4.13 Public Services

This section identifies the existing setting and evaluates potential impacts related to public services, including police protection services, fire protection and emergency services, public schools, and other public facilities that could result from development of the Project. The section contains a description of the existing local conditions, a summary of the pertinent regulations, and an analysis of the potential impacts related to public services associated with construction and operation of the proposed Project, and provides, where appropriate, mitigation measures to address potential impacts. This section relies in part on information provided by the Oakland Fire Department, Oakland Police Department, Oakland Unified School District, Oakland Public Library, and the United States (U.S.) Coast Guard. Impacts related to public parks and recreation are discussed in Section 4.14, *Recreation*.

In general, the baseline level of public services described in this section reflects the services occurring prior to the COVID-19 pandemic. As noted in Section 4.0, the pandemic has resulted in changes in human behavior and the economy. Some of these changes are expected to be short-term. While there will likely be some that persist in the post-pandemic world, it would be speculative to identify long-term consequences of the pandemic at this time.

Comments on the Notice of Preparation (NOP) included concerns with crime in the Project vicinity and concerns over response to potential conflicts between commercial vessels and recreational watercraft in the Oakland-Alameda Estuary (Estuary).

This section also analyzes the Maritime Reservation Scenario, focused on environmental conditions, regulations, impacts and mitigation measures that are different from those identified for the proposed Project.

4.13.1 Environmental Setting

Fire Protection and Emergency Medical Response

The Oakland Fire Department (OFD) provides fire protection and local emergency medical response services to the City of Oakland (City) and the Port of Oakland (Port), including emergency medical response, firefighting, special operations, and all-risk mitigation.

OFD Operations

Besides fighting accidental fires and intentionally set fires, OFD conducts fire-safety inspections and plan checks of buildings and businesses; provides fire-danger patrols and issues public warnings during times of high fire danger; conducts vegetation-management inspections; responds to hazardous materials spills; oversees the Oakland Office of Emergency Services; issues permits for fairs, carnivals, pyrotechnic displays, and other special events; offers classes to the public on first aid and cardio-pulmonary resuscitation; provides on-site training to local businesses on basic emergency response; and teaches basic personal fire-safety and fire prevention practices to school children.

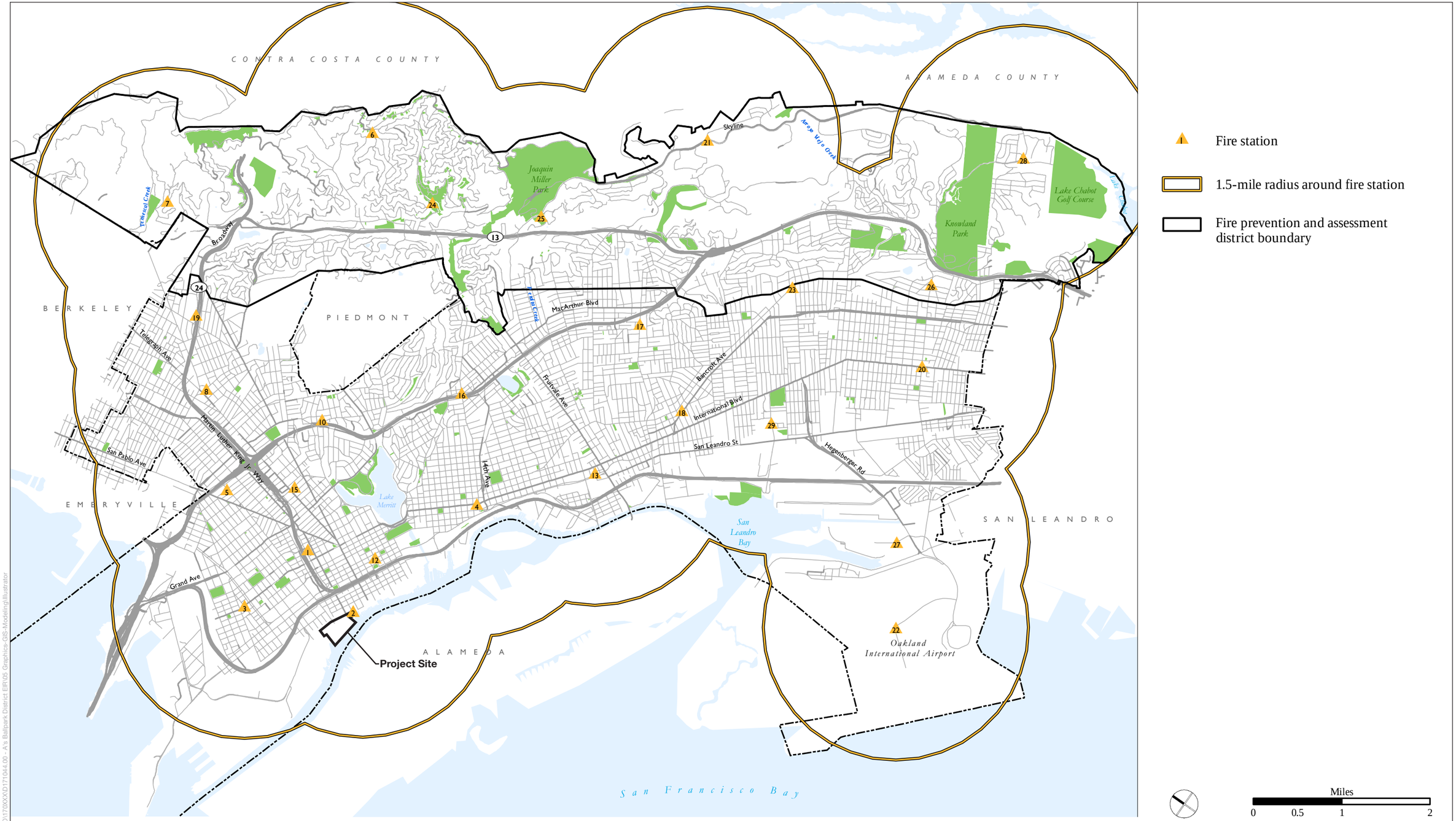
OFD is often the first agency called in the event of medical and other emergencies. Through its emergency medical services (EMS) division, OFD has been providing advanced life support service to Oakland residents since 2000. Ambulance service is provided by private companies under contract with Alameda County. Every fire station engine in Oakland has at least one paramedic on staff to provide advanced medical care; in addition, all firefighters are certified emergency medical technicians, and are able to provide basic care. The EMS division also distributes equipment and supplies for life-support services and provides training and continuing education to ensure that certification and licensing requirements are current for all OFD personnel (City of Oakland, 2012).

The Emergency Management Services Division supports the coordination of the response efforts of Oakland's Police, Fire, and other first responders in the City's Emergency Operations Center to ensure maximum results for responders, the ability to provide up-to-date public information, and the ability to provide the best resource management during a crisis. Additionally, the Emergency Management Services Division coordinates with partner agencies to guarantee the seamless integration of federal, State, and private resources into local response and recovery operations (OFD, 2019a).

OFD Staffing and Facilities

The OFD operates 25 fire stations throughout the City, including the Aircraft Rescue and Fire Fighting Station at Oakland International Airport, and has 508 personnel budgeted to support the operations division. As of October 2019, OFD has 438 of these positions filled, with 19 additional recruits in the academy expected to graduate in November 2019. OFD is considered an all risk fire department that has specialized training and equipment to mitigate any emergency. OFD specialty fire stations (i.e., hazardous materials, technical and heavy rescue, and water rescue) are cross-staffed with an engine and/or truck company. Because of this cross-staffing, if a standard non-specialty incident is dispatched, it shuts down the specialty resource/asset until that unit is back in service. Or, in the event of a large-scale incident, OFD puts a call out for specialty members across the City to staff the needed specialty apparatus.

OFD facilities are depicted on **Figure 4.13-1**. Fire Station 2 (47 Clay Street) is located on the easternmost portion of the Project site. Station 2 reopened in 2020 for use as a temporary fire station during planned remodels and fire station rebuilds that will be taking place in the City over the next 5 to 7 years. Station 2 was previously closed as a staffed fire station and OFD's fireboat (the *Sea-Wolf*) was taken out of service in 2003 due to budget cuts. The reopened Station 2 is currently equipped one Type 1 fire engine, a four-seat medical response golf cart (*Gato*r), two inflatable rescue boat/trailers, a ridged-hull rescue boat (on the dock), a F350 water rescue squad in addition to the *Sea-Wolf* fire boat (OFD, 2021). The *Sea-Wolf* is non-deployable, yet maintained, and currently docked adjacent to the USS Potomac and the Lightship Relief berthed in the Estuary, adjacent to the Project site (OFD, 2019b). Fire Station 2 is proposed to remain in place as part of the Project, and may require remodeling if it remains in place long term. Demolition of Fire Station 2 is analyzed in this EIR in case it is removed in the future.



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SOURCE: Oakland Office of Emergency Services

Oakland Waterfront Ballpark District Project

Figure 4.13-1
OFD Facilities

ESA

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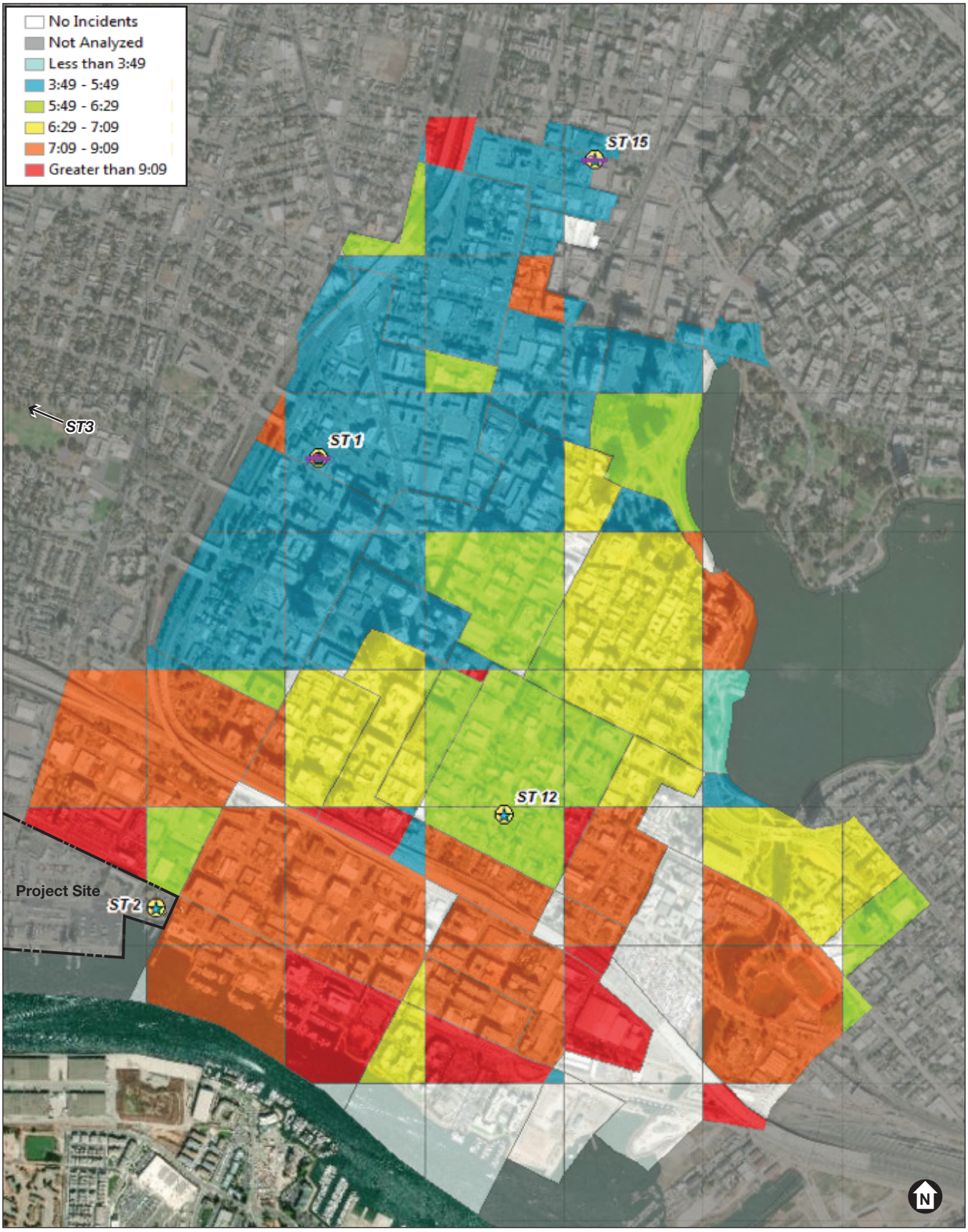
The next closest fire station to the Project site that is currently operating is Fire Station 12 (822 Alice Street), located approximately 0.62 miles northeast of the Project site. Fire Station 3 (1445 14th Street) and Fire Station 1 (1603 Martin Luther King, Jr. Way) are also located within 0.85 miles of the Project site to the northwest and north, respectively. Station 12 houses OFD's water rescue cross-staffed single company, Station 3 houses OFD's hazardous materials cross-staffed dual company, and Station 1 houses OFD's technical and heavy rescue cross-staffed dual companies (engine and truck). In addition to the special operations at these stations, the members respond to standard fire and medical calls (OFD, 2019b).

OFD Response Times

In the 2017-2018 fiscal year, OFD responded to 70,132 total emergency and non-emergency calls in the City (OFD, 2019b). Because fast response is critical in preventing widespread damage from fires and other emergencies, OFD aims to provide emergency service within 7 minutes of notification 90 percent of the time, as described in the Safety Element of the General Plan. This goal stems from the National Fire Protection Association (NFPA) 1710 standard, which provides the minimum requirements relating to the organization and deployment of fire suppression operations, emergency medical operations, and special operations to the public by career fire departments. Generally, service can be provided in that time frame to areas located within 1.5 miles of a fire station (City of Oakland, 2012). These OFD response times in 2018 within the Project vicinity are depicted in **Figures 4.13-2** and **4.13-3**. In 2018, OFD average response times to 7,335 incidents in the Downtown/Lake Merritt area adjacent to the Project site depicted in Figure 4.13-2 resulted in a 7-minute response time 93 percent of the time, with a 6-minute-29-second average response time 90 percent of the time, meeting the OFD's response time goal (Deccan International, 2019).

With daily freight and passenger rail passing through the City on the Union Pacific Railroad (UPRR) tracks located adjacent to the Project site, there is the potential for OFD unit response times to waterfront incidents to be delayed, and OFD has indicated that this is a common occurrence. The longest freight trains can cause a potential 30-minute delay to the other side of the railroad tracks (OFD, 2019b). As discussed in Section 4.15, *Transportation and Circulation*, on average the train gates are down for about 1.5 minutes for passenger trains and 6.4 minutes for freight trains on Market Street, and 1.3 minutes for passenger trains and 5.0 minutes for freight trains on Martin Luther King Jr. Way. However, the range of gate down time can vary from approximately 1.3 minute to 29 minutes. OFD average response times to 135 incidents in the Jack London Square waterfront area south of the UPRR tracks are depicted in Figure 4.13-3 and resulted in a 7-minute response time 67 percent of the time, with an average 9-minute-2-second response time 90 percent of the time, which does not meet the OFD's response time goal. OFD average response times to the Project site ranged from 5 minutes 22 seconds to 8 minutes 12 seconds, 90 percent of the time (Deccan International, 2019). Note that response time data does not include responses from Fire Station 2, which reopened in 2020 with equipment described in the previous section (i.e., a fire engine, medical response *Gato*r, rescue boats/trailers, and a water rescue squad). Given the location of Fire Station 2, the response times to the Project site and the Jack London waterfront area will be less when the Station is operating.

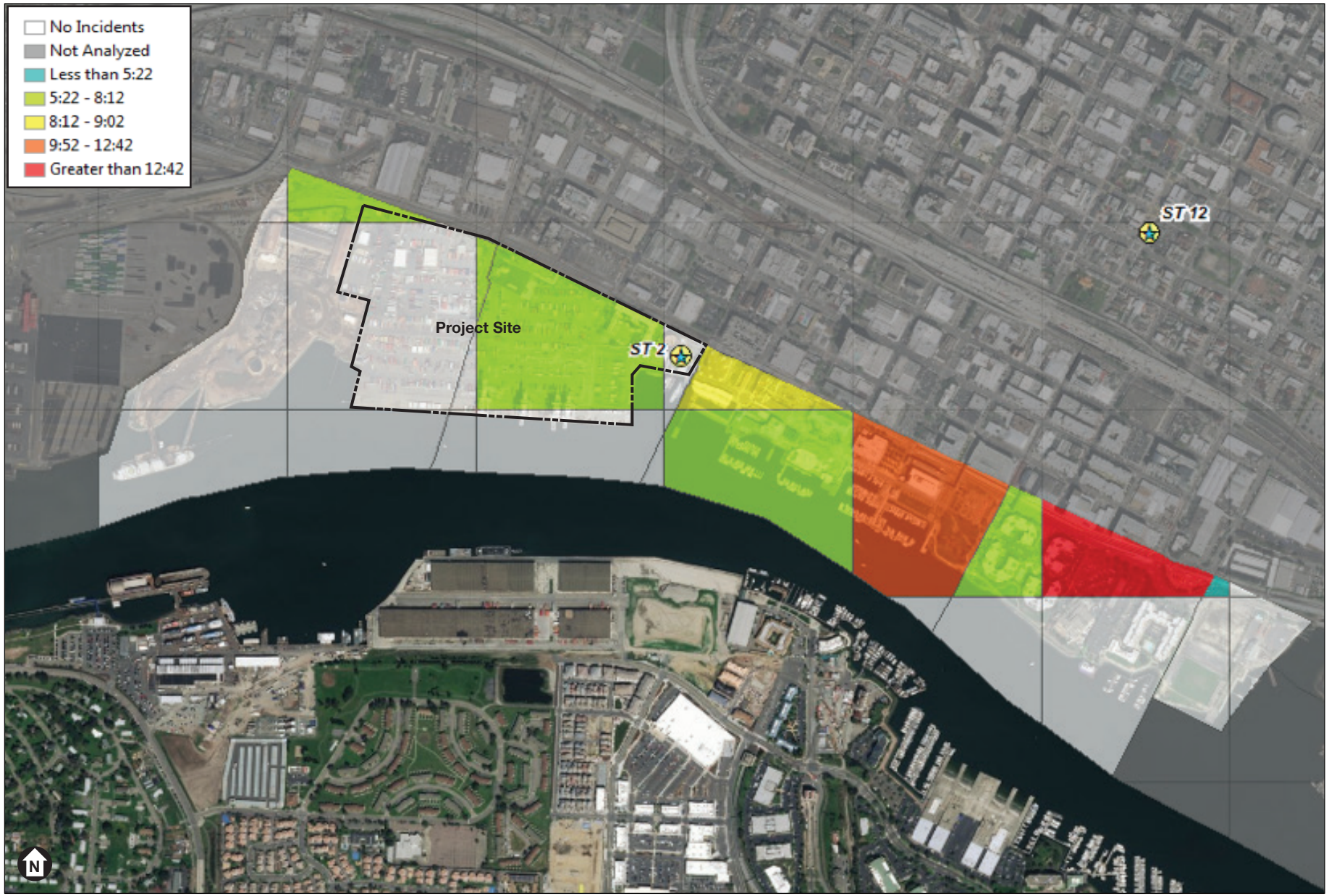


SOURCE: Deccan International, 2019

Oakland Waterfront Ballpark District Project

Figure 4.13-2
OFD 2018 Response Times (in minutes) - Downtown/Lake Merritt Area

ESA



SOURCE: Deccan International, 2019

Oakland Waterfront Ballpark District Project

Figure 4.13-3
OFD 2018 Response Times (in minutes) - Waterfront Area South of UPRR Tracks

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Planned OFD Facility Improvements

OFD is planning a series of fire station remodels and construction projects using Measure KK Bond funds.[1] Four fire stations will be remodeled; these are Station 10 (172 Santa Clara Avenue), Station 12 (mentioned above), Station 15 (455 27th Street), and Station 16 (3600 13th Avenue). These four remodels will require firefighters to relocate to another fire station while the work is being completed. In addition to the four remodel projects, OFD has identified two stations that will be demolished and re-constructed at yet-to-be-finalized new locations in their respective fire districts. The two stations that will be shut down and re-constructed elsewhere are Station 4 (1235 International Boulevard) and Station 29 (1016 66th Avenue). As discussed above, Station 2 located on the Project site reopened in 2020 to be utilized as a temporary fire station during the remodels and construction projects (OFD, 2019b).

Police Protection

The Oakland Police Department (OPD) provides police services throughout the City of Oakland. Parking enforcement is managed by the City of Oakland's Department of Transportation (OakDOT).

OPD Operations

OPD divides patrol and special operations into two bureaus of field operations: Police Areas 1, 2, and 3 (under Bureau of Field Operations One), and Police Areas 4 and 5, and Special Operations (under Bureau of Field Operations Two). Through these divisions, OPD provides day-to-day police services, including response to emergency and non-emergency calls, preliminary investigations and evidence collection, community-oriented problem solving, and crime-fighting efforts. The Project site is located within Police Area 1, which encompasses Downtown and West Oakland and has 81 assigned officers. The area of the Project site east of Martin Luther King Jr. Way is located in Police Beat 1X, which includes the Jack London Square neighborhood, and the remainder of the Project site is located in Police Beat 2X, which includes the Acorn Industrial area of the City (OPD, 2019a; 2019b; 2019d). OPD Police Areas and Beats are shown in **Figure 4.13-4**.

OPD is headquartered at 455 7th Street in Downtown Oakland in the Police Administration Building, approximately 0.31 miles north of the Project site. The Police Administration Building accommodates the Office of the Chief of Police, the Bureau of Field Operations One, the Bureau of Criminal Investigation, and the Bureau of Services. The Police Administration Building serves approximately 60 percent of the City, including the Project site (OPD, 2019b). As of January 30, 2019, 747 of 792 approved sworn and 317 of 391 professional staff (civilian) positions are filled in the OPD (OPD, 2019a). This results in an officer to resident ratio of 1.8 per 1,000 residents.[2]

[1] Measure KK is a general obligation bond to invest up to $600 million dollars in streets and sidewalk repair, City facilities, and anti-displacement and affordable housing efforts. The bond measure was passed in November 2016.

[2] Based on a population of 428,827 within the City of Oakland in 2018 (California Department of Finance, 2018). (792 approved sworn officers/425.827 thousand residents = 1.8)

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SOURCE: City of Oakland, 2019

Oakland Waterfront Ballpark District Project

Figure 4.13-4
OPD Police Areas and Beats

ESA

OPD Port Operations

The OPD Commercial Vehicle Unit is responsible for law enforcement related to the commercial trucking industry in Oakland including at the Port. This includes enforcing laws and regulations related to truck parking, circulation and weight. The Commercial Vehicle Unit also provides services related to homeland security in and around the Port, including monitoring waterways, and oversight of hazardous materials within the Port. The Port currently funds two OPD officers to provide police services to the Port. One OPD officer is currently assigned to work full time on commercial vehicle enforcement at the Port. OPD also assigns one officer from the OPD Marine Unit to patrol the Port and the Estuary via water, and also assists the commercial enforcement officer on an as-needed basis (City of Oakland and Port of Oakland, 2019). The OPD Marine Unit is discussed further below.

OPD Response Times

OPD is the Public Safety Answering Point for the City. All calls, emergency and non-emergency, are routed through the OPD Communications center. Calls are ranked based on priority into three codes. Calls ranked as Priority Code 1 involve situations where there is imminent potential for serious injury to persons, where an expedited response is necessary to protect public safety. Priority Code 2 calls are urgent, but not an immediate emergency. Calls ranked as Priority Code 3 are typically non-emergency calls with no indication of danger to life or property. Officers are dispatched to the highest priority calls based on beat and area assignment and availability of officers. For example, if Area 1 has a Priority Code 1 call pending but no available officers, the next closest available officer will respond (OPD, 2019a). OPD's Citywide response times for 2018 are presented in **Table 4.13-1**.

TABLE 4.13-1
2018 OPD RESPONSE TIMES CITYWIDE

Call Priority[a]	Average Response Time (minutes)	Median Response Time (minutes)	Lowest Median Monthly Response Time (minutes)	Highest Median Monthly Response Time (minutes)
Priority Code 1	7.9	7.8	7.3	9.0
Priority Code 2	71.3	70.3	54.5	88.1

NOTES:
a Response times for Priority 3 calls are not available.

SOURCE: OPD, 2019a.

For Patrol Area 1, which includes the Project site, response times are faster than the Citywide median. Priority Code 1 median response time is 6 minutes 39 seconds, and Priority Code 2 median response time is 49 minutes and 48 seconds. Priority Code 3 median responses range widely due to the nature of responding to non-emergency calls and cold cases (OPD, 2019b).

OPD Special Event Operations – Existing Oakland Coliseum Services

The OPD Special Events Unit currently provides police services for baseball games at the Oakland Coliseum, based on a contract whereby the Oakland Athletics (A's) fully reimburse the OPD for police services. The Coliseum also contains facilities for security personnel that can be

used by OPD. Staffing levels are mutually agreed upon and usually set based on projected game day attendance. For sporting events that require a large number of police resources, such as the Oakland Raiders games, both Alameda County Sheriff and OPD are used (Rinetti, 2019).

OPD staffing at the A's games varies based on estimated attendees and type of game. A minimum of 19 OPD officers are assigned for every A's game, and up to approximately 100 officers may be used for post-season games and other games where unusually high attendance is anticipated. As shown in **Table 4.13-2**, the number of additional officers assigned, including for traffic support, increases exponentially with attendance, with 19 officers for up to 25,000 attendees, 8 more officers for an additional 5,000 attendees, and 23 more officers beyond that. A Sergeant on duty determines the number of additional resources needed during each game. Additional resources available for large events include a mobile command post brought to the Coliseum, as well as a sniper crew for selected A's events, non-baseball stadium events, and all arena events. When there is not an A's game in progress, the Coliseum dispatch calls for OPD assistance for non-ballgame issues at the complex. OPD usually arrives within 30 minutes of a call when they are dispatched on a non-event day, when OPD is not scheduled to be staffed. If there is an immediate need (Priority 1 call), they usually arrive within 10 minutes or less (Rinetti, 2019).

TABLE 4.13-2
OPD STAFFING FOR OAKLAND A'S BASEBALL GAMES

Estimated A's Game Attendees	OPD Staff Level (Officers)
Regular Game (< 24,999 estimated attendees)	19
Regular Game (25,000 to 29,999 estimated attendees)	27
Regular Game (>30,000 estimated attendees)	50
Post Season or Special Event Games (up to 56,782 estimated attendees)	80-100 as needed

SOURCE: Rinetti, 2019; NBC Sports, 2018.

The OPD produces quarterly reports for all City crowd control/management events, including sporting events at the Oakland Coliseum and Oracle Arena.[3] **Table 4.13-3** shows OPD-involved incidents at A's baseball games at the Oakland Coliseum specifically, and all sporting events at the Oakland Coliseum and Oracle Arena in 2018.

Table 4.13-4 shows that OPD-involved incidents at A's baseball games are a relatively low portion of all sporting events, which include Golden State Warriors and Oakland Raiders sporting events. In 2018, A's baseball games produced 14 percent (43 of 305 incidents) of OPD-related total sporting event incidents, which comprise approximately 56 percent of the total sporting events (82 of 147 events). There were also more incidents recorded at 39 A's baseball games during July-September compared to the same number of games from April-June, presumably due to higher attendance closer to the end of the baseball season; however, the average incident per game was less than one through both time periods (OPD, 2018a, 2018b and 2018c).

[3] Sporting events include Oakland A's baseball games, Golden State Warriors basketball games, Oakland Raiders football games, and other exhibition sporting events at the Oakland Coliseum and Oracle Arena.

TABLE 4.13-3
2018 OPD-INVOLVED INCIDENTS FOR SPORTING EVENTS AT THE OAKLAND COLISEUM AND ORACLE ARENA

	Number of Events	Complaints	Arrests	Citations	Ejections	Uses of Force	Total Incidents
Quarter 1 (January-March)							
A's Baseball Games	4	0	1	0	3	0	4
Total Sporting Events[a]	25	0	3	0	11	0	14
Quarter 2 (April-June)							
A's Baseball Games	39	0	4	0	5	0	9
Total Sporting Events	56	3	15	46	6	2	72
Quarter 3 (July-September)							
A's Baseball Games	39	0	7	0	23	0	30
Total Events	42	1	17	1	75	0	94
Quarter 4 (October-December)							
A's Baseball Games	0	0	0	0	0	0	0
Total Sporting Events	24	0	15	23	85	2	125
Annual							
Total A's Baseball Games	**82**	**0**	**12**	**0**	**31**	**0**	**43**
Total Sporting Events	**147**	**4**	**50**	**70**	**177**	**4**	**305**

NOTES:

a Sporting events include Oakland A's baseball games, Golden State Warriors basketball games, and Oakland Raiders football games.

SOURCE: OPD, 2018a, 2018b and 2018c.

OPD Strategic Planning and Crime Prevention

The *Oakland Police Department Strategic Plan 2016* contains goals to reduce crime, strengthen community trust and relationships, and achieve organizational excellence. The Strategic Plan focuses on OPD's limited staffing resources and sets goals for increased staffing and other actions to improve its response times for 911 calls and other police services. The Strategic Plan also specifies goals and actions for which additional resources would be required – primarily additional sworn and civilian staff to address response times. The Strategic Plan also identifies the need for an expanded crime lab to achieve the strategy of expanding biological evidence collection and processing to property crimes; however, plans for such an expansion have not been identified (OPD, 2015).

In November 2014, the residents of Oakland passed Measure Z, the 2014 Oakland Public Safety and Services Violence Prevention Act. Measure Z funds are used to cover officer/ supervisor positions in the Special Victims Section, Ceasefire Division, and Special Resource Section (Community Resource Officers/Supervisors and Crime Reduction Team members). These positions play a critical role in disrupting the cycle of violence and crime. With a focused and strategic approach to crime, the funded teams provide a better service to the community and can reduce the number of calls for service connected to violence and recurring activity. With a reduction of these calls, patrol officers have greater opportunity and capacity to respond to other calls for service in a timelier manner (OPD, 2019a).

OakDOT Parking Enforcement

The City issues approximately 330,000 parking citations annually. Parking enforcement moved from OPD to OakDOT in July 2017. At full staffing levels, OakDOT's Parking Enforcement unit includes four supervisors and 71 Parking Control Technicians (PCTs). In 2016 and 2017, PCT staff turnover was high, and included 58 PCTs or fewer. However, in April 2018, OakDOT hired 14 additional part-time PCTs, totaling approximately 60 full-time equivalent PCTs (City of Oakland, 2018).

Public Schools

Oakland Unified School District

The Project site is located within the boundaries served by the Oakland Unified School District (OUSD), which administers the public school system in the City of Oakland. OUSD operates 87 District-run schools and 34 OUSD-authorized charter schools in the City. There are also 12 non-OUSD charter schools located in the City that are operated under the Alameda County Office of Education, Alameda Unified School District, and the California State Board of Education (OUSD, 2018a).

OUSD enrollment reached a peak of approximately 55,100 enrolled students during the 1999–2000 school year and declined to a low of 46,400 enrolled students during the 2007–2008 school year; enrollment stagnated from 2008 through 2013. Since 2013, enrollment has steadily increased but has not yet reached peak 1999–2000 levels (CDE, 2019). The overall trend of declining enrollment is due in part to demographic shifts that include a reduced proportion of African American students since 2000 (OUSD, 2015). OUSD currently enrolls approximately

50,100 students with 36,300 students enrolled in OUSD District-run schools and 13,800 students enrolled in OUSD-authorized charter schools (OUSD, 2018a).

The OUSD assigns students to schools within the school district using an options enrollment program. Students apply with ranked choices and a lottery assigns students to schools. Currently, OUSD has policies in place that give priority to siblings of current students, and to students who live in the attendance area boundary of a given school (OUSD, 2019a).

OUSD divides the City into seven districts in order to manage resources. The Project site is located in District 3, which encompasses West Oakland, the Jack London Square Neighborhood, parts of Downtown Oakland, and other areas generally south of Interstate 580 (I-580) and east of Lake Merritt. District 3 includes five elementary schools, two middle schools, three high schools,[4] a combined elementary/middle school, a combined middle/high school, a continuation high school, and an alternative school for young adults. The Project site is located closest to Martin Luther King, Jr./Lafayette Elementary School, West Oakland Middle School, and McClymonds High School. Additional elementary schools near the Project site include Prescott and Hoover, located in District 3, and Lincoln Elementary School located in Chinatown in neighboring District 2 (OUSD, 2018a).

OUSD has recently indicated that it has too many schools for the number of students enrolled. Currently, 11,000 seats are empty across OUSD District-run schools and the cost of buildings, utilities, and staff is not sustainable in the long term. OUSD is currently drafting a Citywide Plan to promote the long-term sustainability of publicly-funded schools across the City that will identify the number and location of surplus properties (OUSD, 2019b).

As authorized by California Government Code Sections 65995, 65996(a) and 65996(b), OUSD collects school impact fees from developers of new residential and non-residential building space. The impact fee revenue is used together with other OUSD funds (e.g., State grants, general obligation bonds) to complete capital improvements. The amount of the fee (currently $3.48 per square foot of new residential space, and $0.56 per square foot of new commercial/industrial space) is established through OUSD's Developer Fee Justification Study (School Facility Consultants, 2016).

Peralta Community College District

The Peralta Community College District (PCCD) administers four community colleges comprised of Laney and Merritt colleges in the City of Oakland, Berkeley City College, and College of Alameda. Laney College, located approximately 0.83 miles northeast of the Project site, is the largest of the four PCCD campuses, and serves approximately 10,900 students (NCES, 2019a). College of Alameda is located across the Estuary in the City of Alameda, approximately 0.70 miles south of the Project site. College of Alameda serves approximately 5,800 students (NCES, 2019b).

PCCD enrollment has decreased from a high of 47,000 in 2009–2010 to approximately 37,700 students in 2016–2017. The decline in enrollment may be explained in part by a decrease in local

[4] Envision Academy is authorized by the Alameda County Board of Education and is not included in enrollment data for OUSD.

unemployment rates; when employment is increasingly available, typically fewer individuals choose to pursue their educational goals. Despite the expanded reach recently achieved through online education, the majority of PCCD students still reside in one of the five cities within the district, which include Alameda, Berkeley, Emeryville, Oakland, and Piedmont. These in-district students represent 70 percent of enrolled students each year, while the remaining 30 percent of students enroll from nearby cities and across the state (The RP Group, 2017).

Other Public Facilities

Libraries

Oakland Public Library (OPL) provides library services in the City of Oakland. Locations include a Main Library, an African American Museum and Library, and 16 branch locations spread throughout the City. OPL also offers the Second Start Adult Literacy Program, the Oakland Tool Lending Library, and hosts other special events for the community. Oakland Public Library gets funding primarily from the City's General Fund, Measure Q, and Measure D, as well as small amounts from grants and donations. Measure D, a new parcel tax passed in June 2018, generated enough money to eliminate an operating deficit that had previously existed (OPL, 2019a).

The following OPL facilities are located within one mile of the Project site (OPL, 2019b):

- The Main Library, located approximately 0.89 miles northeast of the Project site, is one of the largest public library facilities in the Bay Area. In addition to large collections of over 350,000 reference and circulating non-fiction and fiction books, the Main Library offers hundreds of current and historic magazines and newspapers, a major collection of sheet music, and thousands of maps.
- The Asian Branch Library, located approximately 0.50 miles northeast of the Project site, is a full service library and is unique among public library branches in the United States (U.S.) as it houses four Asian language collections. The Asian Branch is equipped with computers with internet access and multilingual interface, and iPads for instructional purposes.
- The African American Museum and Library, located approximately 0.67 miles north of the Project site, contains an archival collection, a non-circulating reference library, as well as a rare book collection. The museum regularly hosts traveling and original exhibitions that highlight the art, history, and culture of African Americans.
- The West Oakland Branch Library, located approximately 0.98 miles north of the Project site, contains circulating materials that are largely of popular interest, and has an extensive children's section focused on providing early literacy materials to children and their parents, as well as a growing teen collection and graphic novel collection for all ages. The West Oakland Branch is equipped with computers with internet access available for public use and a study room that can be reserved in advance.

OPL does not currently have any performance standards that are tied to levels of demand. OPL existing staff levels are adequate for current demand for library services; however, OPL facilities can be inconsistent in quality, and some facilities are insufficient for optimal public service due to space limitations and heavy use. There is existing substantial public demand for a new library in the Hoover-Foster neighborhood (located approximately 1.5 miles north of the Project site) and a new Main Library (OPL, 2019a).

Maritime Emergency Services and Law Enforcement

Maritime emergency services and law enforcement within the San Francisco Bay and Oakland Estuary are provided by multiple agencies, as described below.

United States Coast Guard

The United States (U.S.) Coast Guard is the coastal defense and maritime law enforcement branch of the U.S. Armed Forces. The U.S. Coast Guard Sector San Francisco provides federal jurisdiction over navigable waters of the San Francisco/San Pablo Bay and the Sacramento–San Joaquin River Delta, including the Inner Harbor Channel, part of a federal navigation channel, adjacent to the Project site. The U.S. Coast Guard maritime safety responsibilities include search and rescue operations, casualty investigations, commercial vessel inspections, and marine event permitting. The U.S. Coast Guard marine security responsibilities include patrols, commercial vessel security boardings, law enforcement boardings, and issuing violations. The U.S. Coast Guard also operates the San Francisco Bay vessel traffic system (VTS), which coordinates the safe and efficient transit of vessels in San Francisco Bay in an effort to prevent accidents and the associated loss of life and damage to property and the environment (U.S. Coast Guard, 2019b).

U.S. Coast Guard facilities in the Project vicinity include a station on Yerba Buena Island, which supports the U.S. Coast Guard Sector San Francisco, including the Project site, and Base Alameda, which supports U.S. Coast Guard activities throughout the West coast as well as the U.S. Coast Guard Sector San Francisco Prevention Division (U.S. Coast Guard; 2019b, 2019c).

The U.S. Coast Guard conducts waterside and adjacent facility patrols in accordance with U.S. Coast Guard policy and ongoing updates to risk assessment models for particular areas and locations. For all emergencies with a waterside nexus, coordination happens through the U.S. Coast Guard Sector San Francisco. Currently, U.S. Coast Guard units typically deploy within 30 minutes of notification in accordance with requirements contained in the U.S. Coast Guard Addendum to the National Search and Rescue Manual (U.S. Coast Guard, 2019a).

Oakland Police Department

OPD has a Marine Unit that assists with maritime law enforcement and emergency response. The Marine Unit is part of OPD's Special Operations under Bureau of Field Operations Two, which is supported out of the Eastmont Substation (2651 73rd Avenue). The OPD Marine Unit trains with multiple agencies throughout the Bay Area including local Bay Area ferry agencies and the U.S. Coast Guard. The Marine Unit also works on salvaging and cleanup projects to remove dilapidated and abandoned boats from the Oakland Estuary, which can create hazards for other vessels. In 2017–2018, the OPD Marine Unit removed 10 vessels causing a hazardous environment in the Oakland Estuary. The OPD Marine Unit also participates in many of Oakland's high profile events that occur in and/or around the City's water resources, including operating rescue watercraft in Lake Merritt for the 2017 Golden State Warriors Championship Parade and annually assisting with water safety for the participants in the Oakland Triathlon, as well as serving as a security platform for local boaters passing by the swim course. The OPD Marine Unit currently operates 4 boats and 2 jet-skis to assist with maritime law enforcement,

patrol, and rescue (OPD, 2019a). Three OPD police boats are currently docked in the Estuary adjacent to Fire Station 2 on the Project site.

As discussed above, OPD also assigns one officer from the OPD Marine Unit to patrol the Port and the Estuary via water (City of Oakland and Port of Oakland, 2019). Violations by vessels in the Estuary can be enforced by the U.S. Coast Guard and local law enforcement, including the OPD Marine Unit, which has been designated to carry out enforcement by the Captain of the Port (OPD, 2019c).

Alameda County Sheriff's Office

The Alameda County Sheriff's Office Marine Patrol Unit operates throughout Alameda County's waterways and assists other local, State, and Federal agencies, as well as military assets, in all facets of marine operations including boating safety and law enforcement. The Marine Patrol Unit includes marine boat patrols, a personal watercraft response unit, and an underwater explosive recovery team (Alameda County Sheriff, 2019b). The Marine Unit offices are based out of a facility near the Oakland International Airport (8980 Earhart Road), and boats are docked at the Grand Street Marina located in Alameda (2099 Grand Street). The Marine Unit's assets include a range of boats and sizes, from an 85-foot boat to jet-skis.

The Marine Unit performs routine patrols of the Estuary and responds to calls on an as-needed basis. The Marine Unit assists the U.S. Coast Guard and OPD as needed. However, some calls come directly into the Alameda County Sheriff's Office, and the Marine Unit responds accordingly. Response times vary based on the nature of the call and which assets are located nearby, but the Marine Unit typically responds within 20 minutes of a call. Current equipment is adequate for service, but staffing levels may be a concern due to the skills needed to operate equipment (Alameda County Sheriff's Office, 2019a).

Water Emergency Transportation Authority

In the event of an emergency disrupting the regional transportation system, the San Francisco Bay Area Water Emergency Transportation Authority (WETA) is authorized to coordinate Bay Area maritime response for the transportation of passengers by ferry vessels and the provision of ferry service. WETA may also provide emergency water transportation services under its own authority for response to incidents that threaten immediate life safety of Bay Area populations. WETA has prepared an Emergency Response Plan to provide guidance for WETA and other agency staff to implement during and after an incident that severely disrupts the emergency transportation system (WETA, 2016).

Bay Area Search and Rescue Council

The Bay Area Search and Rescue Council (BASARC) was formed in 1990 to provide a platform for the exchange of ideas and information, establish working groups to develop common training, communications and management skills, and to promote professionalism in the Search and Rescue community (BASARC, 2019). The U.S. Coast Guard, OFD, OPD, and Alameda County Sheriff's Office participate in the Council, which informs water-based search and rescue operations described above.

4.13.2 Regulatory Setting

Federal

National Fire Protection Association 1710

NFPA 1710 is the Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments. This standard specifies requirements for effective and efficient organization and deployment of fire suppression operations, emergency medical operations, and special operations to the public by career fire departments to protect citizens and the occupational safety and health of fire department employees (NFPA, 2019). OFD bases its goal of providing emergency service within 7 minutes of notification 90 percent of the time on this standard.

United States Coast Guard

The Oakland Inner Harbor Channel is part of a federal navigation channel. Navigation by any vessel, including all recreational motorized and non-motorized watercraft, in the channel is regulated by the Inland Navigation Rules and Regulations of the U.S. Coast Guard (U.S. Coast Guard, 2019d). Ships serving the Port of Oakland are considered vessels restricted in ability to maneuver and vessels constrained by draft. The following rules are applicable to all vessels using the Inner Harbor:

- **Rule 9, Narrow Channels:** (a) A vessel proceeding along the course of a narrow channel or fairway shall keep as near to the outer limit of the channel or fairway which lies on her starboard side as is safe and practicable; (b) A vessel of less than 20 meters in length or a sailing vessel shall not impede the passage of a vessel that can safely navigate only within a narrow channel or fairway; (d) A vessel shall not cross a narrow channel or fairway if such crossing impedes the passage of a vessel which can safely navigate only within that channel or fairway; (g) Any vessel shall, if the circumstances of the case admit, avoid anchoring in a narrow channel.
- **Rule 18, Responsibilities Between Vessels:** (d) Any vessel other than a vessel not under command or a vessel restricted in her ability to maneuver shall, if the circumstances of the case admit, avoid impeding the safe passage of a vessel constrained by her draft.

Within the navigable waters of the San Francisco Bay and connecting waters, including the Estuary, anchoring is prohibited outside of designated anchorages except when required for safety or with the written permission of the Captain of the Port (33 CFR § 110.224).

The U.S. Coast Guard Addendum to the National Search and Rescue Manual also contains policy, guidelines, procedures and general information for Coast Guard use in search and rescue operations. To meet the search and rescue response standard for most Coast Guard unit areas of responsibility, Coast Guard units with a search and rescue readiness responsibility shall maintain a suitable search and rescue resource ready to proceed within 30 minutes of notification of a distress (U.S. Coast Guard, 2013).

State

California Fire Code

The California Fire Code (Title 24, Part 9 of the California Code of Regulations) establishes regulations to safeguard against hazards of fire, explosion, or dangerous conditions in new and existing buildings, structures, and premises. The provisions of the Fire Code apply to the construction, alteration, movement, enlargement, replacement, repair, equipment, use and occupancy, location, maintenance, removal, and demolition of every building or structure throughout the State of California. The Fire Code includes regulations regarding fire-resistance-rated construction, fire protection systems such as alarm and sprinkler systems, fire services features such as fire apparatus access roads, means of egress, and fire safety during construction and demolition.

California Fire Code Section 403.2 addresses public safety for both indoor and outdoor gatherings, including emergency vehicle ingress and egress, fire protection, emergency medical services, public assembly areas and the directing of both attendees and vehicles (including the parking of vehicles), vendor and food concession distribution, and the need for the presence of law enforcement and fire and emergency medical services personnel at the event.

Harbors and Navigation Code

California Harbor and Navigation Code Section 131 sets penalties for those unlawfully obstructing the navigation of any navigable waters, including the Inner Harbor Channel. A misdemeanor may be found for those in violation of this section, subject to fine or imprisonment.

Senate Bill 2040

The Oil Spill Prevention and Response Act (OSPRA) of 1990, Senate Bill (SB) 2040, was enacted with the goals to improve the prevention, removal, abatement, response, containment and clean up and mitigation of oil spills in the marine waters of California. SB 2040 created harbor safety committees for the major harbors of the State of California to plan "for the safe navigation and operation of tankers, barges, and other vessels within each harbor… (by preparing) …a harbor safety plan, encompassing all vessel traffic within the harbor." The Harbor Safety Committee of the San Francisco Bay Region prepares the Harbor Safety Plan for San Francisco, San Pablo and Suisun Bays, which was most recently updated in 2017, and contains Best Maritime Practices specific to the Oakland Harbor (HSC, 2017). SB 2040 mandates that the Harbor Safety Committee must annually review its previously adopted Harbor Safety Plan and recommendations and submit the annual review to the OSPRA Administrator.

Senate Bill 50

The Leroy F. Greene School Facilities Act of 1998, or Senate Bill 50 (SB 50), authorizes school districts to levy developer fees to finance the construction or reconstruction of school facilities, and restricts the ability of local agencies to deny project approvals on the basis that public school facilities (classrooms, auditoriums, etc.) are inadequate. School impact fees are collected at the time when building permits are issued. Payment of school fees is required by SB 50 for all new residential development projects and is considered full and complete mitigation of any school impacts. School impact fees are payments to offset capital cost impacts associated with new developments, which result primarily from costs of additional school facilities, related furnishings

and equipment, and projected capital maintenance requirements. As such, agencies cannot require additional mitigation for any impacts on school facilities or due to the inadequacy of school facilities. Indirect impacts related to school attendance or construction of new facilities must still be considered under CEQA (e.g., indirect impacts on traffic, air quality, noise).

Local Plans, Ordinances and Policies

City of Oakland General Plan

The City of Oakland General Plan Land Use and Transportation Element (LUTE) and Safety Element contain objectives, policies, and actions to ensure public facilities and services are adequately available and accessible in a timely fashion to serve new development (City of Oakland, 2007 & 2012).

The following objectives and policies within the Neighborhoods section of the LUTE, apply Citywide and are relevant to the Project:

> **Objective N.12:** Provide adequate infrastructure to meet the needs of Oakland's growing community.
>
> > ***Policy N.12.1:*** The development of public facilities and staffing of safety-related services, such as fire stations, should be sequenced and timed to provide a balance between land use and population growth, and public services at all times.
> >
> > ***Policy N.12.2:*** Adequate public school capacity should be available to meet the needs of Oakland's growing community. The City and the Oakland Unified School District (OUSD) should work together to establish a continuing procedure for coordinating residential and commercial development and exploring the imposition of mutually agreed upon reasonable and feasible strategies to provide for adequate school capacity. The City and OUSD should jointly consider, where feasible and appropriate, funding mechanisms such as assessment districts, redevelopment Agency funding (AB 1290), uses of surplus City-owned land, bond issues, and adjacent or shared use of land or school facilities with recreation, libraries, child care and other public uses.
> >
> > ***Policy N.12.5:*** In its capital improvement and public service programs, the City should give priority to reducing deficiencies in, and disparities between, existing residential areas.

The following policies and actions within the Public Safety and Fire Hazards sections of the Safety Element of the General Plan apply Citywide and are relevant to the Project:

> ***Policy PS-1*:** Maintain and enhance the City's capacity to prepare for, mitigate, respond to and recover from disasters and emergencies.
>
> ***Policy FI-1*:** Maintain and enhance the City's capacity for emergency response, fire prevention and fire-fighting.
>
> > *Action FI-1.1*: Periodically assess the need for new or relocated fire stations and other facilities, changes in staffing levels, and additional or updated supplies, equipment, technologies and in-service training classes.
> >
> > *Action FI-1.2*: Strive to meet a goal of responding to fires and other emergencies within seven minutes of notification 90 percent of the time.

***Policy FI-2*:** Continue, enhance or implement programs that seek to reduce the risk of structural fires.

Action FI-2.2: Continue to enforce provisions under the local housing code requiring the use of fire-resistant construction and the provision of smoke detectors and fire-extinguishing systems.

Action FI-2.3: Continue to review development proposals to ensure that they incorporate required and appropriate fire-mitigation measures, including adequate provisions for occupant evacuation and access by fire-fighting personnel and equipment.

Oakland Municipal Code

Oakland Municipal Code, Chapter 15.74, Transportation and Capital Improvement Fees, establishes Citywide transportation and capital improvements impact fees in the City of Oakland to assure that development projects pay their fair share to compensate for the increased demand for transportation and capital improvements infrastructure generated by development projects within the City. Funds deposited into the Capital Improvements Impact Fee Fund are used to pay for projects that are required for fire, police, library, parks and recreation, or storm drain services.

Oakland Municipal Code, Chapter 15.12 contains the Oakland Fire Code. The Oakland Fire Code was updated in 2016 to adopt the most recent California Fire Code, and includes amendments to the California Fire Code specific to the City of Oakland in response to local climatic, geological, or topographical conditions. The Fire Prevention Bureau within the OFD assists the Fire Chief in the administration and enforcement of the provisions of the Oakland Fire Code. The Fire Prevention Bureau provides plan checking services that assure the incorporation of proper life safety standards, as well as code compliance, in all new construction in the City, and oversees inspection services related to compliance with the State and local fire codes.

4.13.3 Significance Criteria

The City of Oakland has established thresholds of significance for CEQA impacts (City of Oakland, 2016). Based on these thresholds, the Project would have a significant adverse impact related to public services if it would:

1. Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental 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 any of the following public services:
   - Fire protection;
   - Police protection;
   - Schools;[5] or
   - Other public facilities.

[5] Although impacts to school facilities schools are considered to be completely mitigated by payment of school impact fees (see SB 50),) the impacts should nevertheless be analyzed.

The changes to Appendix G of the State CEQA Guidelines effective in December 2018 were intended to reflect recent changes to the CEQA statutes and court decisions. Many of these recent changes and decisions are already reflected in the City's adopted significance thresholds, which have been used to determine the significance of potential impacts. To the extent that the topics or questions in Appendix G are not reflected in the City's thresholds, these topics and questions have been taken into consideration in the impact analysis below, even though the determination of significance relies on the City's thresholds. In the case of public services, no specific changes were made to Appendix G affecting this topic, and the City's threshold of significance is consistent with Appendix G.

Approach to Analysis

Potential direct impacts to public services are discussed relative to potential substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, or the need for new or physically altered governmental facilities, as directed by the City of Oakland's *CEQA Thresholds of Significance*. Potential indirect impacts related to an increase in recreational water users are described below as they relate to the need for new or physically altered governmental facilities. Potential land use compatibility impacts related to recreational water users and maritime vessels are discussed in Section 4.10, *Land Use, Plans, and Policies*. The cumulative analysis considers potential public services impacts of the Project combined with cumulative development in the Project vicinity and Citywide.

The Project could have a significant impact on public services if: (1) it would require the construction of new or physically altered governmental facilities in order to maintain acceptable levels of public services; and (2) the construction or alteration of such facilities would result in a substantial adverse physical impact on the environment.

For purposes of the impact analysis, it is assumed that the Project would be designed to comply with the most up-to-date building and fire codes and include fire safety measures and equipment, including but not limited to, use of fire retardant building materials, inclusion of emergency water infrastructure (fire hydrants and sprinkler systems), installation of smoke detectors and fire extinguishers, installation of emergency response notification systems, and provision of adequate emergency access ways within the Project site for emergency vehicles. Project fire safety plans would be subject to review and approval by the OFD.

Other effects that could result from the Project—such as the potential for an increase in crime, public drinking, outdoor crowd noise, building defacement, public urination, ticket scalping, pan-handling, vandalism, litter, graffiti, and other activities that may result in a diminished quality of life for neighborhood residents—are not considered impacts on public facilities under CEQA unless such effects result in the need for the construction of new or physically altered governmental facilities in order to maintain acceptable levels of public services, and the construction of such facilities result in adverse physical environmental impacts. Quality of life issues, such as crime and public drinking, would be considered as part of the City's planning and approval processes, while outdoor crowd noise is considered as a noise impact (addressed in Section 4.11, *Noise and Vibration*; building defacement and vandalism, which are considered non-CEQA impacts, are

discussed in the urban decay discussion [Chapter 7]; and litter is considered as a potential impact on water quality [addressed in Section 4.9, *Hydrology and Water Quality*]).

With regard to emergency vehicle access, the Project site would have emergency access routes from the east via Embarcadero West and Water Street and from the north via Market Street and Martin Luther King Jr. Way. As described in Chapter 3, *Project Description*, the Project would construct an additional emergency vehicle access (EVA) road on the west side of the Project site on an alignment to be determined by the Port that connects the west end of Embarcadero West to Middle Harbor Road. This EVA would be made available only to police, fire, ambulance, and other emergency service providers only for the purpose of responding to an emergency on the Project site when other means of access to and from the area are unavailable or sub-optimal. Emergency access to the Project site and emergency response plans are discussed in Section 4.8, *Hazards and Hazardous Materials*.

4.13.4 Impacts of the Project

Fire Protection and Emergency Medical Response

Impact PUB-1: The Project could result in an increase in demand for fire protection and emergency medical response services that would require new or physically altered fire protection facilities in order to maintain acceptable service ratios, response times, or other performance objectives, construction of which could have significant physical environmental impacts. (Criterion 1) (*Less than Significant with Mitigation*)

Construction

As described in Chapter 3, *Project Description*, construction of Phase 1 of the Project would take a minimum of 2 years to construct, and then development of the remainder of the site would occur over time. Peak construction of Phase 1 and buildout of the remainder of the site would require a maximum of 1,300 and 1,000 construction workers, respectively. The presence of construction workers on-site could result in an incremental, temporary increase in demand for fire protection and emergency medical response services. As discussed in Section 4.12, *Population and Housing*, construction-related jobs generated by the Project would likely be filled by employees within the construction industry within the City of Oakland and the greater Bay Area region, many of whom are currently being served by OFD fire protection and emergency medical response services, and therefore would not represent an increase in demand for services. Further, this incremental, temporary increase in demand for services during construction could be accommodated by existing fire protection and emergency medical response services, including from Fire Station 2 located on the Project site, and would not require construction of new or physically altered facilities to maintain services.

The Project proposes to retain Fire Station 2 on the Project site, which re-opened in 2020 to serve as a temporary station during planned fire station remodels and construction projects in the City, although the station may be removed in the future and this EIR analyzes its potential demolition. If the station is retained as a permanent part of the Project, OFD has indicated that a retrofit would be necessary in the future. Improvements to the Fire Station 2 could include redesigned or expanded bunk rooms, bathrooms, kitchen facilities, parking, and emergency response apparatus

storage facilities. Additionally, potential improvements such as paving, painting, lighting, or movable barriers for pedestrian management on game/event days at the proposed ballpark would be necessary (OFD and A's, 2020). If Fire Station 2 is removed from use as an active fire station (either temporarily due to retrofit or permanently due to demolition), this could result in reduced levels of fire protection and emergency services due to displacement of firefighters and equipment (OFD, 2019b). Thus, a retrofit of Fire Station 2 or the construction of a new fire station and, if necessary, development of a temporary station would be required to enable OFD to maintain acceptable levels of fire protection and emergency medical response services in the vicinity of the Project site as well as citywide. The retrofit or replacement station would not result in any new physical impacts on the environment as discussed below.

Necessary Improvement Measure PUB-1 would require the Project sponsor to retrofit and make improvements to Fire Station 2 and/or construct a replacement fire station if the current station is demolished in coordination with OFD to maintain or improve existing service levels during Project construction. This improvement measure would be required and implemented as a condition of approval for the Project.

> **Necessary Improvement Measure PUB-1: Fire Station 2 Retrofit or Replacement.**
>
> Prior to the issuance of the first building permit for the ballpark or a demolition permit for Fire Station 2, the Project sponsor shall develop detailed plans and a program to retrofit and make improvements to Fire Station 2 or construct a replacement fire station. The replacement station shall be located within the Project's development envelope or in close proximity to the site, subject to the approval of the Oakland Fire Department (OFD). The Project sponsor shall coordinate with OFD on the timing of retrofit or demolition of Fire Station 2 to ensure that adequate fire protection and emergency medical response services are available to maintain existing service levels and serve the Project during the retrofit or construction of the replacement fire station, which may include development of a temporary station, while the Fire Station 2 retrofit or the replacement fire station is under construction. If a temporary station is required, Fire Station 2 shall not be closed or demolished until the temporary station has been established. In that event, the temporary station shall remain in operation until it is no longer needed by OFD because the fire station remodels and construction projects have been completed, or the permanent replacement fire station has been completed. The Project sponsor shall be responsible for all design and construction costs associated with the retrofit of Fire Station 2 or the replacement fire station and for the design and construction of any facilities required to provide adequate fire protection and emergency medical response services during construction of the replacement fire station.

The replacement fire station, if Fire Station 2 is demolished, would likely be located within the Project's development envelope. The physical impacts related to demolition and construction of this facility are addressed as part of the Project and are included within the analyses in the appropriate environmental resource topic sections of this Draft EIR. (If retrofit of the existing fire station, impacts related to this construction would be less than those associated with demolition and replacement.) The physical impacts of constructing this facility are therefore subsumed in the analysis of impacts of constructing the Project. Mitigation measures are identified to reduce construction-related impacts (including those caused by construction of fire facilities) to air quality, biological resources, cultural resources, geology, soils, and paleontological resources,

hazards and hazardous materials, hydrology and water quality, noise, and transportation to the extent feasible. These include **Mitigation Measures AIR-1a** (Dust Controls); **AIR-1b** (Criteria Air Pollutant Controls); **AIR-1c** (Diesel Particulate Matter Controls); **AIR-1d** (Super-Compliant VOC Architectural Coatings during Construction); **BIO-1a** (Disturbance of Birds during Nesting Season); **BIO-2** (Pre-Construction Assessments and Protection Measures for Bats); **BIO-3** (Management of Pile Driving in the Water Column for Protection of Fish and Marine Mammals); **BIO-4** (Compensation for Fill of Jurisdictional Waters); **CUL-1** (Maritime Resources Treatment Plan); **CUL-2** (Vibration Analysis for Historic Structures); **CUL-4a** (Archaeological Resources and Tribal Cultural Resources – Discovery During Construction); **CUL-4b** (Archaeologically Sensitive Areas – Pre-Construction Measures); **CUL-5** (Human Remains – Discovery During Construction); **GEO-1** (Site-Specific Final Geotechnical Report); **GEO-2** (Inadvertent Discovery of Paleontological Resources During Construction); **HAZ-1a** (Preparation and Approval of Consolidated RAW, LUCs and Associated Plans); **HAZ-1b** (Compliance with Approved RAW, LUCs and Associated Plans); **HAZ-1c** (Health and Safety Plan); **HAZ-1d** (Hazardous Building Materials); **HYD-1** (Creek Protection Plan); **NOI-1a** (Construction Days/Hours); **NOI-1b** (Construction Noise Reduction); **NOI-1c** (Extreme Construction Noise Measures); **NOI-1d** (Project-Specific Construction Noise Reduction Measures); **NOI-1e** (Construction Noise Complaints); **NOI-1f** (Physical Improvements or Off-site Accommodations for Substantially Affected Receptors); **and TRANS-4** (Construction Management Plan). The aforementioned mitigation measures are applied collectively to this impact as **Mitigation Measure PUB-1**, below.

In the unlikely event that the replacement fire station is located off-site, it would be subject to additional review under CEQA. As the replacement station would likely be developed on an infill parcel, any potentially adverse effects from the replacement fire station likely would be similar to those anticipated by development of the Project, as discussed above. A temporary fire station, if needed due to the retrofit or demolition of Fire Station 2, could be located on- or off-site in proximity to the Project site, using temporary structures or a combination of existing structures and temporary structures. Since the impacts associated with a temporary fire station would be temporary and no permanent structures would be constructed, potential impacts would be no more severe than those associated with the Project. Overall, potential impacts associated with the construction of the replacement fire station and temporary fire station, would be similar to, and no more severe than those associated with the Project if located within the Project's development envelope. As noted above, in the unlikely event that the replacement fire station is located off-site, it would be subject to additional review under CEQA.

In summary, while the Project could result in the temporary loss of acceptable fire protection and emergency medical response services due to the retrofit or potential demolition of Fire Station 2, the Project would construct a replacement fire station and temporary fire facilities, as needed. If the replacement station is located within the Project's development envelope, the physical impacts are addressed through other mitigation measures in this Draft EIR. These facilities would be provided in coordination with OFD. Accordingly, impacts related to fire protection and emergency services during construction would be less than significant.

Operation

An increase in population at the Project site would result in periodic and permanent increases in demand for fire protection and emergency medical services compared to existing conditions. The increased population includes employees and patrons of games and events at the proposed ballpark, as well as daily employment and visitors of the proposed office, retail, and entertainment uses. In addition, new permanent residential population associated with the proposed onsite residential uses would result in a permanent population increase on the Project site.

The Project's increase in population would result in an increased demand for fire protection and emergency medical response services, which could impact OFD response times. As discussed in Section 4.13.1, *Environmental Setting*, without an active Fire Station 2 the OFD was meeting its response time goal of 7 minutes 90 percent of the time in the Downtown/Lake Merritt area, but experienced delayed response times to the Jack London Square waterfront area south of I-880 and the UPRR tracks, with a 7-minute response time 67 percent of the time, and an average 9 minute and 2 seconds response time 90 percent of the time (Deccan International, 2019). OFD has also indicated that they experience delays responding to waterfront incidents due to freight trains (OFD, 2019b). The increase in population at the Project site could result in more delays south of the UPRR tracks due to an increase in service call volumes.

OFD has indicated that a retrofit of Fire Station 2 and physical improvements associated with game/event day pedestrian management at the proposed ballpark would be necessary to incorporate Fire Station 2 in to the Project's design, given its location within the main pedestrian approach to the ballpark along Water Street. With the retrofit and improvements to the existing Fire Station 2, as required by Necessary Improvement Measure PUB-1, the proposed Project would not result in an increase in demand for fire protection and emergency medical response services such that additional fire protection facilities are necessary.

As discussed above, if demolition of Fire Station 2 is pursued in the future, necessary Improvement Measure PUB-1, would require the Project sponsor to construct a replacement fire station and potentially a temporary fire station in coordination with OFD. The construction of this replacement fire station would enable OFD to maintain acceptable levels of fire protection and emergency medical response services to the waterfront area shown in Figure 4.13-3, including the Project site during Project operations (OFD, 2019b). Overall, potential impacts associated with the construction of the replacement fire station and potential temporary fire station, would be similar to, and no more severe than those associated with the Project if located within the Project's development envelope. As noted above, in the unlikely event that the replacement fire station is located off-site, it would be subject to additional review under CEQA. Operational impacts related to the replacement fire station, such as noise impacts from sirens, would be similar to existing conditions at the reopened Fire Station 2.

Additionally, as part of Project operations for games and large events at the ballpark, the Oakland Athletics or other event sponsors would provide on-site medical services, as they currently do for baseball games and other events at the Coliseum, including a first-aid station and on-site medical personnel, to provide first aid to game/event patrons or employees that may require medical assistance. This would reduce potential effects on general emergency medical response providers.

The following Mitigation Measure PUB-1 will address the potential construction-period impacts of the necessary public facilities:

> **Mitigation Measure PUB-1:** For construction of the new and/or retrofitted public services facilities, implement **Mitigation Measures AIR-1a, *Dust Controls*; AIR-1b, *Criteria Air Pollutant Controls*; AIR-1c, *Diesel Particulate Matter Controls*; AIR-1d, *Super-Compliant VOC Architectural Coatings during Construction*; BIO-1a, *Disturbance of Birds during Nesting Season*; BIO-2, Pre-Construction Assessments and Protection Measures for Bats; BIO-3, *Management of Pile Driving in the Water Column for Protection of Fish and Marine Mammals*; BIO-4, *Compensation for Fill of Jurisdictional Waters*; CUL-1, *Maritime Resources Treatment Plan*; CUL-2, *Vibration Analysis for Historic Structures*; CUL-4a, *Archaeological Resources and Tribal Cultural Resources – Discovery During Construction*; CUL-4b, *Archaeologically Sensitive Areas – Pre-Construction Measures*; CUL-5, *Human Remains – Discovery During Construction*; GEO-1, *Site-Specific Final Geotechnical Report*; GEO-2, *Inadvertent Discovery of Paleontological Resources During Construction*; HAZ-1a, *Preparation and Approval of Consolidated RAW, LUCs and Associated Plans*; HAZ-1b, *Compliance with Approved RAW, LUCs and Associated Plans*; HAZ-1c, *Health and Safety Plan*; HAZ-1d, *Hazardous Building Materials*; HYD-1, *Creek Protection Plan*; NOI-1a, *Construction Days/Hours*; NOI-1b, *Construction Noise Reduction*; NOI-1c, *Extreme Construction Noise Measures*; NOI-1d, *Project-Specific Construction Noise Reduction Measures*; NOI-1e, *Construction Noise Complaints*; NOI-1f, *Physical Improvements or Off-site Accommodations for Substantially Affected Receptors*; and TRANS-4, *Construction Management Plan*.**
>
> **Significance after Mitigation:** Less than Significant.

Police Protection

Impact PUB-2: The Project could result in an increase in demand for police services that would require new or physically altered police facilities in order to maintain acceptable service ratios, response times, or other performance objectives, construction of which could have significant physical environmental impacts. (Criterion 1) (*Less than Significant with Mitigation Incorporated*)

Construction

As described in Chapter 3, *Project Description*, construction of Phase 1 of the Project would take a minimum of 2 years to construct, and then development of the remainder of the site would occur over time. Peak construction of Phase 1 and buildout of the remainder of the site would require a maximum of 1,300 and 1,000 construction workers, respectively. The presence of construction workers on-site could result in an incremental, temporary increase in demand for police protection. As discussed in Section 4.12, *Population and Housing*, construction-related jobs generated by the Project would likely be filled by employees within the construction industry within the City of Oakland and the greater Bay Area region, many of whom are currently being served by OPD police protection services, and therefore would not represent an increase in demand for services. Further, this incremental, temporary increase in demand for services during construction could be accommodated by existing OPD police protection services and would not

require construction of new or physically altered facilities to maintain services. Therefore, acceptable police protection would be maintained during construction of the Project, and impacts would be less than significant.

Operation

The proposed Project uses would increase the daily population at the Project site, adding a new permanent residential population associated with the proposed onsite residential uses. The daily population will also increase due to daily employment and visitors of the proposed office, retail, and entertainment uses, in addition to employees and patrons of games and events at the proposed ballpark.

Mixed-Use Development

The proposed Project mixed-use development would increase the daily population at the Project site as a result of increased numbers of employees and visitors of the proposed office, retail, and entertainment; and would also generate new permanent residential population associated with the proposed onsite residential uses.

A population increase could result in an increase in reported crime and calls for service. The Project would generate approximately 6,000 new residents – an increase that would not change the 2018 officer to resident ratio of 1.8 per 1,000 residents Citywide.[6] Even with a higher local residential population and an eventual increase in local police staffing levels, OPD has indicated that the mixed-use development would not trigger a need to build new or expanded police facilities based on increased demand (OPD, 2019a). Therefore, Project impacts related to the new or physically altered police facilities for the mixed-use development would be less than significant.

Ballpark

The proposed ballpark constitutes a use that requires special police services. Ballpark patrons attending games and events would result in a periodic increase in demand for police protection. As discussed in Section 4.13.1, *Environmental Setting*, the OPD provides increased police protection for A's baseball games at the Oakland Coliseum and other sporting events (e.g., past Golden State Warriors basketball games and Oakland Raiders football games) and other events in the City, and assigns and dedicates additional OPD personnel specifically for these games/events. Accordingly, the OPD would redistribute and increase local staffing for the games/events at the proposed ballpark, as needed. The level of OPD personnel required on and/or offsite for games/events would be determined in advance of the game/event by the OPD in coordination with the A's and/or event sponsor generally based on projected attendance.

As discussed in Section 4.13.1, professional baseball games typically generate fewer OPD-involved incidents as compared to other professional sporting events in Oakland. Additionally, the Golden State Warriors left their facilities within the City after the 2018-2019 season, and Oakland Raiders left their Oakland facilities after the 2019 seasons (Golden State Warriors, 2017; NFL; 2019). Thus, a redistribution of current OPD Special Event Unit personnel from the Oakland Coliseum would satisfy the police staffing demand at the proposed ballpark. Current

[6] Based on a population of 428,827 within the City of Oakland in 2018 (California Department of Finance, 2018). (792 approved sworn officers/434.827 thousand residents = 1.8)

operational issues for OPD serving A's baseball games include insufficient camera coverage for certain Coliseum site areas, including stadium concourses, seating areas, and parking lots; and OPD radios not working in certain areas of the Coliseum stadium, especially the clubhouse areas (OPD, 2019a). As discussed above, these issues would be resolved at the proposed ballpark through implementation of OPD recommendations.

As discussed in Section 4.15, *Transportation and Circulation*, during games and events at the proposed ballpark, the A's and/or event sponsor would also provide increased private security to assist in on-site crowd management and public safety during the events, and would use traffic control personnel to assist in implementing the Transportation Management Plan (TMP) (**Appendix TRA**) to facilitate safe movement of, and minimize potential conflicts among, pedestrians, bicyclists, and vehicles, similar to current event operations at the Coliseum. The Project also includes a Parking Management Plan (Appendix TRA) that would provide additional OakDOT PCTs specific to the Project vicinity to provide parking enforcement. Additionally, as discussed in Section 4.8, *Hazards and Hazardous Materials*, as required by Major League Baseball Best Operating Practices, an Emergency Procedures document will be developed for the new ballpark. This document will include evacuation and other plans for a range of emergencies that could occur at the new facility.

In order to adequately serve the proposed ballpark, OPD would require police office space and a command post within the ballpark (OPD, 2019a). **Necessary Improvement Measure PUB-2**, **Ballpark Law Enforcement Facilities**, would require the Project sponsor to provide police office space including an area within the development to be utilized for event day briefings, report writing space, and holding cells to accommodate arrests, as well as a command post within the ballpark that would be utilized by all agencies involved in event and security operations, as discussed further under Impact PUB-5, *Maritime Emergency Services and Law Enforcement*. This improvement measure would be required and implemented as a condition of approval for the Project. With implementation of Necessary Improvement Measure PUB-2, the Project would provide the facilities to adequately provide police services to the ballpark. As these new facilities would be located within an otherwise-planned structure, they would generate no further impacts beyond those identified in this EIR for the Project. Mitigation measures are identified to reduce construction-related impacts (including to police facilities) to air quality, biological resources, cultural resources, geology, soils, and paleontological resources, hazards and hazardous materials, hydrology and water quality, noise, and transportation to the extent feasible. As discussed under Impact PUB-1 above, these mitigation measures are applied collectively as Mitigation Measure PUB-1. Therefore, the Project's impact related to police protection for the ballpark would be less than significant.

> **Necessary Improvement Measure PUB-2: Ballpark Law Enforcement Facilities.**
>
> Prior to the issuance of the building permit for the ballpark, the Project sponsor shall provide building plans to the Bureau of Planning & Building showing the locations of police and other law enforcement office space and a command post within the ballpark. The office space shall include an area within the development to be utilized for event day briefings, report writing space, and holding cells to accommodate arrests. The command post is to be utilized by all agencies involved in event and security operations at the

ballpark. The law enforcement office space and command post shall be developed in consultation with law enforcement agencies, including the OPD, U.S. Coast Guard, and Alameda County Sheriff based on their needs. The Project sponsor shall be responsible for all design, construction, and maintenance costs associated with the law enforcement office space and command center.

Mitigation Measure PUB-1. (see Impact PUB-1)

Significance after Mitigation: Less than Significant.

Public Schools

Impact PUB-3: The Project would not result in an increase in new students for public schools at a level that would require new or physically altered school facilities in order to maintain acceptable service ratios, response times, or other performance objectives, construction of which would have significant physical environmental impacts. (Criterion 1) (*Less than Significant*)

The Project includes the development of approximately 3,000 residential units on the Project site. Up to 540 residential units are expected to be developed during Phase 1 of the Project by the fourth year of Project construction. New residential development on the Project site would cause an increase in school-aged children that could be enrolled in OUSD schools. As shown in **Table 4.13-4**, the Project would result in approximately 150 new school-age children during Phase 1, and approximately 822 new school-age children at full buildout.

TABLE 4.13-4
ESTIMATED STUDENT GENERATION

Grade Group	Students per Residential Housing Unit[a]	Estimated Project School-Age Children – Phase 1[b]	Estimated Project School-Age Children - Full Buildout[c]
Kindergarten – 5th Grade	0.141	77	423
6th – 8th Grade	0.060	33	180
9th – 12th Grade	0.073	40	219
Total	**0.274**	**150**	**822**

NOTES:

a Student generation rates for OUSD are based those contained in the *School Facility Fee Justification Report for Residential, Commercial & Industrial Development Projects for the Oakland Unified School District* (School Facility Consultants, 2016).
b Based on 540 housing units developed for Phase 1 of the Project.
c Based on 3,000 housing units developed by the Project at Full Buildout.

SOURCE: School Facility Consultants, 2016.

The new students would be added to district-wide enrollment incrementally over time as development of the Project occurs. OUSD uses an options enrollment program to assign students to schools within the school district, which reduces substantial enrollment impacts to any one school. This analysis conservatively assumes that new students would be added to OUSD-run elementary, middle, and high schools in the Project vicinity, as students may also choose to attend

charter schools or private schools. As depicted in **Table 4.13-5**, OUSD projected a surplus in capacity at schools near the Project site in 2023. When the Project's student generation for Phase 1 and full buildout is added to these projections, there would be surplus capacity collectively at the elementary schools in the Project vicinity (Martin Luther King Jr./Lafayette, Prescott, Hoover, and Lincoln Elementary Schools), and individually for West Oakland Middle School and McClymonds High School.

TABLE 4.13-5
ESTIMATED STUDENT CAPACITY AT OUSD SCHOOLS IN PROJECT VICINITY

School	Number of Seats	Projected Surplus Capacity in 2023[a]	Projected Surplus Capacity including estimated Project Students – Phase 1[b]	Projected Surplus Capacity including estimated Project Students – Full Buildout[c]
Elementary Schools				
Elementary Schools near the Project site[d]	2,321	658	581	235
Middle School				
West Oakland Middle	760	584	551	404
High School				
McClymonds	780	381	341	162

NOTES:

a As projected in OUSD's Community of Schools Citywide Plan: Toward a Citywide Map (OUSD, 2018b).
b Per Table 4.13-5, Phase 1 of the Project would generate approximately 77 elementary school students, 33 middle school students, and 40 high school students.
c Per Table 4.13-5, at Full Buildout, the Project would generate approximately 423 elementary school students, 180 middle school students, and 219 high school students.
d Elementary schools near the Project site include Martin Luther King Jr./Lafayette, Prescott, Hoover, and Lincoln.

SOURCE: OUSD, 2018b.

It should be noted that in a worst-case scenario, if all Phase 1 generated elementary school-age students were assigned to one of the elementary schools in the Project vicinity, there would be surplus capacity at all but one elementary school (Lincoln Elementary School). Under full buildout, if all Project elementary school-age students were assigned to one of the elementary schools in the Project vicinity, there would be a shortage at each individual elementary school. However, due to OUSD's options enrollment program, this scenario would be very unlikely, as students would be distributed to other elementary schools with surplus capacity.

While not under the control of the Project sponsor, the City's adherence to General Plan Policy N.12.2, described above would reduce the potential for effects to school facilities associated with increased enrollment. Further, pursuant to Senate Bill 50 (SB 50), the Project would be required to pay school impact fees established to offset potential impacts from new development on school facilities. Therefore, although the Project would increase resident populations and potential student enrollment in the City, payment of fees mandated under SB 50 is the mitigation measure prescribed by the statute, and payment of such fees is deemed full and complete mitigation of Project impacts on school facilities.

The Project would also increase the population in the area, which could lead to increased demand for PCCD school facilities, including Laney College and College of Alameda. Despite the expanded reach recently achieved through online education, the majority of PCCD students still reside locally. However, PCCD enrollment has decreased by approximately 10,000 students from 2009 to 2017 (The RP Group, 2017). Thus, it is reasonable to assume that existing PCCD facilities would be adequate to serve the expected increase in population from the Project.

Considering the excess capacity at schools in the Project vicinity and the Project's required contribution to school impact fees, the Project would not result in an increase in new students for public schools at a level that would require new or physically altered school facilities. Therefore, Project impacts to public schools would be less than significant and no mitigation would be required.

Mitigation: None required.

Libraries

Impact PUB-4: The Project would not result in an increase in demand for libraries at a level that would require new or physically altered library facilities in order to maintain acceptable service ratios, response times, or other performance objectives, construction of which would have significant physical environmental impacts. (Criterion 1) (*Less than Significant*)

The additional population introduced by the Project would result in an increased demand for library services. The Main Library, and West Branch and Asian Branch libraries would likely serve the Project site. Both of the branch libraries are diminishing in physical condition and near capacity for programming and collections. However, some library services such as e-books could serve the Project remotely online, which could reduce the burden on physical facilities. OPL does not have any performance standards that are tied to levels of demand (OPL, 2019a).

Since there are multiple library facilities within one mile of the Project site, and remote online library services are available, OPL does not expect that the increase in population resulting from the Project would result in the need for new or expanded library facilities (OPL, 2019a).

For all these reasons, Project impacts to libraries would be less than significant and no mitigation would be required.

Mitigation: None required.

Maritime Emergency Services and Law Enforcement

Impact PUB-5: The Project could indirectly result in an increase in demand for maritime emergency services and law enforcement at a level that would require new or physically altered governmental facilities in order to maintain acceptable service ratios, response times, or other performance objectives, construction of which could have significant physical environmental impacts. (Criterion 1) (*Less than Significant with Mitigation*)

While the Project does not propose facilities for recreational watercraft, the ballpark and waterfront park could indirectly create a new demand for recreational watercraft users using existing facilities in the Project vicinity, which could result in demand for maritime emergency services and law enforcement. For example, recreational water users, especially kayakers, are often present in McCovey Cove adjacent to Oracle Park[7] in San Francisco during baseball games. Therefore, it is reasonable to assume that the construction of a waterfront ballpark at the Project site may draw similar interest. As discussed in Section 4.10*, Land Use*, *Plans, and Policies*, the conditions between McCovey Cove and the waters adjacent to the Project site differ. While the ballpark at the Project site would constitute a similar use to Oracle Park, the Project's ballpark orientation and the existing setting adjacent to the Inner Harbor differ from Oracle Park and McCovey Cove. However, that does not necessarily preclude an increase in recreational water users adjacent to the Project site.

Per the U.S. Coast Guard's Inland Navigation Rule 9 (g), "any vessel shall, if the circumstances of the case admit, avoid anchoring in a narrow channel." Additionally, as discussed in Section 4.10.4 under Impact LUP-1b, all vessels in the Inner Harbor would be subject to the U.S. Coast Guard's Inland Navigation Rules and Regulations, the Project-specific boating and recreational water safety protocol called for in **Mitigation Measure LUP-1a**, **Boating and Recreational Water Safety Plan.** Regulations in relation to vessels anchoring within the Estuary or blocking a navigable waterway can be enforced by the U.S. Coast Guard and local law enforcement, including the OPD and Alameda County Sheriff's Office Marine Units, who have been designated by the Captain of the Port (OPD 2019c; Alameda County Sheriff's Office, 2019a). Currently, a first contact with someone in violation of the regulations is given education on the regulations within the Estuary and given a verbal warning. If a second offense occurs a citation can be issued per the Harbor and Navigation Code Section 131(OPD, 2019c). Thus, conflicts between recreational watercraft and other vessels using the Inner Harbor Channel, including ferries and large commercial vessels, are regulated.

The Harbor Safety Committee of the San Francisco Bay Region indicated in their 2017 Harbor Safety Plan that a number of reported and unreported near-misses may be prevented by small boats properly yielding the right-of-way to large vessels that cannot change course (HSC, 2017). The boating and recreational water safety protocol required by Mitigation Measure LUP-1a would require the Project sponsor to make physical improvements, including placing signs along the wharf informing those in the water that anchoring of recreational boats adjacent to the Project site is prohibited, and would require the Project sponsor to provide for regular enforcement,

[7] Previously, AT&T Park.

including funding for increased OPD Marine Unit patrols, as and if needed, during baseball games and other events at the Project site to enforce regulations.

As discussed in Section 4.13.1, three OPD police boats are currently docked in the Estuary adjacent to the Fire Station 2 on the Project site. Alameda County Sheriff Marine Unit and U.S. Coast Guard facilities are also located within 2.5 miles of the Project site. Existing boat docks and maritime facilities are expected to be adequate to support the increase in water-based patrols provided under Mitigation Measure LUP-1a, and no additional maritime law enforcement facilities would be required (Alameda County Sheriff's Office, 2019a; OPD, 2019a). Additionally, with implementation of Necessary Improvement Measure PUB-2, the Project would provide a command post to be utilized by all agencies involved in event and security operations at the ballpark, including landside coordination with water-based patrols. As these new facilities would be located within an otherwise-planned structure, they would generate no further impacts beyond those identified in this EIR for the Project. Mitigation measures are identified to reduce construction-related impacts (including to police facilities) to air quality, biological resources, cultural resources, geology, soils, and paleontological resources, hazards and hazardous materials, hydrology and water quality, noise, and transportation to the extent feasible. As discussed under Impact PUB-1 above, these mitigation measures are applied collectively as Mitigation Measure PUB-1. Therefore, the Project's impact related to maritime law enforcement for the ballpark would be less than significant.

Maritime emergency services within the San Francisco Bay and Oakland Estuary currently are provided by multiple agencies. The boating and recreational water safety protocol outlined in Mitigation Measure LUP-1a would reduce conflicts between vessels using the Inner Harbor Channel and include procedures for responding to water-related emergencies adjacent to the Project site in coordination with OPD, the U.S. Coast Guard, the Alameda County Sheriff's Office, the Harbor Safety Committee of the San Francisco Bay Region, and WETA to ensure that an adequate response to the increased demand resulting from development of the Project would be facilitated.

Therefore, with implementation of Mitigation Measures PUB-1 and LUP 1-a, the Project's impact related to maritime law enforcement and emergency services would be less than significant.

> **Mitigation Measure LUP-1a: Boating and Recreational Water Safety Plan.** (see Section 4.10, *Land Use, Plans, and Policies*)
>
> **Mitigation Measure PUB-1.** (see Impact PUB-1)
>
> **Significance after Mitigation:** Less than Significant.

Maritime Reservation Scenario

Under the Maritime Reservation Scenario, up to approximately 10 acres of the proposed Project site would not be developed. The reconfigured Project site boundary would change and the Project site area would become smaller. However, the Maritime Reservation Scenario would still

include the same development program (i.e., the ballpark and mix of other uses proposed), potential retrofit or demolition of Fire Station 2 and associated construction of a replacement Fire Station on the smaller site. As such, all site conditions relative to public services (i.e., anticipated permanent resident, visitor and employee increase, ballpark events, etc.) would remain the same as described for the proposed Project, and therefore the impacts, analysis and mitigation for the Maritime Reservation Scenario would be the same as those discussed above for the proposed Project.

4.13.5 Cumulative Impacts

Impact PUB-1.CU: The Project, combined with cumulative development in the Project vicinity and citywide, could result in an adverse cumulative increase in demand for public services that would require new or physically altered governmental facilities, construction of which could have significant physical environmental impacts. (*Less than Significant with Mitigation*)

Geographic Context

The geographic scope of potential cumulative impacts on public services encompasses the Project site and all areas of the City, as public services facilities are provided Citywide. Maritime law enforcement and emergency services within the Oakland Estuary are also considered in this cumulative assessment.

This analysis considers whether or not there would be a significant, adverse cumulative impact associated with Project in combination with past, present, existing, approved, pending and reasonably foreseeable future projects in the geographical area, and if so, whether or not the Project's incremental contribution to the cumulative impact would be considerable. Both conditions must apply in order for a project's cumulative effects to rise to the level of significance.

Cumulative Impact and Project Contribution

Fire Protection and Emergency Medical Response

Cumulative development in the Project vicinity and Citywide would generate a need for additional fire protection and emergency medical response services, adding to the existing deficiency of OFD response times to the waterfront. OFD has indicated that with the population growth in the waterfront area, including the increased density of housing in the Jack London Square area and the new mixed-use development in Brooklyn Basin, OFD's units that are already the busiest in the City are increasingly responding to these newly constructed and densely populated waterfront properties, often causing response time delays in their first due districts, or the area in which a company is expected to be the first to arrive on a fire scene. Additionally, OFD has indicated that, even with the existing equipment available at Fire Station 2, the existing Fire Station 2 is not adequate to meet cumulative demands of the waterfront including the continuing high density development, Port of Oakland needs, and redevelopment at the Oakland Army Base (OFD, 2019b). The cumulative impact to fire protection and emergency medical response services would therefore require the construction of additional facilities, the impact of which could be significant.

As discussed under Impact PUB-1, Necessary Improvement Measure PUB-1 would require the Project sponsor to retrofit Fire Station 2 or construct a replacement fire station on or near the Project site in coordination with OFD to ensure that adequate service levels are maintained during construction and operation. OFD has indicated that a retrofit and improvements to existing Fire Station 2 would be necessary in the future in order to incorporate it into the Project design, and a retrofit of Fire Station 2 would ultimately serve OFD's cumulative demand for service at the waterfront (OFD and A's, 2020). Alternatively, OFD has indicated that a replacement fire station would be necessary to handle the anticipated cumulative increase in calls for service (OFD, 2019b). Mitigation Measure PUB-1 would reduce impacts related to the construction of the Fire Station 2 retrofit or a replacement fire station if located within the Project's development envelope. As noted above, in the unlikely event that the replacement fire station is located off-site, it would be subject to additional review under CEQA. Therefore, the Project's contribution to the significant cumulative impact would be less than significant.

Police Protection

Cumulative development in the Project vicinity and Citywide would generate a need for additional police protection, based on an increase in population Citywide. The OPD has indicated that it is in need of a new Police Administration Building without the Project (OPD, 2019a). Therefore, the cumulative impact to police protection may be significant.

As discussed under Impact PUB-2, the Project's mixed-use development would not trigger a need to build new or expanded police facilities based on increased demand (OPD, 2019a). New development may reduce crime by incorporating up-to-date security features and technology, and by economic growth and revitalization, and increased local and regional employment.

As discussed under Impact PUB-2, with implementation of Necessary Improvement Measure PUB-2, the Project would be required to provide police office space and a command post within the proposed ballpark. Mitigation Measure PUB-1 would reduce impacts related to the construction of law enforcement facilities within the ballpark. Additionally, a redistribution of current OPD Special Event Unit personnel from the Oakland Coliseum would satisfy the police staffing demand at the proposed ballpark. In addition, the Golden State Warriors left their facilities within the City after the 2018–2019 season, and the Oakland Raiders left their Oakland facilities after the 2019 season (Golden State Warriors, 2017; NFL; 2019). Thus, the Project's special demand for police resources for the ballpark would not interfere with police services elsewhere in the City, causing the need for additional police facilities. Therefore, the Project's contribution to the significant cumulative impact would be less than significant.

Public Schools

The Project, in combination with cumulative development, would generate additional students attending public schools in the City. As discussed under Impact PUB-3, the Project would not result in an increase in new students for public schools at a level that would require new or physically altered school facilities. Pursuant to Senate Bill 50 (SB 50), cumulative development projects would be required to pay school impact fees established to mitigate potential impacts from new development on school facilities which is considered complete mitigation under CEQA. Under OUSD's options enrollment program, students within the OUSD service area may

attend schools anywhere in the City, which would reduce impacts to individual school facilities. Considering the payment of SB 50 fees and the fact that existing educational facilities citywide and OUSD's enrollment trends and forecasts, the Project, in combination with past, present and reasonably foreseeable future projects, would not result in the need for new or physically altered school facilities and any impact would be entirely mitigated by payment of school impact fees.

Libraries

As discussed under Impact PUB-4, the new population generated by the Project would not result in the need for additional new or expanded library facilities. The Project, in combination with cumulative development along the waterfront (e.g., the Downtown Oakland Specific Plan and the Brooklyn Basin Project), could result in demand to a level that a new branch library near Jack London Square would be required to accommodate the increase in demand. This cumulative impact to libraries may be significant. Additionally, there is already substantial public demand for a new library in the Hoover-Foster neighborhood (located approximately 1.5 miles north of the Project site) and a new Main Library, which if built could absorb the demand (OPL, 2019a). Timing for implementation of these library construction projects is speculative at this time. If, and when, any proposal for a new library is identified by the City, it would require its own separate environmental review under CEQA.

As discussed under Impact PUB-4, since there are multiple library facilities within one mile of the Project site, and remote online library services are available, OPL does not expect that the increase in population resulting from the Project would result in the need for new or expanded library facilities (OPL, 2019a). Therefore, the Project's contribution to the significant cumulative impact would be less than significant.

Maritime Emergency Services and Law Enforcement

Cumulative development could increase the potential for recreational watercraft in the Inner Harbor that could be attracted to the Project site, causing potential conflicts with maritime navigation and an increase in the demand for maritime emergency services. Additionally, as the north shore of Alameda progresses in its redevelopment from a former military base to a mix of commercial, residential, open space, recreational, and retail uses, the potential for recreational water users crossing the Inner Harbor Channel from Alameda to the Project site could increase. Per the U.S. Coast Guard's Inland Navigation Rules and Regulations, recreational boats would be required to not cross the channel if there is a container ship or other large vessel moving towards them.

Mitigation Measure LUP-1a, which would require the Project sponsor to develop a boating and recreation water safety plan that would reduce the risk of an increase in conflicts between recreational boaters and other vessels using the Estuary adjacent to the Project site, and would include the provision of additional maritime emergency services and law enforcement. Additionally, the boating and recreational water safety protocol would require the Project sponsor to make physical improvements, including signage; would provide for regular enforcement of existing regulations; and include procedures for responding to water-related emergencies adjacent to the Project site. The U.S. Coast Guard conducts waterside and adjacent facility patrols in accordance with U.S. Coast Guard policy and ongoing updates to risk assessment models for particular areas and locations; however, details on patrols and facilities are confidential (U.S.

Coast Guard, 2019a). As discussed under Impact PUB-5 above, the Project would provide a command post to be utilized by all agencies involved in event and security operations at the ballpark, including landside coordination with water-based patrols. Existing boat docks and maritime facilities are expected to be adequate to support the increase in water-based patrols provided under Mitigation Measure LUP-1a, and no additional maritime law enforcement facilities would be required (Alameda County Sheriff's Office, 2019a; OPD, 2019a). Therefore, the Project's indirect contribution to a cumulative increase in demand for maritime emergency services and law enforcement would be less than significant.

Conclusion

The Project, combined with cumulative development in the Project vicinity and Citywide, would not have a considerable contribution to a significant cumulative impact due to the construction of physical improvements with regard to fire protection, emergency medical response, and police protection with Mitigation Measure PUB-1. The Project will not have a considerable contribution to a significant cumulative impact with regard to library services. Additionally, the Project would result in a less-than-significant cumulative impact on schools, and a less-than-significant cumulative impact on maritime emergency services and law enforcement with incorporation of Mitigation Measure Mitigation Measures PUB-1 and LUP-1a. Therefore, the cumulative impact to public services would be less than significant.

Mitigation Measure PUB-1. (see Impact PUB-1)

Mitigation Measure LUP-1a: Boating and Recreational Water Safety Plan. (see Section 4.10, *Land Use, Plans, and Policies*)

Significance after Mitigation: Less than Significant.

Maritime Reservation Scenario - Cumulative

Under the Maritime Reservation Scenario, up to approximately 10 acres of the proposed Project site would not be developed. The reconfigured Project site boundary would change and the Project site area would become smaller. However, the Maritime Reservation Scenario would still include the same development program (i.e., the ballpark and mix of other uses proposed) and potential retrofit or demolition of Fire Station 2 and construction of a replacement Fire Station on the smaller site. As such, all cumulative site conditions relative to public services (i.e., anticipated permanent resident, visitor and employee increase, ballpark events, etc.) would remain the same as described for the proposed Project, and therefore the cumulative impacts, analysis and mitigation for the Maritime Reservation Scenario would be the same as those discussed above for the proposed Project.

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