

## 2.14 Public Services and Recreation

This chapter evaluates the potential impacts on schools, emergency services (including disaster response, fire protection, and police protection), and recreation facilities that could result from the implementation of the proposed Plan.

### Environmental Setting

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#### PHYSICAL SETTING

##### Schools

Although the California public school system is under the policy direction of the Legislature, the California Department of Education relies on local control for the management of school districts. School district governing boards and district administrators allocate resources among the schools of the district and set educational priorities for their schools. Each jurisdiction in the nine-county region of the Bay Area provides residents with local public education facilities and services, including elementary, middle, secondary, and post-secondary schools, as well as special and adult education.

As of the 2010-2011 school year, there were 1,730 public schools in the Bay Area, with 986,050 enrolled students, and 43,312 teachers. **Table 2.14-1** lists the number of K-12 public schools within each county.

**TABLE 2.14-1: BAY AREA PUBLIC SCHOOLS AND ENROLLMENT BY COUNTY, 2010-2011**

<i>County</i>	<i>K-12 Schools</i>	<i>K-12 Enrollment</i>	<i>K-12 Teachers<sup>1</sup></i>
Alameda	384	216,194	9,576
Contra Costa	261	168,228	7,129
Marin	75	30,574	1,563
Napa	43	20,582	914
San Francisco	121	56,758	2,674
San Mateo	175	92,097	4,133
Santa Clara	391	266,256	11,541
Solano	102	64,494	2,655
Sonoma	178	70,867	3,127
<b>Total:</b>	<b>1,730</b>	<b>986,050</b>	<b>43,312</b>

1. Full-Time Equivalent Teachers, which include those assigned to a particular type of school; district and county office of education teachers not associated with a school are excluded.

\* Table includes charter schools.

Source: Ed-Data County Reports, [www.ed-data.k12.ca.us](http://www.ed-data.k12.ca.us), accessed January 2013.

## **Emergency Services**

This section provides information on emergency services in the Bay Area, including existing disaster response, fire protection, and police protection.

### ***Disaster Response***

Each county in California has its own Office of Emergency Services (OES), which is part of the overall emergency response hierarchy in the State. This hierarchy is in place to assist the organization and movement of resources to areas of need. When a city or special district cannot effectively handle a crisis with its own available resources and organization, it requests OES assistance. The OES provides whatever available resources and assistance that can be mobilized locally from county assets and from other cities and special districts within the county. Should additional resources and assistance be needed, the OES requests help from the California Emergency Management Agency (Cal EMA). Cal EMA is divided into three response support regions. The Coastal Region is comprised of the sixteen coastal counties from Del Norte to Monterey, including all Bay Area counties. Any assistance requests from the Bay Area go directly to the Coastal Region which immediately canvasses the 16 coastal counties for needed resources and assistance. Should more assistance be needed, the Coastal Region contacts the Cal EMA in Sacramento which, in turn, canvasses the other regions in the state. The Federal Emergency Management Agency (FEMA) provides an additional layer of emergency resources should they be needed.<sup>1</sup>

<sup>1</sup> Humboldt County Sheriff's Office website, <http://co.humboldt.ca.us/sheriff/oes/>, accessed August 2012

In coordination with the local OES, each county has an Emergency Operations Center (EOC), where emergency service providers coordinate response, recovery, and resources during disasters. Specific functions can include:<sup>2</sup>

- Developing emergency response and recovery policies;
- Assisting in coordination and communication between Mutual Aid Coordinators and the Cal EMA during county-wide and state-wide emergency response and recovery operations;
- Gathering and processing information to and from counties, cities, schools, special districts, businesses, volunteer organizations, individuals, and state and federal government agencies; and
- Managing the tactical operations of regional resources.

### **Fire Protection**

The Bay Area faces a number of fire threats, including urban, wildland-urban interface, and wildland fires. According to the California Department of Forestry and Fire Protection (CALFIRE), fire threat in the region ranges from low to extreme depending on factors such as fuel rank, topography, presence of urban development, and expected fire frequency.<sup>3</sup> For a detailed discussion of fire hazard risk in the Bay Area, see *Chapter 2.13: Hazards*.

Fire protection services are managed at the local level, typically by municipalities, counties, fire protection districts, or volunteer fire companies. California Government Code Section 38611 states that any city organized under general law (i.e. has not adopted a city charter) must establish a fire department unless it is included within the boundaries of an established fire protection district. State and federal lands are generally served by State and federal fire agencies (e.g., CALFIRE, National Park Service), and in some cases, businesses and native tribes manage their own fire departments. Each fire protection agency is responsible for serving its own prescribed area, but mutual aid agreements are in wide use across the region such that agencies can rely on assistance from neighboring agencies in the case of overwhelming demand. In an effort to prevent fire-related emergencies altogether, most fire departments and agencies sponsor prevention programs (e.g., public education, vegetation clearance, etc.) and enforce fire code regulations in built structures.

Fire protection service performance is typically measured by emergency response times or the ratio of service personnel to service area population. Due to the varying needs and challenges of each jurisdiction, however, performance measures differ among agencies, particularly when comparing urban and rural agencies. Fire departments are assigned a Public Protection Classification (PPC™) from ISO, a private company that provides information about insurance risk. In order to assess fire protection agencies, ISO uses information about emergency dispatch, the number and location of engine companies, the amount of water needed to fight a fire, as well as local water supply, pressure, and flow. Local fire departments receive a classification from one to ten; a classification of one being the highest, and a classification of ten indicating that fire suppression capabilities do not meet ISO's minimum standard.

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<sup>2</sup> Orange County Emergency Management Bureau website, <http://egov.ocgov.com/ocgov/Info%20OC/Departments%20&%20Agencies/Emergency%20Operations%20Center%20-%20Orange%20County%20Disaster%20Preparedness>, accessed August 2012

<sup>3</sup> California Department of Forestry and Fire Protection, Fire and Resource Assessment Program, Statewide Fire Threat Map, 2007

### **Police Protection**

Police services are provided on the State, county, and local levels. Police services provide law enforcement in areas such as crime prevention, traffic and congestion control, safety management, emergency response, and homeland security.

The California Highway Patrol (CHP) is responsible for police protection along the sections of the interstate highway system that traverse the Bay Area. It provides services for the management of traffic, emergency accident response, and protection of the highway system through safety enforcement on interstate roads. CHP services also include various programs and initiatives aimed at improving road safety and awareness for many categories of drivers. Through collaboration with local, State, and federal public safety agencies, its purpose is to minimize exposure of the public to unsafe conditions resulting from emergency accidents and highway impediments.<sup>4</sup>

Each of the nine counties in the Bay Area has its own sheriff's department responsible for police protection in unincorporated areas of each county. Additionally, each incorporated city and town has a police department responsible for police protection within its own jurisdiction. Unincorporated areas or areas such as transit districts may also contract with county sheriff departments for police services instead of providing their own. Cities and towns may also contract with the county sheriff department to provide law enforcement services.

Police service performances vary by jurisdiction, but are typically measured in terms of response times, calculated in minutes it takes a police officer to respond to an incident.

### **Recreation**

The Bay Area contains over one million acres of parks and open space across its nine counties (see **Table 2.14-2** and **Figure 2.3-4** in *Chapter 2.3: Land Use*). According to the Bay Area Protected Areas Database compiled by the Bay Area Open Space Council and GreenInfo Network, 147,000 acres of new parkland were added to the region's open space inventory between 2002 and 2011, representing a 26-percent increase.<sup>5</sup> Additionally, approximately 200,000 acres of privately owned land are held in permanent reserve as of 2011. While access by the general public to these reserve areas is restricted, they are important for the preservation of wildlife habitats and the protection of the environmental and rural characteristics of various parts of the region.

Parks and open space are generally categorized according to their size and amenities. Smaller parks such as pocket parks, neighborhood parks, community parks, urban forests, and community gardens serve local communities, typically are located in urbanized areas, and often include a wide range of improvements from playing fields and picnic areas to playgrounds and fitness trails. These parks are most often managed by local park districts or municipalities, which typically set minimum standards for park acreage based on their population. Larger open space areas such as regional parks, greenbelts, trails and pathways, natural and wildlife preserves, some private farmlands, some public rangelands, State parks, and federal parks serve a broader geographic range, typically are located outside of major urbanized areas,

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<sup>4</sup> California Highway Patrol, "Mission Statement and Organizational Goals," accessed August 14, 2012, <http://www.chp.ca.gov/html/mission.html>

<sup>5</sup> Bay Area Open Space Council and GreenInfo Network, Bay Area Protected Areas Database, 2011.

and generally include fewer improvements. Management of these parks is divided among a range of organizations and agencies including regional park districts, State and federal government, private individuals, and non-profit land trusts.

**TABLE 2.14-2: BAY AREA PARKS AND OPEN SPACE**

<i>County</i>	<i>Parks and Open Space (acres)*</i>
Alameda	116,000
Contra Costa	130,000
Marin	162,000
Napa	129,000
San Francisco	6,000
San Mateo	108,000
Santa Clara	201,000
Solano	53,000
Sonoma	110,000
<b>TOTAL</b>	<b>1,015,000</b>

\* Includes publicly owned lands and privately owned lands that are accessible to the public.

**Note:** Figures may not sum due to independent rounding.

Source: Bay Area Open Space Council and GreenInfo Network, Bay Area Protected Areas Database, 2011

## **REGULATORY SETTING**

### **Federal Regulations and Agencies**

#### ***Federal Emergency Management Agency (FEMA)***

In March 2003, the Federal Emergency Management Agency (FEMA) became part of the U.S. Department of Homeland Security. FEMA's continuing mission within the new department is to lead the effort to prepare the nation for all hazards and effectively manage federal response and recovery efforts following any national incident. FEMA also initiates proactive mitigation activities, trains first responders, and manages the National Flood Insurance Program and the U.S. Fire Administration.

#### ***Disaster Mitigation Act of 2000***

The Disaster Mitigation Act of 2000 (Public Law 106-390) provides the legal basis for FEMA mitigation planning requirements for state, local and Indian Tribal governments as a condition of mitigation grant assistance. DMA 2000 amended the Robert T. Stafford Disaster Relief and Emergency Assistance Act by repealing the previous mitigation planning provisions and replacing them with a new set of requirements that emphasize the need for state, local, and Indian Tribal entities to closely coordinate mitigation planning and implementation efforts. The requirement for a state mitigation plan is continued as a condition of disaster assistance, adding incentives for increased coordination and integration of mitigation activities at the state level through the establishment of requirements for two different levels of state plans. DMA 2000 also established a new requirement for local mitigation plans and authorized up to 7 percent of Hazard Mitigation Grant Program funds available to a state for development of state, local, and Indian Tribal mitigation plans.

#### ***United States Department of Transportation Act of 1966, Section 4(f) (amended 2005)***

The Department of Transportation Act (DOT Act) of 1966 included a special provision - Section 4(f) - which stipulated that the Federal Highway Administration (FHWA) and other DOT agencies cannot approve the use of land from publicly owned parks, recreational areas, wildlife and waterfowl refuges, or public and private historical sites unless the following conditions apply:

- There is no feasible and prudent alternative to the use of land.
- The action includes all possible planning to minimize harm to the property resulting from use.

The first substantive revision to Section 4(f) since enactment of the DOT Act was made in 2005; it simplified the process and approval of projects that have only minimal impacts on lands protected by Section 4(f). Under the new provisions, once the US DOT determines that a transportation use of Section 4(f) property results in a minimal impact, analysis of avoidance alternatives are not required and the Section 4(f) evaluation process is complete.

#### ***Land and Water Conservation Fund Act, Section 6(f)(3)***

Section 6(f)(3) of the Land and Water Conservation Fund Act (LWCF Act) of 1965 (16 U.S.C. § 4601 et seq.) contains provisions to protect federal investments in park and recreation resources and the quality of those assisted resources. The law recognizes the likelihood that changes in land use or development may make park use of some areas purchased with LWCF Act funds obsolete over time, particularly in rapidly changing urban areas, and provides for conversion to other use pursuant to certain specific conditions.

Section 6(f)(3) states that no property acquired or developed with assistance under Section 6(f)(3) shall, without the approval of the Secretary, be converted to other than public outdoor recreation uses. The Secretary shall approve such conversion only if he or she finds it to be in accord with the then existing comprehensive statewide outdoor recreation plan and only upon such conditions as he or she deems necessary to assure the substitution of other recreation properties of at least equal fair market value and of reasonably equivalent usefulness and location.

This requirement applies to all parks and other sites that have been the subject of LWCF Act grants of any type, and includes acquisition of park land and development or rehabilitation of park facilities. If a transportation project would have an effect upon a park or site that has received LWCF Act funds, the requirements of Section 6(f)(3) would apply.

## **State Regulations**

### ***California Government Code Section 65995***

California Government Code Section 65995 is found in Title 7, Chapter 4.9 of the California Government Code and authorizes school districts to collect impact fees from developers of new residential and commercial/industrial building space. Senate Bill 50 (SB 50), discussed below, amended Government Code Section 65995 in 1998.

### ***Senate Bill 50 (Leroy Greene School Facilities Act of 1998)***

The Leroy Greene School Facilities Act of 1998 (Ed. Code, §§ 17070.10-17079.30) eliminated the ability of cities and counties to require full mitigation of school impacts and replaced it with the ability for school districts to assess fees directly to offset the costs associated with increasing school capacity as a result of new development. The Act states that payment of developer fees is “deemed to be complete and full mitigation” of the impacts related to planning, new development, or change in government organization relating to educational facilities.

### ***Assembly Bill 2926***

In 1986, Assembly Bill No. 2926 (Stats. 1986, ch. 887) (AB 2926) authorized the levy of statutory development fees, as well as placed a cap on the amount of fees that could be levied, on new residential and commercial/industrial development in order to pay for school facilities. Its overall purpose was to enable school districts to impose developer fees to pay for new school construction (Government Code 53080).

### ***Class Size Reduction Kindergarten-University Public Education Facilities Bond Act of 1998***

Proposition 1A, the Class Size Reduction Kindergarten-University Public Education Facilities Bond Act of 1998 (Ed. Code, §§ 100400 - 100405) is a school construction funding measure that was approved by the voters on the November 3, 1998, ballot. The Act created the School Facility Program which allowed for eligible school districts to obtain state bond funds for the construction and modernization of educational facilities and accommodate for growth and overcrowding in educational facilities.

### ***California Education Code***

School facilities and services in California are subject to the rules and regulations of the California Education Code and governance of the State Board of Education (SBE). The SBE is the eleven-member

governing and policy making body of the California Department of Education (CDE) that sets K-12 education policy relating to standards, instructional materials, assessment, and accountability. The CDE and the State Superintendent of Public Instruction are responsible for enforcing education law and regulations; and for continuing to reform and improve public elementary school, secondary school, and child care programs, as well as adult education and some preschool programs. The CDE's mission is to provide leadership, assistance, oversight, and resources so that every Californian has access to an education that meets world-class standards.<sup>6</sup> The core purpose of the CDE is to lead and support the continuous improvement of student achievement, with a specific focus on closing achievement gaps.<sup>7</sup>

### **California Emergency Management Agency**

In 2008, Governor Schwarzenegger signed AB 38, the California Emergency Services Act, which merged the duties, powers, purposes, and responsibilities of the Governor's Office of Emergency Services and the Governor's Office of Homeland Security into a new cabinet-level agency called the California Emergency Management Agency (Cal EMA). The legislation authorizes Cal EMA to prepare a Standard Emergency Management System (SEMS) program, which sets forth measures by which a jurisdiction should handle emergency disasters. Non-compliance with SEMS could result in the State withholding disaster relief from the non-complying jurisdiction in the event of an emergency disaster.

Cal EMA serves as the lead State agency for emergency management and coordinates the State response to major emergencies in support of local government. The primary responsibility for emergency management resides with local government. SEMS provides the mechanism by which local government requests assistance from Cal EMA, and as such, Cal EMA maintains oversight of the State's mutual aid system. Cal EMA may task State agencies to perform work outside their day-to-day and statutory responsibilities and serves as the lead agency for obtaining federal resources.

### **California Fire Code**

Title 24, Part 9 of the California Code of Regulations (CCR) is the California Fire Code, which sets forth regulations regarding building standards, fire protection and notification systems, fire protection devices such as fire extinguishers and smoke alarms, high-rise building standards, and fire suppression training. The Office of the State Fire Marshal, along with other State agencies, is in the process of developing and proposing Building Standards for the 2013 California Building Standards Codes. The general purpose is principally intended to update and codify a new edition of the California Building Standards Code (California Code of Regulations, Title 24) that adopts by reference more current editions of the model codes. Development under the proposed Plan Bay Area would be subject to applicable regulations of the California Fire Code.

### **Quimby Act**

The 1975 Quimby Act (California Government Code section 66477) authorized cities and counties to pass ordinances requiring that developers set aside land, donate conservation easements, or pay fees for park improvements. The Act states that the dedication requirement of parkland can be a minimum of

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<sup>6</sup> California Department of Education, "Roles and Responsibilities," accessed August 13, 2012, <http://www.cde.ca.gov/eo/mn/rr/>

<sup>7</sup> California Department of Education, "Belief and Purpose," accessed August 13, 2012, <http://www.cde.ca.gov/eo/mn/mv/>



three acres per thousand residents or more, up to five acres per thousand residents if the existing ratio is greater than the minimum standard. Revenues generated through in lieu fees collected under the Quimby Act cannot be used for the operation and maintenance of park facilities. In 1982, the Act was substantially amended. The amendments further defined acceptable uses of or restrictions on Quimby funds, provided acreage/population standards and formulas for determining the exaction, and indicated that the exactions must be closely tied (nexus) to a project's impacts as identified through studies required by the California Environmental Quality Act (CEQA).

### **State Open Space Standards**

State planning law (Government Code Section 65560) provides a structure for the preservation of open space by requiring every city and county in the State to prepare, adopt, and submit to the Secretary of the Resources Agency a "local open-space plan for the comprehensive and long-range preservation and conservation of open-space land within its jurisdiction." The following open space categories are identified for preservation:

- *Open space for public health and safety*, including, but not limited to, areas that require special management or regulation due to hazardous or special conditions.
- *Open space for the preservation of natural resources*, including, but not limited to, natural vegetation, fish and wildlife, and water resources.
- *Open space for resource management and production*, including, but not limited to, agricultural and mineral resources, forests, rangeland, and areas required for the recharge of groundwater basins.
- *Open space for outdoor recreation*, including, but not limited to, parks and recreational facilities, areas that serve as links between major recreation and open space reservations (such as trails, easements, and scenic roadways), and areas of outstanding scenic and cultural value.
- *Open space for the protection of Native American sites*, including, but not limited to, places, features, and objects of historical, cultural, or sacred significance such as Native American sanctified cemeteries, places of worship, religious or ceremonial sites, or sacred shrines located on public property (further defined in California Public Resources Code Sections 5097.9 and 5097.993).

### **State Public Park Preservation Act of 1971**

The primary instrument for protecting and preserving parkland is the State Public Park Preservation Act of 1971 (Pub. Resources Code, §§ 5400-5409). Under the Act, cities and counties may not acquire any real property that is in use as a public park for any non-park use unless compensation or land, or both, are provided to replace the parkland acquired. This ensures no net loss of parkland and facilities.

## **Local Regulations**

### **General Plans**

State law requires every city and county to adopt a general plan that expresses the community's development goals and embodies public policy relative to the distribution of future land uses, both public and private.<sup>8</sup> Included in the general plan are potential hazards, policies, and mitigation measures related

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<sup>8</sup> Office of Planning and Research Website, accessed August 15, 2012, [http://opr.ca.gov/docs/General\\_Plan\\_Guidelines\\_2003.pdf](http://opr.ca.gov/docs/General_Plan_Guidelines_2003.pdf)

to recreation as well as public services and safety. The elements contained in the general plan aim to promote the highest quality of life in a given jurisdiction.

Each general plan is required to have an open space element that guides the comprehensive and long-range preservation and conservation of “open space land.” A wide range of topics are addressed in the open-space element, including: open space for the preservation of natural resources; open space used for the managed production of resources; open space for outdoor recreation; open space for public health and safety; demands for trail-oriented recreational use; the retention of all publicly owned corridors for future use; and the feasibility of integrating city and county trail routes with appropriate segments of the California Recreational Trails System.

Each general plan is also required to have a safety element, which describes plans to promote safety within the jurisdiction as well as the services available in order to maintain safety. The purpose of the safety element is to reduce the possible risks related to death, injuries, property damage, and economic and social dislocation resulting from fires, floods, earthquakes, landslides, and other hazards. Included in the safety element is the emergency response section, which describes the service areas of emergency services, including fire, police, and ambulance, and an evaluation of the adequacy of the existing service and the demand for additional emergency services.<sup>9</sup>

In addition, CCR Section 65302 (g) states that a city may adopt a county’s safety element, “to the extent that the county’s safety element is sufficiently detailed and contains appropriate programs and policies for adoption by a city.”<sup>10</sup>

### ***Emergency Operations Plans***

Local jurisdictions maintain emergency operations plans that detail how emergency and disaster situations are to be handled within that jurisdiction. Jurisdictions may also have Multi-Hazard Emergency Plans that address various threats to the jurisdiction.

### ***Fire District Master Plans***

Many jurisdictions and fire districts in the region have adopted or are planning to adopt Fire Department (District) Master Plans. A master plan addresses staffing needs, facility needs, and service goals for the service area and serves as a guiding document for the organization and daily functions of the department.

### ***Recreation and Parks Master Plans***

These plans outline projected recreation facility needs and strategies for fulfilling those needs. The main purpose of the plans is to provide guidance for addressing preservation, use, development, and administration of recreation facilities. These policy and action documents ensure the preservation of the naturalistic environment, while providing developments to facilitate human enjoyment of the parks and recreation areas. Plans can target goals and future actions for a specific park or be generalized to a collection of parks in a larger system.

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<sup>9</sup> Ibid.

<sup>10</sup> California Government Code, Section 65032(g), accessed August 15, 2012, <http://www.leginfo.ca.gov/cgi-bin/displaycode?section=gov&group=65001-66000&file=65300-65303.4>

## Impact Analysis

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### SIGNIFICANCE CRITERIA

Implementation of the proposed Plan would have a potentially significant adverse impact if it would:

- Criterion 1:** Result in the need for new or expanded facilities, the construction of which causes significant environmental impacts, in order to maintain adequate schools, emergency services, police, fire, and park and recreation services as a result of Plan Bay Area.
- Criterion 2:** Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated.

### METHOD OF ANALYSIS

This analysis includes a qualitative assessment of impacts related to construction of new or expansion of existing facilities to maintain adequate schools, emergency services, police and fire protection, and park and recreation services as a result of implementation of the proposed Plan. The analysis assesses the amount and location of growth under the proposed Plan, as compared to existing conditions, and considers how that growth might impact the provision of services as it relates to requiring new or expanded facilities. This analysis is qualitative in nature, addressing generally the types of impacts (not site specific) that could be expected for each service. The assessment describes impacts related to implementation of the proposed Plan's land use pattern, as well as impacts from the proposed transportation projects. The analysis also considers potential impacts from increased use of parks and recreational facilities that could be caused by change in development patterns under the proposed Plan.

### SUMMARY OF IMPACTS

Implementation of the proposed Plan could result in the need for new or expanded public facilities, the construction of which could lead to associated environmental impacts, or the accelerated degradation of recreational facilities. Proposed transportation projects are not expected to increase demand on public services or recreational space. However, impacts could result from land use projects that increase housing and employment throughout the Bay Area. Because standards for both public services and for recreational facilities are determined at the local level, and because impacts to existing services and facilities would vary substantially throughout the region, it is infeasible at the regional scale to determine the exact scale and location of impacts.

### IMPACTS AND MITIGATION MEASURES

#### Impact

- 2.14-1** Implementation of the proposed Plan could result in the need for expanded facilities, the construction of which causes significant environmental impacts, in order to maintain adequate schools, emergency services, police, fire, and park and recreation services.

## ***Impacts of Land Use Projects***

### ***Regional Impacts***

By 2040, the Bay Area is expected to grow by approximately 2.1 million people, 1.1 million jobs, and about 700,000 housing units. Implementation of the proposed Plan would convert roughly 7,500 acres of undeveloped land, which represents a one percent increase in the amount of developed land over existing conditions. Comparatively, the projected housing unit growth represents a 27 percent increase over existing conditions and the projected number of jobs represents a 33 percent increase over existing conditions, indicating that implementation of the proposed Plan will result in more compact development than existing conditions, largely in Priority Development Areas (PDAs) and as infill development. This type of growth pattern should allow jurisdictions to leverage existing facilities and absorb some of the increased demand with facilities that are currently underutilized. Overall, the higher density of new growth in the region should limit the number of new facilities needed to maintain adequate levels of service, since more residents will have access to these services within the same service area. While overall service levels may need to grow, in many cases this could be accomplished utilizing existing facilities and infrastructure. At the same time, the higher density of new growth will reduce per capita costs to construct and maintain any new facilities that are built. However, depending on the growth and housing patterns, some school, library, and recreation facilities may become overused. In these cases, implementation of the proposed Plan would require additional facilities to ensure acceptable levels of service.

The impact of the proposed Plan was evaluated individually for each public service addressed: schools, emergency, police, fire, and park and recreation. However, at the regional scale it is impossible to make clear distinctions related to this impact due to the large number of jurisdictions in the Bay Area and the differing service standards for each service across jurisdictions. Public service standards, performance measures, and policies related to police and fire are typically set by local jurisdictions and agencies; library and recreation facilities are typically set in city and county general plans. For schools, standards relating to class size are primarily determined at the state level, although local school districts are responsible for the planning and construction of school facilities. To meet increased demand for these facilities, existing facilities would likely need additional personnel and equipment to maintain adequate service levels as the number of residents and jobs increases. In some cases, depending on the pattern of development, it will be necessary to construct new facilities to maintain adequate capital capacity, equipment, and personnel.

The land use strategy outlined in the proposed Plan includes new development needed to accommodate necessary increases in public service facilities. In particular, modeling for the region identifies 439,000 new Health, Educational, and Recreational Services jobs for the region and accounts for the new facilities needed to accommodate them. Increases in these sectors occur in every county, with San Francisco, Santa Clara, and Alameda counties forecast to continue to have the greatest share of these types of jobs and will see the largest increase in total numbers, consistent with the largest increases in total population. The largest percent increase in Health, Educational, and Recreational Services jobs will occur in San Mateo, Contra Costa, and Napa counties. Additionally, the proposed Plan accommodates nearly 950,000 jobs classified in ABAG's "Other" category, which includes jobs in the construction, information, and public administration sectors. Police and fire service jobs are classified along with other government-related employment under public administration, but a detailed breakdown of this sector by sub-sector is not available. At the regional scale, the impacts related to the additional jobs required to maintain service levels at public service facilities and any associated construction of new facilities is assumed in the analysis conducted throughout this EIR, thereby addressing the potential construction related impacts of new

public service facilities. Such construction could have impacts on aesthetics, air quality, cultural resources, geology, land use, noise, transportation, utilities, and other related impacts. Therefore, impacts related to schools, emergency, police, fire, and park and recreation are considered potentially significant (PS). Mitigation measure 2.14(a) is described below.

### ***Localized Impacts***

Priority Development Areas are nominated by local jurisdictions as appropriate places to concentrate future growth. PDAs are existing neighborhoods served by transit and supported by local plans to provide a wider range of housing options along with amenities and services to meet the day-to-day needs of residents in a pedestrian-friendly environment. In order to support new development, improved (or new) infrastructure and services must be funded and maintained. For instance, additional fire service capacity may be needed to serve high rise development as compared to existing low and mid-rise development.

The proposed Plan assumes an increase in public service facilities and infrastructure as the population increases. However, public services are regulated by local jurisdictions, which often have differing goals, standards, and policies related to the provision of public services. Police, fire, school, and fire service effects may also vary in different locations, with locations experiencing more growth likely requiring additional services. A detailed assessment of local needs is infeasible at the regional scale. Impacts at the regional and local levels are potentially significant (PS). Mitigation measure 2.14(a) is discussed below.

### ***Impacts of Transportation Projects***

Under the proposed Plan, the region will see 687 lane miles of additional capacity over existing conditions, including freeway, Express Lanes, arterial, and collector street lane miles. Projects that increase capacity, such as road widenings, newly constructed roads and bike lanes, and Express Lanes, have the potential to improve access for school, library, and parks and recreation facilities. For example, Safe Routes to School projects will improve pedestrian and bicycle facilities surrounding schools, thereby providing non-motorized access for schoolchildren. Similarly, implementation of the region's transit projects will increase access to public services by increasing the frequency of transit service and expanding the service area to include new public service facilities. Local service providers should coordinate with agencies implementing transportation infrastructure improvements to ensure that the siting of future public service facilities takes into account access issues, including access by persons dependent on public transportation.

An increase in roadway capacity may heighten the demand for police, fire, and emergency services, but most of this increase will occur in areas that are already covered by existing services. Since roadway lane capacity will increase only three percent, the increase in demand is expected to be small when compared to baseline conditions and may not require additional services beyond what is currently provided. However, as discussed above in the land use analysis, the land use growth footprint of the proposed Plan includes the land supply needed to accommodate necessary increases in public services facilities, including police, fire, and emergency services. Schools, libraries, parks, and social services would not be needed to support the transportation facilities themselves, only the increase in population, as described in the land use analysis above.

Conversely, the increases in total regional travel activity are expected to result in an increase in vehicle hours of delay (VHD) and increase in LOS F (see *Chapter 2.1: Transportation*). These delays are largely due

to projected regional growth in population, jobs, and workers, rather than the proposed Plan's land use and transportation infrastructure. Nonetheless, increases in congestion could impact service levels for fire and police services, thereby requiring additional facilities or staffing in order to meet service standards on congested roadways.

Because congestion is not a result of the transportation improvement investment strategy, but rather of regional growth, and the proposed Plan otherwise improves access to services, the impacts on public services as a result of transportation improvements in the proposed Plan are considered less than significant (LS). No mitigation measures are required.

### ***Combined Effects***

While impacts from transportation projects are expected to be less than significant, development projects have the potential to produce significant impacts. However, even where they are not significant, impacts could aggregate to produce potentially significant (PS) impacts related to public service provision. Mitigation measure 2.14(a) is discussed below.

### ***Mitigation Measure***

Implementing agencies and/or project sponsors shall consider implementation of mitigations measures including but not limited to those identified below.

**2.14(a)** Mitigation measures that shall be considered by implementing agencies and/or project sponsors where feasible based on project-and site-specific considerations include, but are not limited to:

- Ensuring that adequate public services, and related infrastructure and utilities, will be available to meet or satisfy levels identified in the applicable local general plan or service master plan prior to approval of new development projects.
- Complying with existing local regulations and policies that exceed or reasonably replace measures that reduce public service impacts.

### ***Significance after Mitigation***

Projects taking advantage of CEQA Streamlining provisions of SB 375 (Public Resources sections 21155.1, 21155.2, and 21159.28) must apply the mitigation measures described above, as feasible, to address site-specific conditions. To the extent that an individual project adopts and implements all feasible mitigation measures described above, the impact would be less than significant with mitigation (LS-M).

MTC/ABAG cannot require local implementing agencies to adopt the above mitigation measures, and it is ultimately the responsibility of a lead agency to determine and adopt mitigation. Therefore it cannot be ensured that these mitigation measures would be implemented in all cases, and this impact remains significant and unavoidable (SU).

### **Impact**

**2.14-2 Implementation of the proposed Plan could result in increased use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated.**

**Impacts of Land Use Projects**

Currently, the nine-county Bay Area contains approximately 1,015,000 acres of open space and parkland and 7,091,000 people, resulting in about 143 acres per thousand residents, with acreage per resident varying substantially by county, as shown in **Table 2.14-3**. Open space resources, however, serve residents from throughout the region, so park acreage in Marin or Napa, for instance, is actually serving residents throughout the region. Implementation of the proposed Plan would increase the number of residents making use of existing parkland and could cause accelerated physical deterioration of parks and recreational facilities as a result. Most local jurisdictions have their own goals and standards for acceptable amounts of parkland, typically in terms of acres per 1,000 residents or per capita. Local jurisdictions strive to ensure that new developments make adequate provisions for new parkland. However, there is no similar regional goal for per capita open space and parkland acreage.

**TABLE 2.14-3: BAY AREA PARKS AND OPEN SPACE AND ACREAGE PER 1,000 RESIDENTS, BY COUNTY**

<i>County</i>	<i>Parks and Open Space (acres)*</i>	<i>2010 Population</i>	<i>2010 Acres Per 1,000 Residents</i>
Alameda	116,000	1,497,000	77
Contra Costa	130,000	1,044,000	125
Marin	162,000	246,000	659
Napa	129,000	134,000	965
San Francisco	6,000	800,000	7
San Mateo	108,000	715,000	151
Santa Clara	201,000	1,772,000	113
Solano	53,000	403,000	132
Sonoma	110,000	480,000	230
<b>TOTAL</b>	<b>1,015,000</b>	<b>7,091,000</b>	<b>143</b>

\* Includes publicly owned lands and privately owned lands that are accessible to the public.

Source: Bay Area Open Space Council and GreenInfo Network, Bay Area Protected Areas Database, 2011

Historically, local jurisdictions have accommodated increases in demand for parks and recreation facilities by constructing new facilities and leveraging existing facilities, equipment, and personnel as available. Future increases in demand would likely be handled in the same way. Funding for new parks may be generated at the local level through in lieu fees collected under the Quimby Act (described above in the Regulatory Setting). The timing, siting, and project-specific details of individual development projects will dictate the necessity of increasing recreational services in existing service areas or expanding service to new areas.

While the proposed Plan assumes an increase in parks and recreation facilities as part of complete communities in the PDAs and regional conservation strategies, land use is regulated by local jurisdictions, which often have differing goals, standards, and policies related to the provision of parks and recreation facilities. As a result, this impact is considered potentially significant (PS). Mitigation Measure 2.14(b) is discussed below.

### ***Impacts of Transportation Projects***

New and expanded capacity roadway projects, bicycle and pedestrian improvements, and increased transit service have the potential to improve access to existing neighborhood and regional parks or other recreational facilities for residents in the region. Better access could lead to increased use and, as discussed under land use impacts above, result in an accelerated rate of deterioration of these facilities. However, this increase in park use is ultimately a result of regional growth rather than the addition of improved access. Further, most local jurisdictions have their own goals and standards for acceptable amounts of parkland based on per capita standards and strive to ensure that new developments make adequate provisions for new parkland. Where local jurisdictions have park standards related to access, the standards generally seek to ensure adequate proximity or access to park and recreational facilities. In most cases, improved access to existing or proposed recreational facilities would be desirable. Therefore, the impacts on parks and recreational facilities as a result of transportation improvements in the proposed Plan are considered less than significant (LS). No mitigation measures are required.

### ***Combined Effects***

While impacts from transportation projects are expected to be less than significant, development projects have the potential to produce significant impacts. However, even where they are not significant, impacts could aggregate to produce potentially significant (PS) impacts related to the maintenance of public parks. Mitigation Measure 2.14(b) is discussed below.

### ***Mitigation Measures***

Implementing agencies and/or project sponsors shall consider implementation of mitigations measures including but not limited to those identified below.

**2.14(b)** Mitigation measures that shall be considered by implementing agencies and/or project sponsors where feasible based on project-and site-specific considerations include, but are not limited to:

- Ensuring that adequate parks and recreational facilities will be available to meet or satisfy levels identified in the applicable local general plan or service master plan prior to approval of new development.
- Complying with existing local regulations and policies that exceed or reasonably replace measures that reduce impacts on recreational facilities.

### ***Significance after Mitigation***

Projects taking advantage of CEQA Streamlining provisions of SB 375 (Public Resources sections 21155.1, 21155.2, and 21159.28) must apply the mitigation measures described above, as feasible, to address site-specific conditions. To the extent that an individual project adopts and implements all feasible mitigation measures described above, the impact would be less than significant with mitigation (LS-M).

MTC/ABAG cannot require local implementing agencies to adopt the above mitigation measures, and it is ultimately the responsibility of a lead agency to determine and adopt mitigation. Therefore it cannot be ensured that these mitigation measures would be implemented in all cases, and this impact remains significant and unavoidable (SU).