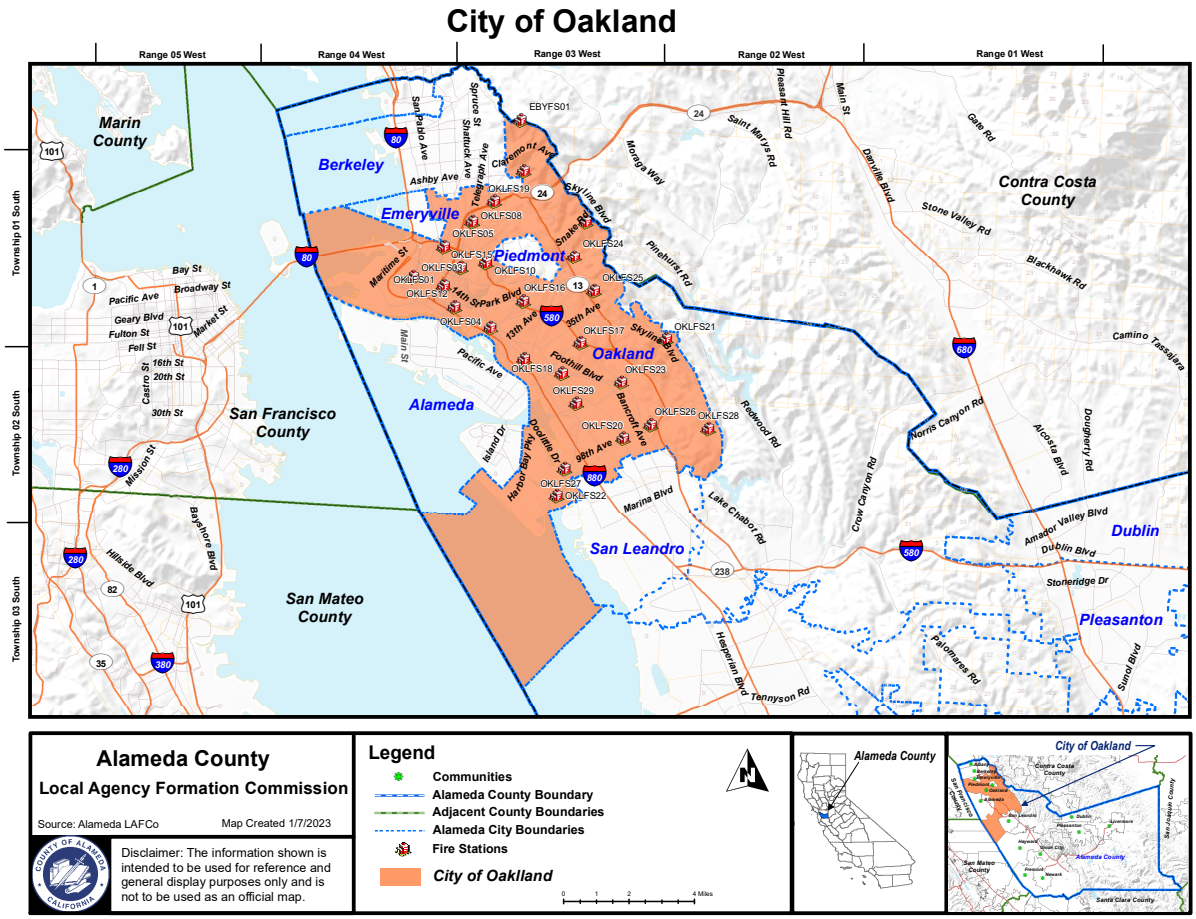
This is a charter city served by a City Council and City Administrator. The City of Oakland provides a variety of services including parks and recreational services and public transportation. Although the City is a multi-service provider, this review is specific to fire protection, emergency medical, and other related services.

The City of Oakland was last included in an MSR Update by Alameda LAFCO that was adopted in 2018.

BOUNDARIES

The City of Oakland is comprised of 53.8 square miles of land area and 3.5 square miles of lake area. Located east of San Francisco, it is bordered by many Alameda County cities. The Cities of Berkeley and Emeryville are to the north of the City of Oakland which is adjacent to the San Francisco Bay and the City of Alameda to its south and west. The City of San Leandro is both to the south and east of the City while the Castro Valley and Contra Costa County is also to the east. The City of Piedmont is completely surrounded by the City of Oakland. Figure 17-1 depicts the City's boundaries and service area for fire suppression and emergency response.

Figure 17-1: City of Oakland Boundaries and SOI



Extra-territorial Services

The City of Oakland does provide services outside of its boundaries through a series of mutual and automatic aid agreements for fire protection and emergency service response.

Unserved Areas

There are no unserved areas identified in the City of Oakland. The City is able to provide service throughout its bounds.

Sphere of Influence

The City of Oakland has a contiguous Sphere of Influence that extends to the San Francisco Bay and includes portions of the City of San Leandro. The most recent SOI update was adopted on January 11, 2018.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of Oakland has a government structure with a City Administrator, an elected mayor and eight council members (one for each of the City's seven districts and one at-large member). Council members are elected every two years and serve staggered four-year terms on the City Council. Current council member names, positions, and term expiration dates are shown in Figure 17-2.

The City Council meets every first, third, and fifth Tuesday of the month at 4:00pm in the City Hall Council Chambers. Agendas for each weekly meeting, board actions and meeting minutes are available at the City Clerk's office and online. Through the City's website, the public has access to the meetings via livestream or archived videos for viewing online at their convenience. Meetings are also available for viewing on KTOP channel 10 on Comcast/Xfinity or ATT channel 99.

Figure 17-2: City of Oakland Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large.
Length of Term	4 years
Meetings	1st, 3rd, and 5th Tuesday of each month at 4pm Oakland City Hall Council Chambers, 3rd floor 1 Frank H. Ogawa Plaza Oakland, CA 94612
Agenda Distribution	Posted online
Minutes Distribution	Posted online

COUNCIL MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
Sheng Thao		Mayor	2026	Elected	4 Years
Rebecca Kaplan		At-Large Member	2024	Elected	4 Years
Dan Kalb	1	Councilmember	2024	Elected	4 Years
Nikki Fortunato Bas	2	Councilmember	2026	Elected	4 Years
Carroll Fife	3	Councilmember	2024	Elected	4 Years
Janani Ramachandran	4	Councilmember	2026	Elected	4 Years
Noel Gallo	5	Councilmember	2024	Elected	4 Years
Kevin Jenkins	6	Councilmember	2026	Elected	4 Years
Treva Reid	7	Councilmember	2026	Elected	4 Years

Contact	
Contact	Jestin Johnson, cityadministratorsoffice@oaklandca.gov
Mailing Address	1 Frank H. Ogawa Plaza, Oakland, CA 94612
Phone	510-238-3301
Email/Website	cityadministratorsoffice@oaklandca.gov, www.oaklandca.gov

The City of Oakland participates in community outreach events such as annual city festivals, holiday activities, job fairs, and community educational programs. The City's fire department also takes part in specific fire prevention and emergency safety programs available to City of Oakland residents as well.

All five members of the City of Oakland's City Council have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

There is also a conflict-of-interest code, and bylaws, outlined in the municipal code as lawfully required.

All complaints concerning the City of Oakland or any of its employees are investigated, and a response is provided to the complainant. Constituents are able to file complaints in a number

of ways, including online, through Oak311, and by phone. All complaints are handled by the appropriate department and overseen by the City Administrator as needed.

There is legislation in effect to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website, such as linking directly to City Council agendas without the use of secondary links or drop-down menus. The City of Oakland complies with these regulations.

The City of Oakland demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in a number of its planning and management documents, particularly in the Hazard Mitigation Plan, General Plan, and Hazard Mitigation Plan.

The Fire Chief oversees the following six divisions, providing leadership and management overall: Fiscal and Administration Services, Field Operations Bureau, Medical Services, Emergency Management Services, Fire Prevention Bureau, Support Services Bureau.

The City develops a biennial budget, overseen by the City Administrator's office and the Finance Department, with input from each department, including the fire department. The budget process is intended to reflect departmental goals as well as existing and proposed service levels and follows general accounting best practices. The City's budget must be adopted by the City Council.

The Fiscal and Administration Division, under the Fire Chief's lead, is responsible for personnel. It is the ultimately the Fire Chief's duty to foster employee development and provide direction for the department and evaluating its effectiveness. Specific personnel evaluations are conducted by battalion chiefs to evaluate operations of their respective battalions on an on-

going basis. The department also conducts annual personnel evaluations. Managers annually review goals and objectives for the coming year and goal achievements for the previous year. The department monitors its workload through the chief officer performance reviews, which identify staffing and resource deficiencies.

To ensure fire service efficiency and effectiveness, the City of Oakland Fire Department (OFD) has set policy goals and objectives. OFD aims to provide emergency response and incident management for fires, rescues, medical emergencies, hazardous materials incidents, and disasters throughout the City. The primary mission of the Department is to provide the highest quality and level of courteous and responsive services to citizens of the City of Oakland.

OFD's finances are overseen by the City's finance department with budgetary approval given by the City Council. The City's financial planning documents include a biennial budget, a capital improvement plan, and a Comprehensive Annual Financial Report (CAFR). In addition, OFD has financial statements audited annually.

Fire department staffing needs are reviewed based on population growth, development plans, and budgetary considerations. Employee turnover and attrition is also analyzed in order to meet hiring demands. Response times and response levels are tools for measuring satisfactory service levels.

A critical component of the City of Oakland's planning is its Equitable Climate Action Plan (ECAP). This serves as a guiding document focused on ways in which the community and City can reduce greenhouse gas emissions to meet the City's long-term climate action goals and promote a healthy, prosperous community. The City's current plan was adopted in 2020 and outlines the goal of reducing climate emissions by 56%, transitioning away from fossil fuel dependence, and ensuring the City's communities are able to withstand the impacts of climate change by 2030.[433]

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The City of Oakland consists of 53.8 square miles of land area and 3.5 square miles of lake area. The General Plan emphasizes five areas of concentration for the land use which would

[433] City of Oakland, 2030 Equitable Climate Action Plan, July 2020, p. 2

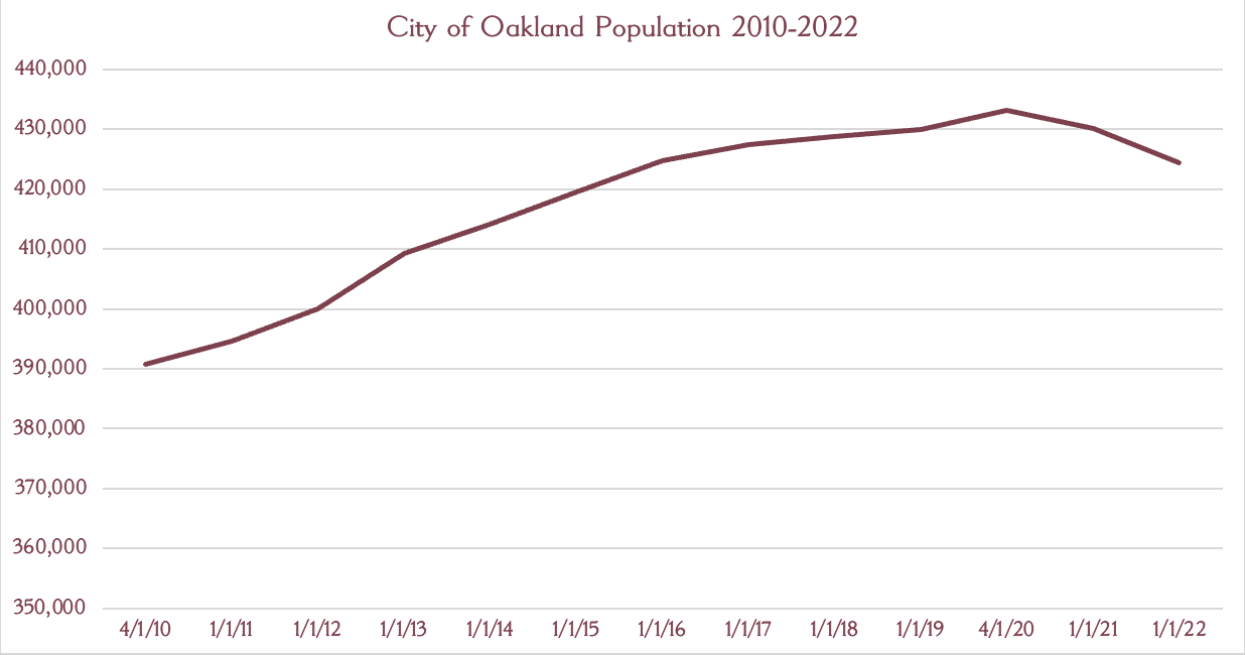
have unique impacts on fire and emergency services: waterfront, downtown, industry and commerce, neighborhoods and transportation, and transit-oriented development. The City is largely built out, however, and the primary land use, roughly 44%, is for residential purposes. Therefore, mixed-use, infill developments will need to be the focus going forward.

The General Plan guides the development of this land while the safety element specifically indicates goals and policies for the land area as it relates to fire and emergency services. The plan lists continued efforts to enforce wildland interface regulations and the requirement for fire protection measures in development.

Current Population

The City of Oakland has a population of 424,464 based on California Department of Finance data for 2022. This is an increase of 6 percent over a ten-year span from 2012-2022. The number of people over the age of 16 in the civilian labor force was 68.8% and the City's population is aging, with 13.5% of residents being over 65. In contrast, the number of constituents under 18 years old was listed as 19.5%.[434]

Figure 17-3: City of Oakland Population 2010-2022



434 City of Oakland, 2020 US Census Data, https://www.census.gov/quickfacts/fact/table/oaklandcitycalifornia/PST045222

Projected Growth and Development

While the population has declined since 2020, overall, the City's population is projected to increase by 9.3%, to 455,000, by 2035, according to the California Department of Finance. Most of this growth will be driven by new industry and the addition of mixed-use, multi-family infill development. Downtown, the Coliseum Area and the waterfront are areas of concentration for future development as they are a large part of the economic development strategy of the City and are focused on transit-oriented development in line with the GP's goals. The Department also reports that it has seen a significant increase in new housing in Oak Knoll, the Quarry, and the Brooklyn Basin areas.

The City of Oakland has numerous projects, as seen in figure 17-4, that are in various stages of development. By and large, these developments are multi-story residential and mixed-use facilities and include projects associated with the Lake Merritt BART Transit-Oriented Development Project. These developments follow the City's planning documents for housing in its General Plan.

Figure 17-4: City of Oakland Planned or Proposed Development Projects, 2023

CITY OF OAKLAND DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
PLN20110-R01	105	
PLN20107-R01	222	
CMDV13321-R01-R01	20	
ZP210001	400	
PLN21019	117	
PLN21037	92	
PLN21041	220	
PLN21042	76	
PLN21062	34	1,985
PLN21115	27	2,235
PLN21127	44	
PLN21142	28	1,535
PLN21175	57	
PLN21194	130	
PLN21216	207	
PLN1241	20	
PLN21249		226,289
PUD06010-PUDF010-R01	382	
PLN20108-PUDF01	97	
PLN20108-PUDF02	557	
PLN18532-PUDF101	39	
PLN15625-R01	124	
PLN17225-R01-R01	47	
PLN15378-PUDF03-R01	74	
PLN15378-PUDF04-R01	38	
PLN22003	38	
PLN22006		520,335

PLN22046	73	
PLN22066	44	
PLN22080	35	4,473
PLN22084	200	
PLN22117	210	2,520
PLN22119	100	
PLN22171	230	750
PLN22173	289	2,999
PLN22175	2	
TOTAL	4,378	763,121

Growth Strategies

Many of the City's development opportunities impact fire and emergency service response based on infrastructure challenges. The City of Oakland is an aging community which will present risks due to older buildings and infrastructure in the service area over the coming years. For this reason, the City has updated its fire-protection standards and codes to reflect local conditions. Maintaining sufficient water supply and access to fire stations will be important as the City continues to expand as well, particularly in the downtown area due to its high density.

The Oakland Hills, mostly above the Warren Freeway, are most at risk for wildfire. The Department has identified mitigation, abatement, and preparedness efforts as vital in minimizing fire hazards through periods of development. This is especially important as there is territory in the service area that is considered urban-wildland interface and residents could quickly become effected in the case of a wildfire disaster.

Disadvantaged Unincorporated Communities

There are no communities that meet the basic, state-mandated criteria for a DUC within the City of Oakland service area.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Oakland Fire Department has the financial ability to continue to provide services. Fire Department expenditures, similar to Citywide expenditures, continued to grow at a rate greater than inflation although Citywide revenues were adversely affected by COVID-19 requiring the use of fund balances.

Revenues and Expenditures

From FY2017-18 through FY2021-22 the Fire Department's expenditures grew at a 6.3 percent annual average rate.[435] City General Purpose revenues declined slightly over the same period as a result of COVID-19, requiring the use of General Fund balances to maintain service levels. As the economy recovers "the gap between revenues and expenditures will remain, but is expected to get smaller" according to the City's 5-Year Financial Forecast.[436] The City expects a significant shortfall each year if no corrective action is taken.

EMS services are largely funded through voter approved Measures M and N.

Reserves

The City's budget forecast notes that "prior to the pandemic, the City had made progress toward attaining a structurally balanced budget."[437] The City maintained a 7.5% General Purpose Fund Emergency Reserve in addition to General Fund balances. As described above, fund balances were required to help balance the City's budget due to COVID-19 impacts.

Fire Services

Service Overview

The City of Oakland Fire Department offers comprehensive services to the community through its 25 fire stations and in cooperation with outside agencies, when necessary. These capabilities include fire prevention and suppression, advanced life support, and services related to emergency medical and hazardous materials response. Figure 17-5 details the entirety of services provided by the OFD. If a service is offered by another agency, it is indicated in the figure.

Figure 17-5: City of Oakland Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	City of Oakland Fire Department
Wildland Fire Protection	City of Oakland Fire Department
Vehicle Fire Protection	City of Oakland Fire Department

435 City of Oakland Adopted Policy Budget, Fiscal Years 2019-2021; City of Oakland's online interactive budget book, FY2021-2023, https://stories.opengov.com/oaklandca/published/uLZlHoVwv
436City of Oakland 5-Year Financial Forecast, Summary of FY2021-22 – FY2025-26
437 ibid, Financial Forecast

Ladder Truck Capabilities	City of Oakland Fire Department
Fire Suppression Hand Crew	CalFire/EPRPD
Fire Suppression Dozer	CalFire/ACFD
Helicopter Services – Fire Suppression	CalFire
Boat With Fire Suppression Capabilities	City of Oakland Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	City of Oakland Fire Department
Advanced Life Support – Non-Transport Provider	City of Oakland Fire Department
Advanced Life Support Transport Provider	Alameda County EMS
Continuing Education Provider – Medical	City of Oakland Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services/CHP/CalStar
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	City of Oakland Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	City of Oakland Fire Department
Fire Safety Education – Adults/Seniors	City of Oakland Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	City of Oakland Fire Department
Fire Protection Planning	City of Oakland Fire Department
New Commercial Construction Plan Reviews	City of Oakland Fire Department
Public Education Provider (CPR, First Aid, etc.)	City of Oakland Fire Department
Home Fire/Safety Inspections	City of Oakland Fire Department, exterior vegetation only
Fire Origin and Cause Investigations	City of Oakland Fire Department
Fuel Reduction/Weed Abatement Program	City of Oakland Fire Department
Smoke Detector Giveaway/Installation Program	City of Oakland Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	City of Oakland Fire Department
Water Rescue Program	City of Oakland Fire Department
Ice Rescue Program	N/A
Dive Rescue Program	N/A
Low angle Rope Rescue Program	City of Oakland Fire Department
Helicopter Short/Long Haul Rescue Capabilities	N/A
Response to Boating Accidents	City of Oakland Fire Department

Rescue Dog Services	City of Oakland Fire Department via Urban Search and Rescue Team CA-T4
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	City of Oakland Fire Department
Hazardous Materials Response Team	City of Oakland Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	Red Cross
Mobile Incident Command/Communications Unit	City of Oakland Fire Department
Fill Station for Self-Contained Breathing Apparatus	City of Oakland Fire Department
Mobile Breathing Support Unit	City of Oakland Fire Department
Community Emergency Response Team	City of Oakland Fire Department
Chaplain Services	City of Oakland Fire Department
Training Academy	City of Oakland Fire Department
Emergency Operations Center Capabilities	City of Oakland Fire Department
MISCELLANEOUS	
Public Service Assists	City of Oakland Fire Department
Motor Vehicle Accident Response	City of Oakland Fire Department
Welfare Checks	City of Oakland Police Department
Public Safety Answering Point	City of Oakland Police Department
Fire/EMS Dispatch	City of Oakland Fire Department
Fundraising Activities	N/A
Firefighters Association – Non-Profit	N/A
Auxiliary Association	N/A

Collaboration

The City of Oakland Fire Department engages in collaborative efforts with several agencies to provide the most inclusive list of services to the community. These partnerships range from local agreements, mutual response area agreements (MRA), joint powers authority agreements, and a variety of mutual and automatic aid agreements with state and regional providers, including:

- FEMA
- California Office of Emergency Services
- Hills Emergency Forum

- Oakland Firesafe Council
- City of Alameda
- City of Emeryville
- Cities of Oakland and San Leandro MRA
- BART District Emergency Procedures Policy Vital Fire Protection Equipment and personnel Training Agreement
- Alameda County Fire Department
- City and County of San Francisco
- City of Berkeley
- City of Piedmont
- East Bay Regional Park District
- CAL FIRE
- Alameda County EMS
- Urban Search and Rescue Team CA-T4

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). There is territory to the east of the City that is identified as SRA in a very high fire hazard severity zone near Joaquin Miller Park in the hillside. The remainder of that SRA territory falls into Contra Costa County.

In conjunction with OFD, CAL FIRE is utilized for hand crew services and helicopter services for fire suppression. OCFD also works hand in hand with local police departments for welfare checks, ACFD, and East Bay Regional Park District Fire Department for assistance with rescue efforts.

Existing Demand

OFD reported a total of 62,769 calls in FY 20. This was a 3% decrease since FY 13. Generally, the number of incident calls remain steady, however, there was a significant 33% drop in calls between FY 18 and FY 19. The total calls for service by year are listed in Figure 17-6 below while the call types are shown in Figure 17-7.

Figure 17-6: City of Oakland Calls for Service (2013-2020)

FIRE AND EMERGENCY CALLS 2013-2020								
	2013	2014	2015	2016	2017	2018	2019	2020
City of Oakland	64,378	65,617	59,147	58,187	60,997	89,990	60,765	62,769

Figure 17-7: City of Oakland Service Calls by Type, 2020

2020 FIRE AND EMERGENCY SERVICE CALLS BY TYPE									
	Structure Fires	Other Fires	EMS/ Rescue	Hazardous Conditions	Service Calls	Good Intent	False Call	Cancelled Enroute	Total Calls
City of Oakland	3,243		51,587	2,552	1,380	134	1,274		62,769

Staffing

Of the City's budgeted, full-time equivalent positions in FY 21, 652.78 are for the Fire Department. This number comprises more than 14% of the budget for personnel. Sworn personnel account for 509 authorized positions while 85 are civilian personnel.[438]

According to NFPA 1710, minimum staffing per unit per day is considered three firefighters per engine company and three per truck company. Additionally, every engine has at least one paramedic on staff. All stations are reported to have one truck company. Stations 1, 3, 5, 7, 9, 13, 15, 18, 21, and 25 have two engine companies while the remainder have one.

The Department states that newly hired paid firefighters are required to have California state Fire Marshal training or a Firefighter 1 certificate.[439] OFD provides 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.

As of the writing of this report, the Department is promoting a recruitment drive via open houses and live question and answer sessions on Zoom in an effort to hire entry level firefighters, EMTs, and paramedics.

[438] City of Oakland, Adopted Operating Budget, FY19-21, p. D-10
[439] City of Oakland, SoGo Online Survey, July 2021

Facilities and Capacity

The City of Oakland has 25 fire stations located throughout its service area. These stations are listed in Figure 17-8. The City of Oakland Fire Prevention Bureau is located in the Frank Ogawa Plaza in the City Hall complex. The OFD also has a number of apparatus and specialized teams including[440]:

- 24 engines
- 7 aerial apparatus
- Hazardous materials response team
- Technical rescue team
- Water rescue team
- Specialized wildland response apparatus

The City's CIP has identified facility projects as well. Many of the Departmental facilities are in need of improvements to have adequate capacity for providing services. Ongoing projects include the construction of Fire Station 29 and its training resiliency education community complex that will also support an urban search and rescue, and community education programs. There is also a study being conducted to determine the project scope for adding an additional fire station in the Jack London area. A new station is being built to replace fire station 4 as well. The plans for these stations align with the City's objectives to foster long-term and integrated planning.

Figure 17-8: City of Oakland Fire Facilities

CITY OF OAKLAND FIRE DEPARTMENT FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 1	1603 Martin Luther King Jr. Way Oakland, CA 94612	City of Oakland		
Station 2	47 Clay St. Oakland, CA 94607	City of Oakland		
Station 3	1445 14th St. Oakland, CA 94607	City of Oakland		
Station 4	1235 International Blvd. Oakland, CA 94607	City of Oakland		
Station 5	934 34th St. Oakland, CA	City of Oakland		
Station 6	6080 Colton Blvd. Oakland, CA	City of Oakland		
Station 7	1006 Amito Dr. Oakland, CA	City of Oakland		
Station 8	463 51st St.	City of Oakland		

[440] City of Oakland, https://stories.opengov.com/oaklandca/published/YJE4IHAed, accessed 7/21/23

	Oakland, CA			
Station 9		City of Oakland		
Station 10	172 Santa Clara Oakland, CA	City of Oakland		
Station 11		City of Oakland		
Station 12	822 Alice St. Oakland, CA	City of Oakland		
Station 13	1225 Derby Ave. Oakland, CA	City of Oakland		
Station 14		City of Oakland		
Station 15	455 27th St. Oakland, CA	City of Oakland		
Station 16	3600 13th Ave. Oakland, CA	City of Oakland		
Station 17	3344 High St. Oakland, CA	City of Oakland		
Station 18	5008 Bancroft Ave. Oakland, CA	City of Oakland		
Station 19	5766 Miles Ave. Oakland, CA	City of Oakland		
Station 20	1401 98th Ave. Oakland, CA	City of Oakland		
Station 21	13150 Skyline Blvd. Oakland, CA	City of Oakland		
Station 22		City of Oakland		
Station 23	7100 Foothill Blvd. Oakland, CA	City of Oakland		
Station 24	5900 Shepherd Canyon Rd. Oakland, CA	City of Oakland		
Station 25	2795 Butters Dr. Oakland, CA	City of Oakland		
Station 28				
Station 29				

Dispatch and Communications

There are multiple ways for the City of Oakland to communicate with residents to transmit important health and safety information. These methods include posting notices on its website, on its social media, and on the City's Comcast cable channel 10.

The Department utilizes the Oakland Fire Dispatch Center, based out of the Frank Ogawa Plaza near City Hall, to answer incident calls for the City. This dispatch center is considered a nationally accredited center of excellence and all its fire dispatchers are trained as Emergency Medical Dispatchers.

The City of Oakland Fire Department also has a Memorandum of Understanding with the East Bay Regional Communication Systems Authority (EBRCSA) which is a two-way, P25 compliant radio communications system that allows firefighters to communicate with each other and other agencies in the field, like police, on the same network over large distances.

The Emergency Operations Center within the City also allows various City Departments (e.g. police, fire) as well as Alameda County Office of Emergency Services to coordinate communications in the event of a City emergency or disaster.

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while still effectively providing needed services. The Department shares the Emergency Operations Center with the City of Oakland Police Department and also the County's Emergency Services Office. The OFD also shares its training facility with the OPD while the City of Oakland Public Works Department holds and maintains OFD vehicles at its facility.

Infrastructure Needs

The City of Oakland outlines its infrastructure needs primarily in its Capital Improvement Program (CIP) and its Citywide budget. Several facility improvements or replacements were described in the FYs 19-21 CIP. In some instances, aging structures and deferred maintenance have impacted the ability to meet the mandate of essential service facilities (which is to be fully operational after an earthquake or other disaster) and efficiency of some stations. Nearly every one of the City's 25 fire stations are in need of repairs and improvements with only 8 stations not currently identified for capital needs. A 2016 Infrastructure Bond will make these long-awaited updates possible. The following list describes some of the infrastructure needs by fire station:

- Fire Station 1: lighting upgrades, a kitchen remodel, updating dorms and living essentials
- Fire Station 2: lighting upgrades, interior and exterior painting, updating bathrooms
- Fire Station 3: lighting upgrades, bathroom remodeling, updating hardscapes in front of the station, interior paint throughout
- Fire Station 4: new station needed
- Fire Station 5: lighting upgrades, a kitchen remodel, interior paint throughout, replace rear and side fencing
- Fire Station 6: lighting upgrades, interior and exterior paint, replace exterior siding, interior floor replacement, a kitchen remodel
- Fire Station 7: lighting upgrades, interior and exterior paint, interior floor replacement throughout
- Fire Station 8: lighting upgrades, interior and exterior paint, bathroom updates

- Fire Station 9: overall updating needed; planned partial remodel of dorms and bathrooms in 2022
- Fire Station 10: updates to kitchen and officer rooms needed, HVAC needed for the older section of the station
- Fire Station 13: rear and side fence replacement
- Fire Station 18: apparatus door and kitchen improvements
- Fire Station 23: site security and exterior paint needed
- Station 28: window replacement
- Citywide Fire Station electrical panel upgrades

In addressing these capital needs at fire facilities, it will allow buildings to become compliant with energy efficiency standards and prevent further damage.

Challenges

The City of Oakland Fire Department has faced, and will continue to face, challenges to provide adequate service to its community. The COVID-19 pandemic created limited financing that could have otherwise been spend on capital needs, but it also caused fire training setbacks as in person trainings were restricted. As the population continues to increase, aging buildings within the Department and within the community will need to be addressed. With more residents expected to be living in multi-family housing in the city center, providing adequate service to high-rise structures will also be more difficult and put more people at risk in the case of fire incidents, and emergencies or disasters. Having outdated fire stations also presents energy deficiencies that do not support the City's goal of sustainability. Lastly, the City states that a skyrocketing homeless population is affecting demand due to creating a spike in calls for medical incidents and fire suppression at encampments.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International) and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

The Department's response time standards are shown in Figure 17-9. For single unit incidents, this goal is listed as arriving within 7 minutes from dispatch 90% of the time. Based on response data from 2012, shown in the most recent Standards of Coverage Assessment available, the City met these goals 86.1% of the time but achieved a 7:29 response time 90% of the time. It is reported, however, that this 7:29 time response is still excellent for a metro area with a diverse service territory.[441] At the time the report was published, 12 fire stations (1, 3, 4, 5, 10, 12, 13, 15, 16, 17, 20, 23) were at or under a 7:30 response time and many of these are considered the busiest in the service area.[442] Again, based on the 2012 SOC, their FY 11 findings showed that fire stations 1 and 20 responded to significantly more incidents than any other station while fire station 8 responded to the least. The difference between Station 1 and 8, with respect to incident numbers, is roughly 4,000 incidents. To maintain its standards and respond effectively in the face of station closures or brownouts, the Department will need to maintain 25 fire stations and strategically close or add stations as needed during peak hours of incident activity.

Figure 17-9: City of Oakland Response Time Standards

RESPONSE TIMES FOR OFD		
AGENCY NAME	SINGLE UNIT INCIDENT	MULTIPLE UNIT INCIDENT
City of Oakland	Arrive within 7 minutes from the time the company is first dispatched for 90% of incidents.	Arrival of first company on the scene within 4 minutes for 90% of all incidents. Remaining units should arrive on the scene of an incident within 8 minutes from when the first due company begins responding for 90% of all incidents.

Fire services in the community are classified by the Insurance Service Office (ISO) as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. OFD's most recent ISO rating was done in 2021 and it was given an ISO PPC rating of 1, which is the top classification available.[443]

The City did not provide information regarding any complaints for fire service received.

[441] City of Oakland, Standards of Coverage, April 9, 2012 p. 73
[442] City of Oakland, Standards of Coverage, April 9, 2012 p. 78
[443] City of Oakland, https://www.oaklandca.gov/news/2022/oakland-fire-department-receives-iso-class-1-designation, accessed, July 20, 2023

City of Oakland Fire Department MSR Determinations

Growth and Population Projections

17-1: The City's 2022 population was 424,464 with population growth is expected to increase by 9.3% to 455,000 by 2035. Along with it, employment and housing increases will be seen.

17-2: The City of Oakland should continue to monitor population projections and development plans to ensure they align with city planning efforts to adequately accommodate growth and the related increase in demand for services.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

17-3: The City of Oakland does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

17-4: The City of Oakland adequately meets its fire and emergency response utilizing 25 fire stations that meet minimum staffing standards, particularly in the face of topographical challenges and high incident calls at the busiest stations.

17-5: While some fire stations are relatively new, infrastructure needs are still many across all of the City's aging facilities. Deferred maintenance needs should continue to be addressed as financing is available to continue to meet operational standards.

Financial Ability of Agencies to Provide Services

17-6: The City of Oakland Fire Department has the financial ability to continue to provide services. Fire Department expenditures, similar to Citywide expenditures, continued to grow at a rate greater than inflation although Citywide revenues were adversely affected by COVID-19 requiring the use of fund balances.

Status of, and Opportunities for, Shared Facilities

17-7: The OFD shares the City's Emergency Operations Center as well as the County's Emergency Services Office. It also shares its training facility with the OPD.

17-8: The City's Public Works Department maintains OFD vehicles at its own facility.

17-9: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

17-10: The City of Oakland abides by all legislative obligations for accountability and governance practices.

17-11: The City of Oakland demonstrated transparency when sharing information for the creation of this report.

18. CITY OF PIEDMONT FIRE DEPARTMENT

AGENCY OVERVIEW

BACKGROUND

Incorporated in 1907, the City of Piedmont is a charter city of approximately 11,000 residents located in Oakland Hills, overlooking the San Francisco Bay. Piedmont is centrally located, adjacent to Oakland with San Francisco to the west and Concord and Walnut Creek to the east. Within Piedmont's 1.7 square-mile area, there are five city parks and numerous landscaped areas which offer wooded paths, tennis courts, children's playgrounds, and picnic facilities.

The Piedmont city charter establishes a City Council - City Administrator form of government. Under this form of government, the Piedmont City Council is the legislative body responsible for setting City policy.

The City provides a full range of services including animal control, fire and emergency response, law enforcement, lighting, parks and recreation, and planning/building. Other services, such as solid waste, are provided under contract.[444] Although the City is a multi-service provider, this review is specific to fire protection, emergency medical, and other related services.

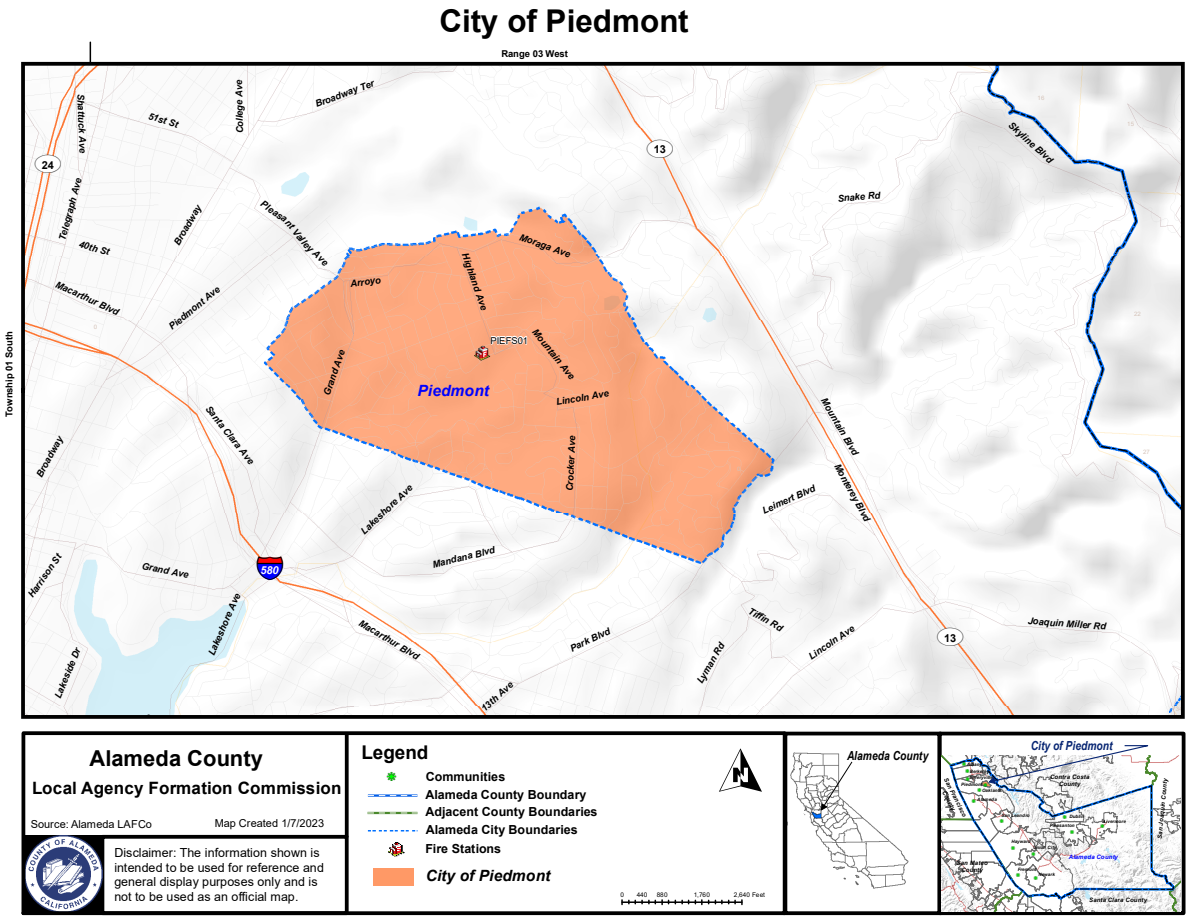
The City of Piedmont was last included in an MSR Update by Alameda LAFCO that was adopted in 2018.

BOUNDARIES

The City of Piedmont has a boundary land area of 1.7 square miles. Figure 18-1 depicts the City's boundaries and how they relate to the boundaries of the City of Piedmont's Fire Department.

[444] Alameda Local Agency Formation Commission Resolution No. 2018-12.

Figure 18-1: City of Piedmont Boundaries and SOI



Extra-territorial Services

The City of Piedmont does not provide services outside of its boundaries.

Unserved Areas

There are no unserved areas identified in the City of Piedmont. The City is able to provide service throughout its bounds.

Sphere of Influence

The City of Piedmont's Sphere of Influence (SOI) was established by LAFCO in 1983 and is coterminous with its boundaries. The City's current SOI was last reaffirmed on January 11, 2018.[445]

[445] Alameda Local Agency Formation Commission Resolution No. 2018-12.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with the required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents, and on a website.

The City of Piedmont has a Council-Manager form of government with a City Manager and five council members who are elected at large for four-year terms and are eligible for a maximum of two terms. Piedmont's mayor is selected by the members of the City Council. Current council member names, positions, and term expiration dates are shown in Figure 18-2.

The Council meets on the first and third Mondays of each month at 6:00 at the City Council Chambers at City Hall. Members of the public can also access the meeting online through KCOM's online video service or on cable Channel 27. Meetings are also recorded and available for viewing from the City website's Live Content and Video Archive. The City Council agenda is posted at City Hall and online by 9:00 a.m. on the Friday preceding the meeting. Minutes of the City Council are available and posted online within a few days after a meeting occurs.

Figure 18-2: City of Piedmont Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large. Mayor is appointed by the Council.
Length of Term	4 years
Meetings	1st and 3rd Mondays at 6:00 p.m. City Hall, Council Chambers 120 Vista Avenue Piedmont, CA 94611
Agenda Distribution	Posted online and at City Hall.
Minutes Distribution	Posted online.
COUNCIL MEMBERS	

Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
Jennifer Cavenaugh		Mayor, Councilmember	2024	Elected	4 Years
Betsy Smegal Andersen		Vice Mayor, Councilmember	2026	Elected	4 Years
Conna McCarthy		Councilmember	2024	Elected	4 Years
Jennifer Long		Councilmember	2026	Elected	4 Years
Tom Ramsey		Board President	2026	Elected	4 Years

CONTACT	
Contact	David Brannigan, Fire Chief
Mailing Address	120 Vista Avenue, Piedmont, CA
Phone	510-420-3038
Email/Website	dbrannigan@piedmont.ca.gov

The City of Piedmont participates in community outreach events including a variety of performing, visual, and literary arts through its Civic Arts program, as well as a variety of community events and performances such as movies in the park, the Rose Show, and hometown holidays.

For fire-specific complaints, the public is directed to contact the Fire Chief.

All City of Piedmont's council members have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

Through the City, there also exists a conflict-of-interest code and bylaws outlined in the municipal code as lawfully required and by which the City of Piedmont must abide.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Piedmont complies with this regulation.

The City of Piedmont demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in a number of its planning and management documents, particularly in its General Plan and Local Hazard Mitigation Plan.

The Office of the Fire Chief oversees two divisions, operations and training and the fire prevention bureau, providing leadership and management overall. The operations and training division encompasses emergency operations, training, and EMS services while the Fire Prevention Bureau is responsible for fire prevention and investigations as well as public education.

The City develops financial documents, including an annual budget, overseen by the City Administrator's office and the Finance Department, with input from each department, including the fire department. The budget process is intended to reflect departmental goals as well as existing and proposed service levels and follows general accounting best practices. The City's budget must be adopted by the City Council.

The City also adheres to personnel policies it has set forth for its fire services. All full-time personnel begin with an 18-month probationary period during which they are evaluated by their supervisor daily, weekly, and monthly, and undergo a series of tests. Once the probationary period is complete, employees are reviewed on an annual basis with exceptions for assignment transfers in the midst of the evaluation period and when further evaluation is needed if performance goals are not being met.

Fire department staffing needs are reviewed based on population growth, development plans, and budgetary considerations. Employee turnover and attrition is also analyzed in order to meet hiring demands. Response times and response levels are tools for measuring satisfactory service levels.

To ensure fire service efficiency and effectiveness, the City of Piedmont Fire Department (PFD) has set policy goals and objectives. PFD aims to provide emergency response and incident management for fires, rescues, medical emergencies, hazardous materials incidents, and

disasters throughout the City. The primary mission of the Department is to provide superior and comprehensive services for the purpose of protecting life, property, and the environment.

A critical component of the City of Piedmont's planning is its Climate Action Plan (CAP) 2.0. This serves as a guiding document focused on ways in which the community and City can reduce greenhouse gas emissions, to meet the City's long-term climate action goals, and promote a healthy, prosperous community. The City's current plan was adopted in 2018 and outlines the goal of reducing greenhouse gas emissions by 40% by 2030 with an overall objective to be the reduction of emissions 80% by 2050.[446]

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The City of Piedmont consists of 1.7 square miles of land area, approximately 86% of which is used for residential purposes, the majority of which are single-family homes. The remaining area is largely comprised of schools, civic buildings, and open space with no industrial utilization. Parts of Grand Avenue are where the majority of multi-family housing is located, however, much of the Civic Center area is non-residential. The largest concentration of open space in the City is in Moraga Canyon. [447]

Notably, the City of Oakland impacts the City of Piedmont's land use. This is especially evident near the western edge of the Cities, on Kingston Avenue for example, where one City has zoning for single family homes and across the border on the other side of the street, that City has zoned the land for multi-family housing.[448]

Given geographical constraints and that the City of Piedmont is largely built out, future land use is not expected to significantly change the landscape of the City. Slow development is anticipated and most construction will be due to improvements on existing homes.

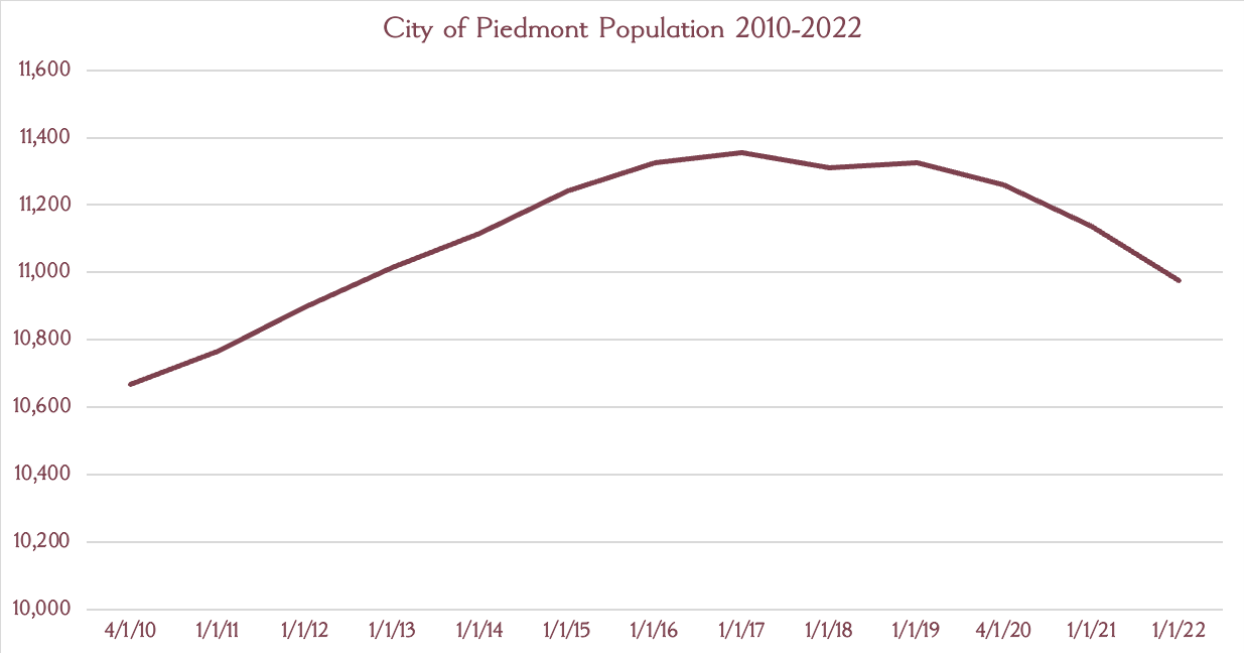
Current Population

The City of Piedmont's population was 10,977 as of January 2022, according to California Department of Finance data. This shows a slight increase of approximately 3% compared to

[446] City of Piedmont, Abridged Climate Action Plan 2.0, March 19, 2018, p. 1.
[447] City of Piedmont, 2015-2023 General Plan and Housing Element, adopted December 1, 2014, Land Use, p. 3-2.
[448] City of Piedmont, 2015-2023 General Plan and Housing Element, adopted December 1, 2014, Land Use, p. 3-8.

the population in April 2010 but is a decrease of 4% from 2017. During 2017, the City reached a population of 11,354 which was a peak since 2010. The City's population has a high level of education, with 99.5% of people over 25 years of age having at least a high school degree; 85.7% have a minimum of a bachelor's degree. Nearly half of the City's residents are either under 18 years old (27.2%) or over the age of 65 (20.4%).

Figure 18-3: City of Piedmont Population 2010-2022



Projected Growth and Development

The City of Piedmont's General Plan reports that the number of households and jobs is only expected to increase by 1% from 2010 to 2030 and most construction will be to existing homes. The Civic Center, the Moraga Canyon/Piedmont Reservoir, and Grand Avenue are three areas that the City has highlighted for potential development.

There is a master plan document to guide the development of the Civic Center which is on a block bounded by Bonita, Vista, Hillside, and Magnolia. This area is intended to be community focused. Most changes are expected to be renovations to the Recreation Center.

A vast amount of open space in the City is throughout Moraga Canyon and the Piedmont Reservoir. Despite future planning, this portion of the City will retain its designation of open space. This includes the Piedmont Reservoir site which is owned by the East Bay Municipal Utility District. Due to its location, using this territory as a wooded buffer between the City of Piedmont and the City of Oakland will be a priority.

Between Linda and Wildwood Avenues lies the commercial district on Grand Avenue. There are no vacant lots available, but redevelopment of aging commercial properties is anticipated, as are mixed-use projects that would include multi-family housing.

The information available for the City of Piedmont indicates the most significant development, as shown in Figure 18-4, is accessory dwelling units (ADUs). There are thirty ADUs that were granted permits in the City in 2022. Two projects the City has highlighted include an all-electric ADU as well as an ADU built at 778 Kingston Ave.

Figure 18-4: City of Piedmont Planned or Proposed Development Projects, 2023

CITY OF PIEDMONT DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
ADU permits	30	
TOTAL	30	

Growth Strategies

Although growth is expected to be minimal in the coming years, as the City evolves, the GP has expressed a need to continuously review development plans to ensure operational effectiveness of services such as police and fire. This evaluation should also extend to City codes in order to incorporate new technology and best practices for fire prevention. Routine inspections of fire facilities should also be maintained to ensure access to water pressure and fire flow will be sufficient.[449]

Disadvantaged Unincorporated Communities

There are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within or contiguous to PFD's service area.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Piedmont Fire Department has the financial ability to continue to provide services. The City projects continuing although slowing of growth in property tax and other revenues

[449] City of Piedmont, 2015-2023 General Plan and Housing Element, adopted December 1, 2014, Community Services and Facilities, p.9-24

that help fund expenditures. Property related taxes, which include parcel taxes, represent about 72 percent of City revenues. Anticipated cost increases for unfunded public safety pension obligations will be managed by the City using trust funds established for that purpose; the City reports that it has used surplus funds to fully fund pension liabilities through 2030.[450]

Revenues and Expenditures

From FY2017-18 through FY2021-22 the Fire Department's expenditures grew at a 6.2 percent annual average rate.[451] Increases in unfunded pension liability payments were partially offset by reductions in public safety overtime costs. Citywide revenue growth, particularly during COVID-19, has not kept pace with Citywide expenditure growth and the annual net surplus has narrowed.

Reserves

The City has maintained or exceeded its goal of a General Fund reserve of approximately 18 percent of operating expenses. The City has established trust funds to help pay for significant anticipated increases in unfunded pension liability obligations.

Fire Services

Service Overview

The City of Piedmont Fire Department offers comprehensive services to the community through its sole fire station and in cooperation with outside agencies, when necessary. These capabilities include fire prevention and suppression, advanced life support, and services related to emergency medical and hazardous materials response. Figure 18-5 details the entirety of services provided by the PFD. If a service is offered by another agency, it is indicated in the figure.

Figure 18-5: City of Piedmont Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	City of Piedmont Fire Department
Wildland Fire Protection	City of Piedmont Fire Department

[450] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[451] City of Piedmont 2022-2023 Budget, Ten-Year Projection.

Vehicle Fire Protection	City of Piedmont Fire Department
Ladder Truck Capabilities	City of Piedmont Fire Department
Fire Suppression Hand Crew	City of Piedmont Fire Department
Fire Suppression Dozer	Mutual aid agreement
Helicopter Services – Fire Suppression	Mutual aid agreement
Boat With Fire Suppression Capabilities	N/A
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	City of Piedmont Fire Department
Advanced Life Support – Non-Transport Provider	City of Piedmont Fire Department
Advanced Life Support Transport Provider	City of Piedmont Fire Department
Continuing Education Provider – Medical	City of Piedmont Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	City of Piedmont Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	City of Piedmont Fire Department
Fire Safety Education – Adults/Seniors	City of Piedmont Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	City of Piedmont Fire Department
Fire Protection Planning	N/A
New Commercial Construction Plan Reviews	City of Piedmont Fire Department
Public Education Provider (CPR, First Aid, etc.)	City of Piedmont Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	City of Piedmont Fire Department
Fuel Reduction/Weed Abatement Program	City of Piedmont Fire Department
Smoke Detector Giveaway/Installation Program	City of Piedmont Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	N/A
Water Rescue Program	N/A
Ice Rescue Program	N/A
Dive Rescue Program	N/A
Low angle Rope Rescue Program	City of Piedmont Fire Department
Helicopter Short/Long Haul Rescue Capabilities	N/A

Response to Boating Accidents	N/A
Rescue Dog Services	N/A
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	City of Piedmont Fire Department
Hazardous Materials Response Team	N/A
SUPPORT SERVICES	
Firefighter Incident Support Unit	N/A
Mobile Incident Command/Communications Unit	N/A
Fill Station for Self-Contained Breathing Apparatus	City of Piedmont Fire Department
Mobile Breathing Support Unit	N/A
Community Emergency Response Team	N/A
Chaplain Services	City of Piedmont Fire Department
Training Academy	N/A
Emergency Operations Center Capabilities	City of Piedmont Fire Department
MISCELLANEOUS	
Public Service Assists	City of Piedmont Fire Department
Motor Vehicle Accident Response	City of Piedmont Fire Department
Welfare Checks	City of Piedmont Fire Department
Public Safety Answering Point	City of Piedmont Fire Department
Fire/EMS Dispatch	City of Piedmont Fire Department
Fundraising Activities	N/A
Firefighters Association – Non-Profit	City of Piedmont Fire Department
Auxiliary Association	N/A

Collaboration

The City of Piedmont works closely with neighboring cities and Departments, particularly the Cities of Berkeley and Oakland and the City of Piedmont Police Department, to provide fire and emergency services to the community. The City of Oakland is also reported to aid with vegetation management. A series of mutual and automatic aid agreements, as well as a state master mutual aid agreement, allow the City to utilize outside resources as needed for fire prevention and emergency services and disasters. One mutual aid provider is the Alameda County Fire Department and there is a contract with Alameda County EMS as well.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Much of the territory outside of the developed municipal areas within the County is categorized as SRA. In the case of the City of Piedmont, however, it is only considered a local responsibility area as it is not adjacent to any SRA or FRA territory.

As mentioned in the collaboration section, the City of Piedmont relies on neighboring fire departments when an incident exceeds the Department's capabilities. Some of these providers include the Alameda County Fire Department, the California Office of Emergency Services, and the Cities of Berkeley and Oakland, which abut the City of Piedmont.

Existing Demand

The PFD indicated it received 776 calls for service in FY 20. The total calls for service in FY 19 was 1,093, indicating a decrease of 29% which the Department states is largely due to the COVID-19 pandemic.[452] Since FY 13, the number of incidents reported fluctuated by 25% at most between FY 13 and FY 16. Figures 18-6 and 18-7 show the overall statistics for calls for service and service calls by type, respectively.

Figure 18-6: City of Piedmont Calls for Service (2013-2020)

FIRE AND EMERGENCY SERVICE CALLS 2013-2020								
	2013	2014	2015	2016	2017	2018	2019	2020
City of Piedmont	1,001	1,059	1,206	1,320	1,300	1,232	1,090	776

Figure 18-7: City of Piedmont Service Calls by Type, 2020

2020 FIRE AND EMERGENCY SERVICE CALLS BY TYPE								
	Fires / Hazard. Materials	Motor Vehicle Accident	EMS / Rescue	Misc. Emerg.	Misc. Non-Emerg.	Mutual Aid	False Call	Total Calls

[452] City of Piedmont, SoGo Online Survey, July 2021.

City of Piedmont	5	2	366	74	222	5	102	776

Staffing

For FY 21, the City of Piedmont's adopted annual budget funded 25.4 full-time equivalent positions, including one administrative position. This number has remained the same since FY 17. Per NFPA 1710 minimum staffing standards, both engine companies and ladder/truck companies staff a minimum of four on-duty members. The PFD follows these guidelines, staffing a chief, three lieutenants, three engineers, ten firefighter/paramedics, and five firefighters.[453] The Department reports there are no volunteers to supplement staffing.

The Department personnel undergo ongoing continuing education and training as necessary and to fulfill state training mandates. Newly hired firefighters are expected to have a Firefighter 1 training certificate.

Facilities and Capacity

The City of Piedmont Fire Department operates out of one fire station for its service area as described in Figure 18-8. This station is home to one type 1 fire engine, one type 2 fire truck, one type 2 rescue ambulance, a command vehicle, a reserve type 1 engine, a reserve type 2 rescue ambulance, a type 6 wildland engine, and a utility truck.[454]

Figure 18-8: City of Piedmont Fire Facilities

CITY OF PIEDMONT FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 1	120 Vista Ave. Piedmont, CA 94611	City of Piedmont	1907	Fair

Dispatch and Communications

The City of Piedmont communicates with residents in a variety of ways to transmit important health and safety information. These methods include posting on its website, utilizing social media, a newsletter, texts and emails, KCOM-TV public access television (Comcast channel 27 and AT&T U-verse channel 99), the AC Alert system, and through Zonehaven, which provides up-to-the-minute public safety alerts.

[453] City of Piedmont, 2015-2023 General Plan and Housing Element, adopted December 1, 2014, Community Services and Facilities, p. 9-7.
[454] City of Piedmont, https://piedmont.ca.gov/services___departments/fire/about_us/apparatus, accessed July 20, 2023.

For dispatch services, PFD shares a consolidated dispatch office with PPD. This is the answering point for all 9-1-1 calls to the City and it is linked to the City of Oakland's Police and Fire Department's Computer Aided Dispatch (CAD) system. The Department also utilizes a computer-based Radio Management System as well as a JPA with the East Bay Regional Communications System Authority to provide two-way radio communications across jurisdictions.

Status of, and Opportunities for, Shared Facilities

The Department reported it does not share facilities and has no plans to do so in the immediate future. That said, PFD and PPD do use the same dispatch center as mentioned in the dispatch and communications section.

Infrastructure Needs

The City of Piedmont Fire Department has outlined important infrastructure needs in its annual budget for FY 21. To begin, there is a fund earmarked for the proposed replacement of the Department's utility vehicle in addition to its automated external defibrillators, LUCAS device (CPR machine), and P25 compatible radios. Likewise, there is a recommendation to obtain a new fire engine which would not only add depth to the vehicle inventory but allow the Department to meet ISO and NFPA standards. Personal protective equipment such as turnouts, wildland coats and pants, and safety boots have a recommended lifespan of ten years and are due to be replaced as well.[455] The most vital infrastructure need discussed in the budget, however, is the emergency alert system which must be replaced. Originally installed in the 1950s, a new system would be less costly than continued repair costs. It would also aid response times, improve dispatch reliability, and reduce energy consumption due to improved technology. In turn, this would reduce energy consumption, which is a sustainability goal for the City.[456]

In an online survey submitted by the Department, they also stated the City's aging fire station is in need of seismic improvements.

Challenges

Aging facilities and an aging population are reported to be the biggest challenges facing the Department at this time. Older structures are less likely to be compliant with updated fire

[455] City of Piedmont, Adopted Budget FY20-21, p. 201
[456] City of Piedmont, Adopted Budget FY20-21, p. 208

codes and will need to be reevaluated for safety and adherence. Also, as the population ages, more medical emergencies will occur, increasing demand for services. With only one staffed fire station, simultaneous service calls would create a likelihood that outside services would be needed, particularly at peak hours.[457] Lastly, the City's terrain also creates challenges as it impedes accessibility in steep areas which, in turn, slows response time.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International) and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

The PFD's goal is to meet a response time of three minutes or less for 90% of all calls.[458] According to the GP, the Department maintains an average response time of two minutes for EMS calls. It should also be noted that annual call volume has increased roughly 20% since the 1990s although the population size has remained relatively the same. A Standard's of Coverage report was not available in order to assess further data.

Figure 18-9: City of Piedmont Response Time Policy

RESPONSE TIMES FOR PFD		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Piedmont	Arrive within 3 minutes from the time the company is first dispatched for 90% of incidents.	

Fire services in the community are classified by the ISO as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. The PFD's most recent ISO rating was done in 2019, and it was given an ISO PPC rating of 3. This is an improvement from the Department's previous score of 4.

[457] City of Piedmont Fire Department, SoGo Online Survey, July 2021
[458] City of Piedmont, 2015-2023 General Plan and Housing Element, adopted December 1, 2014, Community Services and Facilities, p. 9-24

The City did not provide information regarding any complaints for fire service received, however, it does provide various options (phone, email, etc.) to contact the PFD to discuss any issues with the Department.

City of Piedmont Fire Department MSR Determinations

Growth and Population Projections

18-1: The population of the City has remained relatively steady at approximately 11,000.

18-2: Slow growth of 1% is expected between 2010 and 2030.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

18-3: There are no DUCs within or contiguous to the SOI of the City of Piedmont.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

18-4: The City of Piedmont Fire Department adequately meets its fire and emergency response with the utilization of its one fire station and through aid agreements with local, regional, and state agencies.

18-5: There are several infrastructure needs for the Department, however, updating the emergency alert system is a priority not only due to its condition but because it will make a big impact on response to service calls.

Financial Ability of Agencies to Provide Services

18-6: The City of Piedmont Fire Department has the financial ability to continue to provide services. The City projects continuing, although slowing, growth in property tax and other revenues that help fund expenditures. Property related taxes, which include parcel taxes, represent about 72 percent of City revenues. Anticipated cost increases for unfunded public safety pension obligations will be managed by the City using trust funds established for that purpose.

Status of, and Opportunities for, Shared Facilities

18-7: The Department did not identify opportunities for sharing facilities.

18-8: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

18-9: The City of Piedmont abides by all legislative obligations for accountability and governance practices.

18-10: The City of Alameda demonstrated transparency when sharing information for the creation of this report.

19. City of San Leandro Fire Services

Agency Overview

Background

The City of San Leandro is one of five cities that contracts with the Alameda County Fire Department for fire suppression and emergency medical services.

Incorporated in 1872, the City is a culturally and economically diverse community that continues to grow. Covering approximately 15 square miles, the City is located in what is considered the east bay region of the San Francisco Bay area, eight miles south of downtown Oakland and 15 miles southeast of San Francisco. The City is considered a charming, older suburb with walkable neighborhoods filled with conveniences.

Originally settled by Native Americans, the City of San Leandro eventually became known as an agricultural region filled with cattle ranches, farmland, and orchards. By the mid-1800s, it was considered the seat of Alameda County until an earthquake devastated the area and destroyed the County Courthouse, relocating it to the City of Oakland in 1869. Post-World War II, the City saw rapid growth and transformation. The population increased 350% in just 20 years, and the economy shifted from agriculture to an industrial center filled with warehouses, manufacturing jobs, and shopping. This time period set the stage for the modern-day City of San Leandro.

The City is a charter city with a local government served by a City Manager and a City Council. There are six council members and a Mayor elected at large to serve staggered four-year terms. The City of San Leandro provides a variety of services including parks and recreational services, and public transportation.

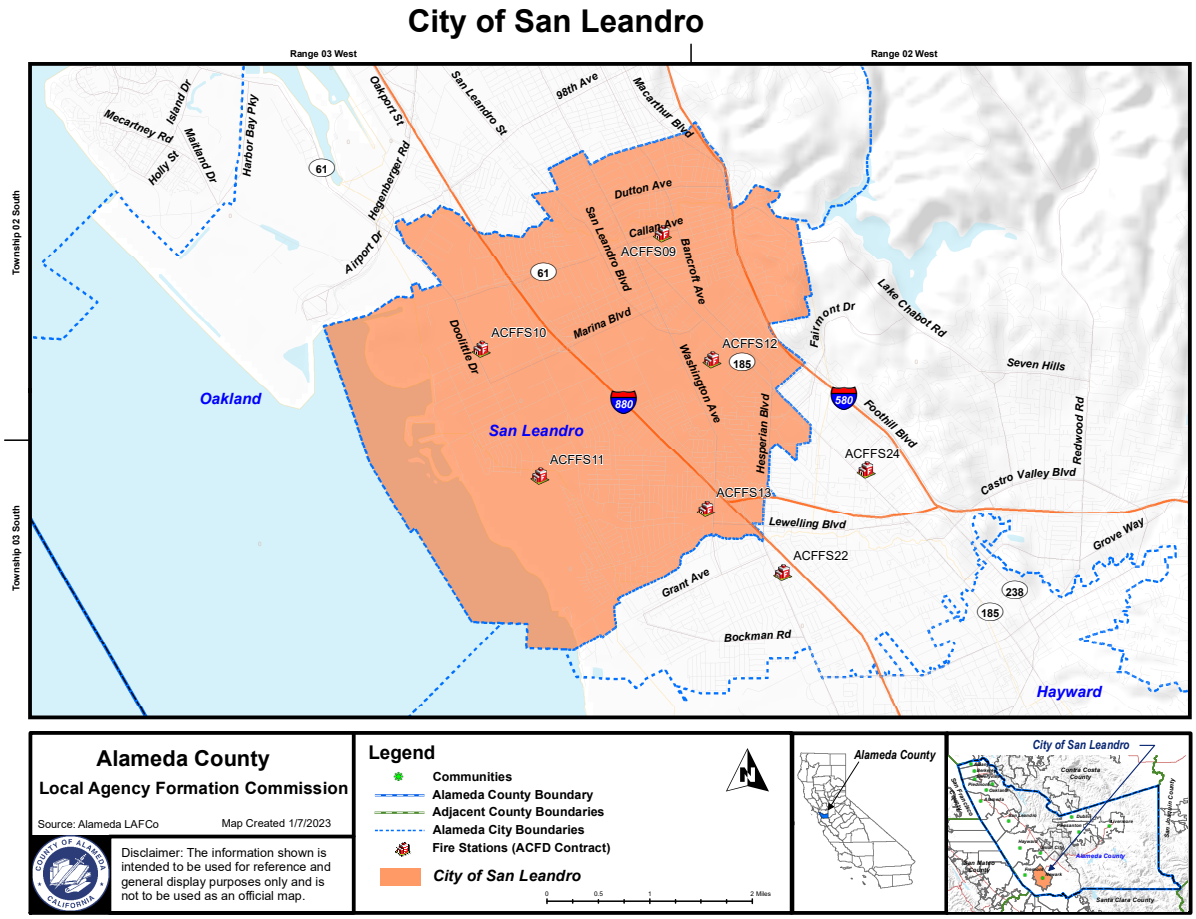
The contract between ACFD and the City of San Leandro for fire and emergency services began in 1995. The department works out of five fire stations throughout the City and allows for access to a number of specialized response teams.

The City of San Leandro was last included in an MSR Update by the Alameda LAFCO that was adopted in 2018.

Boundaries

Altogether, the City of San Leandro is comprised of 15.4 square miles. This includes 13.3 square miles of land, or roughly 8500 acres, as well as 2.1 square miles of water along the San Francisco Bay. Situated 30 miles north of San Jose and 15 miles southeast of San Francisco, the City is bound by Oakland in the north and by the unincorporated communities of San Lorenzo and Ashland in the south. The San Francisco Bay lines the western portion of the City and in the east, it is bounded by the East Bay hills. Figure 19-1 depicts the City's boundaries and sphere of influence.

Figure 19-1: City of San Leandro Boundaries and SOI



Extra-territorial Services

The City of San Leandro does not provide services outside of its boundaries. It does, however, contract with ACFD who is responsible for the execution of fire suppression and emergency medical services within its City limits as well as throughout other cities in its District.

Unserved Areas

There have not been any areas identified as unserved by either the City of San Leandro or ACFD. ACFD indicates it is able to provide services throughout the bounds of the City of San Leandro with its access to five fire stations located within the City.

Sphere of Influence

The City of San Leandro's city limits and SOI are contiguous, with areas of the planning area extending beyond the City limits in the east and southeast. These portions of the sphere located outside of the City limits include the unincorporated areas of Ashland, Hillcrest Knolls, parts of the Castro Valley, and open land.[459] The City of San Leandro has not made an effort to annex Ashland or the western Castro Valley; however, it has expressed interest in amending the SOI to include the former San Leandro Rock Quarry, which is east of the City.[460] The current SOI for the City of San Leandro was last reaffirmed on January 12, 2018.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with the required content and other useful information, 3) timely ethics training for board members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of San Leandro has a government structure with a City Manager and a City Council. There are six City Council Members based in six districts, in addition to the Mayor. Each is elected at large to serve staggered four-year terms. Current council member names, positions, and term expiration dates are shown in Figure 19-2.

The governing body meets regularly on the first and third Monday of each month at 6:30 pm in the City Council Chamber at 835 E. 14th Street. Work session meetings are held at 6:30 pm on the second Monday of every month and the fourth Monday as necessary. Meetings are

[459] City of San Leandro, General Plan, p. 1-4, 2015
[460] City of San Leandro, General Plan, p. 3-104, 2015

live-streamed on the City's Council Meeting Agendas Page of the City's website and through public access TV on Comcast channel 15 and AT&T U-verse channel 99. Agendas are made available online, posted outside City Hall, or by contacting the City Clerk's office before each meeting. Board actions and meeting minutes are available online and through the City Clerk's office. The City also discloses finances, plans, and other public documents online.

Figure 19-2: City of San Leandro Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large
Length of Term	4-year staggered terms for council members and Mayor, each with a 2-term limit
Meetings	First and third Monday each month City Council Chamber 835 E. 14th Street, City of San Leandro, CA 94577 Also streamed on the City's website, Comcast channel 15, and AT&T U-verse channel 99
Agenda Distribution	Posted online, posted at City Hall, and via the City Clerk
Minutes Distribution	Posted online, and via the City Clerk

COUNCIL MEMBERS				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Juan Gonzalez III	Mayor	2026	Elected	4 Years
Celina Reynes	Council Member, District 1	2026	Elected	4 Years
Bryan Azevedo	Vice Mayor, Council Member District 2	2024	Elected	4 Years
Victor Aguilar Jr.	Council Member, District 3	2026	Elected	4 Years
Fred Simon	Council Member, District 4	2024	Elected	4 Years
Xouhoa Bowen	Council Member, District 5	2026	Elected	4 Years
Pete Ballew	Council Member, District 6	2024	Elected	4 Years

CONTACT	
Contact	Fran Robustelli, City Manager
Mailing Address	835 E. 14th Street, City of San Leandro, CA 94577
Phone	510-577-3319
Email/Website	frobustelli@sanleandro.org www.sanleandro.org

In cooperation with ACFD, the City of San Leandro participates in various community outreach events related to fire and emergency services, such as CPR and fire extinguisher training and a community disaster preparedness program. ACFD also organizes community and school educational programs, which stress the importance of fire prevention and juvenile fire setter intervention.

As of 2021, all of the City of San Leandro's council members have filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

Through its Community Care Initiative, all complaints concerning the City of San Leandro or any of its employees are investigated, and a response is provided to the complainant. Constituents may file complaints in several ways, including online and by phone. There is also a 311 mobile application and a website called MySL, where residents may report maintenance issues. All complaints are handled by the appropriate department and overseen by the City Manager as needed.

There is also legislation in effect to help ensure special districts adhere to accountability standards. One, California AB 2257 (Government Code §54954.2), is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of San Leandro is in compliance with each of these regulations.

The City of San Leandro demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in several of its planning and management documents, particularly in the annual budget and General Plan. However, as ACFD's services are contracted, the department abides by its own planning and management practices as outlined below.

The ACFD's FY 21 budget indicates it has 559 authorized positions. This is an increase of 12, year over year, since the 2019 fiscal year. Of these 559 positions, 511.42 are considered full-time equivalents for management and non-management positions. Additionally, the department indicates it has 100 reserve firefighters to help fulfill various services offered. The Fire Chief oversees four branches—Operations, Communications and Special Operations, Administrative Support Services, Fire Prevention and Community Outreach. Each branch has its own divisions. The Training division falls under the Operations branch, the EMS, Information Technology, and Special Operations divisions are part of the Communications and Special Operations branch, and the divisions for Fleet Management, Financial Services, Facilities, and Human Resources are part of the Administrative Support Services Branch.

The Fire Chief provides leadership and management overall. The Deputy Chief for Operations oversees the training division, three Operation Divisions, and the reserve program. The Administrative Services Director oversees Administrative Support Services by managing contracts and services, facilities, financial services, fleet management, and human resources. The Deputy Chief for Communications and Special Operations manages the Alameda County Regional Emergency Communications Center (ACRECC), EMS, information technology, Alameda County Operations Area & California Incident Command Certification Center (CICCS), and Special Operations.

ACFD, as a component of the Alameda County government, is required to conduct value-based budgeting. The goals of this process involve funding agreed-upon service levels, identifying revenues and expenditures as one-time or continuing, and maintaining adequate contingency and reserve funds.

ACFD battalion chiefs evaluate the operations of their respective battalions on an ongoing basis. ACFD also conducts annual personnel evaluations. Managers annually review goals and objectives for the coming year and goal achievements for the previous year. ACFD monitors its workload through the chief officer's performance reviews, identifying staffing and resource deficiencies.

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

The County manages ACFD's finances. County financial planning documents include an annual budget and Comprehensive Annual Financial Report (CAFR). In addition, ACFD has financial statements audited annually. The County's Capital Improvement Plan (CIP) includes the District's capital needs. ACFD adopted a Fire and Emergency Services Strategic Business Plan; the most recent update was for 2015-2019. Additionally, the District participates in the Region II plan for the Office of Emergency Services.

The City of San Leandro also has a work plan in place to review services provided by ACFD. These management practices are largely outlined in the City's contract with ACFD, which is executed on a continuous term. Response times and response levels are indicated in this contract and are tools for measuring satisfactory service levels. The City agrees to cooperate with ACFD to forecast staffing needs as necessary based on population growth and development plans and analyze employee turnover and attrition to meet hiring demands. The Fire Chief is designated to act as the direct liaison to the City Manager and is obligated to attend, or provide a representative to attend, meetings as requested, including City Council meetings, and to discuss the budget, operations, and other topics as necessary. The ACFD Fire Marshall must attend all the required meetings relating to the City's ability to meet its fire prevention needs. As a means of accountability and transparency, ACFD also provides requested reports to the City Manager, takes part in yearly audits of financial performance, must provide written notice of service level changes, and allows two City representatives to be a part of the ACFD Advisory Fire Commission.[461]

A critical component of the City of San Leandro's planning documents is its Climate Action Plan (CAP), which serves as a comprehensive strategy to reduce greenhouse gas (GHG) emissions and adapt to changing climate conditions. The City's current CAP, adopted in 2021, is an update to the City's previous 2009 plan and provides updated information, an expanded set of GHG reduction strategies, climate adaptation strategies, and a planning horizon of 2050. The plan outlines the City's goal of achieving emissions reductions of 40 percent below 2005 levels by 2030 and 80 percent below 2005 levels by 2050.[462]

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses and historical and anticipated population growth.

[461] ACFD, Agreement between the City of San Leandro and ACFD Regarding Fire and Emergency Response Services, Beginning September 20, 2005.
[462] San Leandro 2021 Climate Action Plan, July 2021, p. ES-1 – ES-2.

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.

Land Use

The City of San Leandro consists of approximately 8,500 acres of land. The entirety of the City is essentially built out and nearly half of this space is for existing residential use. There are roughly 1,360 acres of industrial use land which represents the next largest land use in the City at almost 20%. Parks and open spaces represent roughly 1,000 acres which is approximately 14% of land uses. The 2015 GP states that only 2.6% of land is vacant. There is an average residential density of 9.5 units per acre with most higher density housing, that can be as high as 90 units per acre, located near the Downtown area.

Single family detached homes represent 2,600 acres of land in the City. While there is retail space in the downtown area, the largest amount of commercial retail acreage is located along East 14th Street, Washington Avenue, MacArthur Boulevard and Marina Boulevard. Industrial uses are primarily situated in the west and northwest regions of the City as well as in the central portion east of I-880 and south of Marina Boulevard. Most of the public and institutional space within the City of San Leandro, which accounts for 6% of land use, is scattered throughout various neighborhoods. Parks and open space comprise over 14%, or roughly 1,000 acres, of the land use in the City. Of this acreage, approximately 450 acres consist of wetlands in the southwest side of the City.

There exist three square miles in the east and southeast of the San Leandro Planning Area that is beyond the City's bounds in unincorporated Alameda County. The City of San Leandro has the responsibility of advising the County of its land use. There are several land use objectives for this region, including the potential to annex the City's former rock quarry into its SOI, and collaborating with the City of Oakland about areas of mutual concern.[463]

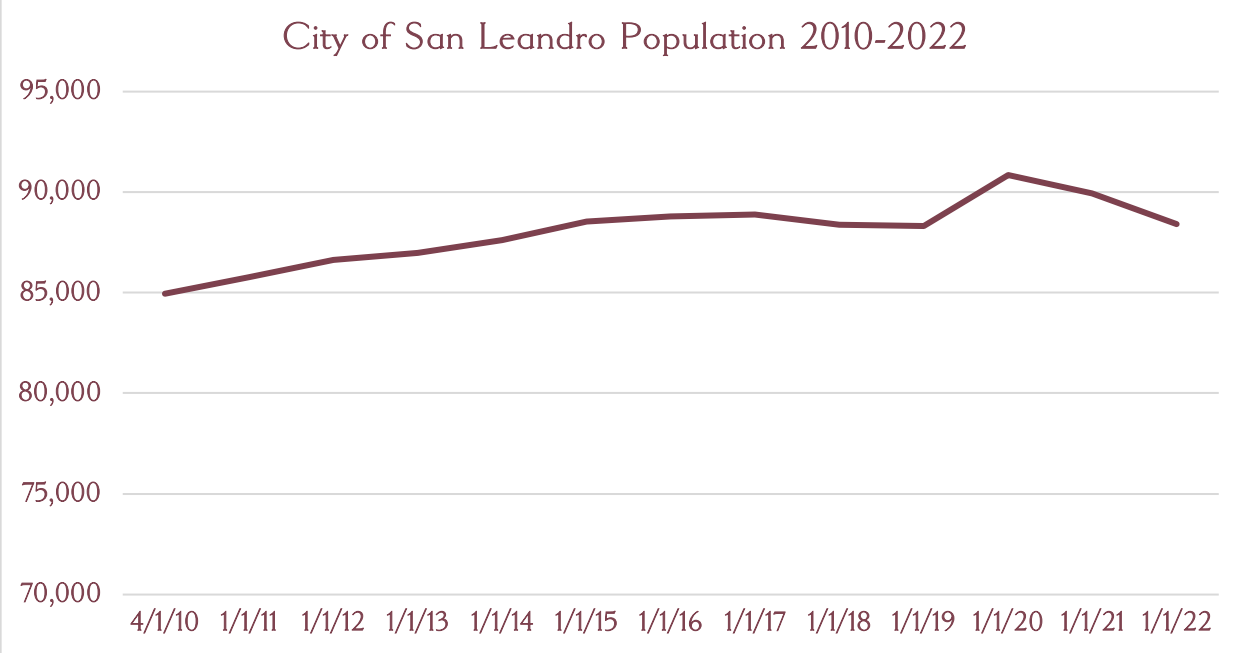
Current Population

According to the California Department of Finance's US Census results, the City of San Leandro has a population of 91,008 as of April 1, 2020. The population has mostly seen steady

[463] City of San Leandro, General Plan, p. 3-106, 2015

growth year after year, with a marked increase of more than double between 1950 and 1960. The City represents roughly 23% of the ACFD's territory based on the 2022 population estimates within the District. This is a population increase of 6,058, or just over 6%, since 2010, as seen in Figure 19-3. The median household income for the City is $86,604. Roughly 65% of the population over 16 years of age is in the labor force and 83% of the population over age 25 holds a high school degree or higher.

Figure 19-3: City of San Leandro Population, 2010-2022



Projected Growth and Development

Based on the Association of Bay Area Governments (ABAG) growth projections, the total population of the City of San Leandro is expected to increase by slightly more than 5% between 2020 and 2030. In contrast, the entire area within ACFD is anticipated to grow by an average annual growth rate of 0.8 percent by 2035. Increases in the number of housing units and jobs are also expected. ABAG data shows the total number of housing units is projected to grow by roughly 5% between 2020 and 2040 to 36,920, and the total number of jobs is also projected to increase by just over 8%, or roughly 4,915, in that same timeframe.

The City of San Leandro is mostly built out with limited availability of vacant land. Vacant space is concentrated in industrial areas near the City's significant arterials, with some vacancies in the San Leandro Hills. Eight acres at the north end of Preda Street are already committed to residential development. Otherwise, most development opportunities will rely on

land that has not been developed to its full potential or underutilized commercial and industrial properties; however, the City states this potential can vary depending on the definition of what is underutilized and based on other environmental and design challenges.

The City has identified various areas of planned and proposed developments. In 2017, the City of San Leandro established an Opportunity Zone Dashboard to track community development that provides tax incentives for such investments. One Opportunity Zone is the Bay Fair Transit Oriented Development which encompasses 154 acres of largely retail and commercial uses. Described as a higher-density mixed-use transit village near the BART Station, there is a Bay Fair TOD Specific Plan to support the long-term vision of this project. Another highlighted Opportunity Zone is the 30-acre San Leandro Business Center which would be an industrial use development. The City has also stated it would like to prioritize the Monarch Bay Shoreline Development Project, which is proposed to add 500 housing units, a hotel, two restaurants, a public park, and a library. There are also plans for additional residential, commercial, and industrial spaces already underway, such as the Parrott St. Apartments. These projects would impact service demand and fire and emergency response access due to the aforementioned growth predicted in these areas.

Many of the development projects within the City of San Leandro are intended to develop its publicly owned shoreline with housing options as well as retail and other commercial space. Significant development projects are shown in Figure 19-4. These plans are part of the Bay Fair Transit-Oriented Development Plan, which aims to create a sustainable, walkable community hub with convenient access to many mixed-use spaces.

Figure 19-4: City of San Leandro Planned or Proposed Development Projects, 2023

CITY OF SAN LEANDRO DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
Washington Ave. Apts.	72	
E. 14th St. Housing	221	
Loro Landing	62	
Maplelane	39	
Alvarado-Antonio	687	
Poppy Lane	18	
Bancroft Housing	42	
Bay Fair	497	
Town Hall Square	180	
Centro Callan	196	
268 Parrott Street	26	
Multi-restaurant		10,600
SI Tech Campus		396,000
Creekside Plaza		77,000
TOTAL	2,040	483,600

Growth Strategies

ACFD stated that collaboration with the City of San Leandro, as well as the other cities in its service area, will be vital to be able to meet demand through continued periods of growth. This will include communicating forecasted needs based on analysis of the City's population projections, development plans, and employee turnover and attrition in order to estimate staffing needs.

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within the ACFD's service area, including the City of San Leandro.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of San Leandro Fire Department has the financial ability to continue to provide services. Its contract with ACFD has grown at a moderate rate slightly lower than other Citywide services, helping the City to manage reduced revenues during COVID-19. Although the City drew on its reserves during the pandemic, it still retains healthy reserves and anticipates future economic growth and fiscal stability.

Revenues and Expenditures

From FY2017-18 through FY2021-22 the Fire Department's expenditures grew at a 3.2 percent annual average rate, comparable to the rate of inflation over that period.[464] Contract services from the Alameda County Fire Department (ACFD) represent nearly the entire fire department budget with the exception of periodic capital and equipment related expenditures. EMT reimbursements from Alameda County ($679,000 in FY2021-22) partially offset expenditures.

Fire department funding from the City's General Fund represents the balance of needed funds. The City's General Fund has experienced annual revenue growth averaging 2.5 percent that

[464] City of San Leandro City Manager's Proposed Budget Fiscal Years 2022 and 2023; City Council's Adopted Budget Fiscal Years 2020 and 2021.

has been slower than continuing average annual expenditure growth of 4.4 percent from FY2017-18 through FY2021-22. Budget shortfalls caused by COVID-19 have been mitigated through the use of fund balances and reserves, and funding from the federal government's American Rescue Plan. The City projects long-term improvements in its fiscal stability from ongoing economic developments and related increases in the City's economic base and tax revenues.

Reserves

The City allocates its unrestricted fund balances towards major emergencies, economic uncertainty, and other potential future uses. As of June 30, 2021 the City's fund balances totaled approximately $66 million, or about 45 percent of General Fund expenditures, a "high" level of reserves.

Fire Services

Service Overview

Since 1995, the City of San Leandro has contracted with ACFD to provide fire suppression, fire prevention, and emergency medical services such as fire inspection, public education, wildland and hazardous materials response, and paramedic services. Three specialized response teams are available to the City through ACFD: the hazardous materials unit, the urban search and rescue unit, and the water rescue team unit. Figure 19-5 details the services provided by ACFD. If another agency offers a service, it is indicated in the figure.

Figure 19-5: City of San Leandro Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	Alameda County Fire Department
Wildland Fire Protection	Alameda County Fire Department
Vehicle Fire Protection	Alameda County Fire Department
Ladder Truck Capabilities	Alameda County Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	Berkeley Fire Department

EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Alameda County Fire Department
Advanced Life Support – Non-Transport Provider	Alameda County Fire Department
Advanced Life Support Transport Provider	Alameda County Fire Department
Continuing Education Provider – Medical	Alameda County Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	Alameda County Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Alameda County Fire Department
Fire Safety Education – Adults/Seniors	Alameda County Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	Alameda County Fire Department
Fire Protection Planning	Alameda County Fire Department
New Commercial Construction Plan Reviews	Alameda County Fire Department
Public Education Provider (CPR, First Aid, etc.)	Alameda County Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Alameda County Fire Department
Fuel Reduction/Weed Abatement Program	Alameda County Fire Department
Smoke Detector Giveaway/Installation Program	Alameda County Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
First Responder Swift Water Rescue Program	Alameda County Fire Department
Water Rescue Program	Alameda County Fire Department
Ice Rescue Program	U.S. Coast Guard
Dive Rescue Program	Alameda County Sheriff's Office
Low angle Rope Rescue Program	Alameda County Fire Department
Helicopter Short/Long Haul Rescue Capabilities	California Highway Patrol
Response to Boating Accidents	Alameda County Fire Department
Rescue Dog Services	Alameda County Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Alameda County Fire Department
Hazardous Materials Response Team	Alameda County Fire Department

SUPPORT SERVICES	
Firefighter Incident Support Unit	Alameda County Fire Department
Mobile Incident Command/Communications Unit	Alameda County Fire Department
Fill Station for Self-Contained Breathing Apparatus	Alameda County Fire Department
Mobile Breathing Support Unit	Alameda County Fire Department
Community Emergency Response Team	Alameda County Fire Department
Chaplain Services	Alameda County Fire Department
Training Academy	Alameda County Fire Department
Emergency Operations Center Capabilities	Alameda County Fire Department
MISCELLANEOUS	
Public Service Assists	Alameda County Fire Department
Motor Vehicle Accident Response	Alameda County Fire Department
Welfare Checks	Alameda County Fire Department with local Police Departments
Public Safety Answering Point	Alameda County Fire Department
Fire/EMS Dispatch	Alameda County Fire Department
Fundraising Activities	Alameda County Fire Department
Firefighters Association – Non-Profit	Alameda County Fire Department
Auxiliary Association	Alameda County Fire Department

Collaboration

The City of San Leandro is one of several agencies that collaborate with ACFD. In addition to contracting with the cities of Dublin, Emeryville, Newark, and Union City for fire suppression and emergency services, ACFD has an automatic aid agreement with the City of Oakland, the City of Tracy, the San Ramon Valley Fire Protection District, and the Livermore-Pleasanton Fire Department. ACFD also has a mutual response agreement with the Oakland Fire Department to provide coverage to the Bay-O-Vista area and the South Oakland Hills. A shared automatic aid agreement exists for providing service to Interstates 580, 880, and 680. There is also a State Mutual Aid Plan and a countywide mutual aid agreement for all fire departments in Alameda County.

Additionally, ACFD collaborates with the County to receive a variety of administrative services and to work in conjunction with the Alameda County Sheriff's Department and Alameda

County Emergency Medical Services. ACFD and California's Office of Emergency Services also have an agreement for dispatch needs.

Regionally, ACFD's collaborations include participating in the governance of the dispatch center in Livermore through the County Advisory Board. ACFD firefighters who are specially trained can be dispatched nationwide to assist with disaster response.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). In conjunction with ACFD, CAL FIRE is utilized for hand crew services and helicopter services for fire suppression. ACFD also works hand-in-hand with local police departments for welfare checks as well as the California Highway Patrol, the County's Sheriff's office, and the Coast Guard for assistance with rescue efforts.

Existing Demand

For FY 20, ACFD stated there were a total of 42,363 service calls overall. This is a steady 19% increase since FY 13. Of those calls, 10,228, were for the City of San Leandro which accounts for 25% of the total. The call types are broken down in Figure 19-5.

Between 2014 and 2016, the most recent analysis period for the Standards of Cover, the number of incidents per year for all of the stations in the City was 3,008. This represents roughly 52% of total incidents for all ACFD stations. Based on the top ten stations with the most incidents, half of these stations are in the City of San Leandro, with Station 24 comprising the most incidents during the 2014-2016 timeframe with 1,032. Figure 19-6 shows the number of calls for FY 20 for each type of service for the City.

Figure 19-6: City of San Leandro Service Calls by Type, 2020

2019-2020 SERVICE CALLS BY TYPE FOR CONTRACT AGENCIES									
	Structure Fires	Other Fires	EMS/Rescue	Hazardous Condition	Service Calls	Good Intent	False Call	Cancelled Enroute	Total
San Leandro	131	176	7,004	177	869	593	519	759	10,228

Staffing

ACFD is responsible for staffing its Department to provide services to the City of San Leandro directly. ACFD follows minimum daily staffing requirements per unit. These standards include

3-4 firefighters per day for Engine Units, Aerial Ladder Truck Companies and Quints, and four firefighters per Technical Rescue Unit. These staffing guidelines ensure an Effective Response Force for serious fires and wildland areas and a multiple-unit force (first alarm response) designed to contain the emergency without the need for greater alarms.

ACFD's objectives include personnel trained and ready for emergency response 100 percent of the time and responding to all calls for service within the service area. The Department states that newly hired paid firefighters are required to have Firefighter Recruit Academy training, although the monthly training hours for firefighters vary.

ACFD provides education for staff that meets State mandated requirements for Emergency Medical Technicians and Paramedics, and the staff also assists in enforcing State and local fire codes and standards through the review and approval of building and facility plans. Community service objectives for ACFD staff include coordination of public education, events, and disaster operation activities within the communities served. The City's GP, however, has indicated a goal to restore staffing levels beyond those of ACFD in an effort to adequately provide emergency preparedness training and education. This is particularly relevant as the City of San Leandro is located on the Hayward Fault and is at an increased risk of wildland fires. [465]

Facilities and Capacity

The following information is specific to ACFD's operations within the City of San Leandro. For more details about ACFD's facilities, see chapter four.

The City of San Leandro is home to six of 29 ACFD fire stations throughout the District. These stations are shown in Figure 19-7. There is also a fire prevention bureau within the City of San Leandro, as there is one within each agency that contracts with ACFD.

Figure 19-7: City of San Leandro Fire Facilities

ACFD FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 9 (formerly station 1)	450 Estudillo Ave., San Leandro, CA 94577	City of San Leandro		
Station 10 (formerly station 2)	2194 Williams St., San Leandro, CA 94577	City of San Leandro		

[465] City of San Leandro, 2015 General Plan, p. 6-14, 6-4.

Station 11 (formerly station 3)	14903 Catalina St., San Leandro, CA 94577	City of San Leandro		
Station 12 (formerly station 4)	1065 143rd Ave., San Leandro, CA 94577	City of San Leandro		
Station 13 (formerly station 5)	637 Fargo Ave., San Leandro, CA 94577	City of San Leandro	1953	
Station 24	1430 164th Ave., San Leandro, CA 94578	City of San Leandro		
San Leandro Fire Prevention Office	835 East 14th Street, San Leandro, CA 94577	City of San Leandro		
Training Facility	890 Lola St., San Leandro, CA 94577	City of San Leandro		

Of the fire stations within the City of San Leandro, Station 11 currently serves the largest area at approximately four-square miles. It hosts an engine company and is responsible for water rescue for the San Francisco Bay. Its rigid hull boat is kept at the San Leandro Marina. Station 12 houses both an engine and truck company but also contains the HazMat Response vehicles and the Battalion Chief for Battalion four. The City is also home to a training facility consisting of a four-story cement tower, a one-story wooden residence-type structure, auto extrication training capabilities, as well as other areas such as a classroom and office area. The City of San Leandro has the largest number of critical facilities and infrastructure of all five of ACFD's contracted cities with 43. This is notable as inaccessibility issues or damage during a significant emergency could impact service.

According to the 2017 Standards of Cover Risk Assessment (SOC), none of the City's engine or ladder companies approach maximum thresholds for unit-hour utilization, indicating additional units do not need to be added during peak hours at this time. Station 12 was the only station within the City to exceed five minutes (5:37 minutes) of travel time to a call which is slightly over the four-minute goal for best practices. However, this is a typical response time amongst all ACFD stations, with only one station being under the four-minute threshold.[466]

[466] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 47, 9/1/17.

Dispatch and Communications

There are a few ways the City of San Leandro communicates with residents to transmit important health and safety information. These methods include broadcasting emergency messages over public access television channels Comcast channel 15 and AT&T U-Verse channel 99, local radio channel AM 1610, and utilizing its multiple social media channels such as Facebook, Twitter, Linkedin, Nextdoor, and Youtube.

ACFD is responsible for coordinating dispatch communications for the City's service calls. The regional 9-1-1 dispatching center is known as the Alameda County Regional Emergency Communications Center (ACRECC) and is housed at the Lawrence Livermore National Laboratory (LLNL) along with the Alameda County Fire Communication Center (ACFCC).

ACRECC currently dispatches fire and medical calls for ACFD, the U.S. Army at Camp Parks Combat Support Training Center in Dublin, the cities of Alameda, Fremont, Livermore, and Pleasanton, and the County EMS transport provider Paramedics Plus ambulance service. The Consortium, now known as the Advisory Board, is managed by a governing board made up of participating agencies. Each agency pays an annual amount with costs apportioned based on call volume as outlined in each contract for service.

Given that 9-1-1 calls may relate to a policing, fire, or medical emergency, the telephone provider first routes the calls to the public safety answering point (PSAP) dispatcher. The first-response dispatcher immediately determines the type or need of the call and routes all fire and medical 9-1-1 calls to the ACRECC. The ACRECC simultaneously dispatches ACFD and the County EMS transport provider for ambulance transport services.

Status of, and Opportunities for, Shared Facilities

As previously mentioned, ACFD contracts with four agencies in addition to the City of San Leandro for fire and emergency response services. To do this, it shares personnel, dispatching services, and facility resources as necessary, not specifically in relation to the City. Consolidating facilities and shifting personnel is not uncommon, for instance, Station 8 firefighters having been relocated to Station 20, which is the Lawrence Livermore National Laboratory site. Another example is that Station 15 currently houses ACFD Reserve Firefighters, apparatus and equipment even though it was previously the Office of Emergency Services and Dougherty Regional Fire Authority Station 3.[467]

[467] Alameda County Fire Department, https://fire.acgov.org/AboutUs/facilities.page?, page accessed 3/9/22

An ACFD goal is to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

ACFD reports that collaboration with regional transport companies, in conjunction with other fire agencies and municipalities, to establish a fire-based ambulance transport model would particularly improve efficiencies in service delivery, especially EMS delivery.[468]

Infrastructure Needs

The City of San Leandro has made various improvements and purchases to support its facilities in recent years. This has included the purchase of a fire pumper truck, two fire engines, completing a parking lot project for Station 13, and replacing two fire stations rather than funding a seismic retrofit of existing stations. Looking forward, funded projects currently affecting fire and emergency response facilities include replacing the HVAC equipment at Station 12 and most notably, replacing Station 13 with a new 6,000 square foot facility due to lack of space and heavy use over nearly 70 years.[469]

There are also capital improvement projects specific to ACFD in the County's Annual Capital Improvement Plan (CIP). For more information, refer to chapter 4.

Challenges

The City of San Leandro, like many other cities, noted a challenge being faced is managing the City's service needs while facing increasing costs and the need to grow revenue, particularly in light of the COVID-19 pandemic as a result of the unprecedented impact on businesses, unemployment, and revenues. Still, there are several active development projects, especially in terms of shoreline development throughout the City which affects fire and emergency response, most noticeably due to traffic congestion. As stated in the service adequacy section, the SOC has indicated that various response times could be improved, although none are presently passing a threshold to necessitate additional stations or units be implemented.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For

[468] Alameda County Fire Department, SoGo Survey Responses, July 2021
[469] City of San Leandro, CIP FY20-21, p. 260

example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

ACFD has not indicated whether any complaints regarding fire service for the City were received in FY 21.

Each of ACFD's contract cities abides by individualized performance measures according to its agreement. See Figure 19- 8 for agreed-upon response times between ACFD and the City of San Leandro.

Figure 19-8: Response Time Policies by Contract City

RESPONSE TIMES FOR ACFD AND CONTRACT CITIES		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of San Leandro	Arrive within 5 minutes from the time the Company is first dispatched for 90% of all incidents.	Arrival of first due company within 5 minutes from when they are first dispatched for 90% of incidents. Remaining units in first alarm assignment should arrive on the scene of an incident within 10 minutes or less from when the first due company begins responding for 90% of all incidents.

Based on the City's five-minute standard for arrival after dispatch, all the City of San Leandro stations exceeded the limit by over one minute as of 2017.[279] However, ACFD has its own response time measures that it reports to the County, the fire commission, and the contract cities. There are four specific response times based on the status of a call and the guidelines are based on NFPA 1710 standards for fire departments. ACFD does meet its performance goal of having the first unit on scene within 7:30 minutes of the fire dispatch call pick-up 90 percent of the time.

The most recent risk assessment for ACFD was released in 2017. This report shows that the number of incidents per year for Stations 9 and 10 increased significantly between 2014 and 2016 by 23% and 54%, respectively. Station 10 nearly saw a doubling of incidents between 2014 and 2015 alone, increasing from 36 to 66. Stations 11, 12, and 13 had a relatively steady number of incidents, with an overall decrease in the same timeframe. Station 9 had, by far, the highest total number of incidents, with 959, while Station 11 had the least, with 26.[280]

For more specific information related to the Department's overall service adequacy, please refer to Chapter 4.

City of San Leandro Fire Department MSR Determinations

Growth and Population Projections

19-1: The City's current population is 91,008. Continued growth is expected and is likely to affect service adequacy in the future.

19-2: The City of San Leandro is essentially built out. Any future growth is primarily focused on the area near the BART station, such as the Bay Fair TOD, and on shoreline development.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

19-3: There are currently no DUCs identified within the City of San Leandro and no SOI amendments are recommended at this time.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

19-4: ACFD is currently able to provide adequate services and service response times to the City of San Leandro. These measures will need to be continually reevaluated based on population projections and anticipated development to ensure facility and infrastructure needs are met.

19-5: The primary infrastructure need is completing the replacement of Fire Station 13.

Financial Ability of Agencies to Provide Services

19-6: The City of San Leandro Fire Department has the financial ability to continue to provide services. Its contract with ACFD has grown at a moderate rate, slightly lower than other Citywide services, helping the City to manage reduced revenues during COVID-19. Although the City drew on its reserves during the pandemic, it still retains healthy reserves and anticipates future economic growth and fiscal stability.

Status of, and Opportunities for, Shared Facilities

19-7: Because the City of San Leandro contracts with ACFD, there are no identified opportunities for shared facilities specifically relating to the City.

19-8: ACFD has outlined and should fulfill its effort to establish a fire-based ambulance transport model. This would improve efficiency of service and create an alternative revenue stream for the Department.

19-9: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

19-10: The City of San Leandro abides by all legislative obligations for accountability and governance practices.

19-11: The City of San Leandro demonstrated transparency when sharing information for the creation of this report.

19-12: No governance structure alternatives specific to the City of San Leandro were identified over the course of this review, however, ACFD, in contract with the City, has a goal to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

20. CITY OF UNION FIRE SERVICES

Agency Overview

Background

The City of Union City is one of five cities that contracts with the Alameda County Fire Department (ACFD) for fire suppression and emergency medical services.

Incorporated as a general law city in 1959, the City of Union City was the result of joining the Cities of Alvarado and Decoto.[470] Located in the "East Bay" of the San Francisco Bay area, it is along the I-880 corridor in the Silicon Valley. Situated roughly 20 miles north of San Jose and 20 miles south of the City of Oakland, it is primarily comprised of low-density residential housing and provides easy access to regional transportation options.[471]

As of the 2020 US Census, the City had a total recorded population of 70,143.[472] Rooted in diversity, over 45% of its residents were born outside the United States. While more than 90% of the workforce commutes outside of City bounds for employment, the City of Union City is still home to a growing number of industries ranging from retail and warehousing to technology and the medical field, with Walmart being one of the biggest employers in the area.[473] [474]

The City of Union City is served by a City Council and City Manager. It provides various services, including parks, youth and family services, and transportation. Although the City is a multi-service provider, this review is specific to fire protection, emergency medical, and other related services.

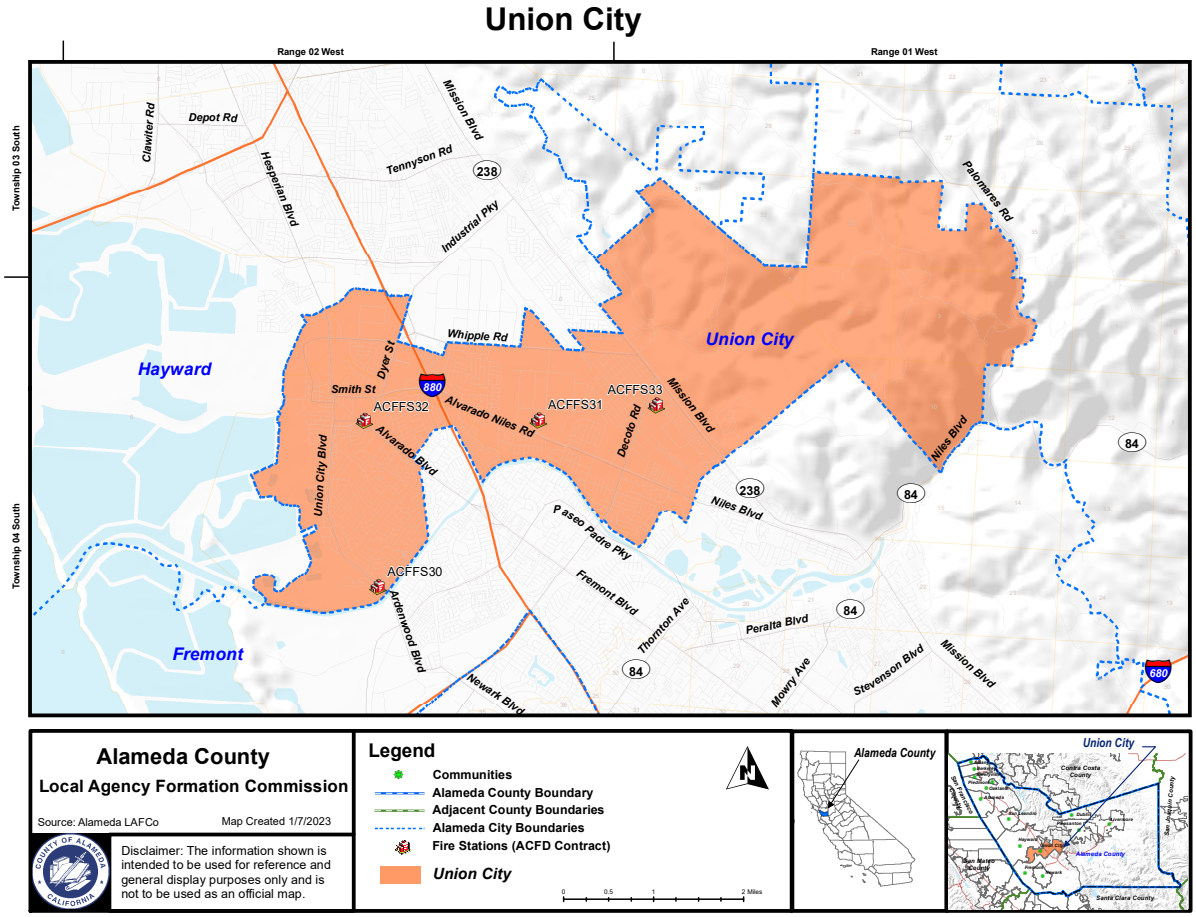
Boundaries

The City of Union City is comprised of 19.4 square miles. The cities of Hayward and Fremont, which are also ACFD contract cities, surround the City to the north and south, respectively. There are hillsides on the eastern border of the City and the San Francisco Baylands to the

[470] City of Union, Budget Book, FY19-20 and 20-21 Biennial Operating Budget and FY19-20 and 23-24 Five-Year Capital Improvement Plan, p. 19
[471] City of Union, Union City General Plan, Introduction, p. 1
[472] 2020 US Census, https://www.census.gov/quickfacts/fact/table/unioncitycitycalifornia/POP010220, accessed 12/16/22
[473] City of Union, Budget Book, FY19-20 and 20-21 Biennial Operating Budget and FY19-20 and 23-24 Five-Year Capital Improvement Plan, p. 19
[474] City of Union, Union City General Plan, Introduction, p. 2.

west.[475] Figure 20-1 depicts the City's boundaries, which are also the service area for services provided by contract by ACFD.

Figure 20-1: City of Union Boundaries and SOI



Extra-territorial Services

The City of Union City does not provide services outside of its boundaries but does contract with ACFD, which is responsible for the execution of fire and emergency medical services within the city limits. However, ACFD fire stations that serve the City of Union City may provide services outside the city limits based on auto and mutual aid agreements.

Unserved Areas

There are no unserved areas in the City of Union City. ACFD is able to provide services throughout its bounds with access to the fire stations located throughout the city limits.

[475] City of Union, Union City General Plan, Introduction, p. 1.

Sphere of Influence

The City of Union City's sphere of influence was first established in 1979 and later amended. At present, the SOI is coterminous with the city limits, and no changes are anticipated. The current SOI was last reaffirmed on January 12, 2018.[476]

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with the required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents, and on a website.

The City of Union City has a government structure with a City Manager, an elected mayor, and four council members serving staggered four-year terms on the City Council. Current council member names, positions, and term expiration dates are shown in Figure 20-2.

The City Council meets every second and fourth Tuesday of the month at 7 pm at City Hall in Union City, CA. Agendas for each weekly meeting are accessible from the City Clerk and made available online. Board actions and meeting minutes are available online and through the City Clerk as well. Through the City's website, the public can access live audio/visual webcasts and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience. Public meetings are also aired on UCTV channel 15.

Figure 20-2: City of Union Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large for mayor and by district for council members
Length of Term	4-year terms with a limit of three full consecutive terms
Meetings	2nd and 4th Tuesday of each month at 7pm Council Chambers at City Hall 34009 Alvarado-Niles Road, Union City, California 94587

[476] Alameda LAFCO, Resolution No. 2018-15, Reaffirm the Existing Soi for the City of Union City, 1/12/18

Agenda Distribution			Posted online, and through the City Clerk		
Minutes Distribution			Posted online and available through the City Clerk		
COUNCIL MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
Carol Dutra-Vernaci		Mayor	2024	Elected	4 Years
Gary Singh	1	Councilmember & Vice Mayor	2024	Elected	4 Years
Jaime Patino	2	Councilmember	2026	Elected	4 Years
Jeff Wang	3	Councilmember	2026	Elected	4 Years
Scott Sakakihara	4	Councilmember	2026	Elected	4 Years
CONTACT					
Contact			Joan Malloy, City Manager		
Mailing Address			34009 Alvarado-Niles Rd., Union City, CA 94587		
Phone			510-675-5344		
Email/Website			joanm@unioncity.org		

The City of Union City participates in community outreach events such as annual city festivals, holiday activities, job fairs, and community educational programs. ACFD also has specific fire prevention and emergency safety programs available to City residents.

While the Mayor's most recent Form 700 filing is from 2018, the four remaining council members have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

There is a conflict-of-interest code, and bylaws, outlined in the municipal code as lawfully required.

All complaints concerning the City of Union City or any of its employees are investigated, and a response is provided to the complainant. Constituents can file complaints in several ways, including online and by phone. All complaints are handled by the appropriate department and overseen by the City Manager as needed.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website, such as mandating a direct link (not in a dropdown menu) to an agenda on the primary (home) page of an agency's website. While the City of Union City

does post agendas online, they are not currently in compliance with this regulation as there is not a direct link to these documents on the City's homepage.

The City of Union City demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City of Union City accounts for its fire and emergency services in a number of its planning and management documents, particularly in its agreement with ACFD, its annual budget, and the General Plan. The City is likewise following a Climate Action Plan and a Hazard Mitigation Plan in an effort to curb the significant impacts of climate change and its potential to affect the City. With regard to fire and emergency response services, rising sea levels, flooding, and wildfires are predicted to increase. Wildfires are expected to increase due to drought, high winds, and heat waves brought on by rising temperatures from greenhouse gas emissions. Although wildfire risk is relatively low in the City, the eastern portions of the City near the hillsides are at a higher risk. These concerns inform aspects of the City's various planning documents, which outline prevention efforts such as vegetation management, greenhouse gas reduction, and fire prevention education and training. Development considerations are also paramount, particularly with respect to their location and preventing further building in higher-risk areas.

Being that the City contracts with ACFD for services, ACFD abides by its own planning and management practices, as referenced here. ACFD's FY 21 budget indicates it has 559 authorized positions. This is an increase of 12, year over year, since FY 19. Of these 559 positions, 511.42 are considered full-time equivalents for management and non-management positions. Additionally, the department indicates it has 100 reserve firefighters to help fulfill various services offered. The Fire Chief oversees four branches—Operations, Communications and Special Operations, Administrative Support Services, Fire Prevention and Community Outreach. Each branch has its own divisions. The Training division falls under the Operations branch, the EMS, Information Technology and Special Operations divisions are part of the

Communications and Special Operations branch, and the divisions for Fleet Management, Financial Services, Facilities, and Human Resources are part of the Administrative Support Services Branch.

The Fire Chief provides the leadership and management overall. The Deputy Chief for Operations oversees the training division, three Operation Divisions, and the reserve program. The Administrative Services Director oversees Administrative Support Services by managing contracts and services, facilities, financial services, fleet management, and human resources. The Deputy Chief for Communications and Special Operations manages the Alameda County Regional Emergency Communications Center (ACRECC), EMS, information technology, Alameda County Operations Area & California Incident Command Certification Center (CICCS), and Special Operations.

ACFD, as a component of the Alameda County government, is required to conduct value-based budgeting. The goals of this process involve funding agreed-upon service levels, identifying revenues and expenditures as one-time or continuing, and maintaining adequate contingency and reserve funds.

ACFD battalion chiefs evaluate the operations of their respective battalions on an ongoing basis. ACFD also conducts annual personnel evaluations. Managers annually review goals and objectives for the coming year and goal achievements for the previous year. ACFD monitors its workload through the chief officer performance reviews which identify staffing and resource deficiencies.

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

The County manages ACFD's finances. County financial planning documents include an annual budget and Comprehensive Annual Financial Report (CAFR). In addition, ACFD has financial statements audited annually. The County's Capital Improvement Plan (CIP) includes the District's capital needs. ACFD adopted a Fire and Emergency Services Strategic Business Plan; the most recent update was for the years 2015-2019. Additionally, the District participates in the Region II plan for the Office of Emergency Services.

The City of Union City cooperates with ACFD to forecast staffing needs as necessary based on population growth and development plans and analyze employee turnover and attrition to

meet hiring demands. Response times and response levels are indicated in the City's contract with ACFD and are tools for measuring satisfactory service levels. The Fire Chief is designated to act as the direct liaison to the City Manager and is obligated to attend, or provide a representative to attend, meetings as requested, including City Council meetings, and to discuss the budget, operations, and other topics as necessary. The ACFD Fire Marshall is obligated to attend all necessary meetings relating to the City's ability to meet its fire prevention needs. As a means of accountability and transparency, ACFD also provides requested reports to the City Manager, takes part in yearly audits of financial performance, must provide written notice of service level changes, and allows two City representatives to be a part of the ACFD Advisory Fire Commission. There are automatic month-to-month extensions of the contract, and any changes to the agreement are initiated by the City Manager. [477]

The City's Climate Action Plan (CAP) is a critical component of its planning documents and a key tool that helps decrease a community's share of greenhouse gas (GHG) emissions contributing to global climate change. In the City, most GHG emissions come from energy use in buildings and fuel for transportation, with water- and waste-related emissions contributing relatively smaller proportions. The City of Union City's CAP presents a strategy to achieve the City Council's goal of reducing GHG emissions 20% below 2005 levels by 2020. Additionally, the CAP includes strategies to help make the City a more attractive place to live through decreased traffic congestion, better air quality, cheaper energy and water bills, less waste, greener streets, additional local amenities, and more local jobs.[478]

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses and historical and anticipated population growth.

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.

[477] ACFD, Agreement between the City of San Leandro and ACFD Regarding Fire and Emergency Response Services, Beginning September 20, 2005.
[478] Union City Climate Action Plan, https://www.unioncity.org/379/Climate-Action-Plan#:~:text=Union%20City%27s%20CAP%20presents%20a,levels%20by%20the%20year%202020.

Land Use

The City of Union City consists of approximately 19.4 square miles. Roughly 58% (7,100 acres) of the City's land area is open space, including shoreline to the west and hillsides to the east which have been identified as vital wildlife habitats. This open space is also integral to recreational opportunities for residents as it provides parks, sporting fields, and various social programs.[286] Due to the physical constraints presented by the landscape of the City, its remaining buildable land area is approximately 9 square miles. However, it is largely built out and primarily designed for residential use. The General Plan indicates a current focus on development for non-residential purposes for economic growth and a desire to create a more transit-oriented community.[286]

The General Plan guides the development of this land, while the safety element specifically indicates goals and policies for the land area as it relates to fire and emergency services. The plan lists continued efforts to prevent construction in unsafe areas subject to flooding and extreme fire hazards and ensure developments can be economically serviced by fire and other emergency service providers.

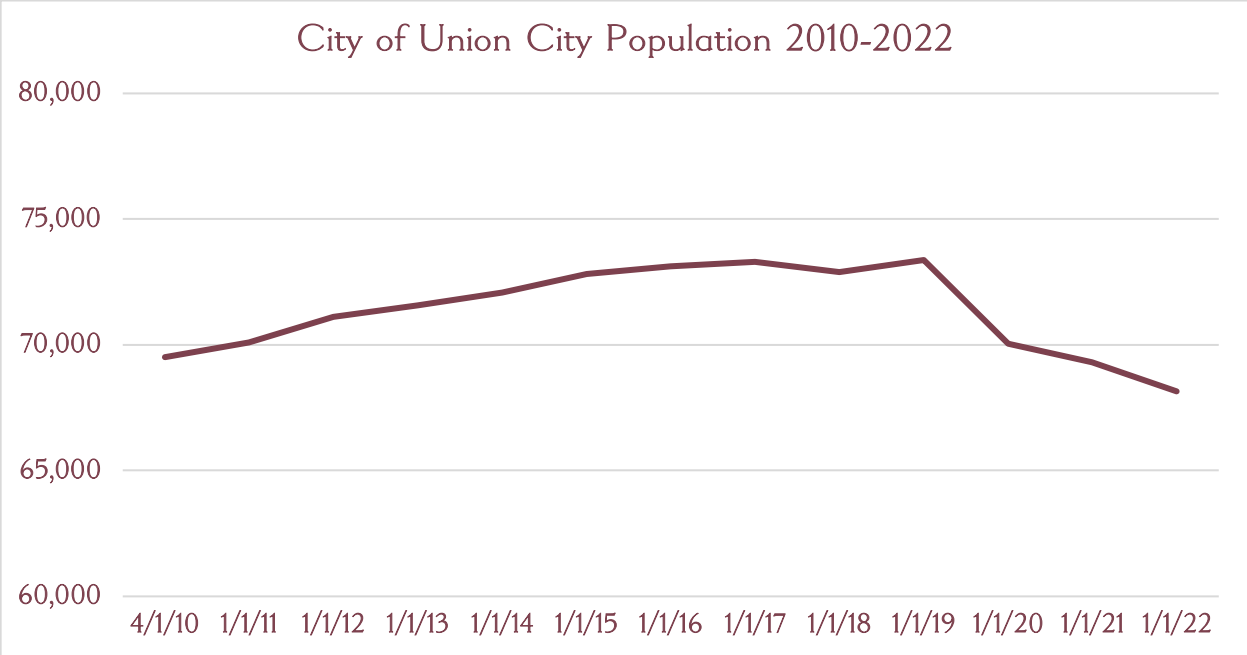
Current Population

The City of Union City has a population of 70,037 as of April 1, 2020, based on the California Department of Finance's U.S. Census results. While the population has remained relatively stable, with only slight increases year over year, the 2020 population total is only 1% greater than it was in 2010. The population peaked at 73,375 in 2019, however, which marks a 5% decrease in 2020 but approximately a 5% increase from 2010, as seen in Figure 20-3. This population estimate also accounts for roughly 18% of the total ACFD service area.

The median income in the City is $95,625, and 65% of residents are homeowners, reflecting the high number of low-density residential units within the City. The City states that almost 60% of its population is adults between 18 and 65 years old. Approximately 35% of residents obtained a college degree.[479]

[479] City of Union City, Budget Book, FY19-20 and 20-21 Biennial Operating Budget and FY19-20 and 23-24 Five-Year Capital Improvement Plan, p. 18.

Figure 20-3: City of Union City Population Growth, 2010-2022



Projected Growth and Development

The Association of Bay Area Governments anticipates 2,400 households will be added to the City of Union City between 2010 and 2040 along with 7,100 jobs. The City is working diligently to accommodate mixed-use developments alongside transit corridors and employment centers to support its economic development goals as well as its strategic land use plans. At the same time, the City is dedicated to preserving and protecting its natural hillside and Baylands.[480]

There are two primary development projects currently taking place in the City of Union, as seen in Figure 20-4. Both are residential projects. One of these developments is part of the Hillside Area Plan and will consist of up to 350 single-family homes. The other project is for the Seven Hills Development and is expected to add approximately 141 dwelling units in the form of both single-family and multifamily housing.

[480] City of Union City, Union City 2040 General Plan, adopted 12/10/19, Land Use p. 89.

Figure 20-4: City of Union Planned or Proposed Development Projects, 2023

CITY OF UNION DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
Hillside Area Plan	350	
Seven Hills Development	141	
TOTAL	491	

Growth Strategies

ACFD stated that collaboration with the City of Union City, as well as the other cities in its service area, will be vital to be able to meet demand through continued periods of growth. This will include communicating forecasted needs based on analysis of the City's population projections, development plans, and employee turnover and attrition to estimate staffing needs.

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.

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUC) that meet the basic, State-mandated criteria within ACFD's service area, including the City of Union City.

Financial Ability to Provide Services

Financial Ability to Provide Services

The Union City Fire Department has the financial ability to continue to provide services. Its contract with ACFD has grown at a moderate rate slightly lower than other Citywide services, helping the City to manage reduced revenues during COVID-19. Although the City drew on its reserves during the pandemic, it still retains healthy reserves and anticipates future economic growth and fiscal stability.

Revenues and Expenditures

From FY2017-18 through FY2021-22 the Fire Department's expenditures grew at a 3.0 percent annual average rate, comparable to the rate of inflation over that period.[481] Contract services from the Alameda County Fire Department (ACFD) represent nearly the entire fire department budget with the exception of periodic capital and equipment related expenditures. EMS Enhancement Revenues ($344,300 in FY2021-22) partially offset expenditures. Revenues from Community Facilities Districts also helps offset a portion of costs.

In March 2020 the City's public safety parcel tax was not renewed by voters, resulting in a loss of approximately $2 million to the fire budget plus comparable losses to other public safety functions, increasing the amount of General Fund revenues required to maintain fire services. However, the voters approved a utility users tax that helped fill budget shortfalls. Overall, City revenues grew and average of 7.6 percent from FY2017-18 through FY2021-22, slightly less than expenditure growth of 9.3 percent.

Reserves

COVID-19 and loss of the public safety parcel tax contributed to significant reductions in the General Fund's ending balance; the balance in FY2017-18 represented a healthy 45.7 percent of General Fund expenditures, but declined to 23.7 percent in FY2021-22, which still represents a "moderate" level of reserve funding.[482]

Fire Services

Service Overview

In July 2010, the City of Union City consolidated City fire services by contracting with ACFD to provide numerous fire suppression, fire prevention, and emergency medical services such as fire inspection, public education, wildland and hazardous materials response, and paramedic services. Three specialized response teams are available to the City through ACFD: the hazardous materials unit, the urban search and rescue unit, and the water rescue team unit. Figure 20-5 details the services provided by the ACFD. If another agency offers a service, it is indicated in the figure.

[481] City of Union City Fiscal Year 2021-22 and 2022-23 Operating Budget.
[482] MicropolicyPress.com, based on State Auditor fiscal risk indicators.

Figure 20-5: City of Union Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	Alameda County Fire Department
Wildland Fire Protection	Alameda County Fire Department
Vehicle Fire Protection	Alameda County Fire Department
Ladder Truck Capabilities	Alameda County Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	Berkeley Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Alameda County Fire Department
Advanced Life Support – Non-Transport Provider	Alameda County Fire Department
Advanced Life Support Transport Provider	Alameda County Fire Department
Continuing Education Provider – Medical	Alameda County Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	Alameda County Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Alameda County Fire Department
Fire Safety Education – Adults/Seniors	Alameda County Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	Alameda County Fire Department
Fire Protection Planning	Alameda County Fire Department
New Commercial Construction Plan Reviews	Alameda County Fire Department
Public Education Provider (CPR, First Aid, etc.)	Alameda County Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Alameda County Fire Department
Fuel Reduction/Weed Abatement Program	Alameda County Fire Department
Smoke Detector Giveaway/Installation Program	Alameda County Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
First Responder Swift Water Rescue Program	Alameda County Fire Department

Water Rescue Program	Alameda County Fire Department
Ice Rescue Program	U.S. Coast Guard
Dive Rescue Program	Alameda County Sheriff's Office
Low angle Rope Rescue Program	Alameda County Fire Department
Helicopter Short/Long Haul Rescue Capabilities	California Highway Patrol
Response to Boating Accidents	Alameda County Fire Department
Rescue Dog Services	Alameda County Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Alameda County Fire Department
Hazardous Materials Response Team	Alameda County Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	Alameda County Fire Department
Mobile Incident Command/Communications Unit	Alameda County Fire Department
Fill Station for Self-Contained Breathing Apparatus	Alameda County Fire Department
Mobile Breathing Support Unit	Alameda County Fire Department
Community Emergency Response Team	Alameda County Fire Department
Chaplain Services	Alameda County Fire Department
Training Academy	Alameda County Fire Department
Emergency Operations Center Capabilities	Alameda County Fire Department
MISCELLANEOUS	
Public Service Assists	Alameda County Fire Department
Motor Vehicle Accident Response	Alameda County Fire Department
Welfare Checks	Alameda County Fire Department with local Police Departments
Public Safety Answering Point	Alameda County Fire Department
Fire/EMS Dispatch	Alameda County Fire Department
Fundraising Activities	Alameda County Fire Department
Firefighters Association – Non-Profit	Alameda County Fire Department
Auxiliary Association	Alameda County Fire Department

Collaboration

The City of Union City works closely with neighboring cities and Alameda County to provide needed services to the community. The most extensive collaborative efforts are for fire, emergency, and law enforcement services. The City is one of five agencies that collaborate

with ACFD. In addition to contracting with the cities of Newark, Emeryville, San Leandro, and Dublin for fire suppression and emergency services. ACFD's automatic aid agreement is with the City of Oakland, the City of Tracy, the San Ramon Valley Fire Protection District, and the Livermore-Pleasanton Fire Department. ACFD also has a mutual aid response agreement with Oakland and Berkeley that covers the Berkeley-Oakland Hills area. A shared automatic aid agreement exists for providing service to Interstates 580, 880, and 680 as well. Lastly, there is a State Mutual Aid Plan and a countywide mutual aid agreement for all fire departments in Alameda County.

ACFD, as a component of the County, receives various administrative services and works in conjunction with the Alameda County Sheriff's Department and Alameda County Emergency Medical Services. ACFD and California's Office of Emergency Services also have an agreement for dispatch needs.

Regionally, ACFD's collaborations include participating in the governance of the dispatch center in Livermore through the County Advisory Board. ACFD firefighters who are specially trained can also be dispatched nationwide to assist with disaster response.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Much of the territory outside the developed municipal areas within the County is categorized as SRA. The City of Union City has areas of high fire hazard severity zones, primarily to the east.

In conjunction with ACFD, CAL FIRE is utilized for hand crew services and helicopter services for fire suppression. ACFD also works hand in hand with local police departments for welfare checks, as well as the California Highway Patrol, the County's Sheriff's office, and the Coast Guard for assistance with rescue efforts.

Existing Demand

ACFD indicated it received a total of 42,363 service calls in FY 20.[483] This was an increase of roughly 19 percent since 2013. Of the service calls in 2020, 5,323 (~12.5% percent) were for the City of Union City. The call types are broken down in Figure 20-6. This is consistent with

[483] Alameda County Fire Department, Sogo Online Survey Response, July 2021.

the City's assertion that the Department receives approximately 5,600 calls per year.[484] The most recent publication of the AFCD standards of coverage review in 2017 indicated that as of 2016, Station 33 had the highest number of total incidents amongst all of the City's stations with 108.[485]

Figure 20-6: City of Union Calls for Service (2013-2020)

2020 SERVICE CALLS BY TYPE FOR CONTRACT AGENCIES									
	Structure Fires	Other Fires	EMS / Rescue	Hazard. Cond.	Service Calls	Good Intent	False Call	Cancel Enroute	Total
Union City	57	141	3,736	42	366	253	376	352	5,323

STAFFING

ACFD is responsible for staffing its department to directly provide services to the City of Union City. The City is responsible for a .5 FTE City employee for clerical support for the Fire Prevention Division including fire and deputy fire chiefs, division chiefs, battalion chiefs, and administrative staff.

Minimum staffing per unit per day is considered three firefighters per engine and truck company.[486] According to the contract between ACFD and the City for fire and emergency services, ACFD is to maintain three-person companies per shift, including one captain, one engineer, and one firefighter. A minimum of one of these staff must be a licensed paramedic. This equates to nine personnel across the City's three fire stations. These staffing levels decreased from 36-line personnel for four fire stations throughout the City as outlined in the FY 18 – FY 19 budget. This reflects that three fire stations are still operating since Station 30 closed. Additionally, the City's agreement with ACFD outlines that ACFD is to provide one Fire Marshal, one Deputy Fire Marshal, and one Code Compliance Officer.

ACFD's objectives include personnel trained and ready for emergency response 100 percent of the time and responding to all calls for service within the service area. The Department states that newly hired paid firefighters are required to have Firefighter Recruit Academy training, although the monthly training hours for firefighters vary.[487] ACFD provides an education that meets State mandated requirements for Emergency Medical Technicians and Paramedics and

[484] City of Union City, Budget Book, FY19-20 and 20-21 Biennial Operating Budget and FY19-20 and 23-24 Five-Year Capital Improvement Plan, p. 104
[485] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 43, 9/1/17.
[486] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 19, 9/1/17.
[487] Alameda County Fire Department, SoCo Survey Responses, July 2021.

enforces State and local fire codes and standards through reviewing and approving building and facility plans. Community service objectives include coordinating public education, events, and disaster operation activities within the communities served.

Facilities and Capacity

The following information is specific to ACFD's operations within the City of Union City. For more details about ACFD's facilities, see chapter four.

The City of Union City is home to three of the 29 ACFD fire stations throughout the District and a fire prevention bureau, all shown in Figure 20-7. A fourth fire station, station 30, was closed in 2019 as a financial savings measure. It is estimated that $3.2 million would be saved annually as a result of this closure.[488] Of its operational fire stations, Station 31 houses a truck and a reserve fire engine and is staffed by three firefighters, per contract terms. Station 32 was previously fire station 2 and serves the City's Alvarado District. It houses an engine, a reserve engine, and is likewise staffed by three firefighters. Lastly, the newest fire station in the City is Station 33, which is notably the first LEED-certified green building within the City of Union City. This station houses two engines, one of which is a Type III fire engine intended for wildland firefighting. Station 33 also staffs three firefighters and is intended to serve the City's Decoto District. The City's fire prevention bureau is located in its City Hall.

Figure 20-7: City of Union Fire Facilities

CITY OF UNION CITY ACFD FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 31	33555 Central Ave., Union City, CA 94587	City of Union City	1975	
Station 32	31600 Alvarado Blvd., Union City, CA	City of Union City	1984	
Station 33	33942 7th St., Union City, CA 94587	City of Union City	2009	
Union City Fire Prevention Bureau	34009 Alvarado-Niles Rd., Union City, CA 94587	City of Union City		

Overall, Department capacity appears sufficient, particularly in non-peak hours in centralized areas of the City. Based on the City's three current fire stations, the 2017 Standards of Cover Risk Assessment indicate none of these stations near the cautionary 20 percent unit-hour

[488] City of Union City, Budget Book, FY19-20 and 20-21 Biennial Operating Budget and FY19-20 and 23-24 Five-Year Capital Improvement Plan, p. 13

utilization threshold, indicating a strained workload.[296] However, for multi-unit coverage, it is recommended in the risk assessment that three engines be moved west as the City's western edges cannot be reached within the travel time goal of 8:00 minutes.[489]

Dispatch and Communications

The City of Union City communicates with residents in a few ways to transmit important health and safety information. These methods include broadcasting emergency messages over local television channel UCTV15, online, and utilizing its social media channels: Twitter, Facebook, Instagram, and YouTube.

ACFD is responsible for coordinating dispatch communications for the City's service calls. The regional 9-1-1 dispatching center is known as the Alameda County Regional Emergency Communications Center (ACRECC) and is housed at the Lawrence Livermore National Laboratory (LLNL) along with the Alameda County Fire Communication Center (ACFCC).

ACRECC currently dispatches fire and medical calls for ACFD, the U.S. Army at Camp Parks Combat Support Training Center in Dublin, the cities of Alameda, Fremont, Livermore, and Pleasanton, and the County EMS transport provider Paramedics Plus ambulance service. The Consortium, now known as the Advisory Board, is managed by a governing board made up of participating agencies. Each agency pays an annual amount with costs apportioned based on call volume as outlined in each contract for service.

Given that 9-1-1 calls may relate to a policing, fire, or medical emergency, the telephone provider first routes the calls to the public safety answering point (PSAP) dispatcher. The first-response dispatcher immediately determines the type or need of the call and routes all fire and medical 9-1-1 calls to the ACRECC. The ACRECC simultaneously dispatches ACFD and the County EMS transport provider for ambulance transport services.

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while effectively providing needed services. As previously mentioned, ACFD provides contract services to four agencies in addition to the City of Union City for fire and emergency response services. To do this, it shares personnel, dispatching services, and facilities resources as necessary, not specifically in relation to the City of Union City. Consolidating facilities and shifting personnel is not uncommon; for instance, Station 8 firefighters have been relocated to

[489] ACFD, Standards of Coverage Review, 9/1/2017, p. 31.

Station 20, which is the Lawrence Livermore National Laboratory site. Another example is that Station 15 currently houses ACFD Reserve Firefighters, apparatus, and equipment, even though it was previously the Office of Emergency Services and Dougherty Regional Fire Authority Station 3.

An ACFD goal is to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

ACFD reports that collaboration with regional transport companies, in conjunction with other fire agencies and municipalities, to establish a fire-based ambulance transport model would improve service delivery efficiencies, especially EMS delivery.

Infrastructure Needs

Per the contractual agreement between the City of Union City and ACFD, the City is responsible for maintaining the grounds, building repairs, appliances, and other systems considered obligatory for operation. ACFD is responsible for the daily maintenance of these facilities and systems. To that end, the City's budget for FY 20 and FY 21 states that fire stations 30 and 31 need various infrastructure improvements. In particular, station 30 is mentioned as needing to replace its kitchen island due to water damage resulting from a plumbing leak, and station 31 is outlined to receive a kitchen renovation, window replacement, and restroom rehabilitation.[490] In addition to these specific projects, ACFD lists its own capital improvement projects in the County's Annual CIP. For more information, refer to Chapter 4.

Challenges

There are two primary challenges facing the City of Union City, the first being financial constraints. As with most other agencies, the COVID-19 pandemic negatively impacted the local economy by limiting revenues, especially in the form of tax revenue. This fiscal downturn took place in addition to the fiscal stress that was already facing the City and led to the closure of fire station 30 in 2019. The other significant challenge facing the City is inadequate access to fire services in outlying areas and during peak traffic congestion. In each instance, travel times are negatively affected and should be improved to maintain ACFD's ability to reach its response time goals.

[490] City of Union City, FY2019-20 and 2020-21 Biennial Operating Budget and FY2019-20 through FY2023-24 Five-Year Capital Improvement Plan, pgs. 221, 225.

Additionally, climate change is anticipated to be a challenge in the coming years. The hillside areas in the eastern portion of the City are considered to be at a higher risk for wildfire and the detrimental effects of climate change are expected to increase this risk even further.[491]

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

Each of ACFD's contract cities maintains individualized performance measures according to its agreement. The applicable response time measure for the City of Union City is shown in Figure 20-8.

Figure 20-8: City of Union City Response Time Policy

RESPONSE TIMES FOR ACFD AND CONTRACT CITIES		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Union City	Arrive within 8 min 30 sec from the time the Company is first dispatched for 90% of incidents.	Arrival of first company on the scene within 8 min 30 sec for 90% of all incidents. Remaining units should arrive on the scene of an incident within 20 min 15 sec from when the first due company is dispatched for 90% of all incidents.

Residential first alarm response, otherwise known as the Effective Response Force, has a goal of eight minutes of travel time or 11:30 minutes total response time for a minimum of three engine companies, one truck company, and one Battalion Chief to arrive. Only some areas of each urban core are accessible within this timeframe and the situation worsens with the addition of congestion through the coverage area. In the southern ACFD coverage area, this is notable since the western edges of Union City are not accessible within 8:00 minutes of all units.[492]

Despite these response times, most fire stations in the District provide service in less than 8:00 minutes within the most urbanized areas. Any time that is gained by adding stations would not

[491] City of Union City, General Plan Safety Element, Chapter 6, adopted 12/10/2019, p. 209.
[492] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 31, 9/1/17.

be cost-effective.[300] However, the outermost edges of the City of Union City, along with the City of Dublin and the City of Newark, see significant impacts on the arrival times of multiple units due to traffic congestion, street design, freeways that bisect the ACFD service area and incident demand at peak hours. For these reasons, the 2016 Standards of Coverage Review recommends that three engines must be moved west and indicates that the Battalion Chief is located too far northeast in the City to help meet response time standards.[493]

Furthermore, all three of the City's stations exceed the 4:00 minute travel time goal in urban areas, which is expected 90% of the time. Instead, Stations 31, 32, and 33 have the following average response times in urban areas, respectively: 6:13, 5:37, and 5:49. Meanwhile, the call to arrival time, also considered the time from dispatch to turnout, is as follows for all three stations, all of which exceed the department's 7:30 goal: Station 31–8:43, Station 32–8:43, and Station 33–8:19.[494]

Fire services in the communities are classified by the Insurance Service Office (ISO), as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. ACFD's most recent ISO rating was done in 2015, and it was given an ISO PPC rating of 01/1Y, which is the top classification available. The first number means a home is no more than five road miles from a fire station and 1,000 feet from a water supply such as a hydrant. The second classification, Y, refers to properties further than 1,000 feet from a fire hydrant but within five road miles of a recognized fire station.[495]

ACFD has not provided information as to whether any complaints regarding fire service for the City of Union City were received in FY 21.

[493] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 31-32, 9/1/17.
[494] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 48-49, 9/1/17.
[495] Alameda County, Public Protection Classification Summary Report, p. 7, July 2015.

City of Union Fire Department MSR Determinations

Growth and Population Projections

20-1: The City of Union City has a population of 70,037 and has seen slow growth, increasing its population 5% since 2010.

20-2: The City should continue to adhere to its land use plans as it endeavors to focus on economic growth and creating a transit-oriented community with a focus on mixed-use developments.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

20-3: The City of Dublin does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

20-4: The City of Union City's facility needs are adequately met by ACFD. Efforts should be made to move three engine companies west to be better able to access edges of the City that are currently unable to meet the goals for effective response times in multi-unit incidents.

20-5: Infrastructure needs are currently being met by the City of Union City as planned and current needs are represented appropriately in its budget for capital improvements.

Financial Ability of Agencies to Provide Services

20-6: The Union City Fire Department has the financial ability to continue to provide services. Its contract with ACFD has grown at a moderate rate, slightly lower than other Citywide services, helping the City to manage reduced revenues during COVID-19. Although the City drew on its reserves during the pandemic, it still retains healthy reserves and anticipates future economic growth and fiscal stability.

Status of, and Opportunities for, Shared Facilities

20-7: The City's fire service structure relies heavily on facility and resource sharing with ACFD, the County, and other providers in the region. No further opportunities for facility sharing were identified with regard to the City of Union City's fire services.

20-8: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

20-9: The City of Union City should add a direct link (not within a dropdown menu) to agendas on its website's homepage. This action would put the City in compliance with all legislative obligations for accountability and governance practices.

20-10: The City of Union City demonstrated transparency when sharing information for the creation of this report.

20-11: No governance structure alternatives specific to the City of Union City were identified over the course of this review, however, ACFD, in contract with the City, has a goal to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

CONTRIBUTORS

AGENCY	NAME	TITLE
Alameda County Fire Department	Irene DeJong	Administrative Services Director
Alameda County Fire Department	William McClurg	Fire Chief
East Bay Regional Park District	Khari Helae	Fire Captain
Emergency Medical Services CSA	Lauri McFadden	Director
Emergency Medical Services CSA	William McClurg	Deputy Director
Fairview Fire Protection District	Mike Preston	General Manager
Fairview Fire Protection District	Tara Reyes	Fire Services Supervisor
City of Alameda	Cody Moxley	Fire Division Chief
City of Alameda	Monique Raqueno	Fire Administrative Services Manager
City of Alameda	Jim Colburn	Deputy Chief of EMS and Support Services
City of Albany	Nicole Almaguer	City Manager
City of Albany	James Boito	Fire Chief
City of Berkeley	David Sprague	Deputy Chief
City of Berkeley	Abraham Roman	Fire Chief
City of Dublin	Linda Smith	City Manager
City of Dublin/ACFD	William McDonald	Fire Chief
City of Emeryville	Christine Daniel	Former City Manager
City of Emeryville/ACFD	William McDonald	Fire Chief
City of Fremont	Kyle Adams	Battalion Chief
City of Fremont	Corina Campbell	Fire Department Business Manager
City of Fremont	Donna Do	Fire Department Management Analyst II
City of Hayward	Tara Reyes	Fire Services Supervisor
City of Hayward	Garrett Contreras	Fire Chief
City of Livermore	Aaron Lacey	Deputy Chief
City of Newark/ACFD	William McDonald	Fire Chief

City of Oakland	Alison Rigau	Administrative Assistant to Deputy Chief
City of Oakland	Reginald Freman	Fire Chief
City of Oakland	Michael Hunt	Fire Department Chief of Staff
City of Piedmont	David Brannigan	Fire Chief
City of Pleasanton	Nelson Fialho	Former City Manager
City of Pleasanton	Aaron Lacey	Deputy Chief
City of Pleasanton	Monique McLaughlin	Fire Department Office Manager
City of San Leandro	Fran Robustelli	City Manager
City of San Leandro	Eric Engelbart	Deputy City Manager
City of San Leandro/ACFD	William McDonald	Fire Chief
City of Union City/ACFD	William McDonald	Fire Chief
Alameda LAFCO	Rachel Jones	Executive Officer Alameda LAFCO

APPENDIX A: FINANCIAL TABLES

Table A.4-1
Alameda County Fire Department

Item	Actual FY2018-19	Actual FY2019-20	Budget FY2020-21	Proposed FY2021-22	FY2019-22 Avg. Annual % Change	Indicator
Budget						
Expenditures						
Zone 1 (CIP Replacement)	$1,588,523	$1,453,620	$4,895,725	$4,083,000	37.0%	
Zones 2-4 Fire Services pass through	$528,247	$548,585	$601,000	$621,000	5.5%	
Fire Operation	$129,363,980	$133,913,699	$138,916,548	$146,367,609	4.2%	
Communications Center	$8,713,045	$9,595,514	$11,081,557	$11,353,238	9.2%	
Total Expenditures	**$140,193,795**	**$145,511,418**	**$155,494,830**	**$162,424,847**	**5.0%**	Moderate Growth
Revenues						
Property Taxes (unincorporated)	$37,476,046	$39,426,342	$38,906,750	$40,856,297	2.9%	
Assessments (unincorporated)			$840,000	$910,000		
City Service Contracts			$69,660,000	$70,560,000		
LBL & LLNL Service Contracts			$16,240,000	$16,680,000		
Apparatus Charges for Service			$2,460,000	$2,850,000		
Dispatch Charges for Service			$10,910,000	$11,350,000		
Intergovernmental and Other			$15,132,187	$15,100,103		
Total Revenues	$146,000,000	$148,957,000	$154,148,937	$158,306,400	2.7%	
Net	$5,806,205	$3,445,582	($1,345,893)	($4,118,447)		
Available Fund Balance	$1,854,474	$4,209,648	$1,345,893	$4,118,447		
Net General Fund Contribution	$0	$0	$0	$0		
Total Appropriations	**$147,854,474**	**$153,166,648**	**$155,494,830**	**$162,424,847**	**4.5%**	Moderate Growth
Reserves						
Available Fund Balance (ending)	$89,140,000	$103,276,000	$112,419,000	na		
as % of Operating Expenditures	63.6%	71.0%	72.3%	na		
Pensions and OPEB						
Pensions						
% Pension Funded	73.4%	72.8%	not yet reported			
Unfunded Pension Liability	$132,621,071	$142,431,312	not yet reported			
Employer Normal Cost + Unfunded	$15,475,379	$17,055,029	$18,850,691	$20,263,063	**7.5%**	High Growth
% of Revenue (fire dept, inc. GF)			12.2%	12.8%		
OPEB						
Net OPEB Liability	$106,737,000	$87,539,000	*pending FY21 County CAFR*			
Annual Required Contribution (ARC)						
"Pay as you go" (employer)		$6,929,000				
Add'l Contribution to ARC						
Total Contribution						
Leases and Long-term Debt	*FY20 County CAFR (pg. 57, 60) does not identify ACFD capital leases*					
Infrastructure and Facility Assets						
Total Value	*County CAFR does not report ACFD assets separately*					

Sources: Alameda County ACFRs; ACFD budgets; CalPERS reports.

Table A.5-1
East Bay Regional Park District

Item	Actual 2018	Actual 2019	Actual 2020	Budget 2021	Budget 2022	FY18 - FY22 Avg. Annual % Change	Indicator
Budget							
Fire Service Expenditures (1)							
Fire Operations	$4,048,154	$4,665,461	$4,810,337	$5,585,085	$5,626,606	**8.6%**	
Projects	$1,598,171	$2,667,240	$2,006,415	$1,480,075	$2,761,572	**14.7%**	
Total Expenditures	**$5,646,325**	**$7,332,701**	**$6,816,752**	**$7,065,160**	**$8,388,178**	**10.4%**	High Growth
Revenues							
General Fund	$4,048,150	$4,665,461	$4,810,337	$5,105,085	$5,626,606	**8.6%**	
Capital	$0	$16,827	$0	$0	$0		
OTA Projects	$1,598,171	$2,650,413	$2,006,415	$1,480,075	$2,761,572		
Major Equipment Replacement	$0	$600,000	$0	$480,000	$0		
Total Revenues	**$5,646,321**	**$7,932,701**	**$6,816,752**	**$7,065,160**	**$8,388,178**	**10.4%**	High Growth
Net	**$0**	**$600,000**	**$0**	**$0**	**$0**		
GF Budget							
GF Expend. (exc. transfers out)	$128,900,699	$144,492,550	$141,062,347	$165,143,647	$177,504,973	**8.3%**	High Growth
GF Revenues (exc. transfers in)	$157,955,855	$160,404,310	$170,877,100	$174,026,252	$189,554,520	**4.7%**	Moderate
Net	$29,055,156	$15,911,760	$29,814,753	$8,882,605	$12,049,547		
Reserves							
Gen'l Fund Reserves (Unassigned	$60,953,961	$61,554,281	$64,307,059	$72,986,539	$73,521,217		
as % of GF Expenditures	**47.3%**	**42.6%**	**45.6%**	**44.2%**	**41.4%**		High Level

(1) Excluding Support.
Sources: EBRPD budgets

Table A.6-1
County Service Area EM-1983-1

Item	Budget FY2017-18	Budget FY2018-19	Budget FY2019-20	Budget FY2020-21	Budget FY2021-22	FY18 - FY22 Avg. Annual % Change	Indicator
Budget							
CSA Expenditures							
Salaries & Benefits	$4,242,909	$4,661,828	$4,831,104	$4,534,654	$4,793,620		
Services & Supplies							
Trauma Care*	$9,246,343	$9,246,343	$9,231,343	$9,231,343	$9,231,343		
First Responder Services Unit	$1,643,703	$0	na	na	na		
Dispatch Centers	$3,380,561	$3,489,560	$3,624,606	$3,744,580	$3,808,987		
Prof'l & Spec. Services Contract	$200,000	$200,000	na	na	na		
Operating Expenses	$2,930,386	$3,126,289	$3,195,201	$3,792,842	$4,554,275		
Indirect Costs	$202,455	$122,099	$0	$0	$0		
Fixed Assets	$0	$0	na	na	na		
Total Expenditures	**$21,846,357**	**$20,846,119**	**$20,882,254**	**$21,303,419**	**$22,388,225**	**0.6%**	Low Growth
CSA Revenues							
Assessments	$19,167,265	$19,741,325	$20,400,579	$21,116,480	$21,444,208		
Certification Fees	$80,000	$70,000	na	na	na		
Ambulance Ordinance	$70,000	$80,000	na	na	na		
Interest Income	$10,000	$10,000	$10,000	$10,000	$10,000		
Other Revenue (Ambulance Service Provider Pass-thru	$0	$0	na	na	na		
Inter-Fund Service Fees	na	na	na	na	$440,966		
Other Revenue	$130,771	$130,771	na	na	na		
Total Revenues	**$19,458,036**	**$20,032,096**	**$20,410,579**	**$21,126,480**	**$21,895,174**	**3.0%**	Moderate
EMS Assessment Rate	$31.73	$32.86	$34.02	$35.01	$35.56	**2.9%**	
Reserves							
Fund Balance	$1,824,932	$3,341,867	$4,721,388	$7,577,588	$10,291,821		
as % of Expenditures	8.4%	16.0%	22.6%	35.6%	46.0%		High Level

Source: County Service Area EM-1983-1 Budget Unit 450111 Annual Reports.

Table A.7-1
County Service Area EM-1983-1

Item	Actual FY2017-18	Actual FY2018-19	Actual FY2019-20	Adopted FY2020-21	Adopted FY2021-22	Annual % Change	Indicator
Balanced Budget							
Expenses							
District Expenses	$212,899	$259,880	$169,898	$272,633	$246,299	3.7%	
Hayward Fire Contract	$2,955,519	$3,050,096	$3,172,099	$3,206,992	$3,328,858	3.0%	
Capital Commitment	$189,155	$250,201	$283,524	$252,120	$397,884	20.4%	
Subtotal Expenditures	$3,357,573	$3,560,177	$3,625,521	$3,731,745	$3,973,041	4.3%	Moderate Growth (3-5%)
Revenues							
Subtotal Revenues	$3,531,292	$3,742,655	$3,961,017	$3,820,581	$3,896,994	2.5%	Low Growth (0-3%)
as % of prior year		6.0%	5.8%	-3.5%	2.0%		
Net	$173,719	$182,478	$335,496	$88,836	($76,047)		
as % of Expenditures	5.2%	5.1%	9.3%	2.4%	-1.9%		
Reserves							
Operating Reserves (10% of OpBudget)	na	$357,796	$373,879	$373,175			Operating and emergency reserves are at a "high" level.
Emergency Reserves (85% of OpBudget	na	$3,041,267	$3,177,971	$3,171,983			
Committed for Capital Improvements	na	$1,403,235	$1,544,206	$985,019			
Unassigned	na	$81,324	$122,258	$135,829			
Subtotal Reserves & Fund Balances	$4,560,287	$4,883,622	$5,218,314	$4,666,006			
Pensions and OPEB		*See City of Hayward Public Safety PERS and OPEB obligations and funding*					
Leases and Long-term Debt		*No leases or long-term debt*					
Infrastructure and Facility Assets							
Total Depreciable Value		$2,022,493	$2,008,350	$2,520,546	$2,740,893		
Depreciated Value		$1,092,392	$891,690	$1,187,311	$1,148,842		
Change vs. Prior Year		na	-18%	33%	-3%		
Depreciated Value/Total Value		54%	44%	47%	42%		
Depreciation		$214,637	$216,575	$230,816	na		

Sources: FFPD budgets and financial statements.

Table A.8-1
City of Alameda

Item	Actual FY2018-19	Actual FY2019-20	Amended Budget FY2020-21	Adopted Budget FY2021-22	FY19 - FY22 Avg. Annual % Change	Indicator
Budget (Fire Dept.)						
City Fire Dept. Expenditures	$37,456,213	$37,683,957	$42,258,162	$44,815,750	6.2%	High Growth
City Fire Dept. Revenues	$7,430,365	$7,092,518	$7,311,410	$7,890,022	2.0%	Low Growth
Net General Fund Contribution	$30,025,848	$30,591,439	$34,946,752	$36,925,728		
% of Total Expenditures	80.2%	81.2%	82.7%	82.4%		
Citywide Expenditures	$207,189,222	$225,015,316	$263,285,412	$241,211,149	5.2%	Moderate-High
Citywide Revenues	$256,883,596	$244,325,848	$216,086,012	$234,269,778	-3.0%	Revenue Decline
General Fund Expenditures	$104,900,000	$100,600,000	$111,000,000	$114,400,000	2.9%	Low-Moderate
General Fund Revenues	$96,000,000	$100,800,000	$108,700,000	$111,800,000	5.2%	Moderate-High
Net	($8,900,000)	$200,000	($2,300,000)	($2,600,000)		
Reserves						
Ending General Fund Fund Balance	$27,900,000	$36,300,000	$38,000,000	$30,300,000		
as % of City Operating Expenditures	13.5%	16.1%	14.4%	12.6%		Low Levels (<17%)

Source: City of Alameda budgets.

Table A.9-1
City of Albany

Item	Actual FY2017-18	Budget FY2018-19	Actual FY2019-20	Actual (unaudited) FY2020-21	Approved Budget FY2021-22	Annual % Change	Indicator
Budget (Fire Dept.)							
City Fire Dept. Expenditures (0001 GF)							
Fire Administration (201)	$157,982	$147,872	$115,020	$111,641	$168,049	1.6%	
Fire Suppression (202)	$2,598,441	$2,530,677	$2,567,228	$2,775,625	$2,910,567	2.9%	
Fire/EMS - Transfer to EMS Fund			$418,792	$645,550	$843,755		
Subtotal, Expenditures (GF)	$2,756,423	$2,678,549	$3,101,040	$3,532,816	$3,922,371	9.2%	High Growth
City Fire Dept. Revenues (0001 GF)							
Licenses, Permits, Charges, Other (GF 20	$592,237	$262,700	$199,636	$597,103	$298,250		
Subtotal, Revenues (0001 GF)	$592,237	$262,700	$199,636	$597,103	$298,250	-15.8%	Decline
Net General Fund Contribution	$2,164,186	$2,415,849	$2,901,404	$2,935,713	$3,624,121	13.8%	
City EMS Expenditures (EMS Fund 1002)							
Fire Administration (201)	$13,455	$17,426	$21,918	$19,567	$15,500		
Fire/EMS	$2,483,278	$2,500,989	$2,278,143	$2,491,395	$2,684,024	2.0%	
Subtotal, Expenditures (EMS Fund 1002	$2,496,733	$2,518,415	$2,300,061	$2,510,962	$2,699,524	2.0%	Low Growth
City Fire Dept. Revenues (EMS Fund 1002)							
EMS Property Tax	$813,754	$785,000	$867,650	$898,957	$925,571	3.3%	
EMS Revenues from Other Agencies	$63,877	$0	$0	$8,441	$0		
EMS Grants			$7,250	$0	$0		
EMS Service Charges	$532,293	$718,232	$898,543	$755,508	$718,000		
Transfers in from GF	$280,398	$1,015,183	$418,792	$645,550	$843,755		
Transfers in from Pension Tax			$178,092	$202,506	$212,198		
Subtotal Revenues (EMS Fund 1002)	$1,690,322	$2,518,415	$2,370,327	$2,510,962	$2,699,524	12.4%	High Growth
Net General Fund Contribution	$806,411	$0	($70,266)	$0	$0		
Total Fire and EMS Expenditures	$5,253,156	$5,196,964	$5,401,101	$6,043,778	$6,621,895	6.0%	High Growth
Total Fire and EMS Revenues	$2,282,559	$2,781,115	$2,569,963	$3,108,065	$2,997,774	7.1%	High Growth
Combined Net GF Contribution	$2,970,597	$2,415,849	$2,831,138	$2,935,713	$3,624,121	5.1%	
% of Total Expenditures	56.5%	46.5%	52.4%	48.6%	54.7%		
	Adopted	Approved					
Total City General Fund Expenditures	$19,153,278	$21,637,379	$20,101,750	$23,061,810	$26,139,716	8.1%	High Growth
Total City General Fund Revenues	$19,007,382	$19,821,546	$22,238,288	$24,962,031	$24,409,886	6.5%	High Growth
Net	($145,896)	($1,815,833)	$2,136,538	$1,900,221	($1,729,830)		
Reserves							
General Fund Balance (unassigned)	$8,785,000	$1,670,000	$7,181,000	$8,420,000			High level of reserves
as % of City GF Expenditures	45.9%	7.7%	35.7%	36.5%			

Sources: City of Albany budgets and Annual Comprehensive Financial Reports.

Table A.10-1
City of Berkeley

	Actual FY2017-18	Actual FY2018-19	Actual FY2019-20	Adopted Update FY2020-21	Proposed FY2021-22	Annual % Change	Indicator
Budget (Fire Dept.)							
City Fire Dept. Expenditures							
Subtotal, Expenditures (GF)	$40,329,408	$42,992,558	$48,213,947	$41,254,373	$48,359,355	4.6%	Moderate Growth
City Fire Dept. Revenues							
Subtotal, Revenues	$8,835,108	$8,819,825	$9,365,944	$8,981,763	$11,337,416	6.4%	High Growth
Net General Fund Contribution	$31,494,300	$34,172,733	$38,848,003	$32,272,610	$37,021,939	4.1%	
Total Fire and EMS Expenditures	$40,329,408	$42,992,558	$48,213,947	$41,254,373	$48,359,355	4.6%	Moderate Growth
Total Fire and EMS Revenues	$8,835,108	$8,819,825	$9,365,944	$8,981,763	$11,337,416	6.4%	High Growth
Total City General Fund							
Total City General Fund Expenditures	$182,008,195	$212,462,355	$218,376,937	$194,718,710	$219,421,123	4.8%	High Growth
Total City General Fund Revenues	$198,642,216	$208,462,620	$223,364,309	$195,794,216	$205,320,204	0.8%	Low Growth
Net	$16,634,021	($3,999,735)	$4,987,372	$1,075,506	($14,100,919)		

Sources: City of Berkeley budgets.

Table A.11-1
City of Dublin

Item	Actual FY2017-18	Actual FY2018-19	Actual FY2019-20	Amended FY2020-21	Updated FY2021-22	Annual % Change	Indicator
Budget (Fire Dept.)							
City Fire Dept. Expenditures							
Fire Operations	$12,867,286	$13,139,534	$13,662,118	$14,671,094	$14,877,039		
Fire Station Maintenance		$205,003	$191,384	$252,023	$255,793		
Fire Prevention	$421,194	$418,439	$485,644	$473,471	$467,157		
Total Expenditures	**$13,315,788**	**$14,152,331**	**$14,339,146**	**$15,396,588**	**$15,599,989**	**4.0%**	Moderate Growth
City Fire Dept. Charges for Services	$1,551,899	$1,708,807	$1,541,680	$1,195,538	$1,088,429	-8.5%	
EMS Special Revenue		$197,110	$185,279	$205,993	$209,289		
Net General Fund Contribution	**$11,763,889**	**$12,246,414**	**$12,612,187**	**$13,995,057**	**$14,302,271**	**5.0%**	Moderate Growth
% of Total Expenditures	88.3%	86.5%	88.0%	90.9%	91.7%		
City GF Expenditures	$77,051,674	$76,964,506	$74,251,883	$87,394,099	$84,917,863	2.5%	Low Growth
City GF Revenues (operating)	$86,080,047	$102,226,802	$96,389,272	$94,153,039	$98,397,780	3.4%	Low-Moderate Growth
Fire Impact Fees	$160,000	$127,317	$190,300	$87,651	$45,750		
Reserves							
General Fund Ending Fund Balance	$142,112,666	$171,225,773	$190,649,221	$209,764,496	$187,051,184		High Level of Reserves
as % of City Op'ing Expenditures	184.4%	222.5%	256.8%	240.0%	220.3%		

Sources: City of Dublin budgets and Annual Comprehensive Financial Reports.

Table A.12-1
City of Emeryville

Item	Actual FY2017-18	Actual FY2018-19	Actual FY2019-20	Projection FY2020-21	Budget FY2021-22	Annual % Change	Indicator
Balanced Budget (Fire Dept.)							
Expenses							
ACFD Contract	$6,719,312	$7,009,610	$7,249,087	$7,848,800	$7,990,043	4.4%	
EMS Expenses	$187,357	$199,718	$199,683	$191,500	$191,500	0.5%	
Unfunded PERS Liability	$895,225	$1,105,956	$1,313,116	$1,423,160	$1,651,665	16.5%	
Other City GF Expenses	$86,998	$65,630	$122,643	$133,400	($3,329)		
Subtotal Expenses	$7,888,892	$8,380,914	$8,884,529	$9,596,860	$9,829,879	5.7%	High Growth
		6%	6%	8%	2%		
Revenues							
Fees and Permits	$541,995	$299,000	$1,015,332	$351,228	$220,000	-20.2%	
EMS Assessments	$186,559	$192,359	$198,992	$192,126	$192,100	0.7%	
Subtotal Revenues	$728,554	$491,359	$1,214,324	$543,354	$412,100	-13.3%	Decline
		-33%	147%	-55%	-24%		
Net General Fund Contribution	$7,160,338	$7,889,555	$7,670,205	$9,053,506	$9,417,779	7.1%	High Growth
		7%	-2%	-12%	-7%		
Balanced Budget (City)							
City GF Revenues	$44,620,613	$47,539,461	$46,652,171	$41,116,045	$38,299,065	-3.7%	Decline
City GF Expenses	$43,381,223	$43,679,314	$41,333,211	$43,179,741	$44,464,033	0.6%	Low Growth
Net	$1,239,390	$3,860,147	$5,318,960	($2,063,696)	($6,164,968)		
Reserves							
City (Unassigned Fund Balance)	$4,062,809	$7,759,917	$9,997,306	$8,178,220	$2,013,253		
as % of City Operating Expenses	9.4%	17.8%	24.2%	18.9%	4.5%		
Economic Uncertainty (50%)	$20,677,300	$22,372,118	$22,801,285	$22,901,285	$23,001,785		High Level of Reserves
Pensions and OPEB	*City pays unfunded liability prior to ACFD contract in 2013.*						

Sources: City of Emeryville budgets.

Table A.13-1
City of Fremont

Item	Actual FY2017-18	Actual FY2018-19	Actual FY2019-20	Estimated Actual FY2020-21	Proposed FY2021-22	Annual % Change	Indicator
Budget (Fire Dept.)							
City Fire Dept. Expenditures							
Operations/EMS	$36,057,949	$40,851,372	$44,443,372	$47,601,334	$47,915,420		
Administration	$6,174,883	$6,909,518	$7,294,159	$7,474,558	$8,486,899		
Prevention	$1,669,144	$2,088,387	$2,181,228	$2,263,410	$2,451,955		
Disaster Preparedness	$38,400	$36,509	$122,920	$55,962	$32,000		
Subtotal, Expenditures	$43,940,376	$49,885,786	$54,041,679	$57,395,264	$58,886,274	7.6%	High Growth
		13.5%	8.3%	6.2%	2.6%		
City Fire Dept. Revenues	Est'd Actual	Est'd Actual	Est'd Actual				
Licenses, Permits, Charges, Other							
Paramedic Tax	$1,146,000	$1,196,000	$1,129,000	$1,234,000	$1,241,000		
Subtotal, GF Revenues	$1,146,000	$1,196,000	$1,129,000	$1,234,000	$1,241,000	2.0%	Low Growth
Net General Fund Contribution	$42,794,376	$48,689,786	$52,912,679	$56,161,264	$57,645,274	7.7%	High Growth
% of Total Expenditures	97.4%	97.6%	97.9%	97.8%	97.9%		
	Est'd Actual	Est'd Actual	Est'd Actual	Actual	Mid-Year Estimate		
Total City GF Expenditures	$195,391,000	$219,270,000	$221,194,000	$208,105,000	$226,700,000	3.8%	Moderate Growth
Total City General Fund Revenues	$203,008,000	$234,627,000	$223,108,000	$238,000,000	$246,000,000	4.9%	Moderate Growth
Net	$7,617,000	$15,357,000	$1,914,000	$29,895,000	$19,300,000		
Reserves							
Contingency Reserve	$19,100,000	$20,600,000	$36,732,000	$35,639,000	$38,600,000		
as % of City GF Expenditures	9.8%	9.4%	16.6%	17.1%	17.0%		
Program Investment Reserve	$4,700,000	$5,100,000	inc. above				
Economic Volatility Reserve	$4,700,000	$5,100,000	inc. above				
Budget Uncertainty Reserve	$3,700,000	$3,700,000	$8,300,000	$5,462,000	$10,000,000		
Total, General Fund Reserves	$22,800,000	$24,300,000	$45,032,000	$41,101,000	$48,600,000		

Sources: City of Fremont budgets.

Table A.14-1
City of Hayward

Item	Actual FY2017-18	Actual FY2018-19	Actual FY2019-20	Projected FY2020-21	Adopted FY2021-22	Annual % Change	Indicator
Budget (Fire Dept.)							
City Fire Dept. Expenditures	$40,010,000	$43,421,000	$45,778,000	$41,773,000	$45,591,000	3.3%	Moderate Growth
City Fire Dept. Revenues	$7,919,000	$7,982,000	$6,938,000	$8,723,000	$8,170,000	0.8%	Low Growth
Net General Fund Contribution	$32,091,000	$35,439,000	$38,840,000	$33,050,000	$37,421,000	3.9%	
% of Total Expenditures	80.2%	81.6%	84.8%	79.1%	82.1%		
City GF Expenditures	$155,106,000	$176,608,000	$175,353,000	$175,080,000	$184,787,000	4.5%	Moderate Growth
City GF Revenues	$158,592,000	$181,804,000	$170,107,000	$172,864,000	$178,634,000	3.0%	Low-Moderate Growth
Reserves							
Public Safety Reserves				$425,652			
City Reserves	$32,385,000	$36,877,000	$30,847,000	$28,631,000	$22,478,000		
as % of City Op'ing Expenditure	20.9%	20.9%	17.6%	16.4%	12.2%		Low Reserves (City target is 20%)

Sources: City of Hayward budgets.

Table A.15-1
Livermore Pleasanton Fire Department (JPA)

Item	Actual FY2017-18 JPA Budget	Yr-end Proposed FY2018-19 JPA Budget	Projected FY2019-20	Projected FY2020-21	Update-Proposed FY2021-22	Annual % Change	Indicator
JPA Fire Expenditures							
Total Expenditures	**$36,719,090**	**$37,881,693**	**$42,337,269**	**$44,341,846**	**$46,012,024**	**5.8%**	High Growth
JPA Revenues							
City Contributions to JPA							
Pleasanton	$17,762,103	$18,427,123	$20,241,056	$21,217,959	$21,632,013		
Livermore	$16,806,623	$17,819,271	$20,241,056	$21,217,959	$21,632,013		
Total City Contributions	**$34,568,726**	**$36,246,394**	**$40,482,112**	**$42,435,918**	**$43,264,026**	**5.8%**	High Growth
Other JPA Revenues							
Pleasanton							
Livermore							
Total Other Revenues	**$2,150,364**	**$1,635,299**	**$1,855,157**	**$1,905,928**	**$2,747,998**	**6.3%**	High Growth
Total Revenues	**$36,719,090**	**$37,881,693**	**$42,337,269**	**$44,341,846**	**$46,012,024**	**5.8%**	High Growth
City Fire Dept. Revenues (not shared w/JPA)							
Pleasanton	$2,440,412	$1,688,797	$1,547,500	$1,547,500			
Livermore	$1,727,811	$1,305,500	$1,662,000	$1,697,000			
Total Revenues (not shared)	$4,168,223	$2,994,297	$3,209,500	$3,244,500			
GF Subsidy (net of non-shared revenues)							
Pleasanton	$15,321,691	$16,738,326	$18,693,556	$19,670,459	$21,632,013		
Livermore	$15,078,812	$16,513,771	$18,579,056	$19,520,959	$21,632,013		
Total GF Subsidy	$30,400,503	$33,252,097	$37,272,612	$39,191,418	$43,264,026	**9.2%**	
% of Total Expenditures	82.8%	87.8%	88.0%	88.4%			
	Actual FY2017-18	Mid-Year FY2018-19	Actual FY2019-20	Mid-Year FY2020-21	Projected FY2021-22		
City GF Expenditures							
Pleasanton	$116,477,717	$124,308,002	$121,953,843	$124,276,824	$132,991,650	**3.4%**	
Livermore	$106,335,071	$113,008,458	$114,169,993	$126,121,635	$138,754,478	**6.9%**	
City GF Revenues							
Pleasanton	$121,873,920	$123,586,822	$129,058,946	$126,899,767	$135,326,375	**2.7%**	
Livermore	$113,217,350	$113,578,026	$119,126,870	$121,448,737	$126,720,204	**2.9%**	
Reserves							
JPA Ending Unassigned Fund Balance as % of Total Expenditures				$9,498,475 21%			Moderate level of reserves
Pleasanton GF Ending Fund Balance as % of City Operating Expenditures	$27,982,987 24.0%	$27,263,366 21.9%	$36,164,998 29.7%	$38,767,158 31.2%	$41,101,915 30.9%		
Livermore GF Ending Working Capital as % of City Operating Expenditures	$18,628,855 16.5%	$19,420,303 17.1%	$21,247,425 17.8%	$16,574,527 13.6%	$4,540,253 3.6%		

Sources: City and JPA budgets.

Table A.16-1
City of Newark

Item	Actual FY2017-18	Actual FY2018-19	Estimated FY2019-20	Budgeted FY2020-21	Budgeted FY2021-22	Annual % Change	Indicator
Budget (Fire Dept.)							
City Fire Dept. Expenditures							
Total Expenditures	**$11,774,000**	**$11,700,400**	**$11,791,000**	**$11,998,000**	**$12,274,000**	**1.0%**	Low Growth
3660 Special Fire Fee	$200	$8,051	$8,000	$8,000	$8,000		
3662 Spec FD Fee-Excess False Alarms		$5,549	$0				
3664 Spec FD Fee-Fire Permits		$176,064	$145,000	$145,000	$145,000		
3665 Spec FD Fee Miscellaneous		$3,750	$4,000	$0	$0		
Total Revenues	$200	$193,414	$157,000	$153,000	$153,000		
Net General Fund Contribution	**$11,773,800**	**$11,506,986**	**$11,634,000**	**$11,845,000**	**$12,121,000**	**0.7%**	Low Growth
% of Total Expenditures	100.0%	98.3%	98.7%	98.7%	98.8%		
City GF Expenditures	$39,053,870	$41,673,100	$39,751,600	$43,242,000	$43,938,000	3.0%	Moderate Growth
City GF Revenues	$41,550,200	$55,177,700	$58,958,100	$49,379,000	$49,772,000	4.6%	Moderate Growth
Reserves							
Economic Uncertainty	$5,095,000	$5,220,000	$10,700,000	$10,700,000	na		
Emergency Reserve	$7,643,000	$7,830,000	$11,400,000	$11,400,000	na		
(pension, equip., spec. rev., capital not included)							
General Fund Reserves	$12,738,000	$13,050,000	$22,100,000	$22,100,000			
as % of City Operating Expenditur	32.6%	31.3%	55.6%	51.1%	na		
GF Unassigned Fund Balance	$31,665,804	$36,778,572	$39,573,922	$47,223,369			

Sources: City of Newark budgets.

Table A.17-1
City of Oakland

Item	Actual FY2017-18	Midcycle FY2018-19	Actual FY2019-20	Midcycle FY2020-21	Biennial FY2021-22	Annual % Change	Indicator
Budget (Fire Dept.)							
City Fire Dept. Expenditures							
Office of the Fire Chief	$977,559	$990,838	$1,281,159	$1,516,401	$1,537,125		
Fiscal & Admin. Services	$1,795,587	$2,035,485	$2,270,310	$1,877,828	$2,667,814		
Field Operations	$126,722,013	$124,541,829	$147,039,787	$144,334,994	$152,291,065		
Fire Prevention	$5,751,638	$8,014,006	$10,257,616	$11,836,320	$14,338,579		
Support Services	$11,440,696	$12,521,037	$14,902,382	$13,999,009	$13,968,307		
Emergency Management Services	$1,587,878	$704,696	$1,787,097	$366,787	$4,021,326		
Medical Services	$1,955,871	$1,354,406	$2,162,229	$2,125,601	$2,688,325		
Total Expenditures	**$150,231,242**	**$150,162,297**	**$179,700,580**	**$176,056,940**	**$191,512,541**	**6.3%**	High Growth
Revenues			Adopted	Adopted			
Measure M (2412-EMS Special Tax)			$2,699,310	$2,646,744			
Measure N (2250-Paramedic Emergency Services)			$1,986,035	$2,044,417			
			$4,685,345	**$4,691,161**			
	Actual	Midcycle	Adopted	Adopted			
1010-General Purpose Expenditure	$580,448,551	$601,928,227	$654,595,502	$684,006,839	$775,813,222	7.5%	
1010-Revenues (exc. transfers fror	$590,676,974	$601,272,730	$651,012,857	$675,810,691	$727,503,222	5.3%	
	Actual	Midcycle	Actual	Midcycle	Biennial		
All Revenues (exc. balance transfe	$1,742,859,732	$1,435,338,987	$1,768,268,808	$1,498,475,779	$1,612,984,202	-1.9%	
Total Expenditures (inc. CIP)	$1,484,957,509	$1,484,148,797	$1,681,631,959	$1,713,143,407	$2,033,463,039	8.2%	
Reserves							
1011-General Purpose Emergency					$54,613,179		
as % of City General Purpose Ex	0.0%	0.0%	0.0%	0.0%	7.0%		

Sources: City of Oakland budgets.

Table A.18-1
City of Piedmont

Item	Actual FY2017-18	Estimated FY2018-19	Estimated FY2019-20	Estimated FY2020-21	Estimated FY2021-22	Annual % Change	Indicator
Budget (Fire Dept.)							
City Fire Dept. Expenditures							
Fire Operations	$5,705,298	$5,614,550	$5,846,158	$6,357,716	$7,201,208		
Paramedics	$551,180	$573,800	$631,541	$633,980	$750,425		
Total Expenditures	**$6,256,478**	**$6,188,350**	**$6,477,699**	**$6,991,696**	**$7,951,633**	**6.2%**	High Growth
Charges for Services (police/fire $50k)							
Ambulance Service Charges			$213,811				
Net General Fund Contribution	**$6,256,478**	**$6,188,350**	**$6,263,888**	**$6,991,696**	**$7,951,633**	**6.2%**	High Growth
% of Total Expenditures	100.0%	100.0%	96.7%	100.0%	100.0%		
	Actual	Actual	Actual	Actual	Projected		
City GF Expenditures (inc. transfers	$23,851,000	$24,495,000	$25,412,000	$29,384,000	$32,555,000	8.1%	High Growth
City GF Revenues	$29,005,000	$29,564,000	$28,604,000	$33,266,000	$34,910,264	4.7%	Moderate Growth
	$5,154,000	$5,069,000	$3,192,000	$3,882,000	$2,355,264		
Reserves	Actual	Actual	Actual	Actual	Projected		
General Fund Ending Fund Balance	$5,532,000	$5,290,000	$5,591,000	$6,509,000	$7,420,000		
as % of City Operating Expenditu	23.2%	21.6%	22.0%	22.2%	22.8%		

Sources: City of Piedmont budgets.

Table A.19-1
City of San Leandro

Item	Actual FY2017-18	Actual FY2018-19	Actual FY2019-20	Projected FY2020-21	Proposed FY2021-22	Annual % Change	Indicator
Budget (Fire Dept.)							
City Fire Dept. Expenditures							
Fire Contract Services	$21,687,000	$23,414,800	$23,961,066	$26,454,502	$25,883,600		
Fire Supplies and Capital Outlay	$1,260,000	$2	$184,001	$699,439	$123,700		
Total Fire Expenditures	**$22,947,000**	**$23,414,802**	**$24,145,067**	**$27,153,941**	**$26,007,300**	**3.2%**	Moderate Growth
% Change from Prior Year		2.0%	3.1%	12.5%	-4.2%		
City Fire Dept. Revenues							
City Fire Dept. Charges for Services	$1,283,542	$429,079	$0	$0	$5,000	-75.0%	
Alameda Cnty EMT Reimbursemen	$626,527	$657,211	$681,546	$666,750	$679,000		
Alameda Cnty Advance Life Support	$334,265	$84,533	$0	$0	$0		
Total Fire Revenues	**$2,244,334**	**$1,170,823**	**$681,546**	**$666,750**	**$684,000**		
Net General Fund Contribution	**$20,702,666**	**$22,243,979**	**$23,463,521**	**$26,487,191**	**$25,323,300**	**5.2%**	High Growth
% Change from Prior Year		7.4%	5.5%	12.9%	-4.4%		
City GF Operating Expenditures	$109,379,000	$112,035,754	$112,986,724	$120,666,496	$129,956,400	4.4%	High Growth
City GF Revenues (exc. Transfers In	$111,589,270	$118,854,220	$117,410,313	$117,152,856	$123,102,300	2.5%	Low Growth
Reserves							
General Fund Ending Fund Balance	$53,172,299	$53,313,930	$53,391,209	$65,918,537	$59,064,437		
as % of City Operating Expenditu	48.6%	47.6%	47.3%	54.6%	45.4%		

Sources: City of San Leandro budgets.

Table A.20-1
City of Union City

Item	Actual FY2017-18	Actual FY2018-19	Actual FY2019-20	Projected FY2020-21	Adopted FY2021-22	Annual % Change	Indicator
Budget (Fire Dept.)							
City Fire Dept. Expenditures							
Fire Operations							
Fire Station Maintenance							
Fire Prevention							
Total Expenditures	**$10,411,857**	**$12,685,288**	**$12,686,109**	**$11,037,835**	**$11,718,771**	**3.0%**	Moderate Growth
EMS Enhancement	$558,819	$574,730	$340,023	$344,250	$344,300		
CFD 1996-1, 2005-1, 2006-1	$196,050						
Public Safety Parcel Tax	$1,839,331	$1,808,178	$1,933,509	$2,066,708	$0		
Total Revenues	**$2,594,200**	**$2,382,908**	**$2,273,532**	**$2,410,958**	**$344,300**		
Net General Fund Contribution	**$8,572,526**	**$10,877,110**	**$10,752,600**	**$8,971,127**	**$11,718,771**	**8.1%**	High Growth
% of Total Expenditures	82.3%	85.7%	84.8%	81.3%	100.0%		
	Actual	Actual	Actual	Projected	Adopted		
City GF Expenditures	$53,733,245	$67,722,836	$66,741,235	$73,168,045	$76,580,057	9.3%	High Growth
City GF Revenues	$56,898,461	$67,992,408	$66,999,030	$65,865,940	$76,182,466	7.6%	High Growth
Reserves							
	Actual	Actual	Projected	Adopted			
General Fund Ending Fund Balance	$24,547,916	$24,817,488	$25,075,283	$17,773,178	$18,170,769		
as % of City Operating Expenditu	45.7%	36.6%	37.6%	24.3%	23.7%		

Sources: City of Union City budgets.

AGENDA REPORT
November 9, 2023
Item No. 9

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Executive Officer's Report**

The Commission will receive an update from the Alameda LAFCO Executive Officer. The report is being presented for discussion and feedback only.

Information

Executive Officer Performance Review

Staff recommends the Commission follow its Policies and Procedures and conduct a performance review for the Executive Officer at the next regular meeting. The process of the performance review is the following:

a. At least three weeks prior to the meeting at which the review is to take place, the Executive Officer shall send to each Commissioner a letter of self-evaluation and a performance review form.

b. At least one week prior to the review, each Commissioner shall send a completed form to the Commission Chair.

c. The Chair shall tabulate and summarize the forms and present this information to the County Administrator / Community Development Director. The County Administrator / Community Development Director will complete his or her own performance review form. This information will subsequently be presented to the Executive Officer during the performance review.

Staff will provide the Commission with further information and materials regarding the process at a later date.

BACWA Meeting

On September 20, 2023, Alameda LAFCO Executive Officer attended the workshop, "Advancing Water Reuse in the Bay Area: Exploring Opportunities and Challenges for Interagency Collaboration" hosted by the Bay Area Clean Water Agencies (BACWA). The workshop emphasized opportunities for partnerships to address current and future reuse challenges, how to evaluate the right scale(s) to address these challenges, and ways to improve the capacity for and commitment to collaboration among Bay area agencies and utilities.

Ad Hoc Measure D Committee Meeting

On September 27, 2023, Alameda LAFCO Executive Officer and Commissioners Marchand and Sblendorio met with County Planning Director Albert Lopez and Assistant Planning Director Liz McElligot to discuss the process on updating the County of Alameda's rural land use designations. LAFCO EO Rachel Jones is researching similar land-use and zoning designation updates in other counties until another meeting is called.

Presentation at Alameda County Resource Conservation District (ACRCD)

On October 23, 2023, EO Jones presented the final report tied to Alameda LAFCO and ACRCD's two-year planning grant from the State of California and its Sustainable Agricultural Lands Conservation (SALC) program. The final report marks the completion of the Commission and its partner, the Alameda County Resource Conservation District's (ACRCD) creation of a repository of agricultural and open space use policies from stakeholders and jurisdictions throughout the County and related preservation tools such as the Alameda Sustainable Agricultural Lands Conservation Mapper.

Meeting with Plan Bay Area 2050

On October 26, 2023, Alameda LAFCO EO Jones organized a meeting with MTC-ABAG staff, and other Bay Area LAFCO EOs, to highlight LAFCOs' regional growth management duties with the emphasis of incorporating them into upcoming plans and projects for Plan Bay Area 2050. LAFCO EO Jones has a follow-up meeting with MTC-ABAG staff scheduled for Wednesday, November 8th.

AGENDA REPORT
November 9, 2023
Item No. 10a

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Current and Pending Proposals**

The Commission will receive a report identifying active proposals on file with the Alameda Local Agency Formation Commission (LAFCO) as required under statute. The report also identifies pending local agency proposals to help telegraph future workload. The report is being presented to the Commission for information only.

Information / Discussion

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 ("CKH") delegates LAFCOs with regulatory and planning duties to coordinate the formation and development of local government agencies and their municipal services. This includes approving or disapproving boundary changes involving the formation, expansion, merger, and dissolution of cities, towns, and special districts, as well as sphere of influence amendments. It also includes overseeing outside service extensions. Proposals involving jurisdictional changes filed by landowners or registered voters must be put on the agenda as information items before any action may be considered by LAFCO at a subsequent meeting.

Current Proposals | Approved and Awaiting Term Completions

Alameda LAFCO currently has no proposals on file that were previously approved and awaiting term completions. CKH provides applicants one calendar year to complete approval terms or receive extension approvals before the proposals are automatically terminated.

Current Proposals | Under Review and Awaiting Hearing

There are currently no active proposals on file with the Commission that remain under administrative review and await a hearing as to the date of this report.

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Sblendorio, Regular Public Member
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Bob Woerner, Alternate Public Member
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Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

Pending Proposals

There are currently two new potential proposals at the moment that staff believes may be submitted to the Commission from local agencies based on ongoing discussions with proponents.

- **Annexation of West Jack London Boulevard | City of Livermore**
  The City of Livermore plans to annex two parcels on West Jack London Boulevard that total 71 acres within the unincorporated area of Alameda County. The purpose of the annexation is to facilitate the Oaks Business Park for the development of offices, research institutions, warehousing, manufacturing, and limited business supporting commercial uses.

- **Reorganization of Appian Way/Louis Ranch Property | ACWD and USD**
  The Alameda County Water District (ACWD) and Union Sanitary District (USD) plan to annex one parcel totaling approximately 30 acres within the City of Union City. The purpose of the annexation is to develop 325 single-family residential units on nine parcels totaling 98.6 acres.

Alternatives for Action

This item is for informational purposes only. No formal action will be taken as part of this item.

Attachments: none

AGENDA REPORT
November 9, 2023
Item No. 10b

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Progress Report on 2023-2024 Work Plan**

The Alameda Local Agency Formation Commission (LAFCO) will receive a progress report on accomplishing specific projects as part of its adopted work plan for 2023-2024. The report is being presented to the Commission to formally receive and file as well as provide direction to staff as needed.

Background

Alameda LAFCO's current strategic plan was adopted following a planning session on June 23, 2023. The plan defines each of LAFCO's priorities through overall goals, core objectives, and target outcomes with overarching themes identified as education, facilitation, and collaboration. The strategic plan is anchored by seven key priorities that collectively orient the Commission to proactively fulfill its duties and responsibilities under the Cortese-Knox-Hertzberg Act of 2000 in a manner responsive to local conditions and needs. These pillars and their related strategies, which premise individual implementation outcomes, are summarized below.

1. Education – Serve as a resource to the public and local agencies to support orderly growth and logical sustainable service provision.

2. Facilitation – Encourage orderly growth and development through the logical and efficient provision of municipal services by local agencies best suited to feasibly provide necessary governmental services and housing for persons and families of all incomes.

3. Collaboration – Be proactive and act as a catalyst for change as a way to contribute to making Alameda County a great place to live and work by sustaining its quality of life.

On May 11, 2023, Alameda LAFCO adopted the current fiscal year work plan at a noticed public hearing. The work plan is divided into two distinct categories – statutory and administrative – with one of three priority rankings: high; moderate; or low. The underlying intent of the work plan is to serve as a management tool to allocate Commission resources in an accountable and transparent manner over the corresponding 12-month period that pulls from the key priorities in the Commission's Strategic Plan.

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Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

Further, while it is a standalone document, the work plan should be reviewed in relationship to the adopted operating budget given the planned goals and activities are facilitated and or limited accordingly.

This item provides the Commission with a status update on nineteen targeted projects established for the fiscal year with a specific emphasis on the "top ten" projects that represent the highest priority to complete during the fiscal year as determined by the membership. This includes identifying the projects already completed, underway, or pending in the accompanying attachment. The report and referenced attachment are being presented for the Commission to formally receive and file while also providing additional direction to staff as appropriate.

Discussion

The Commission has initiated work on five of the nineteen projects included in the adopted work plan. This includes progress on projects, such as the municipal service review (MSR) on Community Services, Unincorporated Areas Incorporation Feasibility Report, LAFCO Office Move, 2022-2023 Audit Report, and Countywide Regional Water and Wastewater Committee. The Commission has completed its Sustainable Agriculture Lands Conservation Planning Grant.

Alternatives for Action

This item is for informational purposes only. No formal action will be taken as part of this item.

Attachments:
1. 2023-2024 Work Plan

Priority	Urgency	Type	Project	Key Issues
1	High	Statutory	Community Services Municipal Service Review	Service Specific MSR | Identify Accessibility Issues for Broadband Services
2	High	Statutory	Countywide MSR on Police Protection Services	Examine Current Provision and Need for Police Services and Related Financial and Governance Considerations
3	High	Statutory	Comprehensive Tri-Valley Area Study	Region Specific MSR | Review of Potential Needs and Issues
4	High	Administrative	LAFCO Office Move	Fulfill Long-Term Lease in MOU with CDA; Aid in Hiring LAFCO Analyst
5	High	Statutory	Application Proposals and Requests	Utilize resources to address all application proposals and boundary issues
6	High	Administrative	Establish LAFCO Bank Account	Deposit LAFCO Application funds for Special Projects and CALAFCO Conferences
7	High	Administrative	2018-2021 Audits	Verify Fund Balance; Perform Regular Audits
8	Moderate	Administrative	Alameda LAFCO Brochure	Create and Distribute Pamphlet for LAFCO Outreach and Education
9	Moderate	Statutory	Informational Report on Island Annexations	Map all Unincorporated Islands and Examine Island Annexation Implementation Issues in Alameda County
10	Moderate	Administrative	Create Countywide Regional Water and Wastewater Committee	Explore Opportunities and Share Practices for Collobaration on Recycled Water for the Region and Better Utilization of Imported Water
11	Moderate	Statutory	Unincorporated Areas Incorporation Feasbility Report	Prepare a Feasibility Report on the Incorporation of Castro Valley and surrounding areas of Ashland, Cherryland, and San Lorenzo
12	Moderate	Administrative	SALC Grant Award	Continue Two-Year Process on Grant Project and Track Agricultural Trends
13	Moderate	Administrative	Prepare Informational Report on JPAs	Post Enactment of SB 1266; Enhance Repository on Local Government Services
14	Low	Administrative	Review of County Transfer of Jurisdiction Policies	Ensure Policies are Consistent with CKH
15	Low	Administrative	Update Application Packet and Mapping Requirements	Streamline LAFCO Application and County Mapping Requirements; Make User Friendly
16	Low	Administrative	Informational Report on Remen Tract	Special Report on Service Delivery
17	Low	Administrative	Bay Area LAFCO Meetings	Attend Meetings with Other Bay Area LAFCOs for Projects/Training

18	Low	Administrative	Website Content Update	Update Relevant Information on LAFCO Website and Create New Mapping Page
18	Low	Administrative	Social Media	Expand Alameda LAFCO's Social Media Presence
19	Ongoing	Statutory	Policy Review on Agricultural Protection and Out of Area Service Agreements	Periodical review of existing policies relative to practices and trends, and determine whether changes are appropriate to better reflect current preferences

AGENDA REPORT
November 9, 2023
Item No. 10c

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Legislative Update**

The Commission will receive an update from the California Association of Local Agency Formation Commissions (CALAFCO) as it relates to proposals impacting Local Agency Formation Commissions (LAFCOs). The report is being presented for discussion and feedback only.

Information

This item is for Alameda LAFCO to receive a summary of bills that directly or indirectly impact LAFCO's duties and or interests as identified by CALAFCO. This includes considering CALAFCO's recommendations. The Commission is also invited to provide related direction on other legislative matters. The following is the status of bills that may be of interest to the Commission and other bills affecting local public agencies.

AB 399 | Water Ratepayers Protections Act of 2023

This bill amends voting provisions in the County Water Authority Act for special district detachments from the San Diego County Water Authority (SDCWA). Beginning January 1, 2024, the amended provisions require confirmation votes from the majority registered voters within the affected territory and the entire SDCWA's jurisdictional boundary for special district detachments processed by San Diego LAFCO. Additionally, the new provisions require a fiscal impact statement on water rates, exit fees, and debt obligations to be included in the voter ballots for a special district detachment. As the provisions enacted through AB 399 will only apply to special district detachments within SDWCA, the law has no direct impact on special district detachments processed by Alameda LAFCO.

Position*: Opposed;* Status*: Signed by Governor Newsom*

AB 805 | Drinking Water Consolidation and Sewer Service

This bill would authorize the State Water Resources Control Board (SWRCB), if sufficient funds are available, to order consolidation of sewer service along with an order of consolidation of drinking water systems when both of the receiving and subsumed water systems provide sewer service and after the SWRCB engages in certain activities, such as consulting with the relevant regional water board and the receiving water system and conducting outreach to ratepayers and residents served by the receiving and subsumed systems, as provided.

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Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

Position*: Watch with Concerns;* Status*: Failed to meet deadline (may be acted upon January 2024)*

AB 411 | Open Meetings

Proposes to remove the sunset date of January 1, 2026, which would terminate the ability for members of a local agency to participate in meetings via teleconference under specific and limited circumstances.

Position*: Watch;* Status*: Approved by Governor Newsom*

This item is for informational purposes only. No formal action will be taken as part of this item.

Attachments:
1. CALAFCO Tracking Report

CALAFCO Daily Legislative Report
as of Thursday, November 02, 2023

AB 68 (Ward D) **Land use: streamlined housing approvals: density, subdivision, and utility approvals.**

Current Text: Amended: 4/12/2023 html pdf

Introduced: 12/8/2022

Last Amended: 4/12/2023

Status: 4/28/2023-Failed Deadline pursuant to Rule 61(a)(2). (Last location was H. & C.D. on 3/16/2023)(May be acted upon Jan 2024)

Desk	2 year	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:

Would require a local government to approve a proposed housing development pursuant to a streamlined, ministerial approval process if the development meets certain objective planning standards, including, but not limited to, a requirement that the proposed parcel for the development be a climate-smart parcel, as described, or be included in the applicable region's sustainable communities strategy as a priority development area. The bill would set forth procedures for approving these developments and would set forth various limitations for these developments. The bill would authorize the Department of Housing and Community Development to review, adopt, amend, and repeal guidelines, rules, and regulations to implement uniform standards or criteria that supplement or clarify the terms, references, or standards set forth by this process.

Position: Watch

Subject: Planning

CALAFCO Comments: This bill was introduced as a spot holder in December, 2022, then was gutted and amended on March 16, 2023.

It now seeks to set up ministerial approvals for developments and certain water and sewer service extensions for developments that meet certain parameters. Parameters include that the parcel must be in a high or moderate resource area as categorized by the opportunity maps maintained by the California Tax Credit Allocation Committee, be located within one-mile of transit but be in a very low vehicle travel area, and within one mile of assorted restaurants, bars, coffee shops, etc. Additionally, types of locations that do not qualify are also enumerated. Those include farmlands, wetlands, high fire hazard severity zones (as determined by Cal Fire), in proximity to a hazardous waste site, within a delineated earthquake fault zone, within a special flood hazard area or within a regulatory floodway, lands identified for conservation, protected habitat, and lands under a conservation easement.

3/31/2023: Watch position taken by Leg Committee.

4/21/2023: CALAFCO received word from the Assembly Housing and Community Development Committee, that this bill will not be heard this year.

Under the procedure that would be established by this bill, a minimum of 30 days notice to LAFCo would be required for the public hearing should a county seek to amend its general plan to increase the planned density on climate resilient lands.

Failed to meet deadlines and now a 2 year bill that cannot be acted upon until January, 2024.

AB 399 (Boerner D) **Water Ratepayers Protections Act of 2023: County Water Authority Act: exclusion of territory: procedure.**

Current Text: Chaptered: 10/13/2023 html pdf

Introduced: 2/2/2023

Last Amended: 9/1/2023

Status: 10/13/2023-Approved by the Governor. Chaptered by Secretary of State - Chapter 802, Statutes of 2023.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
The County Water Authority Act provides for the formation of county water authorities and grants to those authorities specified powers with regards to providing water service. The act provides 2 methods of excluding territory from any county water authority, one of which is that a public agency whose corporate area as a unit is part of a county water authority may obtain exclusion of the area by submitting to the electors within the public agency, at any general or special election, the proposition of excluding the public agency's corporate area from the county water authority. Current law requires that, if a majority of the electors approve the proposition, specified actions take place to implement the exclusion. This bill, the Water Ratepayers Protections Act of 2023, would additionally require the public entity to submit the proposition of excluding the public agency's corporate area from the county water authority to the electors within the territory of the county water authority. The bill would require the 2 elections to be separate; however, the bill would authorize both elections to run concurrently. The bill would require the ballot materials to include a fiscal impact statement, as described.
Attachments:
CALAFCO Oppose as Amended Letter
AB 399 Fact Sheet

Position: Oppose
Subject: Detachment Proceedings
CALAFCO Comments: AB 399 was previously AB 530, which did not pass out of policy committee before deadlines.

AB 399, originally addressed the Vehicle Code but was gutted and amended on 6/14/2023 to become: the Water Ratepayers Protections Act of 2023: County Water Authority Act: exclusion of territory: procedure. A fast moving bill, this is proceeding as an urgency bill which would take effect upon passage. The action is being undertaken to counter two detachments that have been approved by the San Diego LAFCo, subject to exit fees.

Under the uncodified County Water Authority Act of 1943, detachment proceedings require a vote of the residents in the detaching district. This bill seeks to add a second vote among the larger population of the full county water authority. While the vote among the residents of the detaching district is essentially consistent with LAFCo laws, requiring a second vote among the larger population of the entire water authority is not. AB 399 would set many precedents including: legislative "fixes" for contested LAFCo decisions; the ability of the legislature to unilaterally change the exit terms for multi-government consortiums after entities join; and the permissibility of requiring double votes on matters.

Staff met with the author on 7/11/2023 who remained steadfast on the bill. The bill was heard the next day (7/12/23) by the Senate Gov & Finance Committee where CALAFCO provided lead opposition. The bill passed by a 5-3 vote and is now headed to the Senate floor for consideration sometime after the summer recess. If AB 399 passes there, it will return to the Assembly. It is unclear at this time whether it would be immediately scheduled for Assembly concurrence, or before the ALGC.

The author's Fact Sheet, as well as CALAFCO's letter in opposition, can be found in the attachments section.

AB 530 **(Boerner D) Vehicles: electric bicycles.**
Current Text: Amended: 7/13/2023 html pdf
Introduced: 2/8/2023
Last Amended: 7/13/2023
Status: 9/14/2023-Failed Deadline pursuant to Rule 61(a)(2). (Last location was TRANS. on 9/14/2023)(May be acted upon Jan 2024)

Desk	2 year	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
Would prohibit a person under 12 years of age from operating an electric bicycle of any class. The bill would state the intent of the Legislature to create an e-bike license program with an online written test and a state-issued photo identification for those persons without a valid driver's license, prohibit persons under 12 years of age from riding e-bikes, and create a stakeholders working group composed of the Department of Motor Vehicles, the Department of the California

Highway Patrol, the Transportation Agency, bicycle groups, policy and fiscal staff, and other relevant stakeholders to work on recommendations to establish an e-bike training program and license. Because the bill would prohibit certain persons from riding electric bicycles, the violation of which would be a crime, the bill would impose a state-mandated local program.

Subject: Water
CALAFCO Comments: As introduced, this bill was relative to greenhouse emissions. However, it was gutted and amended on 5/15/2023 and now addresses county water authorities.

Under existing law, the governing body of any public agency has an option (phrased as a "may") to submit to the voters any proposition to exclude the corporate area of that public agency from a county water authority. This bill would add the procedures under which that optional election would be conducted. Specifically, notice would be required in the manner already defined within subdivision (c) of Section 10. The election would be conducted and returns canvased as provided by law for the elections in the public agency, and a majority of electors within county water authority territory would be needed for passage. The new procedure would also require that these elections will be separate elections but may run with another election.

On 6/16/2023, this topic was transitioned to AB 399 through the gut and amend process. Amendments of 7/13/2023 make this bill now relative to electric bicycles which is not a concern to CALAFCO. Position updated to -None-.

AB 557 **(Hart D) Open meetings: local agencies: teleconferences.**
Current Text: Chaptered: 10/9/2023 html pdf
Introduced: 2/8/2023
Last Amended: 9/1/2023
Status: 10/8/2023-Approved by the Governor. Chaptered by Secretary of State - Chapter 534, Statutes of 2023.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	**Chaptered**
1st House				2nd House							

Summary:
The Ralph M. Brown Act allows for meetings to occur via teleconferencing subject to certain requirements, particularly that the legislative body notice each teleconference location of each member that will be participating in the public meeting, that each teleconference location be accessible to the public, that members of the public be allowed to address the legislative body at each teleconference location, that the legislative body post an agenda at each teleconference location, and that at least a quorum of the legislative body participate from locations within the boundaries of the local agency's jurisdiction. The act provides an exemption to the jurisdictional requirement for health authorities, as defined. Current law, until January 1, 2024, authorizes the legislative body of a local agency to use teleconferencing without complying with those specified teleconferencing requirements in specified circumstances when a declared state of emergency is in effect. Those circumstances are that (1) state or local officials have imposed or recommended measures to promote social distancing, (2) the legislative body is meeting for the purpose of determining whether, as a result of the emergency, meeting in person would present imminent risks to the health or safety of attendees, or (3) the legislative body has previously made that determination. If there is a continuing state of emergency, or if state or local officials have imposed or recommended measures to promote social distancing, existing law requires a legislative body to make specified findings not later than 30 days after the first teleconferenced meeting, and to make those findings every 30 days thereafter, in order to continue to meet under these abbreviated teleconferencing procedures. This bill would revise the authority of a legislative body to hold a teleconference meeting under those abbreviated teleconferencing procedures when a declared state of emergency is in effect.

Position: Watch
Subject: Brown Act
CALAFCO Comments: Similar in scope to SB 411, this bill is follow-on legislation to AB 361 (2022) and seeks to return some of the pandemic-era teleconferencing provisions to the Brown Act and would change the timeline for legislative bodies to reaffirm an emergency from the current 30 days to 45 days. This bill is sponsored by CSDA.

AB 805 **(Arambula D) Drinking water consolidation: sewer service.**
Current Text: Amended: 3/9/2023 html pdf

Introduced: 2/13/2023
Last Amended: 3/9/2023
Status: 5/19/2023-Failed Deadline pursuant to Rule 61(a)(5). (Last location was APPR. SUSPENSE FILE on 4/19/2023)(May be acted upon Jan 2024)

Desk	Policy	2 year	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
Would authorize the State Water Resources Control Board, if sufficient funds are available, to order consolidation of sewer service along with an order of consolidation of drinking water systems when both of the receiving and subsumed water systems provide sewer service and after the state board engages in certain activities, including, but not limited to, consulting with the relevant regional water board and the receiving water system and conducting outreach to ratepayers and residents served by the receiving and subsumed water systems, as provided.

Position: Watch With Concerns
Subject: Water
CALAFCO Comments: This bill would authorize the state board, if sufficient funds are available, to order consolidation of sewer service along with an order of consolidation of drinking water systems when both of the receiving and subsumed water systems provide sewer service and after the state board engages in certain activities. Under existing section (b)(3) LAFCos must be consulted and their input considered in regards to the provision of water service but sewer systems seem to be lacking.

Failed to meet deadlines and now a 2 year bill that cannot be acted upon until January, 2024.

AB 817 **(Pacheco D) Open meetings: teleconferencing: subsidiary body.**
Current Text: Amended: 3/16/2023 html pdf
Introduced: 2/13/2023
Last Amended: 3/16/2023
Status: 5/5/2023-Failed Deadline pursuant to Rule 61(a)(3). (Last location was L. GOV. on 3/16/2023)(May be acted upon Jan 2024)

Desk	2 year	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
Current law, until January 1, 2026, authorizes the legislative body of a local agency to use alternative teleconferencing in certain circumstances related to the particular member if at least a quorum of its members participate from a singular physical location that is open to the public and situated within the agency's jurisdiction and other requirements are met, including restrictions on remote participation by a member of the legislative body. This bill would authorize a subsidiary body, as defined, to use alternative teleconferencing provisions similar to the emergency provisions indefinitely and without regard to a state of emergency. In order to use teleconferencing pursuant to the Ralph M. Brown Act, the bill would require the legislative body that established the subsidiary body by charter, ordinance, resolution, or other formal action to make specified findings by majority vote, before the subsidiary body uses teleconferencing for the first time and every 12 months thereafter.

Position: Watch
Subject: Brown Act
CALAFCO Comments: This bill appears to be a spot holder in that it currently only makes minor grammatical changes. The lack of substance raises concern regarding future changes to this bill.

3/16/2023: The bill was amended to speak specifically to teleconferenced meetings of subsidiary bodies, defined as a body that serves exclusively in an advisory capacity, and is not authorized to take final action on legislation, regulations, contracts, licenses, permits, or any other entitlements. For qualifying bodies, this bill would remove the requirement to post an agenda at the location of the subsidiary body member who was participating from off site- providing that the legislative body that formed the subsidiary body has previously made findings noting that teleconferenced meetings of the subsidiary body would enhance public access, and would promote the attractions, retention and diversity of the subsidiary body. The superior legislative body would need to revisit the matter and repeat those finding every 12 months thereafter. This bill also reaffirms that other provisions of the Brown Act are applicable to subsidiary bodies.

Failed to meet deadlines and now a 2 year bill that cannot be acted upon until January, 2024.

AB 828 **(Connolly D) Sustainable groundwater management: managed wetlands.**

Current Text: Amended: 4/17/2023 html pdf

Introduced: 2/13/2023

Last Amended: 4/17/2023

Status: 4/28/2023-Failed Deadline pursuant to Rule 61(a)(2). (Last location was W.,P. & W. on 3/2/2023)(May be acted upon Jan 2024)

Desk	2 year	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:

The Sustainable Groundwater Management Act requires all groundwater basins designated as high- or medium-priority basins by the Department of Water Resources that are designated as basins subject to critical conditions of overdraft to be managed under a groundwater sustainability plan or coordinated groundwater sustainability plans by January 31, 2020, and requires all other groundwater basins designated as high- or medium-priority basins to be managed under a groundwater sustainability plan or coordinated groundwater sustainability plans by January 31, 2022, except as specified. Current law defines various terms for purposes of the act. This bill would add various defined terms for purposes of the act, including the term "managed wetland."

Position: None at this time

Subject: Water

CALAFCO Comments: Adds definitions for Managed Wetlands, and Small community water system to Water Code Section 10721.

4/17/2023: Amended to define agencies and entities required or excluded from existing 10726.4 (a)(4). Amends Water Code section 10730.2 to add language regarding fees, and amends Water Code section 10733 to address groundwater sustainability plans.

Failed to make April policy committee deadline and now cannot be acted upon until January 2024.

AB 918 **(Garcia D) Health care district: County of Imperial.**

Current Text: Chaptered: 10/9/2023 html pdf

Introduced: 2/14/2023

Last Amended: 9/11/2023

Status: 10/8/2023-Approved by the Governor. Chaptered by Secretary of State - Chapter 549, Statutes of 2023.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:

Would form a local health care district in the County of Imperial, designated as the Imperial Valley Healthcare District, that includes all of the County of Imperial. The bill would require the initial board of directors of the Imperial Valley Healthcare District to be appointed from and by specified bodies, including among others, the Imperial County Board of Supervisors, the Pioneers Memorial Healthcare District Board of Directors, and the Heffernan Memorial Healthcare District Board of Directors. The bill would require the initial board of directors to recommend a permanent funding source mechanism to be presented to and approved by voters via ballot measure. The bill would require the initial board of directors to enter negotiations with El Centro Regional Medical Center to decide the terms of the acquisition of the hospital. The bill would require the initial board of directors to finalize the terms of the acquisition by November 5, 2024. The bill would require the City of El Centro to negotiate in good faith with the Imperial Valley Healthcare District. The bill would require the board of directors to hold a minimum of 3 public meetings between the effective date of the bill and January 1, 2025, as specified. The bill would require the board of directors to recommend to the Imperial County Local Agency Formation Commission (LAFCO) dates for the dissolutions of the Pioneers Memorial Healthcare District and Heffernan Memorial Healthcare District and would authorize the board to recommend separate dates for each district's dissolution. The bill would require, by January 1, 2025, the Imperial County LAFCO to dissolve the Heffernan Memorial Healthcare District and the Pioneers Memorial Healthcare District and would transfer the assets, rights, and responsibilities of the dissolved districts to the Imperial Valley Healthcare District. The bill would require, until the dissolution of both of those districts, the Heffernan Memorial Healthcare District to hold a temporary clerical role for the Board of Directors of the Imperial Valley Healthcare District, as specified. The bill would extend the terms of the board

members of the districts being dissolved until their respective dissolution date or January 1, 2025, whichever occurs first.

Attachments:
CALAFCO 7-7-23 Letter in Opposition to 7-6-2023 amendments
CALAFCO Letter in Opposition to 4-17-2023 bill amendment
CALAFCO Oppose Letter

Position: Oppose
Subject: Other
CALAFCO Comments: As introduced, this bill was merely a spotholder that stated an intent to create a countywide healthcare district in Imperial County.

March 23, 2023, the bill was amended with specifics. It now seeks to rename the Pioneer Memorial Healthcare District to the Imperial County Healthcare District (ICHD) and then sets up what, in essence, is a ministerial process for the countywide expansion of the ICHD. The expansion process is first initiated by the ICHD Resolution of Application, which is required to be filed with LAFCo no later than January 5, 2024. The LAFCo then has 150 days to complete the entire process, including the vote. Protest proceedings for that expansion would be waived under this bill. The bill also does not allow the LAFCo to deny the application. The bill also notes that future changes of organization or reorganization of the resulting districts would need to follow the normal provisions of CKH. A copy of CALAFCO's letter in opposition can be found in the attachments section.
4/17/2023: the bill was amended to entirely remove LAFCo involvement. CALAFCO's second letter of opposition that addresses this amended version can be found in the attachments section.
5/15/2023: The bill was amended again with a return of LAFCo into the process. However, it does again require LAFCo approval. As amended, the bill would rename the Pioneers Memorial Healthcare District to the Imperial Valley Healthcare District, then authorizes the expansion of the newly formed Imperial Valley Healthcare District to include all of the County of Imperial. As before, the bill requires the newly formed district to submit a resolution of application to the Imperial County LAFCo to initiate proceedings to expand the district, then requires the commission to order the expansion subject to a vote of the registered voters within the territory to be annexed. The bill provides for expansion of the district upon voter approval and providing that a funding source is also approved, if necessary. If expansion is approved, the Heffernan Memorial Healthcare District would transfer its assets, rights, and responsibilities to the Imperial Valley Healthcare District. The bill goes on to address other housekeeping issue such as the composition of the newly formed district board of directors.

7/12/2023, the bill was approved by the Senate Governance and Finance Committee, with the support of Imperial LAFCo.
Position change to Neutral will be recommended to the Legislative Committee on 7/28/2023.
Senate Appropriations hearing set for August 14, 2023.

7/13/2023, the bill was again amended. It still forms the new district outside of the LAFCo process and only considers LAFCo in a tangential way. Specifically, Imperial LAFCo is to collaborate with the new health district's board of directors to determine the voting districts and terms of the board positions, to determine the appropriate dates to dissolve the two healthcare districts (and that the dissolution shall occur by January 1, 2025), and to receive annual reports from the new district.

8/14/2023, heard in Appropriations but placed in the Suspense file.

AB 930 (Friedman D) Local government: Reinvestment in Infrastructure for a Sustainable and Equitable California (RISE) districts.

Current Text: Amended: 4/26/2023 html pdf
Introduced: 2/14/2023
Last Amended: 4/26/2023
Status: 5/19/2023-Failed Deadline pursuant to Rule 61(a)(5). (Last location was APPR. on 4/25/2023)(May be acted upon Jan 2024)

Desk	Policy	2 year	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
Current law authorizes certain local agencies to form a community revitalization authority within a community revitalization and investment area, as defined, and authorizes an authority to, among other things, provide for low- and moderate-income housing and issue bonds, as provided. Current

law authorizes a community revitalization and investment plan to provide for the division of taxes within the plan area. This bill would authorize the legislative bodies of 2 or more cities or counties to jointly form a Reinvestment in Infrastructure for a Sustainable and Equitable California district (RISE district) in accordance with specified procedures. The bill would authorize a special district to join a RISE district, by resolution, as specified.

Position: Neutral
Subject: Special District Principle Acts
CALAFCO Comments: This bill has a similar overtone to SB 852 Dodd in 2022 regarding the formation of climate resilience districts outside of the LAFCo process.

As introduced, this bill (AB 930) is focused on the generation of funding and the governance of the expenditure of those funds. However, it should be carefully tracked in case that mission is expanded.

Failed to meet deadlines and now a 2 year bill that cannot be acted upon until January, 2024.

AB 1379 (Papan D) Open meetings: local agencies: teleconferences.
Current Text: Amended: 3/23/2023 html pdf
Introduced: 2/17/2023
Last Amended: 3/23/2023
Status: 4/28/2023-Failed Deadline pursuant to Rule 61(a)(2). (Last location was L. GOV. on 3/23/2023)(May be acted upon Jan 2024)

Desk	2 year	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
The Ralph M. Brown Act, requires, with specified exceptions, that all meetings of a legislative body be open and public, and that all persons be permitted to attend unless a closed session is authorized. The act generally requires for teleconferencing that the legislative body of a local agency that elects to use teleconferencing post agendas at all teleconference locations, identify each teleconference location in the notice and agenda of the meeting or proceeding, and have each teleconference location be accessible to the public. Current law also requires that, during the teleconference, at least a quorum of the members of the legislative body participate from locations within the boundaries of the territory over which the local agency exercises jurisdiction. This bill, with respect to those general provisions on teleconferencing, would require a legislative body electing to use teleconferencing to instead post agendas at a singular designated physical meeting location, as defined, rather than at all teleconference locations. The bill would remove the requirements for the legislative body of the local agency to identify each teleconference location in the notice and agenda, that each teleconference location be accessible to the public, and that at least a quorum of the members participate from locations within the boundaries of the territory over which the local agency exercises jurisdiction.

Position: Watch
Subject: Brown Act
CALAFCO Comments: Originally introduced as a spotholder to address "Local agencies: financial affairs", this bill was gutted and amended on March 23, 2023, and now seeks amendment of the Brown Act's teleconferencing provisions. If successful, GC Section 54953 (b)(3) would be amended to remove the requirement to post agendas for teleconferenced meetings at all locations, and would instead limit the posting to a newly defined "singular designated physical meeting location", which is required to have either two-way audiovisual capabilities, or two-way telephone service for the public to remotely hear and address the body. Additionally, the body would have to hold at least two meetings in person each year.

Failed to meet deadlines and now a 2 year bill that cannot be acted upon until January, 2024.

AB 1460 (Bennett D) Local government.
Current Text: Introduced: 2/17/2023 html pdf
Introduced: 2/17/2023
Status: 5/5/2023-Failed Deadline pursuant to Rule 61(a)(3). (Last location was PRINT on 2/17/2023)(May be acted upon Jan 2024)

2 year	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
Existing law, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, provides the exclusive authority and procedure for the initiation, conduct, and completion of changes of organization and reorganization for cities and districts, except as specified. This bill would make a nonsubstantive change to the provision naming the act.

Position: Neutral
Subject: CKH General Procedures, Other
CALAFCO Comments: As introduced, this bill makes only a minor nonsubstantive change to CKH in that it would merely add commas to Section 56000 so that it would read: "This division shall be known, and may be cited, as the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000."
3/24/2023: No change since introduction.
Failed to meet deadlines and now a 2 year bill that cannot be acted upon until January, 2024.

AB 1637 (Irwin D) Local government: internet websites and email addresses.
Current Text: Chaptered: 10/9/2023 html pdf
Introduced: 2/17/2023
Last Amended: 6/29/2023
Status: 10/8/2023-Approved by the Governor. Chaptered by Secretary of State - Chapter 586, Statutes of 2023.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	**Chaptered**
1st House				2nd House							

Summary:
Would, no later than January 1, 2029, require a local agency, as defined, that maintains an internet website for use by the public to ensure that the internet website utilizes a ".gov" top-level domain or a ".ca.gov" second-level domain and would require a local agency that maintains an internet website that is noncompliant with that requirement to redirect that internet website to a domain name that does utilize a ".gov" or ".ca.gov" domain. This bill, no later than January 1, 2029, would also require a local agency that maintains public email addresses to ensure that each email address provided to its employees utilizes a ".gov" domain name or a ".ca.gov" domain name. By adding to the duties of local officials, the bill would impose a state-mandated local program.

Position: Watch
Subject: LAFCo Administration
CALAFCO Comments: As introduced, this bill would have required LAFCos who do not already have website domains ending with the ".gov" extension to transition to it no later than January 1, 2027. This bill was not considered as having a broad impact on LAFCos given that 12 of them already use the .gov extension.
5/18/2023: The bill was amended and is not longer applicable to LAFCos as its definition of a local agency has been narrowly defined to only cities and counties. However, we are continue our Watch position to monitor for potential changes.

AB 1753 (Committee on Local Government) Local government: reorganization.
Current Text: Chaptered: 6/29/2023 html pdf
Introduced: 3/2/2023
Status: 6/29/2023-Approved by the Governor. Chaptered by Secretary of State - Chapter 25, Statutes of 2023.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	**Chaptered**
1st House				2nd House							

Summary:
The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 provides the sole and exclusive authority and procedure for the initiation, conduct, and completion of changes of organization and reorganization for cities and districts. The act requires a petitioner or legislative body desiring to initiate proceedings for a change of organization or reorganization to submit an application to the executive officer of the principal county. The act specifies when an application is complete and acceptable for filing, and requires the executive officer to immediately issue a certificate of filing when an application is accepted for filing, as specified. Upon the filing of an application or a resolution pursuant to the act, but prior to the issuance of a certificate of filing, current law requires the executive officer to give notice of the filing to the assessor and auditor of

each county within which the territory subject to the jurisdiction change is located, as specified. Current law prohibits the executive officer from issuing a certificate pursuant to the provisions described above until resolutions are adopted by specified counties and cities in which they agree to accept the exchange of property tax revenues. Current law authorizes a county and any local agency within the county to develop and adopt a master property tax transfer agreement, as specified. This bill would, if applicable, prohibit the executive officer from accepting for filing an application for change or organization or reorganization and issuing a certificate of filing pursuant to the provisions described above, and would provide that an application is not deemed accepted for filing pursuant to the provisions described above, if an agreement for the exchange of property tax revenues has not been adopted pursuant to the provisions described above.
Attachments:
AB 1753 CALAFCO Letter of Support, 03-28-23

Position: Support
Subject: CKH General Procedures
CALAFCO Comments: This is CALAFCO's Omnibus bill. It seeks to add two new provisions to CKH. The first, would add section (d)(1) to Government Code Section 56658 and would note that R&T Section 99(d)(b)(6) requires an property tax agreement for an application to be considered complete. The second adds language to GC Sec. 56882 allowing transmission of commission determination by email, providing that the executive officer confirms receipt through an electronic read receipt of other means.

CALAFCO's letter of support can be found in the attachments.

SB 360 **(Blakespear D) California Coastal Commission: member voting.**
Current Text: Chaptered: 7/21/2023 html pdf
Introduced: 2/8/2023
Last Amended: 6/14/2023
Status: 7/21/2023-Approved by the Governor. Chaptered by Secretary of State. Chapter 108, Statutes of 2023.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	**Chaptered**
1st House				2nd House							

Summary:
The California Coastal Act of 1976 establishes the California Coastal Commission and prescribes the membership and duties of the commission. The act provides that its provisions do not preclude or prevent any member or employee of the commission who is also an employee of another public agency, a county supervisor or city councilperson, or a member of specified associations or organizations, and who has in that designated capacity voted or acted upon a particular matter, from voting or otherwise acting upon that matter as a member or employee of the commission. This bill would apply the latter provision to a member of a joint powers authority and a member of a local agency formation commission.
Attachments:
SB 360 Fact Sheet
SB 360 CALAFCO Letter of Support

Position: Support
Subject: Other
CALAFCO Comments: PRC 30318 currently holds a provision that allows members or employees of certain entities to sit on the California Coastal Commission. This bill would add members or employees of JPAs and LAFCos into that list.
3/24/2023: No change since introduction.
3/31/2023: Position changed to support. The Fact Sheet and a copy of CALAFCO's Support letter can be found in the attachments.
After two minor amendments, the bill was passed on 7/6/2023, Enrolled and presented to the Governor for signature at 11 a.m. on 07/11/2023.

SB 411 **(Portantino D) Open meetings: teleconferences: neighborhood councils.**
Current Text: Chaptered: 10/9/2023 html pdf
Introduced: 2/9/2023
Last Amended: 8/14/2023
Status: 10/8/2023-Approved by the Governor. Chaptered by Secretary of State. Chapter 605, Statutes of 2023.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	**Chaptered**
1st House				2nd House							

Summary:
Would, until January 1, 2026, authorize an eligible legislative body to use alternate teleconferencing provisions related to notice, agenda, and public participation, as prescribed, if the city council has adopted an authorizing resolution and 2/3 of an eligible legislative body votes to use the alternate teleconferencing provisions. The bill would define "eligible legislative body" for this purpose to mean a neighborhood council that is an advisory body with the purpose to promote more citizen participation in government and make government more responsive to local needs that is established pursuant to the charter of a city with a population of more than 3,000,000 people that is subject to the act. The bill would require an eligible legislative body authorized under the bill to provide publicly accessible physical locations for public participation, as prescribed. The bill would also require that at least a quorum of the members of the neighborhood council participate from locations within the boundaries of the city in which the neighborhood council is established. The bill would require that, at least once per year, at least a quorum of the members of the eligible legislative body participate in person from a singular physical location that is open to the public and within the boundaries of the eligible legislative body.

Position: Watch
Subject: Brown Act
CALAFCO Comments: This bill would permanently add back provisions to Section 54953.4 of the Brown Act that had been temporarily enacted during the COVID-19 pandemic. The amendment would allow a legislative body to use teleconferencing provisions, and would define the proper procedure for conducting such a meeting, would require the legislative body to take no further action in the event of a broadcasting disruption within the local agency's control until the broadcast can be resumed, would require time public comment periods to remain open until the public comment time has elapsed, and would not only prevent requiring comments in advance but would also require that the public be afforded the chance to comment in real time.

4/24/2023: The bill was amended to make it specific to neighborhood councils and is no longer a concern for CALAFCO. However, we continue to monitor in case of changes.

8/14/2023: Amended to require that a quorum of the members of the eligible legislative body must meet in person at a location open to the public at least once per year.

SB 537 **(Becker D) Open meetings: multijurisdictional, cross-county agencies: teleconferences.**
Current Text: Amended: 9/5/2023 html pdf
Introduced: 2/14/2023
Last Amended: 9/5/2023
Status: 9/14/2023-Ordered to inactive file on request of Assembly Member Bryan.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	**Floor**	**Conf. Conc.**	**Enrolled**	**Vetoed**	**Chaptered**
1st House				2nd House							

Summary:
Current law, until January 1, 2024, authorizes the legislative body of a local agency to use alternate teleconferencing provisions during a proclaimed state of emergency or in other situations related to public health that exempt a legislative body from the general requirements (emergency provisions) and impose different requirements for notice, agenda, and public participation, as prescribed. The emergency provisions specify that they do not require a legislative body to provide a physical location from which the public may attend or comment. Current law, until January 1, 2026, authorizes the legislative body of a local agency to use alternative teleconferencing in certain circumstances related to the particular member if at least a quorum of its members participate from a singular physical location that is open to the public and situated within the agency's jurisdiction and other requirements are met, including restrictions on remote participation by a member of the legislative body. These circumstances include if a member shows "just cause," including for a childcare or caregiving need of a relative that requires the member to participate remotely. This bill would expand the circumstances of "just cause" to apply to the situation in which an immunocompromised child, parent, grandparent, or other specified relative requires the member to participate remotely. The bill would authorize the legislative body of a multijurisdictional, cross-county agency, as specified, to use alternate teleconferencing provisions if the eligible legislative body has adopted an authorizing resolution, as specified. The bill would also require the legislative body to provide a record of attendance of the members of the legislative

body, the number of community members in attendance in the teleconference meeting, and the number of public comments on its internet website within 10 days after a teleconference meeting, as specified. The bill would require at least a quorum of members of the legislative body to participate from one or more physical locations that are open to the public and within the boundaries of the territory over which the local agency exercises jurisdiction.

Position: Watch
Subject: Brown Act
CALAFCO Comments: This is a spotholder bill that states an intent to expand local government's access to hold public meetings through teleconferencing and remote access.

3/22/2023: was amended and fleshed out to add teleconferencing provisions to allow legislative bodies of multijurisdictional agencies to meet remotely. Multijurisdictional agencies are defined as boards, commissions, or advisory bodies of a multijurisdictional, cross county agency, which is composed of appointed representatives from more than one county, city, city and county, special district, or a joint powers entity.

The bill is sponsored bu Peninsula Clean Energy, a community choice aggregator with a board comprised of local elected officials from the County of San Mateo and its 20 cities, as well as the City of Los Banos.

4/24/2023: The bill was amended to further clarify definitions and the requirements needed for members of an eligible legislative body to meet remotely.

The bill passed Senate Judiciary on 5/2/23, and had its third reading in the Senate on 5/30/2023. 7/12/23: The bill passed the Assembly Local Government Committee.

Amended on August 14, 2023, to require eligible legislative bodies that receive compensation to participate from a physical location that is open to the public.

9/14/2023, the bill was moved into the inactive file.

SB 768 (Caballero D) California Environmental Quality Act: vehicle miles traveled: statement of overriding consideration.

Current Text: Amended: 3/22/2023 html pdf
Introduced: 2/17/2023
Last Amended: 3/22/2023
Status: 4/28/2023-Failed Deadline pursuant to Rule 61(a)(2). (Last location was E.Q. on 3/29/2023)(May be acted upon Jan 2024)

Desk	2 year	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
The California Environmental Quality Act (CEQA) requires a lead agency to prepare a mitigated negative declaration for a project that may have a significant effect on the environment if revisions in the project would avoid or mitigate that effect and there is no substantial evidence that the project, as revised, would have a significant effect on the environment. CEQA prohibits a public agency from approving or carrying out a project for which a certified EIR has identified one or more significant effects on the environment that would occur if the project is approved or carried out unless the public agency finds either (1) changes or alterations have been required in, or incorporated into, the project that mitigate or avoid the significant effects on the environment, (2) those changes or alterations are within the jurisdiction of another public agency and have been, or can and should be, adopted by the other agency, or (3) specific economic, legal, social, technological, or other considerations make infeasible the mitigation measures or alternatives identified in the EIR and the public agency finds that those specific considerations outweigh the significant effects on the environment, commonly known as a statement of overriding consideration. This bill would provide that a public agency, in approving or carrying out a housing development project, as defined, a commercial project, or an industrial project, is not required to issue a statement of overriding consideration for significant effects on the environment identified by a project's vehicle miles traveled or similar metrics if the lead agency has imposed all feasible mitigation measures on the project and it finds no feasible alternatives to the project..

Position: Neutral

Subject: CEQA
CALAFCO Comments: Introduced as a spotholder bill that noted an intent to enact subsequent legislation that would create a new transportation impact analysis for rural areas for purposes of the California Environmental Quality Act.
3/22/2023: The bill was amended and would add language into the Public Resource Code to provide that a public agency, in approving or carrying out certain types of projects, is not required to issue a statement of overriding consideration for significant effects on the environment identified by a project's vehicle miles traveled if the lead agency has imposed all feasible mitigation measures on the project and it finds no feasible alternatives to the project.

Failed to meet deadlines and now a 2 year bill that cannot be acted upon until January, 2024.

SB 865 **(Laird D) Municipal water districts: automatic exclusion of cities.**
Current Text: Introduced: 2/17/2023 html pdf
Introduced: 2/17/2023
Status: 4/28/2023-Failed Deadline pursuant to Rule 61(a)(2). (Last location was GOV. & F. on 3/1/2023)(May be acted upon Jan 2024)

Desk	2 year	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
Current law authorizes a governing body of a municipal water district to adopt an ordinance excluding any territory annexed to a metropolitan water district organized under the Metropolitan Water District Act, if the territory is annexed prior to the effective date of the formation of the municipal water district. Current law requires the Secretary of State to issue a certificate reciting the passage of the ordinance and the exclusion of the area from the municipal water district within 10 days of receiving a certified copy of the ordinance. This bill would extend the number of days the Secretary of State has to issue a certificate to 14 days.

Position: Neutral
Subject: Annexation Proceedings
CALAFCO Comments: Existing law authorizes a governing body of a municipal water district may adopt an ordinance excluding any territory annexed to a metropolitan water district organized under the Metropolitan Water District Act, providing that the territory is annexed prior to the effective date of the formation of the municipal water district. If that happens, the Secretary of State must, within 10 days of receiving a certified copy, issue a certificate reciting the passage of the ordinance that excludes the area from the municipal water district. This bill would extend the Secretary of State's window to issue that certificate from 10 to 14 days.

Failed to meet deadlines and now a 2 year bill that cannot be acted upon until January, 2024.

SB 878 **(Committee on Governance and Finance) Validations.**
Current Text: Chaptered: 6/29/2023 html pdf
Introduced: 2/17/2023
Status: 6/29/2023-Approved by the Governor. Chaptered by Secretary of State. Chapter 30, Statutes of 2023.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
Would enact the First Validating Act of 2023, which would validate the organization, boundaries, acts, proceedings, and bonds of the state and counties, cities, and specified districts, agencies, and entities. This bill contains other related provisions.
Attachments:
Annual Validations Joint Letter of Support

Position: Support
Subject: LAFCo Administration
CALAFCO Comments: This is the first of three annual validating acts. The joint letter of support is in the attachments section.
Passed and approved by the Governor on 6/29/2023.

SB 879 **(Committee on Governance and Finance) Validations.**

Current Text: Chaptered: 6/29/2023 html pdf
Introduced: 2/17/2023
Status: 6/29/2023-Approved by the Governor. Chaptered by Secretary of State. Chapter 31, Statutes of 2023.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	**Chaptered**
1st House				2nd House							

Summary:
Would enact the Second Validating Act of 2023, which would validate the organization, boundaries, acts, proceedings, and bonds of the state and counties, cities, and specified districts, agencies, and entities. This bill contains other related provisions.
Attachments:
Annual Validations Joint Letter of Support

Position: Support
Subject: LAFCo Administration
CALAFCO Comments: This is one of three annual validating acts. The joint letter of support is in the attachments section.
Passed and approved by the Governor on 6/29/2023.

SB 880 **(Committee on Governance and Finance) Validations.**
Current Text: Chaptered: 6/29/2023 html pdf
Introduced: 2/17/2023
Status: 6/29/2023-Approved by the Governor. Chaptered by Secretary of State. Chapter 32, Statutes of 2023.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	**Chaptered**
1st House				2nd House							

Summary:
Would enact the Third Validating Act of 2023, which would validate the organization, boundaries, acts, proceedings, and bonds of the state and counties, cities, and specified districts, agencies, and entities.
Attachments:
Annual Validations Joint Letter of Support

Position: Support
Subject: LAFCo Administration
CALAFCO Comments: This is one of three annual validating acts. The joint letter of support is in the attachments section.
Passed and approved by the Governor on 6/29/2023.

Total Measures: 21
Total Tracking Forms: 21

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