

# 9

## PUBLIC SERVICES AND FACILITIES

### BACKGROUND

The capacity and quality of public services and facilities that serve a community significantly affect the quality of life enjoyed by those who live, work, and own property there. As an unincorporated community, Castro Valley relies on Alameda County and a variety of single and multi-purpose special districts to develop, operate, and maintain these services.

*Background text to be inserted.*

### 9.1 PROVISION OF ADEQUATE PUBLIC SERVICES

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#### GOAL 9.1:

Provide public utilities and facilities that are designed, located, and sized to serve development that is or would be consistent with this Plan and any applicable Specific Plan that the County adopts consistent with this Plan.

## POLICIES

- Policy 9.1-1 ***Provision of Basic Services.*** All development within the Castro Valley urban area shall be provided with adequate basic urban services and facilities, including: roads; flood control; drainage, erosion and siltation control; water supply; gas and electric power; sewage and solid waste collection, treatment, and disposal; educational services; library services; parks and recreation facilities and services; police protection; and fire protection.
- Policy 9.1-2 ***Use of existing public service agencies.*** Basic urban services to new development shall be provided by existing public service agencies. New single purpose or limited purpose service districts or entities shall not be established to serve new development. This shall not preclude the creation of new service districts to serve the entire Castro Valley community when they would be financially viable, would provide superior services and facilities to the Castro Valley urban area consistent with this General Plan, and would be consistent with the policies of the Alameda County Local Agency Formation Commission. Private associations should normally not be assigned responsibilities for operation, maintenance or management of basic services, although special assessment entities may be formed to meet capital and ongoing operating and maintenance costs.
- Policy 9.1-3 ***Impact Fees.*** Ensure that new development pays its fair share of the cost of infrastructure necessary to support growth without reducing level of service and, where feasible, shall support ongoing operating/maintenance costs where these would exceed costs normally associated with serving other development in the community. Fees shall be proportionate to the new development's impact.
- Policy 9.1-4 ***Land for Public Services.*** Ensure that appropriately located land is designated for provision of public utilities and services.
- Policy 9.1-5 ***Fairness in Provision of Public Service.*** Promote environmental justice in the provision of public facilities and services working with public agencies that provide public facilities and services to create and expand opportunities, facilities, programs, and services to meet the needs of all segments of the community in a manner that will increase and enhance the quality of life for all Castro Valley residents and avoid over-concentration of facilities and services to the detriment of residents.

Policy 9.1-6 ***Priorities for Funding Public Services.*** Allocate public funds to provide new or improved services and facilities to developed areas within existing services areas in accord with the following priorities:

- Areas where existing service and facility deficiencies are now or will constitute a serious hazard to public health and safety;
- Areas where the level of service and/or adequacy of existing facilities and services does not meet community-wide standards.
- Areas where improvement to facilities and services would positively stimulate the maintenance and/or rehabilitation of private property and or other private investment consistent with this Plan;
- Areas where inadequate or deficient public services and facilities impede development consistent with this Plan.

Policy 9.1-7 ***Commitment to Public Ownership.*** Retain all public service facilities in public ownership and maintain their use for the public benefit.

Policy 9.1-8 ***Alternative Uses of Public Service Land.*** Decisions regarding specific alternative public or private uses of closed/surplus public service sites should be governed by the principles and policies of this plan that are applicable to the site and the specific use proposed.

## ACTIONS

Action 9.1-1 **Capital Improvement District.** Explore formation of a Community Improvement District and/or a Landscape and Lighting Assessment District (LLAD) to provide an additional mechanism for funding physical improvements and other programs to enhance the quality of the Castro Valley community

*In 1978, Californians enacted Proposition 13, which limited the availability of local public agencies to increase property taxes based on a property's assessed value. In 1982, the Mello-Roos Community Facilities Act was created to provide an alternate method beyond property taxes of financing needed improvements and services within a district. The Act allows any county, city, special district or joint powers authority to establish a Mello-Roos Community Improvement District (CID) to finance public improvements and services. Improvements allowed under the Mello-Roos Act include streets, sewer systems, and other basic infrastructure, police and fire protection, ambulance services, schools, parks, libraries, museums and other cultural facilities. A proposed district includes all properties that will benefit from the improvements to be constructed and must receive at least a two-thirds majority vote of the property owners within the proposed boundaries. If approved, a Special Tax Lien is placed against each property in the CID to fund improvements. If the project cost is particularly high, municipal bonds can be sold by the CID to provide additional funding.*

*Another tool available to local government to help fund improvements is the Landscaping and Lighting Act of 1972. This Act allows local governmental agencies to form Landscape and Lighting Assessment Districts (LLAD) for the purpose of financing the costs and expenses of landscaping and lighting public areas. Approved uses include installation and maintenance of landscaping, statues, fountains, general lighting, traffic lighting, recreational and playground courts and equipment, and public restrooms. The Act also allows acquisition of land for parks and open spaces, plus the construction of community centers and municipal auditoriums or halls. A majority vote of property owners within a proposed LLAD is required to enact the assessment district.*

Action 9.1-2 **Adequate Utilities.** Require applicants to provide evidence that utilities will be available to serve new development as a standard condition of approval.

- Action 9.1-3 **Review Public Services Need.** Participate in the Alameda County LAFCO's municipal services review process to evaluate the adequacy and need for services in Castro Valley relative to other places in Alameda County including infrastructure needs and deficiencies, financing constraints and opportunities, opportunities for shared facilities, and other conditions that affect their capacity to provide services to support projected growth and development.
- Action 9.1-4 **Alternative Funding to Impact Fees.** Identify alternative funding mechanisms to augment developer and/or mitigation fees, especially when it can be shown that new development will provide substantial economic benefits to the County.
- Additional financing options may include reimbursement agreements, credit for County fees, debt financing and assessment districts. In certain situations, it may benefit the County to provide such funding prior to project completion.
- Action 9.1-5 **New Zoning District.** Amend the Alameda County Zoning Ordinance to establish a Public and Semi-Public Zoning District that would apply to existing and proposed public and institutional uses such as Eden Medical Center, East Bay Mud pumping facilities, and public and private schools but not include parks, which should be zoned as open space.
- Action 9.1-6 **Deciding on Alternative Facilities Usage.** Base decisions regarding the closure and/or alternative uses of public service facilities on an assessment of both short and long-term service needs, reflecting existing and projected characteristics of the service area population, and planned changes in land use.
- Action 9.1-7 **Avoid Impacts on Lower-Income Areas.** Review proposals for new public facilities and services to ensure that the design and location of facilities will not have disproportionate adverse impacts on lower-income neighborhoods or residents.

## 9.2 FIRE AND POLICE SERVICES

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### GOAL 9.2:

Provide and maintain a safe environment for Castro Valley residents, workers, visitors and property owners.

### POLICIES

- Policy 9.2-1 **Comparable Public Safety Standards.** Adopt and maintain public safety service standards that meet or exceed standards for comparable incorporated cities in Alameda County.
- Policy 9.2-2 **Community-Oriented Policing.** Promote a community-oriented approach to law enforcement.
- Policy 9.2-3 **Emergency Management Plan.** Maintain and regularly update a standardized Emergency Management Plan in coordination with the Alameda County Fire Department, the East Bay Regional Parks District, and public safety agencies in surrounding cities.
- Policy 9.2-4 **Defensible Space.** Incorporate defensible space principles in new development.
- Policy 9.2-5 **Reduce Fire Risk.** Plan new public and private buildings to minimize the risk of fires and identify measures to reduce fire hazards to persons and property in all existing development.
- Policy 9.2-6 **Update and Inform of Disaster Plans.** Ensure that disaster plans for the Castro Valley community are kept up-to-date and that all residents and businesses are informed of the plan and its procedures.
- Policy 9.2-7 **Improve Emergency Response Capability.** Improve the capability of Alameda County public safety agencies, Eden Medical Center and other public facilities to respond to public emergencies such as earthquakes and major fires.

## ACTIONS

- Action 9.2-1 **Review and Identify Funding Sources.** Regularly review existing funding sources and identify new sources to maintain and improve police services.
- Action 9.2-2 **Increase Awareness of County Sheriff.** Use the construction of the new law enforcement complex as an opportunity to increase community awareness of Sheriff's Office activities and services in Castro Valley and other unincorporated communities.
- Action 9.2-3 **Review Zoning with Police.** Review the County subdivision and zoning ordinances with County law enforcement personnel and the California Highway Patrol (CHP) to identify standards that may conflict with the goal of creating a safer environment.
- Action 9.2-4 **Involve Police in Design Review.** Adopt design guidelines and criteria that address security and safety issues. Involve County law enforcement personnel in the review of proposed development projects to identify and revise design features make development less safe or create potential hazards.
- Action 9.2-5 **Alcohol Policy in Zoning.** Amend the County zoning ordinance to incorporate the County's Alcohol Policy, which prohibits new alcohol uses in areas that have a concentration of alcohol sales establishment selling alcohol for off-site consumption and prohibits new outlets within 500feet of an existing alcohol outlet.
- Action 9.2-6 **Emergency Operations Center.** Designate and, if necessary, upgrade one of the Alameda County Fire Stations in Castro Valley to serve as an Emergency Operations Center in the event of a major earthquake or fire.
- Action 9.2-7 **Coordination in Developing Disaster Plans.** Coordinate with the Castro Valley and Hayward Unified School Districts, Eden Medical Center, and other major public and private agencies and organizations, including agencies that serve seniors, persons with disabilities, non-English speakers and others who may need special support during an emergency, to develop and implement an effective disaster plans for Castro Valley.

CARD (Collaborating Agencies Responding to Disasters) is a non-profit agency that was created after the Loma Prieta earthquake and the Oakland Hills firestorm to provide disaster preparedness/response support to Alameda County Community Based Organizations (CBOs). CARD helps service providers get prepared, stay prepared and be better able to keep staff and clients calm, safe and ready to respond appropriately in an emergency. Members of our community who are seniors, children, disabled, homeless, non-English speakers, low-income or otherwise in need of ongoing support, become the "First Victims" because they often have little or no ability to address their own preparedness, response and recovery needs.

Action 9.2-8 **Hazard Mitigation Strategies.** Adopt high priority strategies identified in ABAG's multi-jurisdictional Hazard Mitigation Plan as an annex to ABAG's multi-jurisdictional plan.

The federal Disaster Mitigation Act of 2000 (DMA 2000) requires that cities, counties, and special districts have a Local Hazard Mitigation Plan to be eligible to receive FEMA hazard mitigation funds. To assist local governments in meeting this requirement, ABAG has received a grant from FEMA to prepare a multi-jurisdictional plan that fulfills the Act's requirement. Cities and counties can adopt and use all or part of this multi-jurisdictional plan in lieu of preparing all or part of a Local Hazard Mitigation Plan.

## 9.3 WATER SUPPLY

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### GOAL 9.3:

Provide a safe, adequate, and reliable water supply in compliance with State and Federal standards to meet the needs of existing development and new development that is consistent with this Plan.

### POLICIES

Policy 9.3-1 **Ensure Water Supply.** Coordinate with the East Bay Municipal Utilities District to ensure the availability of water supply and distribution systems to meet needs of present and future residents and businesses, including fire protection needs.

- Policy 9.3-2 **Update Sewer and Stormwater Systems.** Expand programs to replace and repair aging public and private sewer lines and stormwater collection systems to prevent water quality problems and comply with Federal and State requirements.
- Policy 9.3-3 **Water Conservation Measures in New Development.** Reduce the need for developing new water supply sources by encouraging new development to incorporate water conservation measures to decrease peak water use.
- Policy 9.3-4 **Water Conservation Education.** Educate the public about the importance of water conservation.
- Policy 9.3-5 **Promote Usage of Recycled Water.** Promote appropriate use of recycled water for new and existing non-residential development.

## ACTIONS

- Action 9.3-1 **Identify Funding Sources for Sewer Upgrades.** Assist the Castro Valley Sanitary District to identify funding sources to increase replacement and repair aging public and private sewer lines to prevent water quality problems and comply with Federal and State requirements.
- Action 9.3-2 **Identify Funding Sources for Stormwater Upgrades.** Assist the ACFCWCD and the County to identify funding sources to replace and repair aging stormwater collection systems to prevent water quality problems and comply with Federal and State requirements.
- Action 9.3-3 **Compliance with Clean Water Program.** Require all new development to comply with the policies and recommendations of the Clean Water Program.

## 9.4 WASTEWATER COLLECTION AND TREATMENT

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### GOAL 9.4:

Ensure the availability of adequate and effective wastewater collection and treatment to protect public health and safety.

## POLICIES

- Policy 9.4-1 ***Continue Coordination with Sanitary District.*** Continue to coordinate with the Castro Valley Sanitary District to provide for collection, transfer, treatment, and disposal of wastewater from existing and proposed development in the Castro Valley planning area.
- Policy 9.4-2 ***Require Water Conservation in New Development.*** Reduce the need for sewer system improvements by requiring new development to incorporate water conservation measures.
- Policy 9.4-3 ***Minimize Runoff from New Development.*** Reduce release of contaminants into the water system by requiring new development to minimize storm drain runoff on project sites.
- Policy 9.4-4 ***Wastewater Reclamation.*** Work with the East Bay Municipal Utilities District to develop wastewater reclamation programs to supplement the supplies of water available to new and proposed development in the planning area.
- Policy 9.4-5 ***Reduce Demand for Wastewater System.*** Reduce the need for expanding the capacity of the wastewater collection and treatment system by requiring new development to incorporate water conservation measures such as plumbing fixtures that allow reduced water usage and by educating the public about water conservation techniques.
- Policy 9.4-6 ***Update Sewer and Stormwater Systems.*** Expand programs to replace and repair aging public and private sewer lines and stormwater collection systems to prevent water quality problems and comply with Federal and State requirements.

## ACTIONS

- Action 9.4-1 ***Ensure Funding for Sewer Improvements.*** Work with the Castro Valley Sanitary District to ensure adequate funding for sewer system improvements necessary to avoid public health hazards and maintain water quality in natural areas.
- Action 9.4-2 ***Encourage Recycled Water.*** Identify incentives to encourage the use of recycled water.

Action 9.4-3 **Require Private Sewer Lines in Good Repair.** Adopt an ordinance requiring property-owners to repair or replace deficient private sewer laterals or prove that private sewer lines are in good condition before sale of a property or before a major remodeling project.

The Federal Government has ordered Alameda County and its cities to reduce the amount of water that flows into the sanitary sewer system. Half of the water that enters the sewers during wet weather comes from deficient private sewer laterals, downspouts and yard area drains -- all of which are the responsibility of owners. The County would waive the requirement if owners can prove that private laterals are less than 20 years old or have been repaired within the past 10 years.

## 9.5 PUBLIC UTILITIES

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### GOAL 9.5:

Ensure the provision of adequate utilities and communication systems to serve existing and future residents and businesses.

### POLICIES

Policy 9.5-1 **Monitor Utility Supply.** Coordinate with utility providers to monitor the need for utility expansion to ensure that facilities are designed and planned to minimize the impact on existing and future residents.

Policy 9.5-2 **Transmission Line Corridors.** Work with PG&E to improve the appearance of transmission line corridors and promote joint use of corridors to the extent feasible.

Policy 9.5-3 **Undergrounding Utilities.** With the exception of high voltage lines and facilities, install all utilities underground within residential and commercial areas and in scenic open space areas.

## ACTIONS

- Action 9.5-1 **Require Undergrounding in New Development.** Amend the zoning and subdivision ordinances to require new development to underground all on-site utility lines required to serve new development.
- Action 9.5-2 **Undergrounding in Existing Neighborhoods.** Work with PG&E to underground utilities in existing residential neighborhoods.
- Action 9.5-3 **Funding for Undergrounding.** Explore alternate sources of funding to augment financial resources available from PG&E to underground overhead lines.
- Action 9.5-4 **Minimize Impacts of Telecommunications Facilities.** Amend the County zoning ordinance to include standards and regulations to minimize the aesthetic, environmental, and safety impacts of telecommunications facilities and provide regulatory incentives for facilities that meet community objectives including co-location on existing structures.

## 9.6 SOLID WASTE

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### GOAL 9.6:

Continue to reduce solid waste generation through waste reduction and recycling programs.

### POLICIES

- Policy 9.6-1 ***Support Increased Landfill Diversion.*** Support Castro Valley Sanitary District programs to promote reduction and recycling to divert increasingly larger proportions of the waste stream from the Alameda County landfills.

## ACTIONS

- Action 9.6-1 **Solid Waste Education.** Assist the Castro Valley Sanitary District in distributing information to Castro Valley residents and business-owners about opportunities for

reducing the generation of solid waste as well as methods for safe disposal of hazardous materials.

- Action 9.6-2 **Storage Area for Recyclables.** Adopt regulations to require incorporation of interior and exterior storage areas for recyclables into new development and alterations that increase the number of dwelling units or substantially expand non-residential floor area.

## 9.7 PUBLIC STREETS

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### GOAL 9.7:

Maintain public streets in good condition to protect public safety, reduce property damage, and sustain or improve Castro Valley's overall appearance.

### ACTIONS

- Action 9.7-1 **Private Maintenance Reminders.** Implement programs to ensure that property-owners understand their responsibilities for maintaining sidewalks, including sidewalk amenities such as landscaping and street trees, and parking areas adjacent to their property in good repair and free from litter.
- Action 9.7-2 **Street Lighting.** Provide all streets with illumination that is adequate to protect public safety but appropriate given the desired character of the area.
- Action 9.7-3 **Evaluate Streets for Emergency Access Capacity.** Identify and categorize streets where public safety response and emergency access are deficient due to street width or lack of parking controls. Identify projects and funding sources to improve or mitigate the deficient conditions.