

## K. PUBLIC SERVICES AND RECREATION

This section describes public services and recreational facilities serving the areas in which the Measure DD Implementation Project components are located and evaluates the effects of the proposed components on those services. Potential impacts to public services that could result from implementation of the Measure DD components are identified, and mitigation measures are recommended, as appropriate.

### 1. Setting

This section describes current service locations, capacities, and expansion possibilities for police services, fire services, and parks that would serve the project area. Relevant regulations and service requirements are also discussed.

**a. Police Services.** Police services are provided by the Oakland Police Department (OPD). OPD staffs the Primary Public Safety Answering Point, dispatches patrol officers to both emergency and non-emergency calls for service, conducts preliminary and follow-up criminal investigations, has primary traffic enforcement jurisdiction on all public roadways within the City, except for freeways, maintains preventative patrols, and supports community policing efforts, as well as various other duties. Police headquarters are located in downtown Oakland at 455 7<sup>th</sup> Street.

The OPD has an authorized staffing level of 803 sworn positions and 357 civilian (non-sworn) employees. The OPD is currently staffed with approximately 710 officers and 320 civilian staff. The majority of staff are paid with a very limited number of volunteer staff for projects that do not require community contact or confidential activities. The City has a police to resident ratio of approximately 1.7 officers per 1,000 residents, based on the City's population of 415,492 persons, as of January 2007.<sup>1</sup>

Oakland is comprised of six police service areas that are divided into 57 police beats. The Lake Merritt and Lake Merritt Channel project group is located in Beats 1X, 3X, 4X, 14X, 15X, and 19X. Law enforcement concerns in these project areas include theft, burglary, vehicle theft, and simple assault.<sup>2</sup> The Lake Merritt Channel area also has had issues with homeless people living and vandalizing the area. The Waterfront Trail and Access project group is located in Beats 1X, 19X, 20X, 23X, and 26X. Primary law enforcement concerns in these beats include vehicle theft, theft, narcotics, and robbery.<sup>3</sup> Studio One is within Beat 12X and the East Oakland Sports Complex is within Beat 31Y. The creek restoration projects are located in beats across the City.

During most shifts, officers are continuously responding to calls and have little or no time to work pro-actively with residents and business persons within their beats. Officers conduct preventative patrols as time permits. Calls for service are defined and dispatched based on their urgency. Priority 1 calls are the most serious and are dispatched within one to two minutes after the call is received. The average response time for emergency calls for service in 2006 was 6.25 minutes. Priority 2 calls

<sup>1</sup> California Department of Finance, 2007. *E-4 Population Estimates for Cities, Counties and the State, 2001–2007, with 2000 Benchmark*. January 1.

<sup>2</sup> Oakland Police Department, 2007. Crimewatch (incident reports for the 90-day period 12/1/06 to 2/28/07 within a 500 foot radius of Lake Merritt area parks). Website: [gismaps.oaklandnet.com/crimewatch/wizard.asp](http://gismaps.oaklandnet.com/crimewatch/wizard.asp).

<sup>3</sup> Oakland Police Department, 2007. Crimewatch (incident reports for the 90-day period 12/1/06 to 2/28/07). Website: [gismaps.oaklandnet.com/crimewatch/wizard.asp](http://gismaps.oaklandnet.com/crimewatch/wizard.asp).

represent the greatest volume of calls and consist of offenses such as domestic disputes and stolen vehicles and average response time in 2006 was approximately 1 hour. Priority 3 and 4 calls are non-emergency and average response times for 2006 exceeded 2 hours.<sup>4</sup> Due to staffing constraints, some lower priority calls may be handled by non-sworn civilians.

**b. Fire Protection Services.** Fire protection services are provided by the Oakland Fire Department (OFD). The OFD serves the City of Oakland and has mutual response agreements with the cities of Berkeley, Piedmont, and Alameda, Alameda County and Contra Costa County Fire Departments, and the East Bay Regional Park District. In addition to fire suppression, fire prevention, and emergency medical services (EMS), the OFD provides services through the Office of Emergency Services (OES), Citizens of Oakland Respond to Emergencies (CORE), the Wildfire Prevention District, and Emergency Dispatch.

The OFD's fleet includes 25 type-1 engines, four type-3 engines, seven aerial ladders, eight brush patrols, a fireboat, a heavy-rescue vehicle, two foam units, six airport rescue rigs, and four hose tenders.<sup>5</sup> The OFD is a professional organization consisting of 591 employees, of which 500 are uniformed personnel. Of those, 93 are trained paramedics and the remaining 407 are trained emergency medical technicians (EMTs).<sup>6</sup> Daily shift staffing at the City's 25 fire stations consists of 136 personal. There are no volunteer positions.

The Oakland Fire Department has a standard response time goal of seven minutes from dispatch to time of arrival 90 percent of the time.<sup>7</sup> Service areas within 1.5 miles of a fire station are generally served within the service standard time. The majority of the City, including the project sites, is located within 1.5 miles of one of Oakland's 25 fire stations.

The OFD provides emergency medical services through the EMS division and is frequently a first responder in an emergency. Approximately 80 percent of calls to the OFD for emergency services are medical emergencies.<sup>8</sup> At least one paramedic staffs each fire station engine and firefighters are certified as emergency medical technicians. Private companies provide ambulance services under contract with Alameda County.

**c. Parks and Recreation.** The City of Oakland Office of Parks and Recreation (OPR) provides recreational and cultural programs for residents of the City. OPR manages over 3,000 acres of parkland within the city limits. Facilities include 24 recreation centers, 140 parks and playgrounds, 54 ball fields, 7 outdoor swimming pools, 50 tennis courts, and 2 public golf courses.<sup>9</sup> Maintenance of these facilities is provided by the Oakland Public Works Agency.

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<sup>4</sup> Poirier, Michael, 2007. *Chief of Staff, Oakland Police Department*. Personal correspondence with LSA, Associates. May 15.

<sup>5</sup> Oakland, City of, 2004. *Safety Element, General Plan*. November. Pg. 59.

<sup>6</sup> Edwards, James D., 2007. *Deputy Chief, Fire Prevention Bureau/Communications, Oakland Fire Department*. Written communication with LSA Associates Inc. February 28.

<sup>7</sup> Ibid.

<sup>8</sup> Oakland, City of, 2006. *Oakland Fire Department, Operations*. Website: [www.oaklandnet.com/oakweb/fire/](http://www.oaklandnet.com/oakweb/fire/).

<sup>9</sup> Oakland, City of, 2005. *Office of Parks and Recreation*. Website: [www.oaklandnet.com/parks/default.asp](http://www.oaklandnet.com/parks/default.asp).

The City of Oakland parks classification system emphasizes neighborhood, community and region-serving parks but consists of seven additional park categories including: active mini-parks; passive mini-parks; linear parks; special use parks; resource conservation parks; athletic field parks (including school athletic fields); and school playgrounds. The City has a 10 acre per 1,000 residents park acreage standard and a 4 acre per 1,000 residents local-serving park acreage standard (includes parks with facilities that are not special purpose). The City provides approximately 8.26 acres of parkland per 1,000 residents and 1.33 acres of local serving park acreage per 1,000 residents.<sup>10</sup> Because Oakland is predominantly developed, there are limited areas to develop parkland. Existing opportunities for improving the parkland per capita ratio include expansion of existing parks, improvement of creek and shoreline access, acquisition of vacant parcels, and incorporation of new parks in major redevelopment projects.

The Measure DD Implementation Project components are located in most City planning areas including: North Hills, North Oakland, Lower Hills, Chinatown/Central, San Antonio, Fruitvale, Central East Oakland, South Hills, and Elmhurst. City of Oakland parks that would be affected by Measure DD Implementation Project components are described below for each project group.

**(1) Lake Merritt and Lake Merritt Channel (Group 1).** The following paragraphs describe the parks around Lake Merritt starting at the northwest corner of the Lake and moving in a clockwise direction. These descriptions are followed by parks located adjacent to Lake Merritt Channel.

Adams Park and the Veterans Memorial Building are located at the northwest corner of Lake Merritt at Harrison Street and Grand Avenue and provide space for private events and senior activities. Lakeside Park at Grand Avenue and Bellevue Avenue includes a Lawn Bowling Clubhouse and Greens, non-programmed open space, Children's Fairyland, McElroy Fountain and Specimen Groves, Edhoff Band Stand, a beach, amphitheater, Garden Center, Junior Center of Art & Science, the Sailboat house, the Rotary Nature Center, OPD horse stables, and wildlife areas.

The Lakeshore Avenue edge of Lake Merritt connects viewpoint areas and parks along the Lake including: Eastshore Park at the northeast edge of the Lake and includes the Pergola, Lakeview Branch Library, tot lot, ballfields and Splash Pad Park, which hosts the Farmer's Markets; Cleveland Cascade, a public stairway connecting Lakeshore Avenue and Merritt Avenue south of Boden Way; Pine Knoll Park at Hanover Avenue and Lakeshore Avenue; East 18<sup>th</sup> Street pier; and Athol Park and tennis courts.

Park facilities on the west side of Lake Merritt along Lakeside Drive include: the Cameron-Stanford House, a historic Victorian house-museum at 1418 Lakeside Drive; the Municipal Boathouse; and Snow Park at 19<sup>th</sup> Street and Harrison Street, a 4.2-acre park that provides a golf putting green, volleyball and picnic areas.

Rancho Peralta Park, located at 34 East 10<sup>th</sup> Street proximate to the Kaiser Convention Center and generally bounded by East 12<sup>th</sup> Street to the north and East 10<sup>th</sup> Street to the south, has a passive open space, a playground, trails and connections to Lake Merritt. The Lake Merritt Channel Park between

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<sup>10</sup> Oakland, City of, 1996. *Open Space, Conservation, and Recreation (OSCAR) Element, General Plan*. June. Pg. 4-9.

7<sup>th</sup> Street and I-880 has a sculpture garden, jogging trails, and space for events. Estuary Park is an approximately 7-acre park located at 5 Embarcadero with boat ramps, existing play field, hardscape, seating area, and the Jack London Aquatic Center building.

**(2) Waterfront Trail (Group 2).** The Bay Trail Plan was adopted by the Association of Bay Area Governments (ABAG) in 1989 and planned for approximately 400 miles of trails to form a “ring around the Bay.” The Waterfront Trail proposed as part of Measure DD would complete approximately 3.4 miles<sup>11</sup> of missing segments of a 6.6-mile portion of the trail between Jack London Square and 66<sup>th</sup> Avenue. The trail would link existing and proposed waterfront parks: including Estuary Park, Fruitvale Bridge Park, Union Point Park (completed 2005), and the East Bay Regional Park District’s Martin Luther King Jr. Regional Shoreline Park.

**(3) Recreational Facilities (Group 3).** Recreational facilities included as part of the Measure DD include Studio One Art Studio and the East Oakland Sports Complex. Studio One is an arts facility located at 365 45<sup>th</sup> Street. It offers classes in stained glass and glass fusing, jewelry making, painting, drawing, ceramics, sculpture, photography and other studio arts. Renovation of the building has begun and art classes are temporarily being held in a facility at the Malonga Casquelourd Center for the Arts at 1428 Alice Street in Oakland.

The East Oakland Sports Complex would expand the existing Ira Jinkins Recreation Center located at 9175 Edes Avenue. Existing facilities at the site include the recreation center, East Oakland Multipurpose Senior Center, Brookfield Branch Library, and Brookfield Head Start Center. The facility provides ball fields, tennis courts, a play area, and picnic area and provides programs for before/after school care and athletic training for teen and young adults.

**(4) City-Wide Creeks (Group 4).** Creeks would be restored at several parks managed by the City of Oakland OPR including: Knowland Park, Dimond Park, Shepherd Canyon Park, Garber Park, Oak Glen Park, Courtland Creek Park, North Oakland Sports Field, Leona Open Space, Joaquin Miller Park, Peralta Hacienda Park, McCrea Memorial Park, Sanborn Park, Beaconsfield Open Space, Sobrante Park, Rainbow Recreation Center, and Mosswood Park. Most parks are a few acres in size, such as Sanborn and Oak Glen Park, but the approximately 500-acre Joaquin Miller Park is also included in the project group. The parks offer a variety of recreational opportunities including hiking, biking, playing fields and recreational centers.

The East Bay Regional Park District (EBRPD) provides additional open space recreation opportunities for Oakland residents. EBRPD has 65 parks and 29 regional inter-park trails covering more than 95,000 acres in Alameda and Contra Costa counties. Regional parks in and near Oakland include: Tilden Regional Park; Claremont Canyon; Sibley and Huckleberry Regional Preserves; Temescal Regional Recreation Area; Leona Heights Open Space Regional Preserves, and Redwood and Chabot Regional Parks. Martin Luther King Jr. Regional Shoreline is located at Doolittle Drive and Swan Way along San Leandro Bay. The 1,220-acre shoreline park includes picnic areas with barbecues, a boat launch ramp, children’s play area, a turfgrass field, fishing piers, and a wheelchair accessible observation deck. The shoreline park links with the Waterfront Trail at 66<sup>th</sup> Avenue, where some Measure DD improvements are proposed.

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<sup>11</sup> Association of Bay Area Governments, 2005. *The San Francisco Bay Trail Project, Gap Analysis Study*. September.

City of Oakland policies related to parks and recreation are described in Section IV.B., Planning Policy.

## 2. Impacts and Mitigation Measures

This section discusses potential impacts to public services and recreation that could result from implementation of Measure DD. The section begins with the criteria of significance, which establish the thresholds used to determine whether an impact is significant. The latter part of this section presents the impacts associated with Measure DD Implementation Project components and identifies mitigation measures, as appropriate.

**a. Criteria of Significance.** The public services and recreation criteria, which are utilized to determine whether the projects impacts would be considered significant, are listed below.

The project would have a significant impact on public services and recreation if it would:

- 1) Result in substantial adverse physical impacts associated with the provision of new or physically altered government facilities or the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for:
  - a) police services; or
  - b) fire and emergency services.
- 2) Increase the use of existing neighborhood and regional parks or other recreation facilities such that substantial physical deterioration of the facility would occur or be accelerated; or
- 3) Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment.

The level of impact to public services and recreation is discussed in the following section and summarized in Table IV.K-1.

**b. Impacts and Mitigation Measures Applicable to all Project Components.** The potential public services and recreation impacts that could result from implementation of Measure DD would be essentially the same for each of the four project groups, as described below.

**(1a) Police Services.** Some Measure DD Implementation Project components, such as the expanded East Oakland Sports Complex, the Boathouse restaurant and café, and public access and waterfront trails, may incrementally increase demand for police services. However, the increased demand would be small and spread over many police beats. The project components would not create venues where large groups of people would congregate for concerts or promote other activities that would demand police services.<sup>12</sup> Thus, project components would not require an increase in staffing levels or the construction of any new facilities. For a city the size of Oakland, the national police service standard is one officer per 1,000 residents. Based on the current, active count of 710 officers, the City maintains an officer to resident ratio of approximately one officer per 588 residents and OPD currently has an adequate number of police officers to serve the project components. The proposed

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<sup>12</sup>Jeffrey H. Israel, Deputy Chief of the Bureau of Field Operations, Oakland Police Department.

**Table IV.K-1: Summary of Potential Impacts – Public Services and Recreation**

Would the Project:	Project Group <sup>a</sup>			
	Group 1 Lake Merritt	Group 2 Waterfront Trail	Group 3 Recreational Facilities	Group 4 City-wide Creeks
1) Adversely impact a. police services, or b. fire and emergency services?	○	○	○	==
2) Increase the use of existing neighborhood and regional parks or other recreation facilities such that substantial physical deterioration of the facility would occur or be accelerated?	○	==	○	==
3) Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment?	○	○	○	==

<sup>a</sup> The Lake Merritt and Waterfront Trail groups are analyzed at the project level. The Recreational Facilities and City-wide Creeks groups are analyzed at the program level. The level of impact and the proposed mitigation measure, if any, are identified as follows:

- == No impact
- Less-than-Significant or Less-than-Significant with standard Conditions of Approval
- Reduced to Less-than-Significant after recommended mitigation
- Significant
- NA Not applicable.

PUB-1, etc. identifies the mitigation measure, if any, that addresses the impact and reduces it to a level that is less than significant.

Source: LSA Associates, 2007.

Lake Merritt and Lake Merritt Channel, Waterfront Trail, and Recreational Facilities groups would have a less-than-significant impact on police services. Creek restoration and acquisition activities would not increase demand for police services. There would be no impact associated with the City-wide Creeks group.

**(1b) Fire Protection Services.** Some proposed project components, such as construction of the East Oakland Sports Complex or the conversion of the Municipal Boathouse from office to restaurant use could create an incremental increase in demand for fire and emergency services within the City of Oakland. However, the increased demand would be small and spread over several service areas.

New construction, including the roadway reconfiguration associated with the Lake Merritt and Lake Merritt Channel group, would be subject to plan review by the OFD to ensure proper life safety standards and adequate emergency response access during road closures. Creek restoration projects would restore natural habitat, prevent erosion, and improve water quality in compliance with the City of Oakland Creek Protection Ordinance<sup>13</sup> and the Oakland Wildfire Prevention District's

<sup>13</sup> Oakland Municipal Code, Chapter 13.16, Creek Protection, Stormwater Management and Discharge Control.

recommendations for ecologically sensitive fire abatement vegetation management practices. Therefore, the Measure DD Implementation Project would not adversely impact fire services.<sup>14</sup>

The increase in demand for fire and EMS services could be met by existing facilities and the increased demand would not require the construction of any new facilities (i.e., new fire station) to provide adequate fire protection. The proposed Lake Merritt and Lake Merritt Channel group and Recreational Facilities group would have a less-than-significant impact on fire protection services. Creek restoration and acquisition activities and completion of the Waterfront Trail would not increase demand for fire protection services. There would be no impact associated with the Waterfront Trail or City-wide Creeks groups.

Some proposed project components would improve fire services including the fire hydrant improvements completed for the Children's Fairyland, Bellevue Avenue, and Sailboat House areas and the renovation of Studio One.

**(2) Adversely Impact Parks or Recreation Facilities because of Increased Demand.**

Measure DD Implementation Project components would not construct new residential or commercial spaces and thus would not increase demand for park services. The project components would enhance existing recreational opportunities and create new ones. Therefore, implementation of proposed project components would not substantially increase demand for neighborhood parks, regional parks, or recreational recreation facilities, such that substantial physical deterioration of the facility would occur or be accelerated. There would be no impact associated with the Waterfront Trail or City-wide Creeks groups. Potential construction impacts unique to the Lake Merritt and Lake Merritt Channel and Recreational Facilities groups are discussed in Section IV.K.2.c.

**(3) Require Construction or Expansion of Recreational Facilities that would have an Adverse Impact on the Environment.** The City-wide Creeks group would not create or expand recreational facilities. The Lake Merritt and Lake Merritt Channel, Waterfront Trail and Recreational Facilities groups would construct or otherwise improve recreational facilities in existing parks and developed urban areas. There is some potential for the construction of new recreational facilities to adversely impact the environment. These potential impacts are discussed under specific topic areas in this EIR. For example, potential impacts to migrating waterfowl in the Lake Merritt Channel due to its potential increased recreational use are discussed in Section IV.F, Biological Resources, and potential impacts from hazardous waste at some sites along the Waterfront Trail are discussed in Section IV.J, Hazards and Hazardous Materials. In general, the Measure DD Implementation Project would enhance and expand existing recreation opportunities as well as improve the natural ecosystem of park areas. The renovated and new recreational facilities would not have potential adverse physical effects on the environment beyond those discussed in specific topic areas of this EIR.

**c. Impacts and Mitigation Measures Unique to Specific Project Components.** This section describes potential land use impacts that are unique to individual project components.

**Adversely Impact Parks or Recreation Facilities because of Increased Demand.**

Construction of the 12<sup>th</sup> Street component of the Lake Merritt and Lake Merritt Channel group would

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<sup>14</sup> Edwards, James D., 2007. *Deputy Chief, Fire Prevention Bureau/Communications, Oakland Fire Department*. Written communication with LSA Associates Inc. February 28.

temporarily remove from service the bike lane along the roadway on the south side of Lake Merritt. However, the 12<sup>th</sup> Street construction would be staged in a way that would maintain pedestrian and bicycle connections between the east and west sides of Lake Merritt along the sidewalk located on the north side of the Frickstad Viaduct or rerouted onto other streets. This connection would be maintained until the new roadway is complete. Once the new roadway is complete pedestrian and bicycle connections would be transferred to the new roadway and the viaduct would be demolished. Because removal of the bike lane from the roadway would be temporary and access would be maintained along the sidewalk, this impact would be less than significant.

Construction could temporarily displace activities at the Ira Jenkins Recreation Center and Studio One. Studio One facilities have been temporarily relocated to the Malonga Casquelourd Center for the Arts while Studio One undergoes renovation. Likewise, construction could affect activities at the Ira Jenkins Recreation Center. Similar to Studio One, these activities would be relocated temporarily to other facilities during construction. Impacts on use of or access to existing facilities during the construction period would be short-term. Because the displacement of existing recreational activities to other facilities would be temporary and would not create a long-term increased demand at these facilities this impact would be less than significant.