



***EAST BAY REGIONAL PARK  
DISTRICT  
MUNICIPAL SERVICE REVIEW  
~~PUBLIC REVIEW DRAFT~~ FINAL***

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*July 1~~January 8~~, 2013*

Prepared for the  
Local Agency Formation Commission of Alameda County  
by  
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# 1. AGENCY OVERVIEW

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The East Bay Regional Park District (EBRPD) provides regional park and recreation services, water and wastewater, and public safety services, including fire and police protection services, in Alameda and Contra Costa counties. Alameda is the principal LAFCo and has jurisdiction over EBRPD.<sup>1</sup> EBRPD was covered in two Municipal Service Reviews (MSR) in Alameda, one on community services and one on utility services. The most recent of which was completed in 2006. In Contra Costa County, the MSRs were grouped by type of service provided, consequently EBRPD is covered in three MSRs—recreation and park services was adopted in 2010, water and wastewater services was adopted in 2008, and fire was adopted in 2009.

## FORMATION

EBRPD was established on November 6, 1934 as an independent special district. EBRPD was formed to acquire and maintain regional parkland first in Alameda County and then, subsequently, in Contra Costa County. It is the largest regional park agency in the United States. The principal act that governs EBRPD is the Regional Park, Park and Open-Space, and Open-Space Law.<sup>2</sup> The act empowers Districts to do the following:

- 1) Superintend, control, and make available to all of the inhabitants of the district all public parks, playgrounds, beaches, parkways, scenic drives, boulevards, open spaces, and other facilities for public recreation belonging to the district or under its control.
- 2) Regulate, restrain, and control the kind of vehicles, and the time and conditions of travel or parking on such public parks, playgrounds, beaches, parkways, scenic drives, boulevards, open spaces, and other facilities for public recreation.
- 3) It shall employ a suitable police force and shall adopt all ordinances, rules, and regulations necessary for the administration, government, protection, and use of the property, improvements, and facilities belonging to the district or under its control.
- 4) In general, the District will do all acts necessary to the proper execution of the powers and duties granted to, and imposed upon, it by this article, and to manage and control the business and affairs of the district.

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<sup>1</sup> For a multi-county district, the LAFCo in the "principal county" has exclusive jurisdiction (Government Code §56387) unless it cedes its jurisdiction on a particular proposal to a LAFCo in another county and that LAFCo accepts (Government Code §56388). Principal county is defined as the county with the greatest portion of the entire assessed value in the district (Government Code §56066).

<sup>2</sup> California Public Resources Code §5500-5595.

## BOUNDARY

The boundary of EBRPD is coterminous with both Contra Costa and Alameda counties. The service area for EBRPD includes district regional parklands, East Bay Municipal Utility District (EBMUD) owned lands, the San Francisco Water Department Watershed, the [McLaughlin Eastshore State Park](#) (~~owned by~~ [jointly owned by EBRPD and the State of California](#), but operated by EBRPD), and the Middle Harbor and Port View Parks operated by the Port of Oakland. The EBRPD boundary encompasses a total of 1,457.6 square miles of land in both Contra Costa and Alameda counties, according to County Assessor data on acreage of parcels. In Contra Costa County, the boundary land area of EBRPD is 720 square miles, and in Alameda County the boundary land area of EBRPD is 737.6 square miles.

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## Extra-territorial Services

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Park and recreation services are provided throughout Alameda and Contra Costa Counties. EBRPD does not directly provide park and recreation service outside its bounds, although anyone is permitted to use district facilities. Fees for non-resident use of facilities are approximately 10-25 percent more and 10 percent more for recreational programs than those fees charged to residents.

Water services are provided at three park facilities in the Sunol Regional Wilderness Park, Redwood Regional Park and Del Valle Regional Park. Water service is provided within EBRPD and is not provided outside district boundaries. Similarly, wastewater collection and septic services are provided in regional parks and are not provided outside EBRPD boundaries.

District public safety services are generally provided within EBRPD's facilities and spaces; however, through mutual aid agreements, the District can provide assistance outside of these areas. EBRPD does maintain mutual aid agreements with agencies outside of its bounds.

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## Unserved Areas

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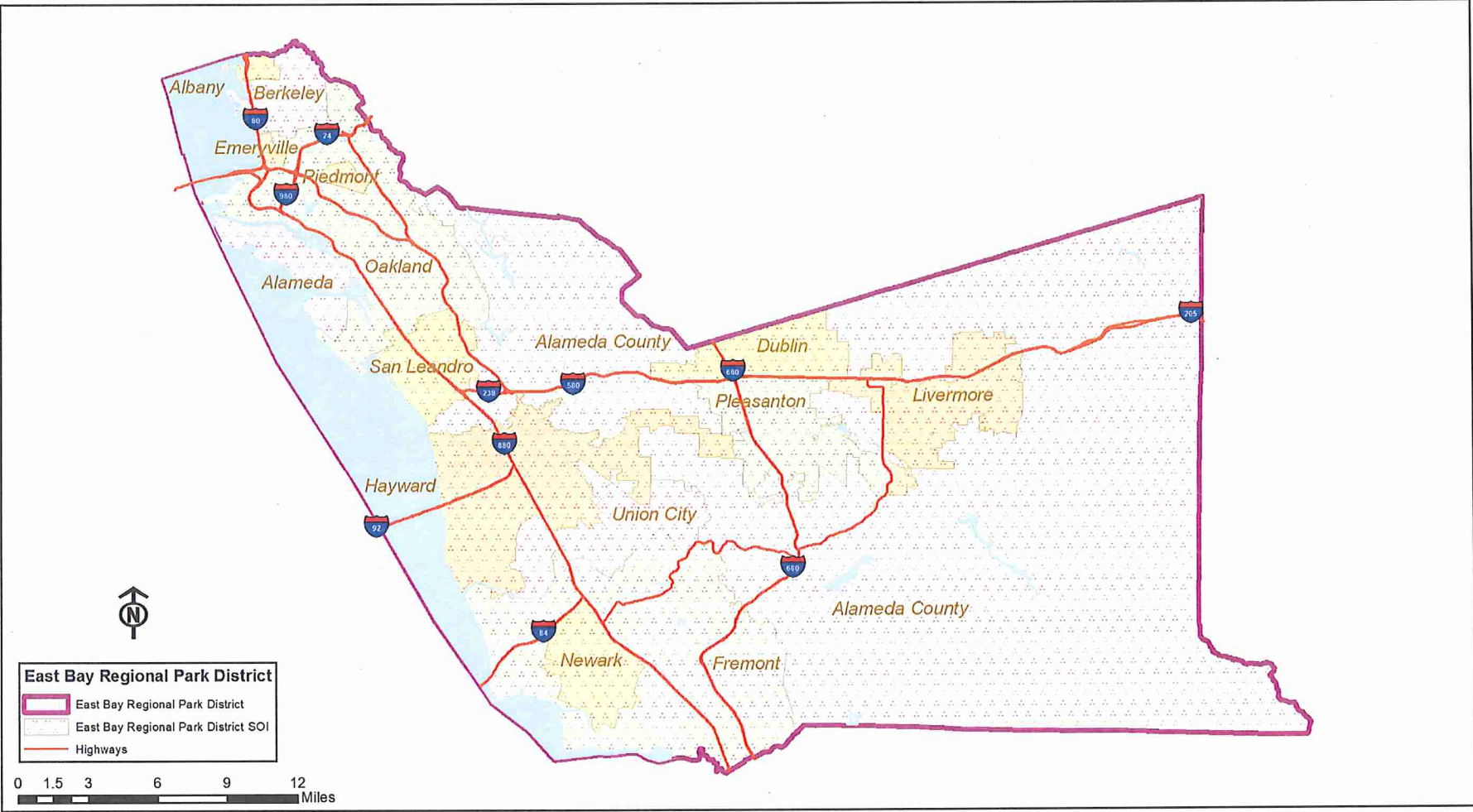
There are no areas within EBRPD's existing boundaries that are lacking recreation and park services. However, EBRPD is responsible for the maintenance and operation of new regional parks, open space and trails in the Murray Township area, which is in both LARPD's and EBRPD's boundaries, but more efficiently maintained by EBRPD. ~~In return for these services EBRPD receives a portion of LARPD property tax dollars~~[In acknowledgement of this responsibility, a portion of LARPD's property tax share was permanently redirected to EBRPD by formal action in the early 1990s.](#)

## SPHERE OF INFLUENCE

EBRPD's SOI is coterminous with its boundary. Most recently, [Alameda LAFCo](#) affirmed ~~an the coterminous~~ [SOI coterminous with Alameda County's bounds](#) in 2006. [The Alameda LAFCo resolution does not reference the District's SOI in Contra Costa County.](#)

Figure 1-1: EBRPD Boundaries and SOI

East Bay Regional Park District Boundary and SOI\*  
July 2012



\*Agency sphere equals the service area boundary

Created for Alameda LAFCo by the Alameda County Community Development Agency

## ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

EBRPD has a seven-member governing body. Board members are elected by geographic district to four-year terms. EBRPD also has a Park Advisory Committee made up of 21 citizen-members, appointed by the EBRPD Board of Directors and other organizations selected by the EBRPD Board. Advisory Committee members are appointed for two-year terms and may serve a total of four consecutive terms, or eight years. Current board member names, positions, and term expiration dates are shown in Figure 1-2.

The Board meets twice a month on the first and third Tuesdays at 2:00pm at the district headquarters in Oakland. Board meeting agendas and minutes are posted in multiple locations.

**Figure 1-2: East Bay Regional Park District Governing Body**

East Bay Regional Park District				
<b>District Contact Information</b>				
<b>Contact:</b>	Larry Tong, Interagency Planning Manager			
<b>Address:</b>	2950 Peralta Oaks Court			
<b>Telephone:</b>	(510)544-2621			
<b>Fax:</b>	(510)569-1417			
<b>Email/website:</b>	<a href="http://www.ebparks.org">www.ebparks.org</a>			
<b>Board of Directors</b>				
<b>Member Name</b>	<b>Position</b>	<b>Term Expiration</b>	<b>Manner of Selection</b>	<b>Length of Term</b>
Whitney Dotson	Treasurer	December 2016	Elected - Ward 1	4 years
John Sutter	President	December 2016	Elected - Ward 2	4 years
Carol Severin	Director	December 2014	Elected - Ward 3	4 years
Doug Siden	Director	December 2016	Elected - Ward 4	4 years
Ayn Wieskamp	Vice President	December 2014	Elected - Ward 5	4 years
Beverly Lane	Director	December 2014	Elected - Ward 6	4 years
Ted Radke	Secretary	December 2014	Elected - Ward 7	4 years
<b>Meetings</b>				
<b>Date:</b>	The first and third Tuesdays of each month at 2:00pm.			
<b>Location:</b>	District headquarters in Oakland.			
<b>Agenda Distribution:</b>	Posted in multiple locations.			
<b>Minutes Distribution:</b>	Available on the EBRPD website.			

In addition to the required agendas and minutes, EBRPD updates constituents with a bi-monthly newsletter and through community outreach programs. EBRPD also posts public documents on its website.

With regard to customer service, complaints may be submitted through phone calls, email, letters, and in-person. Complaints most often are related to off-leash dogs, speeding mountain bicyclists, trail damage from cattle grazing, and potholes in regional trails. EBRPD handles in-person and phone complaints directly when possible. Written complaints to EBRPD and any response to the complaint are reviewed by the Board. EBRPD staff reported that the cumulative number of complaints received in 2011 was not readily available, because written and verbal complaints are received at various locations within the two-county area covered by EBRPD, ranging from the Administrative Headquarters in Oakland to various park locations. EBRPD reported that the types of incidents reported are predominately those involving pets/animals including dog bites, dog-horse interactions and grazing cows. Other incidents include excessive noise and alcohol from bikers, picnickers and overnight campers, theft, vandalism and illegal drug use.

EBRPD demonstrated accountability in its disclosure of information and cooperation with Alameda and Contra Costa LAFCos during previous MSRs. EBRPD responded to requests for information and documents during the process of this MSR as well.

## MANAGEMENT AND STAFFING

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

EBRPD has 632 full-time equivalent employees and 90 seasonal employees. Since 2006, revenue reduction has required EBRPD to reduce staffing levels by 26 full-time equivalents. The District also relies heavily on volunteers to provide its services. In 2011, almost 13,000 volunteers completed over 125,000 hours of service in the District. Volunteers can give time at the botanic gardens and special events, maintain trails, support public safety services, become a docent or regional park ambassador, restore habitats and participate in clean-ups, among other opportunities.

EBRPD's Board of Directors is ultimately accountable to the public. The EBRPD general manager reports to the Board of Directors. EBRPD is comprised of 10 divisions. The land division is responsible for environmental reviews, interagency planning, land acquisition and trail development. The [finance and](#) management services division is responsible for grants, information systems and office services. The operations division looks after park operations and recreation services as well as maintenance and skilled trades. The planning/stewardship and development division takes care of design and construction and planning and stewardship for the District. The public affairs division is responsible for community relations, environmental graphics, graphic design and publications, media relations and regional parks foundation support. The public safety division includes the fire and police departments. In addition to these divisions there are also the legal division, human resources division, ~~finance division~~ and legislative services.

All district employees are evaluated annually. New hires and personnel on one-year promotion probation are evaluated quarterly.

EBRPD provides annual performance goals for each department. Management reviews performance evaluations and written objectives with each division. Management practices conducted by EBRPD also include annual financial audits. EBRPD uses performance-based budgeting, where the amount budgeted for agency functions are based on meeting performance goals, but does not conduct benchmarking.

In addition to performance evaluations, EBRPD conducted a telephone and an online survey in 2011 as part of their current Master Plan update where 400 and 6,294 participants, respectively, provided their opinions to the District. When asked about their satisfaction with regional parks, recreation facilities and trails, 86 percent of respondents (of the telephone and online surveys combined) reported that their overall expectations were met.

To monitor workload, EBRPD tracks park activities such as recreation programs and maintenance project hours. These indicators are used to re-focus program efforts to reach goals and to provide planning benchmarks for future activity. The assessment of overall workload is required to operate and manage current parks and trails, and is used to plan the financing and construction of new facilities.

EBRPD does not have a strategic planning document, but it does have a mission statement and vision statement. EBRPD has a master plan that was adopted in 1997 with a master plan map adopted in 2007. The Master Plan ~~is in the process of being updated this year (2012)~~ update was completed in June 2013. Planning efforts in the master plan address resource management, financial resources and public access. EBRPD has an economic analysis that was prepared in 2000 and is also being updated this year. The Board's long-term objectives include expansion of EBRPD's parks and facilities, increased revenue and diversification of revenue streams, improved customer service, and implementation of activity-based cost budgeting and resource allocation.

Financial planning documents include an annually adopted budget and annually audited financial statement. EBRPD conducts capital improvement planning in the annual budget, but maintains an outlook of up to five years. Capital improvement plans are updated annually. Growth projections are considered when setting budget priorities and when planning for programs, capital projects and facility expansion or maintenance.

All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or five-year schedule.<sup>3</sup> In the case of EBRPD, the District must submit audits

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<sup>3</sup> Government Code §26909.

annually. EBRPD has submitted its audit to the County for FY 10-11 within the required 12-month period.

## GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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### Land Use

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EBRPD's boundary area is approximately 1,457.6 square miles. EBRPD is not a land use authority, and does not hold primary responsibility for implementing growth strategies. EBRPD bounds encompass a wide variety of land uses (all designated land uses within Alameda and Contra Costa counties); however, in the District's 65 regional parks the primary land use is open space, recreation and natural resource management.

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### Existing Population

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EBRPD's population in 2010 based on census data was 2,559,000.

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### Projected Growth and Development

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Based on Association of Bay Area Governments (ABAG) growth projections and EBRPD's estimated 2010 Census population, the population of the area within EBRPD boundary is anticipated to reach 3,289,200 by 2035, with an average annual growth rate of one percent countywide in Alameda County and 0.7 percent countywide in Contra Costa County.

In the past decade, growth within EBRPD's Alameda County boundary has been occurring in the east county cities of Dublin, Pleasanton and Livermore. According to ABAG growth projections, future growth is anticipated to be concentrated in the cities of Dublin, Emeryville and Livermore over the next 25 years.

EBRPD anticipates continued increasing population growth concentrated within development corridors per the Metropolitan Transportation Commission (MTC)/ABAG Plan Bay Area. Population growth has led to an increased need for park management and protection programs, heightened public interest, increased access for persons with disabilities, and new forms of recreation are all resulting in increased demand for services. Additionally, EBRPD notes in its master plan that the significant growth in the older population segments may have an impact on the type and quantity of demand for services.

## FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by EBRPD and identifies the revenue sources currently available to the District.

Although district revenues continue to exceed expenditures, EBRPD reported that current financial levels are inadequate to deliver services at a per-resident level, similar to the level of service provided in prior years. While the population of EBRPD continues to increase, financial resources available to fund services have declined. The recent recession has required EBRPD to reduce expenses by approximately 16 percent since 2008; expense cuts included reducing staffing levels by 26 full-time equivalents, deferring infrastructure replacement and major maintenance, and engaging in negotiations with labor representatives to minimize future benefit cost increases. EBRPD has managed to keep all park facilities open to the public, but has been forced to reduce some hours of operation and limit staff availability for programming and patrol. In the Comprehensive Annual Financial Report for FY 10-11, EBRPD reported that the major challenge for the next five years will be balancing the need to maintain core services while controlling costs, as the major source of revenue for the District, property tax, continues to remain flat with very limited growth forecast in the near future.

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## Revenues

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Total revenues received by EBRPD in FY 10-11 were \$113,047,390. Of this total amount, 81 percent was from property taxes, seven percent was from special assessments, eight percent was charges for services,<sup>4</sup> and four percent was other revenue, such as lease revenue.<sup>5</sup>

EBRPD levies a [districtwide](#) special parcel tax for public safety and park maintenance services. The tax of \$12 per parcel is scheduled to sunset in 2020, and must be reaffirmed by a two-thirds vote. EBRPD voters have twice rejected a special parcel tax to supplement the District's revenue base. In 1998 and in 2002, voters rejected a parcel tax to be used for park maintenance, operations and safety improvements. However in 2004, voters in western Alameda and [western](#) Contra Costa counties ([Zone 1](#)) approved a parcel tax (Measure CC) for park maintenance, operations and wildfire hazard reduction efforts and other park improvement projects.

More recently, in 2008, voters [throughout the District](#) approved Measure WW, to allow EBRPD to continue acquiring more parkland, for the purpose of preserving important habitat, wildlife, trail corridors, outdoor recreation areas, and improve San Francisco Bay shoreline access. The funds can only be used for capital projects and land acquisition, and may not be used for operations of these facilities. Seventy-five percent of the \$500 million bond extension will fund regional park acquisition and capital projects. Of the 67 capital projects identified for Measure WW funding, 36 are located in Contra Costa County, with 13

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<sup>4</sup> Includes recreation services, facility fees, merchandise sales, public safety services and miscellaneous charges.

<sup>5</sup> Includes interest, property usage, contributions, sale of assets and other.

of these projects involving the acquisition of new parkland.<sup>6</sup> These projects are described in more detail in the Recreation and Park Services section.

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## Expenditures

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Total expenditures in FY 10-11 for EBRPD were \$107,686,722, of which 37 percent was spent on recreation services, 25 percent was attributed to administration, 19 percent was spent on public safety, seven percent went to acquisition/development, eleven percent was used for maintenance, and one percent was spent on other items. Revenues exceeded expenditures in FY 10-11 in the amount of \$5,360,767.

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## Liabilities and Assets

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EBRPD's long-term debt as of the end of FY 10-11 was \$131,410,000. All general obligation bonds of EBRPD were authorized by Measure AA and Measure WW and approved by the voters in 1988 and 2008, respectively. For Measure AA, the District was authorized and has issued \$225 million in bonds. For Measure WW, the District is authorized to issue \$500 million and had issued \$80 million by the end of FY 10-11. The proceeds of both measures are to be used for the acquisition and capital development of parklands, recreational facilities, open space and to fund the grant program for local agencies' park projects.<sup>7</sup>

EBRPD has three restricted funds: capital projects in the amount of \$34,662,211, debt services in the amount of \$14,472,963 and special projects in the amount of \$15,142,325. EBRPD has one unrestricted fund which had a balance of \$107,027,746 at the end of FY 10-11.<sup>8</sup>

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## Financing Efficiencies

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EBRPD participates in various joint financing arrangements including a Joint Powers Authority with EBMUD, through which EBRPD gets reimbursed for providing police service on EBMUD properties. EBRPD receives general and automobile liability insurance coverage through its membership in the California Public Entity Insurance Authority. EBRPD receives excess workers compensation insurance through the Local Agency Workers' Compensation Excess Joint Powers Authority. EBRPD employees are eligible to participate

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<sup>6</sup> EBRPD, Measure WW Regional Open Space, Wildlife, Shoreline and Parks Bond Extension Project List, 2008.

<sup>7</sup> EBRPD, Comprehensive Annual Financial Report, December 2011, pg. 24.

<sup>8</sup> EBRPD, Comprehensive Annual Financial Report, December 2011, pg. 117.

in pension plans offered by California Public Employees Retirement System—a multiple-employer defined benefit pension plan. EBRPD has issued grants to local governments to assist with the acquisition of park lands.

## 2. MUNICIPAL SERVICES

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### RECREATION AND PARK SERVICES

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#### Service Overview

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EBRPD maintains and operates regional parks, shorelines, trails, recreational areas, rental facilities, and golf courses. EBRPD provides recreational programs at its facilities including fishing, boating, swimming, overnight camping, summer camps, golf, hiking, arts and craft activities, and environmental education activities. EBRPD maintains its natural areas, park areas, trees, landscaping, buildings, and other structures at the District's park sites and facilities.

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#### Demand for Services

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EBRPD considers its customer base to be the park visitors and residents of Alameda and Contra Costa Counties. Service demand is highest during warm weather months, typically from June through mid-November. EBRPD estimates that there are roughly 14 million park visitors per year, or nearly 38,330 per day. EBRPD staff reported that over 600,000 children and over 300,000 seniors [throughout the District](#) are frequent park visitors. The number of child frequent park visitors is approximately the same since the last MSR, while the number of senior frequent park visitors has increased by approximately 20 percent. Annual recreation participation hours in 2011 were approximately 3,000 [districtwide](#). Annual recreation participation hours are relatively low compared to other recreation providers in [Alameda](#) County, as EBRPD places a greater emphasis on making available regional parks, open space and trails than offering recreation programming based on constituent demand.

As part of the EBRPD Master Plan update survey, [which was conducted throughout the District's bounds](#), residents reported the following with regard to service demand:

- An average of 91 percent of respondents strongly agreed that the regional park system, consisting of recreational parks, picnic areas, wilderness areas and trails, is a valuable public resource
- An average of 95 percent of respondents agreed that proper maintenance of existing parklands, trails and recreation facilities should continue to be a top priority for EBRPD
- An average of 69 percent of respondents answered "very often" or "often" when asked 'Approximately *how often* do you, or members of your household, use or visit one or more of the East Bay regional parks, trails, or recreation facilities?'

- An average of 66 percent of respondents answered “No” when asked ‘Have you, or anyone in your family, attended a class or program sponsored by the East Bay Regional Park District?’
- An average of 62 percent of respondents believe that EBRPD should purchase and protect more land in the District

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## Infrastructure and Facilities

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Districtwide EBRPD manages 65 regional parks, recreation areas, wilderness, shorelines, preserves and land bank areas. A total of 42 of these facilities are located, or partially located, in Contra Costa County; the remainder are in Alameda County. EBRPD operates 29 regional inter-park trails, 1,200 miles of trails within parklands, 11 freshwater swimming areas, boating and/or stocked fishing lakes and lagoons and a disabled-accessible swimming pool, 40 fishing docks and three bay fishing piers, 235 family campsites, 42 youth camping areas, two golf courses, eight visitor centers, 18 children’s play areas and wedding, meeting and banquet facilities.

Almost 3,000 acres of land were acquired during 2011, bringing the total district acreage to over 112,000. Since the completion of the previous MSR in 2006, EBRPD has added more than 32,645 park acres to its regional park system.

EBRPD owns and operates 17 special use structures, such as’s recreation facilities and botanic gardens. With the exception of four of these facilities—Black Diamond Mines Visitor Center and the Tilden Botanic Garden, Environmental Education Center, and Golf Course—all of the facilities are in Alameda County. T~~and~~ their respective conditions as reported by the District are shown in Figure 2-1.

**Figure 2-1: East Bay Regional Park District Recreation Facilities Service Profile**

East Bay Regional Park District Facilities					
	Location	Condition	Year Built	Proposed Improvements	
<b>Recreation Facility</b>					
1	Ardenwood Visitor Ctr.	34600 Ardenwood Blvd.	Good	1985	
2	Black Diamond Mines Visitor Ctr.	5175 Somersville Rd.	Good	1996	Improvements 2014
3	Brazilian Room	Tilden Park	Good	1973	
4	Camp Arroyo	5535 Arroyo Rd.	Excellent	2000	
5	Coyote Hills Visitor Ctr.	8000 Patterson Ranch Rd.	Fair	1958	Remodel/addition 2017
6	Crab Cove Visitor Ctr.	1252 McKay Ave.	Good	1950's	
7	Del Valle Visitor Ctr.	7000 Del Valle Rd.	Poor	1970's	
8	Fern Cottage	San Pablo Dam Rd.	Good	1965	
9	Garin Visitor Ctr.	1320 Garin Ave.	Fair	1982	
10	Roberts Regional Park Swimming Pool	Skyline Boulevard, Oakland	Good	1973	Renovation 2014
11	Shoreline Ctr.	Martin Luther King Jr. Shoreline	Good	1985	
12	Sunol-Ohlone Visitor Ctr.	Geary Rd.	Fair	1920's	
13	Temescal Beach House	Temescal Park	Good	1930's	
14	Tilden Botanic Garden Visitor Ctr.	Wildcat Canyon Rd. & South Park Dr.	Fair	1973	Remodel/addition 2016
15	Tilden Environmental Education Ctr.	Tilden Park	Good	1973	
16	Tilden Park Golf Course	Grizzly Peak & Shasta Rd.	Good	1937	
17	Willow Park Golf Course	17007 Redwood Rd.	Good	1966	

## Infrastructure Needs or Deficiencies

EBRPD has identified 80 facilities and areas for upgrades and improvements [within the District](#). Plans for improvements [districtwide](#) are expected to total \$208,416,528 over the next five years. In FY 11-12, EBRPD budgeted for approximately \$13,890,380 at 13 facilities and areas. The largest upgrades and improvements by cost are:

- District wide improvements are budgeted in the amount of \$10,853,790 and include: improvements to various concession stands, upgrading existing analog microwave communication system to digital, replacing telephone system, preliminary repairs to damage caused by 2006 winter storms, purchasing various vehicles and systems, enhancing communications with wireless capability, upgrading various base radio stations, designating funds for future acquisitions and acquisition studies, remodeling office space, providing overnight camping experiences underserved communities, road maintenance for communication sites, paving rehabilitation, initiating a beverage container recycling program, resource monitoring, habitat protection, and annual beach sand replacement.<sup>9</sup>

<sup>9</sup> EBRPD, 2012 Adopted Projects Budget, pg. 399-431

- Improvements to Point Pinole Regional Shoreline are budgeted at \$986,930 and include: developing an interpretive center program, concept plan, scope and estimate, improving the 218-acre Breuner property in North Richmond, creation of public access facilities, completing the San Francisco Bay Trail gap, replacing old playground structure with new, safer, disabled accessible play structure, property acquisition, extending the Bay Trail, installation of one pedestrian bridge, tree removal, restoration of one hundred acres of habitat, equestrian arena feasibility study, thinning eucalyptus grove, and restoring Black Rail birds to the area.<sup>10</sup>
- Improvements to Anthony Chabot Regional Park are budgeted at \$758,950 and include: replacing chemical toilets with vault toilets in the group camp areas and creating fuel breaks to reduce wildfire hazard.<sup>11</sup>

Over the last five-year period (2007-2012), EBRPD has made numerous infrastructure improvements and enhancements, the most significant of which were:

- Big Break Regional Shoreline Delta Visitor Center construction at approximately \$4,962,000, including foundations, footings, interior utility systems and rooftop solar panels.
- Black Diamond Regional Preserve Greathouse Portal replacement of entry portal and repair of floor damage at approximately \$954,000, including grading the floor to improve clearance, installation of soil nail wall and facing, rock stabilization work, construction of concrete retaining walls and other related work.
- Martin Luther King Jr. Regional Shoreline Tidewater Boating Center improvements at approximately \$5,931,000, including grading, utility connections, paving circulation controls, landscaping, adding a segment of Bay Trail, and installation of Americans with Disabilities Act paddling dock.

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<sup>10</sup> EPRPD, 2012 Adopted Projects Budget, pg. 479-484

<sup>11</sup> EPRPD, 2012 Adopted Projects Budget, pg. 346-347

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## Shared Facilities and Regional Collaboration

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EBRPD has a number of shared facilities within the District, including:

- ❖ The Ardenwood Historic Farm is jointly operated with the City of Fremont.
- ❖ EBRPD is responsible for the maintenance and operation of parks, open space and trails in the Murray Township area, which is in the LARPD boundary, but is more efficiently serviced by EBRPD. ~~EBRPD is reimbursed by LARPD for these services.~~ EBRPD receives a portion of the property tax from Murray Township directly via the County under the previously approved redistribution of property tax revenue.
- ❖ EBRPD manages several properties for the State of California including the McLaughlin Eastshore State Park, Del Valle, and Crown Beach Beach.
- ❖ EBRPD shares management of some watershed/park land with local water agencies (EBMUD, Contra Costa and San Francisco) and with LARPD.

Future opportunities exist to expand collaboration with government agencies in providing regional park and open space. EBRPD will continue working with the Department of Fish and Game, the Army Corps of Engineers, Regional Water Quality and Control Board, and the Alameda and Contra Costa County Health Departments to ensure its residents have access to quality park and recreation facilities. Collaboration activities usually focus on actions for protecting and enhancing the shared facilities, designing improvements, securing permits, resolving operations and maintenance issues, securing adequate funding for ongoing operations and maintenance, and protecting the facilities from encroachments and impacts from external projects and sources. The District identified working with the City of Concord and the National Park Service to acquire, restore and develop parkland at the former Concord Naval Weapons Station as an opportunity for collaboration.

EBRPD currently collaborates with Oakland Unified School District, Mt. Diablo Unified School District, New Haven Unified School District, and Newark School District, through both interpretive and recreation services and community outreach partnerships. Interpretive and recreation collaborations include: science field studies for ninth graders; environmental education programs for primary grades; Kids Healthy Outdoors Challenge pilot program for third graders; Ohlone Days cultural studies at under-resourced school sites. Outreach partnerships are established with community based organizations, non-profits, youth servicing organizations, public health departments, and faith-based organizations. Outreach collaborations are aimed at working with under-resourced populations, including low income communities, individuals with disabilities, and seniors with significant access barriers.

With regard to regional collaboration, EBRPD coordinates the planning of jointly managed regional trails and trails extending outside of its jurisdiction including the San

Francisco Bay Trail, Bay Area Ridge Trail, Delta de Anza Trail and Mokelumne Coast to Crest Trail.

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## Service Adequacy

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This section reviews indicators of service adequacy, including park acreage per 1,000 residents, the accessibility and frequency of parks and facilities in the District, park maintenance full-time equivalents (FTE) and recreation FTE, number and scope of facilities and the breadth of recreation services offered.

The amount of park acreage available to district residents is one determinant of service adequacy. There are several standards for the amount of park acreage needed, ranging from three to 10.25 acres of developed parks per 1,000 residents. The National Recreation and Park Association (NRPA) recommends that a municipal park system be composed of at least 6.25 to 10.5 acres of developed open space per 1,000 residents. While this standard is directed at municipal park systems, which implies developed parks, the standard is applicable to open space providers as well, including EBRPD. EBRPD operates over 112,000 acres of regional parks, recreation areas, wilderness, shorelines, preserves and land bank areas and trails. Total park acreage per 1,000 residents for the municipal park system in EBRPD is 43.7, which greatly exceeds the above mentioned service standards. The District has not adopted its own standards with regard to a minimum park acreage per capita to be maintained.

One of the most attractive features of EBRPD is that its parks and trails are easily accessible to all of the 2.55 million residents of Alameda and Contra Costa Counties, all of whom can find regional park areas generally within 15 to 30 minutes of their homes. No park in the system is much more than an hour away from any District resident by automobile or public transit.

EBRPD staff reported that park maintenance FTEs (includes operations and maintenance) increased from 310.8 in 2006 to 321.6 in 2012. This increase reflects the large amount of acreage EBRPD maintains and operates in the district. However, recreation FTEs decreased in 2012 to 84.7 from 107.7 in 2006. This decrease is consistent with the relatively low number of annual recreation participant hours (3,000).

EBRPD makes a wide range of facilities available to the public including developed parks, open space, trails, water bodies, camp areas, community facilities and children play areas. EBRPD also offers a number of activities including biking, boating/sailing/kayaking, equestrian activities, archery and shooting, fishing, swimming, model boats, planes and trains, and recreation services and programs. Survey results indicated that the community was generally satisfied with the selection and number of parks and facilities. Survey results were also consistent with the low number of annual recreation participation hours as it was indicated by two thirds of respondents that they do not participate in the activities offered. Based on these survey results, the number of activities and programs offered appear to accurately reflect the demand for them.

## DOMESTIC WATER SERVICES

### Service Overview

EBRPD provides water services for the following uses: drinking water, irrigation, livestock watering and domestic use at park facilities. Maintenance services include well and plumbing maintenance. EBRPD also monitors groundwater and surface sources for water quality.

### Demand for Services

EBRPD tracks the amount of potable water delivered within each facility districtwide. Figure 2-2 shows the total annual usage in 2011 at each of the parks.

**Figure 2-2: Total Water Usage at Facilities (2011)**

Park Name	Millions of Gallons Used in 2011
Anthony Chabot	1.9
Ardenwood	4.88
Camp Arroyo	1.11
Coyote Hills	1.61
Crown Beach	5.58
Cull Canyon	4.33
Del Valle*	48.6
Don Castro	5.84
Dry Creek	0.88
Garin	3.05
Hayward Shoreline	0.13
Lake Chabot	2.37
MLK Jr.	4.49
Ohlone*	0.09
Oyster Bay	0.44
Pleasanton Ridge	0.19
Quarry Lakes	3.14
Redwood*	1.75
Roberts	3.12
Shadow Cliffs	5.34
Sibley	0.44
Sunol*	0.14
Temescal	3.53
Tilden	13.89
Total	116.84
Notes: *Denotes those systems for which EBRPD is the water provider.	

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## Infrastructure and Facilities

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In four of its parks [districtwide](#), EBRPD provides drinking water directly to park staff and visitors from wells, a spring and surface water sources.

EBRPD extracts water from two wells in the Livermore-Amador Valley Main Basin to serve Sunol Regional Wilderness day hikers, backpackers and park staff. There have been no reported contaminants in the water, but the well is considered vulnerable to contamination from animal feeding, grazing, retail gasoline outlets and historic retail gasoline outlets. Water from a well is used to serve the Ohlone Regional Wilderness.

EBRPD provides spring water in the Redwood Regional Park to staff, day hikers, public stables and overnight youth campers. To date, there have been no contaminants detected, but the source is vulnerable to contamination from nearby septic systems.

Treated surface water in Del Valle Regional Park located south of Livermore serves staff, boaters, hikers, backpackers, and overnight campers. To date there have been no contaminants detected, but the source is vulnerable to contamination from pesticides, grazing, septic systems, EBRPD fueling station, wildfire burn areas and sanitary sewer overflows.

All other parks receive water from local municipal water retailers, such as East Bay Municipal Utility District.

There have been no changes in water related infrastructure since the last MSR.

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## Infrastructure Needs or Deficiencies

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EBRPD staff identified in their five-year capital improvement plan the following needed improvements:

- Installation of a new water main for potable water service and firefighting capacity at the security residence in Coyote Hills Regional Park
- Water main replacement construction at Crown Regional Shoreline
- Water treatment plant repair at Del Valle Regional Park
- Improvements to the water supply system at Shadow Cliffs Regional Recreation Area
- Improve well water resources at Sunol Regional Wilderness
- Improve water service at Tilden Regional Park served by EBMUD
- Extend waterline to staging area for drinking fountain and fire hydrant at Wildcat Canyon Regional Park

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## Shared Facilities and Regional Collaboration

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Currently, EBRPD does not participate in facility sharing practices with regard to water services. EBRPD does not participate in regional collaboration efforts related to municipal water services.

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## Service Adequacy

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This section reviews indicators of service adequacy, including the state Department of Public Health's (DPH) annual system evaluation, drinking water quality, and distribution system integrity.

The DPH is responsible for the enforcement of the federal and California Safe Drinking Water Acts and the operational permitting and regulatory oversight of public water systems. During the Department of Public Health's most recent annual inspection in 2012, DPH reports that the EBRPD's system did not have any significant deficiencies.

Drinking water quality is determined by a combination of historical violations reported by the Environmental Protection Agency (EPA) since 2002 and the percent of time that EBRPD was in compliance with Primary Drinking Water Regulations in 2011. Since 2002, EBRPD has had no monitoring or health violations. EBRPD was in compliance with drinking water regulations 100 percent of the time in 2011.

Indicators of distribution system integrity are the number of breaks and leaks in 2011 and the rate of unaccounted for distribution loss. EBRPD reported zero breaks and leaks per 100 miles of pipelines in 2011. EBRPD reported that it does not track the amount of water that is lost between the water source and the connections served.

## WASTEWATER SERVICES

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### Service Overview

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EBRPD provides wastewater service to its regional parks, [in both Alameda and Contra Costa Counties](#), in the form of septic system maintenance, operation of wastewater treatment ponds at Del Valle Regional Park, the provision of vault and chemical toilets, and maintenance services. Wastewater treatment services through a treatment plant or facility are not provided by EBRPD. EBRPD relies on septic systems at some park facilities, and on central treatment systems (operated by other agencies) at other park facilities. [In Alameda County](#), EBRPD's sewage is pumped to treatment facilities operated by Dublin San Ramon Services District (DSRSD), Union Sanitary District (USD) and the City of Hayward. EBRPD also trucks sewage and deposits it on a daily basis into the Castro Valley Sanitary District (CVSD) sewer collection system where it is treated at the jointly-owned Oro Loma Sanitary District and CVSD treatment plant. EBRPD also trucks sewage to EBMUD facilities for treatment.

Although EBRPD owns and manages the man-made marsh at Hayward Shoreline Regional Park used for wastewater reclamation purposes, USD is responsible for sewer discharge and regulatory requirements. The marsh system is operated to enhance beneficial uses of reclaimed wastewater, to derive net environmental benefits, to meet water quality objectives, and as a research site to promote understanding of the use of marshes for wastewater reclamation. The wastewater processed at the marsh originates from USD. EBRPD is responsible for maintenance of facilities in the marsh including tide gates, levees and channels. USD is responsible for water quality testing.

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### Demand for Services

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For the purposes of this report, demand for wastewater services is indicated by the amount of wastewater treated/handled at the various EBRPD facilities, as this is a fair determination of the need for the services offered. EBRPD estimates that approximately 466,000 gallons of wastewater were discharged at EBRPD facilities in Alameda County in 2011.

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### Infrastructure and Facilities

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EBRPD's key infrastructure includes numerous vault and chemical toilets; septic systems, sewer lift stations, and trucks used for transporting sewage. Vault and chemical toilets are two different types of self-contained sanitary units that allow waste to be pumped out and transported to a treatment facility. There are 44 septic systems at EBRPD parks, of which 25 are in Alameda County. EBRPD operates 28 lift stations, of which 17 are in Alameda County, to transport sewage to septic systems and treatment facilities. For the most part, the lift stations are in good condition.

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## Infrastructure Needs or Deficiencies

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Vault toilet installations are planned for several parks throughout EBRPD to replace chemical toilets, as well as the purchase of a wastewater monitoring system.

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## Shared Facilities and Regional Collaboration

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EBRPD and USD jointly handle water sampling and decisions about the amount of flow discharged by USD into the man-made marsh at Hayward Shoreline Regional Park. EBRPD also discharges wastewater to other facilities, as mentioned previously, for treatment.

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## Service Adequacy

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This section reviews indicators of service adequacy, including regulatory compliance, treatment effectiveness and sewer overflows.

Between the time period January 1, 2007 and June 1, 2012, [in both Contra Costa and Alameda Counties](#), EBRPD had one recorded permit violation in September 2011 and was issued one enforcement order in October 2009. EBRPD was issued an Administrative Civil Liability Order for violations at the Del Valle Regional Park in 2008, as the result of a sewer system overflow that reached a water body. EBRPD has since corrected the main failure that caused the sewer system overflow.

Wastewater treatment providers are required to comply with effluent quality standards under the waste discharge requirements determined by RWQCB. EBRPD is not responsible for treatment of effluent and therefore has not been out of compliance with effluent quality requirements.

Wastewater agencies are required to report sewer system overflows (SSOs) to the California Integrated Water Quality System (CIWQS). Overflows reflect the capacity and condition of collection system piping and the effectiveness of routine maintenance. The sewer overflow rate is calculated as the number of overflows per 100 miles of collection piping. EBRPD reported two overflows [districtwide](#) during the period from January 1, 2008 thru June 1, 2012, and the overflow rate was 12.5. In comparison to other wastewater providers in [Alameda](#) County, this overflow rate appears to be typical and does not indicate any particular concerns with regard to structural integrity of the system.

## FIRE SERVICES

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### Service Overview

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EBRPD provides fire protection and lifeguard services to the regional parks within Contra Costa and Alameda Counties (over 112,000 acres). The fire services provided by EBRPD include fire prevention and suppression, emergency medical services (EMS), response and management of hazardous materials incidents, search and rescue, lifeguard services, aquatic programs, water safety education, and resource management and habitat improvement through a program of prescribed burning, hand crew work, mechanical treatments and grazing.

EBRPD serves as the first-in responder to designated non-park State Responsibility Area (SRA) land by contract with California Department of Forestry and Fire Protection (CAL FIRE). These calls are typically in remote areas where only four-wheeled fire apparatus and EBRPD's helicopter have access. EBRPD responds to incidents concurrently with other agencies. Fire response on approximately 29,500 acres of EBRPD parkland in Alameda County is shared with CAL FIRE and on 13,000 acres of parkland within cities is shared with municipal fire departments. EBRPD's response area includes both parklands and areas adjacent to parklands. In remote areas, primary fire suppression responsibility lies with Alameda County Fire Department or CAL FIRE. The EBRPD Fire Department provides secondary wildland fire response in support of CAL FIRE.

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### Demand for Services

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In 2011, EBRPD responded to 907 calls for services [throughout the District](#), including fire, EMS, hazardous materials, and mutual aid calls. There were also prescribed fires, search and rescue incidents and other types of calls. Lifeguard Services were provided to over 350,000 visitors [districtwide](#). There are approximately 900 reports generated from incidents annually [in both Alameda and Contra Costa Counties](#). Most of the service calls occur during warm weather when park visitation and wildfire conditions peak. This number has stayed relatively constant over the last five years with 911 calls for service in 2006.

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### Infrastructure and Facilities

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EBRPD Fire Department operates out of 10 fire stations, six in Alameda County and four in Contra Costa County, as listed in Figure 2-32. Lifeguard Services operates at 11 swim areas, 6 lakefront beaches, 2 traditional swimming pools, and 3 hybrid swim lagoons that have chlorinated, filtered water with sand beach entries.

Fire Station 10 in Castro Valley serves as the Fire Department's administrative headquarters and is staffed year-round. Fire Station 1 in the East Bay Hills is the Department's main operations station and it is staffed during daylight hours seven days per week during the wildland fire season. Fire Station 5 at Lake Del Valle (Livermore) is staffed

on weekends during peak fire season. The other fire stations are equipped with fire apparatus and are staffed on an as-needed basis, during periods of high wildland fire danger or periods of extraordinary visitor use.

EBRPD operates its own communications center where 911 calls from both counties are received. The center handles calls for both fire and police and is staffed by one to five dispatchers at a time, depending on the time of year. Total dispatch staff consists of 10 dispatchers and five supervisors. Most 911 calls placed in the parks are made by mobile phones; hence, most calls are initially routed to the California Highway Patrol (CHP). CHP then routes the call to the EBRPD communications center.

EBRPD Fire Department, including Lifeguard Services, employs 18 full-time, year round personnel, three nine-month employees, and up to 190 seasonal lifeguards for fire, EMS and aquatic response. EBRPD staffs fire stations with up to 48 additional “paid-on-call” firefighters during the peak fire season (June through mid-November). EBRPD also staffs the stations in response to extraordinary visitor use, wildland fires and fire-prone weather conditions.

## Infrastructure Needs or Deficiencies

EBRPD staff reported that four of the 10 fire stations were classified as being in poor condition with the remainder in fair condition. All of the stations are inadequate to house employees, equipment and apparatus. EBRPD is not currently addressing deficiencies at any of the [Fire Stations 4 and 10](#), due to financial constraints.

**Figure 2-3: East Bay Regional Park District Fire Facilities, Apparatus and Staffing**

East Bay Regional Park District Fire Department Facilities, Apparatus and Staffing						
Facility	Location	Condition	Year Built	Apparatus	Staffing Pattern	Personnel
Station 1	Orinda	Poor	1960s	Brush Truck, Engine, Watertender	Year-round 40 hours/week	2 to 6
Station 2	Oakland	Fair	Early 1960s	Rescue Vehicle, Brush Truck, Engine	As-needed	As-needed
Station 3	Martinez	Fair	1999	Brush Truck	As-needed	As-needed
Station 4		Fair	Unknown	Brush Truck	As-needed	As-needed
Station 5	Livermore	Poor	Unknown	Brush Truck, Engine	June to Mid-November, weekends	Weekends
Station 6	Martinez	Poor	Unknown	Brush Truck	As-needed	As-needed
Station 7		Fair	Late 1970s	Brush Truck	As-needed	As-needed
Station 8	Antioch	Fair	Early 1980s	Brush Truck	As-needed	As-needed
Station 9	Richmond	Fair	Early 1960s	Brush Truck	As-needed	As-needed
Station 10	Castro Valley	Poor	1978	Brush Truck, Engine	As-needed	As-needed

*Notes: Stations 3, 6, 8 and 9 are in Contra Costa. Brush truck is a 4-wheel drive truck designed for off road and fire trail access.*

## Shared Facilities and Regional Collaboration

EBRPD has an agreement with the City of Berkley Fire Department for shared apparatus bay space and staffing on high wildland fire danger days at the City’s Fire Station 7 in East Bay Hills. EBRPD Fire Department is open to negotiating agreements for additional opportunities for facility sharing if it meets EBRPD’s need for seasonal and remote response areas.

EBRPD responds regularly to assist the cities of Berkeley, Oakland, Moraga, Orinda and El Cerrito within agreed-upon mutual response areas bordering regional parks. The cities, in turn, respond to wildland fires and after-hours EMS calls made in the regional parks.

EBRPD Public Safety Division (including both law enforcement and fire services) has joined the East Bay Regional Communications System Authority JPA, which allows EBRPD to have the ability to communicate with virtually all allied agencies.

EBRPD also responds regularly to assist CAL FIRE with wildland fires in State Responsibility Areas, and CAL FIRE assists EBRPD as-needed with wildland fires in the parks. EBRPD coordinates with other fire service agencies, including CAL FIRE which includes review and evaluation of fire-related design and environmental impact issues and incident command for major emergencies. EBRPD works closely with CAL FIRE on fire prevention issues involving prescribed burns and vegetation management. EBRPD also participates in the Hills Emergency Forum and Diablo Fire Safe Council. Further, EBRPD participates in out of county calls for service, both statewide and nationally through the state-wide mutual aid agreement (Cal EMA).

EBRPD operates and maintains four Remote Automated Weather Stations (RAWS). The stations are part of a network of 10 weather stations collecting fire weather data throughout the East Bay area. The data collected is processed through the USDA's Weather Information Management System to produce wildland fire danger ratings. These ratings are used to set fire dispatch levels, educate the public, and restrict use of park areas when fire danger is high. While this information is used to a certain degree by local agencies, the EBRPD Fire Department indicated that fire danger rating information could be better utilized and shared by the various fire service providers in the region.

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## Service Adequacy

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While there are several benchmarks that may define the level of fire service provided by an agency, indicators of service adequacy discussed here include response times, level of staffing, number of complaints and costs.

The guideline established by the National Fire Protection Association (NFPA) for fire response times is six minutes at least 90 percent of the time, with response time measured from the 911 call time to the arrival time of the first-responder at the scene. The fire response time guideline established by the Center for Public Safety Excellence (formerly the Commission on Fire Accreditation International) is 5 minutes 50 seconds at least 90 percent of the time.<sup>12</sup>

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<sup>12</sup> Commission on Fire Accreditation International, 2000.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response has to be. The California EMS Agency established the following response time guidelines: five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wildland areas. The District's response zones include a combination of these classifications. The average response times for EBRPD are 11 minutes for medical aid calls, 16 minutes for wildland fires, nine minutes for vehicle fires and 12 minutes for injury accidents. Due to the vast land and geography served by EBRPD, response times are not equivalent to urbanized areas of municipal jurisdictions. From anywhere within EBRPD, the District helicopter can deliver an injured person to the appropriate hospital within eight minutes.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The on-call firefighters may have differing availability and reliability as some may work jobs or leave on vacations. A district with more firefighters could have fewer resources if scheduling availability is restricted by these other commitments that on-call firefighters often have. EBRPD staffing numbers during the non-fire season equate to each fire service personnel responsible for 13 square miles of EBRPD parkland and open space, and during peak fire season each firefighter is responsible for approximately three square miles.

EBRPD did not receive any complaints related to fire service in 2011.

## POLICE SERVICES

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### Service Overview

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EBRPD Police Department provides full police services to all EBRPD parklands. The Department serves EBRPD parklands, regional trails, and other facilities in Alameda and Contra Costa Counties.

EBRPD Police Department provides patrol services under contract for EBMUD watershed properties with an emphasis on protecting the watershed and reservoirs, as well as protecting the public visiting EBMUD's four recreational facilities in Alameda County. EBRPD also has an agreement with the San Francisco Water Department for policing their watershed and parklands in the Sunol wilderness area in Alameda County. The Port of Oakland, due to funding limitations, terminated a contract with EBRPD for policing Middle Harbor and Port View Parks in 2010.

EBRPD occasionally depends on various allied agencies for the provision of other police services. For crime lab services, and temporary and long-term holding facilities, EBRPD uses both Alameda County Sheriff or Contra Costa County Sheriff Departments on an as-needed basis for a fee. EBRPD uses the Alameda County Sheriff, UC Berkley and City of Walnut Creek for bomb squad services.

EBRPD has a robust volunteer trail safety patrol consisting of 200 private citizens who assist EBRPD police as "eyes and ears" throughout the park system. Their efforts are coordinated by a civilian volunteer coordinator and their patrols are monitored by EBRPD Public Safety Dispatch.

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### Demand for Services

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In 2011, EBRPD Police Department responded to a total of 7,779 calls for service [throughout its service area](#). There were 47 911 calls, 800 alarm calls and 5,995 other types of calls. A large proportion of workload in EBRPD is based on officer observation or "on-view" violations. There were 937 calls or criminal violations on-viewed by officers in 2011. Officer-initiated activity included 1,134 warnings, 397 arrests and 3,995 citations. Large-scale marijuana growing operations have become an increasing problem for EBRPD, and the Department has developed new comprehensive interdiction strategies to address this illegal activity, which also negatively impacts the environment.

In 2011, there were 263 Uniform Crime Report<sup>13</sup> offenses in EBRPD. The crime rate based on countywide population is not relevant; crime must be gauged based on park visitors, an accurate count of which is not available, partly due to nature of the District's transient constituency.

Calls for service, security alarm calls and other types of calls increased while 911 calls decreased in 2011 compared to the reported numbers in 2002 at the time of the last MSR. Officer-initiated activity including warnings, arrests and citations increased while calls on-viewed by officers decreased in 2011 compared to the reported numbers in 2002.

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## Infrastructure and Facilities

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EBRPD Public Safety Headquarters is located north of Lake Chabot in Castro Valley. The station houses both the Police and Fire Departments. The building was acquired from Chabot College and is owned by EBRPD. Vehicles used to provide police services include 28 marked patrol cars, 11 unmarked cars, one mobile command vehicle, one Special Weapons and Tactics (SWAT) truck, five motorcycles, two boats, two helicopters, five all-terrain vehicles and bicycles.

The Department also operates out of three substations; one is located at the San Pablo Reservoir in Contra Costa County. The owner of that facility is EBMUD. As part of its Police Services Agreement with EBMUD, EBRPD provides a fleet of police vehicles including four-wheel drive utility vehicles and off-road motorcycles. EBMUD also provides patrol boats at each of its reservoirs. In addition to the San Pablo Reservoir substation, EBRPD has a substation at Contra Loma Regional Park in Antioch, and a substation at Hayward Municipal Airport in Hayward.

The number of marked patrol cars, motorcycles, helicopters and all-terrain vehicles remained relatively constant between 2002 and 2011. There has been a modest increase in the number of unmarked cars and boats since 2002. EBRPD has also added the mobile command vehicle and SWAT vehicle in that time period.

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## Infrastructure Needs or Deficiencies

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The EBRPD Public Safety Headquarters was built in the late 1950s and is in "fair" condition; however, in 2009, EBRPD commissioned a facilities space needs assessment report, which states that the current location, size and condition of the headquarters is beyond capacity, not in compliance with Americans with Disabilities Act standards and is in need of numerous upgrades, including but not limited to men's and women's locker rooms

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<sup>13</sup> The Uniform Crime Report is a method used by the Federal Bureau of Investigation to define crimes and a consistent means for all law enforcement agencies to report crimes.

and restrooms, windows and offices, heating, ventilation and air conditioning, parking, storage, and meeting space. The District is exploring its options for possibly relocating its public safety headquarters to a more adequate facility.

The substation at San Pablo Reservoir in Contra Costa was built in 1983 and is reportedly in fair condition. The District has asked EBMUD to consider replacing the facility with a modern building. The substation at Contra Loma Reservoir is a former park residence owned by the District, and is in fair condition.

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## Shared Facilities and Regional Collaboration

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Within Alameda County, EBRPD has policing agreements to serve park areas in [McLaughlin East-Shore State Park](#), in the cities of Emeryville, Berkeley, Pleasanton and Alameda. EBRPD serves by contract non-park lands for EBMUD and for the San Francisco Water Department in the Sunol wilderness area with a lease agreement. The District also has a dual-agency policing agreement with the City of Pleasanton for Shadow Cliffs Park and with the City of Fremont for Quarry Lakes Park. These policing agreements provide guidance to both agencies when handling law enforcement matters to reduce duplication of efforts by allied officers. The EBRPD police helicopters also frequently assist any police or fire agency requesting mutual aid in either county up to several times per week. EBRPD Public Safety Division has joined the East Bay Regional Communications System Authority JPA, which allows EBRPD to have the ability to communicate with virtually all allied agencies.

Additionally, EBRPD provides public safety services to EBMUD in areas like Kennedy Grove. During the rainy season when EBMUD releases water which travels under the Kennedy Grove entrance road, EBRPD collaborates with EBMUD to ensure that the road remains safe. EBRPD has a Joint Powers Agreement with EBMUD to provide police services to EBMUD lands in Alameda and Contra Costa Counties, including Lafayette Reservoir, San Pablo Reservoir, the Upper San Leandro Reservoir, and other EBMUD owned land and watershed areas.

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## Service Adequacy

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This section reviews indicators of service adequacy, including response time, complaints, staffing levels, and officers per 1,000 residents.

The average response time for EBRPD in both counties was 28 minutes for the month of July in 2011 compared with 19 minutes in July 2002. EBRPD covers vast land and geography and, in many cases, helicopters provide faster service. The District's Police Department is exploring expanding "verified" intrusion alarm systems by remote monitoring of sites to reduce unnecessary travel times by its staff to investigate facility security alarms which turn out to be false.

In 2011, EBRPD received five formal complaints districtwide compared with 11 in 2002. All police related complaints are investigated by formal policy and records are retained in accordance with Board-adopted retention policies.

EBRPD Police Department has 60 sworn police officers and 28 support staff. EBRPD conducts its own police training and also uses outside training services; all meet Police Officer Standards and Training (POST) standards. In 2010, the District's Police Department received a nationally-recognized accreditation from the Commission on Law Enforcement Accreditation (CALEA). The District's Police Department is the only Contra Costa law enforcement agency to have CALEA accreditation and one of only four Alameda County law enforcement agencies to have CALEA accreditation. Per capita staffing is not a meaningful indicator for EBRPD, because EBRPD's population does not correspond to park visitation.

### 3. MSR DETERMINATIONS

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#### Growth and Population Projections

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- ❖ East Bay Regional Park District's (EBRPD) population in 2010 as determined by GIS analysis of census data was 2,559,000.
- ❖ Based on Association of Bay Area Governments (ABAG) growth projections and EBRPD's estimated 2010 Census population, the population of the area within EBRPD area is anticipated to reach 3,289,200 by 2035.
- ❖ EBRPD anticipates continued increasing population growth concentrated within development corridors per the Metropolitan Transportation Commission/ABAG Plan Bay Area.

#### Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence

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- ❖ Based on Census Designated Places, Alameda LAFCo determines that there are no disadvantaged unincorporated communities within Alameda County that meet the basic state-mandated criteria. Alameda LAFCo recognizes, however, that there are communities in the County that experience disparities related to socio-economic, health, and crime issues, but the subject of this review is municipal services such as water, sewer, and fire protection services to which these communities, for the most part, have access.
- ❖ Any disadvantaged unincorporated communities within the District's bounds in Contra Costa County would need to be identified pursuant to that LAFCo's policies in a future service review.

#### Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

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- ❖ The National Recreation and Park Association (NRPA) recommends that a municipal park system be composed of at least 6.25 to 10.5 acres of developed open space per 1,000 residents. Total park acreage per 1,000 residents for the districtwide municipal park system in EBRPD is 43.7, which greatly exceeds the above mentioned service standards.
- ❖ Concerning water services, since 2002, EBRPD has had no monitoring or health violations.

- ❖ Between the time period January 1, 2007 and June 1, 2012, EBRPD's districtwide wastewater service had one recorded permit violation and has been issued one enforcement order; EBRPD reported two overflows during the period from January 1, 2008 thru June 1, 2012 throughout its boundaries.
- ❖ EBRPD Fire Department and Police Departments have satisfactory response times throughout the District's service area, considering the vast geography covered.
- ❖ EBRPD will need to invest in and develop new parks and facilities, water and wastewater infrastructure, fire and police infrastructure and services in the future in order to meet the anticipated demand for services of the growing population in both Alameda and Contra Costa Counties.
- ❖ EBRPD staff have identified and reported infrastructure needs and potential improvements at all of the District's facilities~~in the District~~, which can be found in in the respective sections for each service provided.

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### Financial Ability of Agency to Provide Services

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- ❖ EBRPD reported that current financial levels are inadequate to deliver services at a per-resident level, similar to the level of service provided in prior years. EBRPD noted that property tax revenues districtwide have fallen, while demand for services and cost of materials and utilities have all increased, forcing the District to make cost reductions. The District has made efforts to continue to operate with a surplus and not rely on reserve funds.

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### Status and Opportunities for Shared Facilities

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- ❖ EBRPD recreation and park services has a number of shared facilities and agreements within the District, including the tax sharing agreement with LARPD, which are described in the appropriate sections above.
- ❖ The District identified working with the City of Concord and the National Park Service in Contra Costa County to acquire, restore and develop parkland at the former Concord Naval Weapons Station as an opportunity for collaboration.
- ❖ EBRPD does not participate in facility sharing practices with regard to water services.
- ❖ EBRPD and USD jointly handle water sampling and decisions about the amount of flow discharged by USD into the man-made marsh at Hayward Shoreline Regional Park. EBRPD also discharges wastewater to other facilities for treatment.
- ❖ EBRPD Fire Department engages in a number of shared facilities and regional collaboration efforts throughout the District's service area as seen in the associated section.

- ❖ EBRPD Police Department has policing agreements to serve park areas in [McLaughlin East-shore State Park](#), in the cities of Emeryville, Berkeley, Pleasanton and Alameda. EBRPD serves by contract non-park lands for EBMUD and for the San Francisco Water Department in the Sunol wilderness area. EBRPD police helicopters also frequently assist any police or fire agency requesting mutual aid in either county served. The Police Department is a part of the East Bay Regional Communications System Authority.

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### Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

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- ❖ EBRPD practices good governance and accountability. EBRPD makes efforts to engage constituents through outreach activities in addition to legally required activities such as agenda posting and public meetings. EBRPD has a defined complaint process designed to handle all issues to resolution. EBRPD is transparent as indicated by cooperation with the MSR process and information disclosure.
- ❖ It appears that EBRPD currently has an effective and sound governmental structure as well as operational efficiencies.
- ❖ A customer survey to assess satisfaction and guide park planning efforts was conducted in 2011.

## 4. SPHERE OF INFLUENCE UPDATE

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### Existing Sphere of Influence Boundary

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EBRPD's SOI is coterminous with its boundary, and includes both Alameda and Contra Costa Counties. -Most recently, LAFCo affirmed ~~an~~the coterminous SOI coterminous with the County of Alameda's bounds in 2006. The resolution does not reference the District's SOI in Contra Costa County.

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### SOI Options

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One option was identified with respect to EBRPD's SOI.

**Option #1 – Retain existing SOI**

Should the Commission wish to continue to reflect the existing service boundary, then it should consider maintaining the current SOI, which is coterminous with EBRPD's entire boundaries, including both Alameda and Contra Costa Counties.

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### Recommended Sphere of Influence Boundary

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Given the fact that no change in service area is proposed, there has been no history of SOI changes in the District, and EBRPD provides an adequate level of services to its constituents, it is recommended that the Commission maintain a coterminous SOI for EBRPD. It is recommended that Alameda LAFCo, as the principal LAFCo for EBRPD, clearly adopt an SOI appropriate to the District's entire bounds, including the territory in both Alameda and Contra Costa Counties.

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## Proposed Sphere of Influence Determinations

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### *Nature, location, extent, functions, and classes of services provided*

- ❖ EBRPD maintains and operates regional parks, shorelines, trails, recreational areas, rental facilities, and golf courses. EBRPD provides recreational programs at its facilities including fishing, boating, swimming, camping, golf, hiking, arts and craft activities, and environmental education activities. EBRPD provides maintenance of its natural areas, park areas, trees, landscaping, buildings, and other structures at the District's park sites and facilities.
- ❖ EBRPD provides water services for the following uses: drinking water, irrigation, livestock watering and domestic use at park facilities. Maintenance services include well and plumbing maintenance. EBRPD also monitors groundwater and surface sources for water quality.
- ❖ EBRPD provides wastewater service to its regional parks in the form of septic system maintenance, operation of wastewater treatment ponds at Del Valle Regional Park, the provision of vault and chemical toilets and maintenance services. EBRPD relies on septic systems at some park facilities, and on central treatment systems (operated by other agencies) at other park facilities.
- ❖ EBRPD provides fire protection services to the regional parks within Contra Costa and Alameda Counties. The fire services provided by EBRPD include fire prevention and suppression, emergency medical services (EMS), lifeguard services, response and management of hazardous materials incidents, search and rescue, and resource management and habitat improvement through a program of prescribed burning, hand crew work, mechanical treatments and grazing.
- ❖ EBRPD Police Department provides full police services to all EBRPD parklands and other park areas via agreements with other agencies.

### *Present and planned land uses, including agricultural and open-space lands*

- ❖ EBRPD's boundary area is approximately 1,457.6 square miles. EBRPD is not a land use authority, and does not hold primary responsibility for implementing growth strategies. EBRPD bounds encompass a wide variety of land uses (all designated land uses within Alameda and Contra Costa Counties); however, in the District's 65 regional parks the primary land use is open space, recreation and natural resource management.
- ❖ In the unincorporated, less developed areas of Alameda County, land is generally designated as large parcel agriculture. This designation permits only agricultural uses and recreation or open space uses. [Similarly, in Contra Costa County, a large majority of the less developed unincorporated areas are designated for agricultural or park and recreation uses.](#)

Present and probable need for public facilities and services

- ❖ Results of the community survey, the number and size of EBRPD's parks and facilities, and review of water, wastewater, fire and police services provided indicate an existing demand for the services provided by EBRPD [throughout its boundaries](#).
- ❖ Based on current demand and anticipated population growth, it is concluded there will be continued future demand for EBRPD parks, facilities and services.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- ❖ EBRPD owns and/or maintains 1,457.6 square miles of parks, facilities and open spaces equaling over 43.7 acres per 1,000 residents [districtwide](#) for the municipal park system. This exceeds service guidelines. The District does not adopt its own criteria with regard to a minimum park acreage per capita to be maintained.
- ❖ Water and wastewater services are sufficient based on the demand and service adequacy standards analyzed as part of this review.
- ❖ EBRPD Fire and Police Departments have satisfactory capacity though the District identified some facilities as being in poor or fair condition. Emergency response times are above average and staffing levels are generally low. Both departments rely on agreements and relationships with other service providers to adequately provide fire and police services to the constituents in EBRPD.

Existence of any social or economic communities of interest

- ❖ The residents of Alameda and Contra Costa Counties and the cities within those counties are considered the primary communities of interest, which make use of the parks and facilities owned and/or operated by EBRPD and the related water, wastewater, fire and police services. The residents and property owners of the area pay taxes and fees for the operation of the services provided by EBRPD and thus have an interest in the District's functions and activities.