

# 9

## Public Services and Utilities

The capacity and quality of public services, utilities and infrastructure significantly affect the quality of life enjoyed by those who live, work, and own property in Castro Valley. In addition to the community facilities discussed in Chapter 8, the basic urban services and utilities include: roads; flood management including drainage, erosion and siltation control; water supply and service; gas and electric power; wastewater management; solid waste collection, recycling, and disposal; police services; and fire protection services. Many of these services require a substantial investment in infrastructure that is a major factor in determining the amount, location, and type of growth that a community can anticipate. Service adequacy will also affect its ability to attract the kind of new development that Castro Valley residents and business owners would like to see in the future.

This chapter provides policies and proposals to ensure that the public services and utilities the community relies on will have the capacity to serve new development under the General Plan without degrading existing service levels.

## **9.1 PROVISION OF ADEQUATE PUBLIC SERVICES**

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. Like the residents of San Leandro, Hayward, and other Alameda County cities, Castro Valley residents use County services such as health and social services, courts, criminal justice, and voter registration. All of western Alameda County, including the incorporated cities, receives water from the East Bay Municipal Utility District and is within the Alameda County Flood Control and Water Conservation District. But, unlike residents in nearby incorporated places, Castro Valley residents must also look to the County or, in some cases, special districts for police and fire protection, maintenance of streets and road, drainage, street lighting, animal control, and a variety of other services. Moreover, while all of the properties within a single incorporated area are typically within a single service district, in Castro Valley there are two or more different districts that provide some services. In addition to being covered by four different school districts, for example, two different sanitation districts, Castro Valley and Oro Loma, provide wastewater collection and treatment, solid waste collection, and recycling and green waste services to the Castro Valley planning area.

These conditions not only mean that Castro Valley residents have to compete for declining revenues on a countywide basis but also that in some cases they don't have the same opportunity as residents in incorporated communities to collectively seek redress through the election process. In the past, similar conditions lead to the creation of new cities such as San Ramon, Dublin, and Moraga. More recently, however, economic trends and the high cost of local government operations have made this option increasingly infeasible.

### **Alameda County Local Agency Formation Commission**

State law<sup>1</sup> requires that the Alameda County Local Agency Formation Commission (LAFCO) conduct a review of the adequacy and efficiency of municipal services provided by public agencies at least once every five years or whenever a change in the agency's organization or Sphere of Influence (SOI) is proposed. LAFCO initiated a countywide review of municipal services and SOIs in January 2003 and completed the review in 2007. The review involved

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<sup>1</sup> Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Sec. 56000 et seq.)

an inventory of the affected agencies and services, general data collection relating to SOIs and services, the creation of a municipal services directory, development of a comprehensive set of GIS maps, an SOI boundary map verification process, and preparation of municipal service review reports dealing with the public safety services provided throughout Alameda County. The information from such reviews will help the community and decision-makers to regularly evaluate the adequacy and need for services in Castro Valley relative to other places in Alameda County.

### **Existing Funding for Public Services**

Because levels of state and federal funding are insufficient to support public services and other mandated countywide programs, the services delivered to Castro Valley and other communities depend primarily on property taxes, sales taxes, and other locally raised revenues. Since the voters approved Propositions 13 and 218, which limit the ability of local public agencies to increase property taxes based on a property's assessed value, local agencies have had to find other mechanisms for raising revenues. Although the General Plan anticipates a modest increase in population, the additional property, sales and use taxes and fees that would be generated by development in the planning area, would probably not result in a comparable increase in revenues available to support local services because the Educational Revenue Augmentation Fund (ERAF)<sup>2</sup> requires a substantial proportion of any increase in property taxes to be returned to the State to help pay for K-12 education.

Moreover, the sales tax does not directly follow population increases, unless they are accompanied by commercial development. This Plan includes policies intended to promote additional retail activity in the Castro Valley central business district, which could help to retain some sales tax revenues that now go to San Leandro, Hayward, and other East Bay cities. Nevertheless, the sales tax is still a relatively poor revenue source for county governments. Although counties and cities receive the same basic tax levied on sales within their boundaries, on a per capita basis, counties on the average earn only about two-thirds as much as cities. Compared to the sales and use tax revenues received by Castro Valley's neighboring communities, Alameda County's per capita sales and use tax revenues range from less than half of what San Leandro receives to about two-thirds of

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<sup>2</sup> Alvin D. Sokolow, "Caring for Unincorporated Communities", California County, March/April 2000.

Hayward's receipts. During the last decade, the County's sales tax receipts have dropped 20 percent—from \$106.68 per capita in FY 1998-99 to \$85.03 in FY 2008-09. This is less than the 27 percent average decline experienced by counties statewide and not as much of a drop in revenues as San Leandro and Hayward have experienced but their per capita revenues remain significantly higher than the County's.<sup>3</sup>

The County Service Area Law (Gov. Code Sec. 25210.1 et seq.) is one of the primary means of providing expanded service to residents of unincorporated areas who are willing to pay for extra services. The Five Canyons, Street Lighting, and Castro Valley Library Community Service Areas are among the existing CSAs in the planning area. The Five Canyons CSA, which provides storm drainage services, supplemental street maintenance services on public roads, erosion control, and maintenance of public areas, was established in 1994 to serve the newly developed area.<sup>4</sup> The Library CSA, which dates from 1957, was established by the Board of Supervisors to finance construction of the old library on Redwood Road. It was not used to pay for construction of the new library but may be reactivated as a financing mechanism for capital and maintenance costs for the new library.<sup>5</sup>

The law allows residents or county supervisors to initiate the formation of a CSA, which may span all unincorporated areas of a county or only selected portions. Subject to the approval of voters in the CSA, it may issue general obligation or revenue bonds or form improvement areas in order to issue bonds that specifically benefit the CSA.

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<sup>3</sup> California State Board of Equalization, Local Sales and Use Tax Revenues, from California Local Government Finance Almanac, <http://www.californiacityfinance.com/#SALESTAX>

<sup>4</sup> Burr Consulting, Final Draft Municipal Service Review, Volume III-Community Services, Report to the Alameda Local Agency Formation Commission, May 4, 2006, p. 200

<sup>5</sup> Ibid., p. 189-90

**Other Funding Mechanisms**

The Mello-Roos Community Facilities Act provides another 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.

Other tools that local governments use to help fund improvements are Landscaping and Lighting Assessment Districts (LLAD) and Business Improvement Districts (BID). The Landscaping and Lighting Act of 1972, allows local governmental agencies to form Landscape and Lighting Assessment Districts 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.

The Parking and Business Improvement Area Law of 1989 and the Property and Business Improvement District Law of 1984 authorize the formation of districts that are funded by assessments on owners who will benefit from projects undertaken by the district. BIDs are public/private partnerships that can finance improvements such as parking facilities, street and sidewalk improvements, parks, street furniture, and street lighting as well as marketing and economic development programs. Some BIDs also pay for services such as security and sanitation to supplement those offered by public agencies.

## ADEQUATE PUBLIC SERVICES GOAL

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**GOAL 9.1-1**      **Provide public services and utilities that are designed, located, and sized to serve existing and future development.**

## ADEQUATE PUBLIC SERVICES POLICIES

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**Policy 9.1-1**      **Basic Public Services.** All development within the Castro Valley urban area shall be provided with adequate basic urban services and facilities.

**Policy 9.1-2**      **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 levels of services and, where feasible, shall support ongoing operating/maintenance costs where they 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 Services.** Promote equity 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.** Wherever feasible, retain all public service facilities in public ownership and maintain their use for the public benefit.

**Policy 9.1-8**      **Alternative Uses of Public Land.** Decisions regarding specific alternative public or private uses of closed or 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.

## ADEQUATE PUBLIC SERVICES ACTIONS

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- Action 9.1-1**      **Funding Mechanisms.** Evaluate the feasibility of forming of a Community Improvement District or identify other funding mechanisms to provide funding for improving or replacing inadequate infrastructure and public services.
- Action 9.1-2**      **Adequate Utilities.** Require applicants for new development to provide evidence that utilities will be available to serve their projects as a standard condition of approval.
- Action 9.1-3**      **Alternative Funding Options.** Identify alternative funding mechanisms to augment developer impact fees and/or mitigation fees, especially when it can be shown that new development will provide substantial economic benefits to the County.
- Action 9.1-4**      **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 9.1-5**      **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.
- Action 9.1-6**      **Municipal Services Review.** Regularly participate in the Alameda County LAFCO's municipal services review processes to evaluate the adequacy and need for community facilities and services in Castro Valley relative to other places in Alameda County.



## 9.2 FIRE AND POLICE SERVICES

### Fire Protection

The Alameda County Fire Department (ACFD) provides fire and paramedic service to Castro Valley except for the Five Canyons area, which is within the Fairview Fire Protection District (FFPD). ACFD operates four fire stations in Castro Valley and FFPD operates one station in the planning area. ACFD Station 3, located outside the Castro Valley planning area at 1430 164th Avenue, provides fire protection services for Hillcrest Knolls, El Portal Ridge, and the Fairmont Area. Three of the fire stations need seismic retrofitting and ACFD Station 5, at 18770 Lake Chabot Road, has been identified as candidate for replacement.

Under the Alameda County Mutual Aid Plan, the ACFD may request mutual aid from other fire departments in the County. Mutual aid is a reciprocal agreement and practiced statewide among fire agencies for incidents that may exceed the response capabilities of a community such as wildland or interface fires.

The ratio of fire and paramedic personnel to general population is higher in Castro Valley than in Alameda County as a whole. However, Castro Valley has an average square mile coverage area per station of 7.6 square miles compared to the countywide median of 3.7 square miles per station. The ACFD responds to 81 percent of its calls for fire and medical emergencies in 3 minutes, or less, which is higher than the 4:53 minute median for all fire departments in the county and exceeds the National Fire Protection Association guideline of a 6-minute response at least 90 percent of the time.

Large parts of Castro Valley that border the East Bay Regional Park District and undeveloped resource conservation lands outside the Measure D boundary are particularly susceptible to wildland fires. In some of these areas access roads don't meet Uniform Fire Code standards and there is inadequate water pressure. Water pressure is also sub-standard in some areas closer to the Central Business District that are proposed for infill development where older water mains are not adequate to meet pressure requirements for fire protection.

Additional information about fire hazards and proposed policies and actions are in Section 10.1 of Chapter 10 (Natural Hazards and Public Safety).



*The Alameda County Fire Department operates four fire stations in Castro Valley; a fifth is under the Fairview Fire Protection District.*



*The Alameda County Fire Department responds to fires as well as medical emergencies in Castro Valley.*



*The Alameda County Sheriff's Department serves Castro Valley from the sub-station on Foothill Boulevard at 150th Avenue.*

### **Police Services**

Alameda County's Extended Police Protection County Service Area (CSA), administered by the County Sheriff's Office, was established by the Alameda Local Agency Formation Commission (LAFCO) in 1991 as a dependent special district to supplement funding for police services in the unincorporated area. The California Highway Patrol is responsible for enforcing the State Vehicle Code in Castro Valley, including traffic and parking, and operates a community patrol in Castro Valley.

The CSA serves an area of 428.3 square miles with a population of 183,149, about a third of who live in Castro Valley. Based on the 2000 Census, the Sheriff's Department estimated that it provides services to approximately 136,000 residents in the County's unincorporated areas, of whom roughly 43 percent are Castro Valley residents.

From the Eden Township Substation on 150th Avenue in San Leandro, the county sheriff provides emergency dispatch services, receiving 911 calls and dispatching patrols. The sub-station occupies a building originally constructed in 1953 that is overcrowded and inadequate to meet the Sheriff's Office's needs despite several alterations. The Office's Records and Crime Analysis divisions are located in a separate building that also houses the Emergency Services Dispatch Center. The Sheriff's Office also operates the Community-Oriented Policing and Problem Solving (COPPS) program providing bicycle patrols, community walks, and works with residents on a variety of programs.

Average response times for the Sheriff's Office are 11:48 minutes for calls requiring an immediate emergency response and 17:13 for non-emergency calls requiring an urgent response. This is substantially higher than the 4:25 median emergency response time for all Alameda county police service providers. Response times in Castro Valley are somewhat better than in the less-densely developed Livermore Valley. On a per capita basis, the Department's staffing levels are lower than countywide with 1.4 sworn officers per 1,000 residents compared with 1.6 per 1,000 residents for all county police service providers.

The Sheriff's Office proposes to consolidate its existing law enforcement facilities in a new 220,000 square foot complex to be constructed on the site of the existing Fairmont Animal Shelter on Fairmont Drive. The proposed project will allow relocation of services from the Eden Township Station as well as the Coroner's Bureau now located in downtown Oakland.

**Emergency Planning**

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.

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.

**FIRE AND POLICE SERVICES GOAL**

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**GOAL 9.2-1**      **Provide and maintain a safe environment for Castro Valley residents, workers, visitors and property owners.**

**FIRE AND POLICE SERVICES POLICIES**

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**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 and surrounding counties.

**Policy 9.2-2**      **Community-Oriented Policing.** Promote a community-oriented approach to law enforcement.

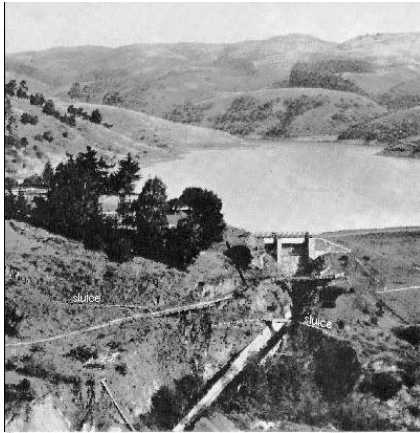
- Policy 9.2-3**      **Emergency Management Plan.** Maintain and regularly update a standardized Emergency Management Plan in coordination with the Alameda County Fire Department, the East Bay Regional Parks District, and public safety agencies in surrounding cities.
- Policy 9.2-4**      **Defensible Space.** Incorporate defensible space principles for fire protection 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**      **Emergency Response.** Improve the capability of Alameda County public safety agencies, Eden Medical Center Castro Valley, and other public facilities to respond to public emergencies such as earthquakes and major fires.

## FIRE AND POLICE SERVICES ACTIONS

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- 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 Public Awareness of County Sheriff Services.** 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**      **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 9.2-6**      **Coordination in Developing Disaster Plans.** Coordinate with the Castro Valley, Hayward, and San Lorenzo Unified School Districts, Eden Medical Center Castro Valley, 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.
- Action 9.2-7**      **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.
- Action 9.2-8**      **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.



*Chabot Reservoir, which dates from the 1870's, is one of two EBMUD terminal reservoirs adjacent to the planning area.*

## 9.3 WATER SERVICE

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### Water Supply

Castro Valley is within the service area of the East Bay Municipal Utility District (EBMUD). The EBMUD water supply system collects, transmits, treats, and distributes water to Alameda and Contra Costa counties. EBMUD's primary water source is the Mokelumne River in the western slopes of the Sierra Nevada Mountains. EBMUD has water rights that allow for delivery of up to a maximum of 325 million gallons per day (mgd) from the Mokelumne River, subject to availability. Water from this source requires little treatment to meet high-quality water standards. The secondary water source is runoff from local watersheds which is collected and stored in the system's reservoirs. The amount of local runoff that can be used ranges between 15 and 25 mgd during normal hydrologic years, and none during drought conditions.

EBMUD has two terminal reservoirs adjacent to the planning area—Chabot and Upper San Leandro—that provide standby storage when Mokelumne River supply is temporarily unavailable. In addition, there are approximately 150 domestic well users and approximately 100 known irrigation wells in the planning area. The groundwater wells are generally located in rural areas near Crow Canyon Road, Norris Canyon Road, Cull Canyon Road, Sunny Slope Avenue, Eden Canyon Road, Hollis Canyon Road, Palomares Road, and Dublin Canyon Road.

### Water Demand

Water consumption within the EBMUD service area has remained relatively level in recent years despite the continuing growth in the number of accounts. In 2004, the total water consumption was 224 mgd, approximately 570 gallons per day per account. Typically, approximately 46 percent of the water is consumed by single-family residential uses, 17 percent by multi-family residential uses, 17 percent by industrial and petroleum processing uses, 14 percent by commercial and institutional uses, and 6 percent by irrigation. EBMUD's 2005 Urban Water Management Plan (UWMP) projects that the water demand in 2025 will be 279 mgd, with an adjusted planning level of demand of 230 mgd based on water conservation and recycled water programs (Projections based on ABAG Projections 2005). This is equivalent to approximately 510 gallons per day per account. In a normal hydrologic year, the existing supply will be sufficient to meet demand.

During drought periods, EBMUD's primary and secondary water sources cannot meet the projected customer demands, despite rationing, water conservation, and recycling programs.<sup>6</sup> In a multi-year drought scenario, the available supply decreases each year. Based on 2005 UWMP projections, if 2025 were the third year of a drought, there would be only 151 mgd available supply. Therefore, EBMUD employs integrated water resource management strategies to plan for and meet customer water demands. These strategies include: supplemental water supply initiatives (the Freeport Regional Water Project, the Bayside Groundwater Project, and regional desalination projects); recycled water projects, and water conservation efforts. When completed in late 2009, the Freeport Regional Water Project will be able to provide EBMUD access to up to 100 MGD of water diverted from the Sacramento River during dry years.

Global climate change may not only result in a decrease in precipitation affecting water supply but also increased the demand for water. EBMUD analysis of projected future demands showed that a 4° centigrade increase in average daily temperatures between 1980 and 2040 accompanied by a 20 percent decrease in precipitation could result in a 3.6 percent increase in customer demand or 10 MGD.<sup>7</sup>

### **Water Conservation**

Because of the potential for global climate change to decrease available water supplies, water conservation is an important initiative for more than just during drought periods. Alameda County recognizes that the community needs to reduce water use within existing and future buildings and landscapes. In 2005, within the EBMUD Service District, 70 percent of the water was used in residential buildings, 20 percent in commercial and industrial buildings, 5 percent for irrigation, and 5 percent other uses. (Consulting, 2005) The County's goal is to reduce indoor water use by 20 percent and outdoor water use by 50 percent by 2020.

EBMUD's Water Supply Management Program 2040 Plan, which identifies and recommends solutions to meet dry-year water needs through the year 2040, establishes a goal of providing 39 MGD of future supply from conservation and 11 MGD from recycling.<sup>8</sup> Alameda

<sup>6</sup> EBMUD, Urban Water Management Plan 2005, November 2005.

<sup>7</sup> EBMUD, Water Supply Management Program 2040 Plan (October 2009), p. 4-20

<sup>8</sup> Ibid, pp. 1-1 and 1-2

County requires development to comply with the requirements of the State's model water-efficient landscaping ordinance.<sup>9</sup> Another strategy to reduce outdoor water consumption would be to require that new development comply with the Castro Valley Sanitary District's Bay-Friendly Landscaping Guidelines. These guidelines are based on a whole-system approach to the design, construction and maintenance of the landscape intended to support the integrity of the San Francisco Bay watershed. The guidelines promote the development of landscapes that reduce waste and recycling materials, reduce use of chemical fertilizers, conserve water, energy and topsoil, use integrated pest management to minimize chemical use, and reduce stormwater runoff.

### **Water System**

EBMUD's water supply system consists of a network of reservoirs, aqueducts, water treatment plants, pumping plants, and distribution facilities. Castro Valley is served by the Upper San Leandro/Orinda Water Treatment Plant. EBMUD has numerous on-going improvement projects for the water system. The most significant is the \$189 million Seismic Improvement Program (SIP). As part of SIP, an 11-mile long emergency transmission pipeline between Castro Valley and the San Ramon Valley, called the Southern Loop, was built to provide an alternate water supply route after a major earthquake. The other necessary seismic improvement work has been completed in Castro Valley. EBMUD has determined that it has sufficient system capacity to serve growth anticipated in the Castro Valley area through 2030 based on projections in the Alameda County 2000 General Plan.

## **WATER SUPPLY AND SERVICE GOAL**

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**GOAL 9.3-1                    Ensure an adequate and reliable supply of water to serve the needs of existing development and future development consistent with this Plan.**

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<sup>9</sup> California Gov. Code, Sec. 65591 et seq.



## WATER SERVICE POLICIES

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- Policy 9.3-1**      **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**      **Water Conservation.** Support efforts to conserve water by encouraging new development to incorporate measures that will reduce water usage and by educating the public about the importance of water conservation.

## WATER SERVICE ACTIONS

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- Action 9.3-1**      **Water Conservation Measures.** Develop water conservation measures based on Best Management Practices from the California Urban Water Conservation Council.
- Action 9.3-2**      **Water Conservation.** Reduce the need for developing new water supply sources by requiring new development to incorporate water conservation measures to decrease peak water use. These measures may include, but are not limited to:
- Requiring water efficient plumbing fixtures and appliances;
  - Adopting and implementing a water efficient landscaping ordinance in compliance with State law;
  - Requiring efficient irrigation systems; and
  - Facilitating the use of recycled water irrigation systems.
- Action 9.3-3**      **Landscaping.** Landscaping. Encourage all new development to comply with the Bay Friendly Landscaping Guidelines.
- Action 9.3-4**      **Recycled Water.** Revise the zoning ordinance and other County ordinances to enable the use of recycled water wherever feasible and permitted by law.
- Action 9.3-5**      **Encourage Recycled Water.** Identify incentives to encourage the use of recycled water.

**Action 9.3-6**      **Desalinated Water.** Encourage East Bay Municipal Utilities District to consider secondary water sources in dry years.

**Action 9.3-7**      **Water pressure.** Encourage East Bay Municipal Utilities District to consider maintaining consistent water pressure throughout all of Castro Valley.

## **9.4 WASTEWATER COLLECTION AND TREATMENT**

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### **Collection and Treatment Systems**

The Castro Valley Sanitary District (CVSD) provides and maintains the sewage collection system that serves most of Castro Valley. CVSD’s current service area includes virtually all of the land within the voter-approved Urban Growth Boundary. Oro Loma Sanitary District provides the sewage collection system for the Hillcrest Knolls and El Portal Ridge neighborhoods. The only developed areas that continue to rely exclusively on private septic systems are off Crow Canyon Road beyond Cold Water Drive, off Cull Canyon Road, and in Palomares Canyon.

The Oro Loma Sanitary District treats CVSD sewage at the Oro Loma/Castro Valley Water Pollution Control Plant in San Lorenzo, of which CVSD owns 25 percent. The plant discharges to San Francisco Bay through pipelines operated by the East Bay Dischargers Authority.

### **Improvements Needed**

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. Because older laterals are a significant source of infiltration and inflow, some jurisdictions require testing of sewer laterals prior to the sale of property and mandate replacement or repair of lines that fail.

CVSD has a grant program that pays up to 50 percent of the cost of replacing or repairing building laterals with a maximum reimbursement of \$2,000 per building lateral. The lateral, which connects a home’s plumbing system to the public sewer main, is the property and responsibility of the property.

## Wastewater Recycling

CVSD and OLSD do not presently have programs for recycling any wastewater flows. However, State law allows EBMUD to require the use of recycled water for non-domestic purposes when it is of adequate quality and quantity, available at reasonable cost, not detrimental to public health, and will not harm plant life, fish, or wildlife. To date, EBMUD has been able to promote the use of recycled water through incentives rather than using this mandate. These incentives are primarily in the form of subsidies to fund facility retrofits and rate discounts providing lower connection fees for new customers who use recycled water.

## WASTEWATER COLLECTION AND TREATMENT GOAL

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- GOAL 9.4-1**      **Ensure the availability of adequate and effective wastewater collection and treatment to protect public health and safety.**

## WASTEWATER COLLECTION AND TREATMENT POLICIES

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- Policy 9.4-1**      **Coordination with Sanitary Districts.** Continue to coordinate with the Castro Valley Sanitary District and Oro Loma 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**      **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.
- Policy 9.4-3**      **Update Sewer System.** Expand programs to replace and repair aging public and private sewer lines to prevent water quality problems and comply with federal and state requirements.
- Policy 9.4-4**      **Recycled Water.** Promote appropriate use of recycled water for new and existing non-residential development.

## WASTEWATER COLLECTION AND TREATMENT ACTIONS

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- Action 9.4-1**      **Ensure Funding for Sewer Improvements.** Work with the Castro Valley Sanitary District and Oro Loma Sanitary District to ensure adequate funding for sewer system improvements necessary to avoid public health hazards and maintain water quality including replacement and repair of aging private sewer lines.
- Action 9.4-4**      **Private Sewer Lines.** Work with Castro Valley Sanitary District and Oro Loma Sanitary District to develop a policy encouraging property owners to repair or replace deficient private sewer laterals or prove that private sewer lines are in good condition before the sale of a property or before a major remodeling project.
- Action 9.4-5**      **Clean Water Program.** Require all new development to comply with the policies and recommendations of the Clean Water Program.
- Action 9.4-6**      **Septic Systems.** Revise County regulations to prohibit development on substandard lots not served by public sewers.
- Policy 9.4-7**      **Graywater.** Revise the zoning ordinance and other County ordinances to enable the use of graywater wherever feasible and permitted by law.
- Policy 9.4-8**      **Wastewater Reclamation.** Work with the Sanitary Districts and East Bay Municipal Utilities District to develop other wastewater reclamation programs.

## 9.5 STORMWATER MANAGEMENT SYSTEM

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Stormwater, the portion of rainfall that does not infiltrate into the soil, is a concern in urban areas where impervious surfaces limit infiltration. Stormwater flows down from Castro Valley and the Hayward hills to storm drains, channels, and pipelines leading to San Lorenzo Creek and on to San Francisco Bay. Sulphur Creek and the Estudillo and Bockman Canals also flow to San Francisco Bay.

Within the Alameda County Public Works Agency, the Alameda County Flood Control and Water Conservation District (ACFCWCD)

owns and manages most storm drains in Castro Valley, located in Flood Control Zone 2. Within Zone 2 there are 81 miles of natural creek, five miles of earth channel, 12 miles of concrete channel, two miles of improved channel, 44 miles of underground pipe, and two pump stations. In addition there are two reservoirs, Cull Canyon and Don Castro, which are maintained for flood control. Both reservoirs have siltation and seismic issues that need to be addressed. Stormwater quality issues are addressed in Chapter 10: Natural Hazards and Public Safety.

## STORMWATER MANAGEMENT SYSTEM GOAL

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**GOAL 9.5-1**      **Collect, store, and dispose of stormwater in safe, sanitary, and environmentally-acceptable ways.**

## STORMWATER MANAGEMENT SYSTEM POLICY

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**Policy 9.5-1**      **Watershed Management Approach.** Use a watershed management approach when addressing, planning, and managing stormwater issues.

## STORMWATER MANAGEMENT SYSTEM ACTIONS

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**Action 9.5-1**      **Update Storm Drain System.** Expand programs to replace and repair aging public and private storm drain systems to prevent water quality problems and comply with federal and State requirements.

**Action 9.5-2**      **Minimize Runoff.** Reduce release of contaminants into the water system by requiring new development to minimize storm drain runoff on project sites.

**Action 9.5-3**      **Funding Sources.** 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.

## 9.6 SOLID WASTE

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The Castro Valley Sanitary District (CVSD) and the Oro Loma Sanitary District (OLSD) handle refuse collection and disposal in the planning area. The Districts collect solid waste, and generally haul it to the Davis Street Transfer Station, and then to the Altamont Landfill east of Livermore, contracts with Waste Management of Alameda County. Altamont Landfill has an expected closure date of 2071. The Districts' solid waste program expenses are mainly funded by user fees. CVSD and OLSD are both members of the Alameda County Waste Management Authority (ACWMA), a countywide organization to divert materials from the landfill into reuse, recycle and reduction programs.

The enactment, in 1989, of the California Integrated Waste Management Act (AB 939) has resulted in a major refocusing of CVSD activities in an attempt to meet the goals mandated by this legislation of reducing the amount of material sent to the Altamont Landfill by 25 percent by the year 1995 and by 50 percent by the year 2000. Alameda County has set a countywide goal at 75 percent diversion by 2010.

As a first step, the CVSD implemented a residential curbside recycling program in April of 1991. In late 1994, a yard waste collection program was implemented and has resulted in a large diversion of residential "green waste", such as grass clippings and yard trimmings. OLSD also diverts waste through recycling programs, including a residential curbside, commingled recycling program, residential food scraps recycling program, and commercial recycling services. Alameda County Household Hazardous Waste facilities dispose of most household toxics, such as paint, batteries, and motor oil.

The CVSD's 1995 and 2000 diversion goals were easily achieved with the residential recycling and green waste programs; however, in order to meet the year 2010's diversion goal of 75 percent reduction, commercial recycling and food waste programs are being explored for implementation. In 2002, CVSD launched its residential curbside food waste collection and construction and demolition debris recycling programs. In 2003, the CVSD's waste diversion rate was 61 percent. In 2000, OLSD exceeded the state mandated diversion requirement with a waste diversion rate of 71 percent.

## SOLID WASTE GOAL

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**GOAL 9.6-1**      **Reduce solid waste generation and disposal.**

## SOLID WASTE POLICY

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**Policy 9.6-1**      **Support Increased Landfill Diversion.** Promote waste reduction and recycling to divert increasingly larger proportions of the waste stream from the Alameda County landfills.

## SOLID WASTE ACTIONS

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**Action 9.6-1**      **Solid Waste Education.** Assist the Castro Valley Sanitary District and Oro Loma 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 multifamily development and alterations that increase the number of dwelling units or substantially expand non-residential floor area.

**Action 9.6-3**      **New Programs.** Work with Castro Valley Sanitary District and Oro Loma Sanitary District to develop new waste reduction programs, such as food waste collection and composting.

## 9.7 NON-MUNICIPAL UTILITIES

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Non-municipal utilities, such as those providing electricity, natural gas, telephone, and cable television, are important elements of contemporary life, making it necessary to ensure these services are available and adequate to meet the demands of Castro Valley's residents and businesses. However, because above-ground utility wires and telecommunications equipment often have a negative visual impact on a community, such facilities should be located and designed to minimize these effects to the extent possible.

### NON-MUNICIPAL UTILITIES GOAL

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**GOAL 9.7-1**      **Ensure the provision of adequate non-municipal utilities and communication systems to serve existing and future residents and businesses.**

### NON-MUNICIPAL UTILITIES POLICIES

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**Policy 9.7-1**      **Non-Municipal Utility Supply.** Coordinate with non-municipal 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 9.7-2**      **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 9.7-3**      **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.



## NON-MUNICIPAL UTILITIES ACTIONS

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- Action 9.7-1**      **Underground Utility Lines.** Amend the zoning and subdivision ordinances to require new development to underground all on-site utility lines required to serve new development.
- Action 9.7-2**      **Undergrounding in Existing Neighborhoods.** Work with PG&E to underground utilities in existing residential neighborhoods.
- Action 9.7-3**      **Funding for Undergrounding.** Explore alternate sources of funding to augment financial resources available from PG&E to underground overhead lines.
- Action 9.7-4**      **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.



*Work with PG&E to underground utilities on major roads in residential neighborhoods, such as here at Lake Chabot Road and Seven Hills.*

## 9.8 PUBLIC STREETS

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The appearance and safety, both real and perceived, of public streets play a large role in defining the character of any community. According to the LAFCO's Municipal Service Review, about a third of the streets and roads in Alameda County and 23 percent of the roads in the unincorporated area need to be rehabilitated but, because of funding shortfalls, local agencies are, for the most part, unable to keep up with the backlog of deteriorating streets. The backlog of deferred maintenance in all of the unincorporated areas of the County is about \$71.1 million or \$150,000 per street mile, which is higher than the countywide average of \$146,675.

In Castro Valley, the County Public Works Agency (PWA) is responsible for capital improvement and maintenance of the public streets in the planning area including repair and preventative maintenance for pavement, other hardscape repairs, drainage, bridges, landscaping, street trees and traffic signals. PWA also maintains more than 4,000 Castro Valley street lights under contract with the Street Lighting County Service Area (CSA). The Five Canyons CSA

contracts with the PWA to maintain eight miles of public roads and provide other services including landscaping, graffiti control, erosion control, and maintenance of retaining walls in the Five Canyons area.

Road maintenance is funded primarily by gas taxes with other funding from revenues from the voter-approved Measure B sales tax, State Traffic Congestion Relief funds and, in CSAs, assessments and service charges. The allocation of Measure B funds for local streets and roads is based on population and street miles. There are significant constraints on the financing of street services in all California communities because of voter-approved limits and requirements on tax increases and new taxes. One option that the PWA has proposed in order to provide additional funding for street maintenance is the creation of a new CSA, similar to the Street Lighting CSA, which would make it possible to increase funding through voter-approved assessments.<sup>10</sup>

The following policies deal only with street maintenance and improvement. Issues of auto, bike, and pedestrian traffic flow are addressed in the Circulation Element (Chapter 6).

## PUBLIC STREETS GOAL

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**GOAL 9.8-1**            **Maintain public streets in good condition to protect public safety, reduce property damage, and sustain or improve Castro Valley’s overall appearance.**

## PUBLIC STREETS POLICY

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**Policy 9.8-1**            **Improve Streets and Public Safety.** Ensure that there is adequate funding and resources to maintain and improve Castro Valley’s streets and the perception of safety.

**Policy 9.8-2**            **Street Cleaning.** Encourage regular street cleaning.

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<sup>10</sup> Alameda Local Agency Formation Commission, Final Municipal Service Review, Volume III—Community Services, May 11, 2006, pp. 50-80

## PUBLIC STREETS ACTIONS

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**Action 9.8-1**      **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 9.8-2**      **Street Lighting.** Provide all streets with illumination that is adequate to protect public safety but appropriate given the desired character of the area.



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