
3.9 PUBLIC SERVICES

Introduction

This section addresses the potential environmental effects of the proposed project on police and fire protection, schools, and recreation services and facilities. Public service impacts are assessed in the context of the 1995 appellate court decision *Goleta Union School District v. The Regents of the University of California*. This decision holds that an increase in demand for public services could lead to potentially significant environmental impacts only if constructing or expanding a new facility was required, and the construction or operation of the facility might adversely affect the air, water, noise, or other aspects of the physical environment. Further, the court held that the agency responsible for service provision would be responsible for selecting the method of responding to increased demand, for constructing the facility if that were the chosen method, and for implementing any needed environmental impact mitigation measures associated with constructing or operating a new facility.

The public services section in an EIR typically examines the project's potential impacts on acceptable service delivery (e.g., response times or other performance objectives of the public services) for fire protection, police protection, schools and parks. The Initial Study (Appendix B) analyzes these issues and concludes:

- The proposed project could have a potentially significant impact on the demand for fire and police protection services;
- The proposed project could have a potentially significant impact on Redwood City schools because of an increase in enrollment due to additional employees that could reside in the City; and
- The proposed project could have a potentially significant impact on Redwood City parks because of an increase in residents resulting from additional employees at the Medical Center.

In light of the above assessment, this section discusses employment figures associated with the proposed project and the potential for additional employees that would reside in Redwood City to impact the Redwood City Fire Department, the Redwood City Police Department, public schools and parks during operation of the proposed project.

Setting

Fire Protection Services

The Redwood City Fire Department (RCFD) provides fire protection services to the Medical Center and would continue to provide service to an expanded medical complex. The Department maintains five fire stations (Station numbers 9, 10, 11, 12, and 20) throughout the City. Station #9, the

Department's headquarters, located at 755 Marshall Street about a block away from the project site, would be the first responding station for any calls for service from the Medical Center. This station is currently equipped with one fire engine, one fire truck, and one ambulance. Station #11, located at 910 Second Avenue (Bay Road and Second Avenue), would be the second-responding station. The Department maintains a citywide response time of four minutes.

The RCFD has 42 firefighters, 18 paramedic firefighters, 18 fire captains, three shift battalion chiefs, one training battalion chief, one Administrative Chief/Fire Marshall, one Fire Chief, three Fire Prevention Officers, and four administrative support staff. The Department maintains a current service ratio of approximately 0.9 firefighting staff/1,000 residents.¹

The RCFD also provides hazardous materials incidents' response services in conjunction with the San Mateo County Hazmat Response Team. The Department has firefighting staff, who are also part of the County's Hazmat Response Team, trained to handle hazardous materials incidents.

Police Protection Services

The Redwood City Police Department (RCPD), located at 1301 Maple Street (on the east side of U.S. 101 near the Medical Center), deploys mobile patrol officers, traffic enforcement officers, and community service officers in the project area. The Department has 100 sworn officers, and maintains a service standard of 1.3 full-time sworn officers and 0.55 full-time civilian employees per 1,000 residents.² Officers patrol the project area on foot, bicycle, or in motor vehicles. The number of officers assigned to the Medical Center area is dependent on the time of day, and the day of the week, but typically varies from one to four officers. Total calls for service from Kaiser Hospital, medical office buildings, and administration offices throughout Redwood City for calendar year 2001 was 230.

Schools

The project area is within the service boundaries of the Redwood City Elementary School District (K-8) and Sequoia Union High School District (9-12). There are 16 elementary schools in the Redwood City Elementary School District, and five high schools (four comprehensive and one continuation) in the Sequoia Union High School District.

¹ The Redwood City Fire Department serves the City of Redwood City and some unincorporated areas of the city. Therefore, the population used to calculate the current service ratio was 99,000, which is the population for year 2000 for Redwood City and its sphere of influence (from *ABAG Projections 2002*).

² The Redwood City Police Department only serves the City of Redwood City. Unincorporated areas are served by the San Mateo County Sheriff and the California Highway Patrol. Therefore, the population used to calculate the current service ratios was 75,402, which is the population for year 2000 for the City of Redwood City (from Census 2000 and *ABAG Projections 2002*).

The Redwood City Elementary School District is currently at capacity with the student enrollment at approximately 8,800.³ The capacity of the Sequoia Union High School District is 6,817, while student enrollment is 7,462.⁴

Parks

The Redwood City Parks, Recreation, and Community Services Department operates 23 parks in the City, covering a total of approximately 146 acres. The park area available per 1,000 residents of Redwood City averages about 1.94 acres.⁵ The largest parks in Redwood City are Stulsaft Park, Red Morton Community Park, Sandpiper Park, Marlin Park, and Hoover Park, each of which occupy over 10 acres.

Impacts and Mitigation Measures

Significance Criteria

The significance criteria used in analyzing impacts to public services are based upon the State CEQA Guidelines. According to CEQA, a proposed project would result in significant public services impacts if the proposed project would:

- substantially result in adverse physical impacts associated with the provision of new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain performance objectives for fire and police protection services, schools and parks.

Environmental Analysis

As described in Section 3.1, for each impact, a level of significance is determined and is reported in the impact statement. Conclusions of significance are defined as follows: significant (S), potentially significant (PS), less than significant (LTS), and no impact (NI). If the mitigation measures would not diminish potentially significant or significant effects to a less-than-significant level, the impacts are classified as “significant unavoidable effects (SU).” For this section, PS refers to Public Services.

PS-1. Fire and Police Services: Population - *New Kaiser employees associated with either the proposed project or the Higher Occupancy Scenario would not result in a significant increase in demand for services from the RCFD or the RCPD. (LTS)*

³ Krishna Kirpalani, Business Manager, Redwood City School District, verbal communication with EIP Associates, June 5, 2002.

⁴ Sandy Rick, Assistant to Carl Thompson, Assistant Superintendent, Sequoia Union High School District, written communication with EIP Associates, June 19, 2002.

⁵ The Redwood City Parks, Recreation, and Community Services Department has jurisdiction over parks in the incorporated areas of Redwood City. Therefore, the population used to calculate the ratio of park acreage/1,000 residents was 75,402, which is the population for year 2000 for the City of Redwood City (from Census 2000 and *ABAG Projections 2002*).

As discussed in Section 3.8, Population and Housing, the proposed project has the potential to increase the number of Medical Center employees by approximately 134 at buildout in 2025. About 16 percent of current Kaiser Redwood City employees also live in Redwood City. Assuming this residential pattern applied to new employees, about 21 of the 134 new employees under the Master Plan could live in Redwood City. The current service ratio for the RCFD is 0.9 firefighting staff/1,000 residents, and the current service ratio for the RCPD is 1.3 full-time sworn officers and 0.55 full-time civilian employees per 1,000 residents. Using these figures, the 21 new employees that could reside in Redwood City would create a demand for 0.02 new firefighting staff, 0.03 new police officers, and 0.01 new civilian police employees.

The Higher Occupancy Scenario, also discussed in Section 3.8, Population and Housing, has the potential to increase the number of Medical Center employees by approximately 626 at buildout in 2025. Assuming the 16 percent residential pattern applied to new employees, about 100 of the 626 new employees under the Higher Occupancy Scenario could live in Redwood City. Using the above mentioned service ratios for the RCFD and RCPD, the 100 new employees that could reside in Redwood City would create a demand for 0.09 new firefighting staff, 0.13 new police officers, and 0.06 new civilian police employees.

Because no new residential development is proposed as part of the project or the Higher Occupancy Scenario, it is assumed that these employees would be either existing residents (who have accepted new jobs created by the project) or new residents who would move into existing housing in Redwood City. If all 21 (or 100, under the Higher Occupancy Scenario) employees were new residents to Redwood City, the construction of new fire or police facilities or the expansion of existing ones would not be necessary because the demand for personnel (using the above ratios) would not be great enough to warrant it. In addition, new residents would conceivably find housing in different areas of the City, not in one concentrated area where one fire or police station could be impacted. Existing fire and police facilities would be sufficient to employ and house new fire and police personnel, if any, required by the project and these facilities would continue to serve the City. Therefore, the 21 (or 100, under the Higher Occupancy Scenario) employees who could be expected to reside in Redwood City would not result in the need for the construction of new fire or police facilities or the expansion of existing ones and would have a less-than-significant impact on police, fire and emergency services.

The number of new Medical Center employees is expected to reach 134 (or 626, under the Higher Occupancy Scenario) over a period of 23 years and it is expected that over this period the population of Redwood City will increase as well. ABAG Projections indicate that the population of Redwood City and its sphere of influence will increase approximately 13 percent by 2025. Therefore, regardless of the proposed project or Higher Occupancy Scenario, the number of police and fire personnel will increase to accommodate citywide growth. Therefore, new employees associated with either the proposed project or Higher Occupancy Scenario would have a less-than-significant impact on police, fire and emergency services.

PS-2. *Fire and Police Services: Square Footage* - An increase of approximately 628,450 GSF of developed space at the Kaiser facilities under either the proposed project or the Higher Occupancy Scenario would not result in a significant increase in demand for services from the RCFD and the RCPD. Existing fire and police facilities would be sufficient to serve the new Medical Center. (LTS)

The proposed project includes the replacement of the seven-story Hospital and most existing ancillary administrative and outpatient clinical facilities located at the Medical Center. The proposed project would also allow for the consolidation of the various Kaiser Permanente functions currently dispersed in leased facilities in several Redwood City locations. The net increase in square footage at the Medical Center, exclusive of the parking garages, would be approximately 628,450 GSF. The Higher Occupancy Scenario would result in the same increase of GSF as the proposed project, and would therefore not represent a change as compared to the proposed project. As discussed in Section 2, Project Description, although the proposed project would create more developed space, this would result in a “decompression” of the functions of the Medical Center and would not significantly increase the number of patients or visitors. The proposed project by itself would not result in an increase in membership but would instead accommodate it. Kaiser projections indicate that area membership will increase by 21 percent between 2002 and 2025, which would occur with or without the proposed project. It can be expected that calls for police and fire services would also increase by 21 percent. The number of calls for service from Kaiser received by the police department in 2001 was 230 (out of approximately 60,000 total calls for the department in 2001)⁶ and the number received by the fire department was 24 (out of 6,413 total calls for the department in 2001).⁷ Assuming a 21 percent increase in service calls by 2025, the proposed project could generate approximately 48 more calls to the police department and approximately five more calls to the fire department. Although an increase in calls could require an increase in police and fire staff, it would not require the construction of new police or fire facilities. Existing facilities and staffing should be able to handle new calls from the Medical Center.

The proposed project includes four new parking structures with a total of 2,227 spaces. An existing eight-level parking structure and a single-level parking lot would remain, bringing the total number of parking spaces to 3,006. The increase in structured parking could result in increased potential for crime and traffic accidents. Currently, Kaiser employs on-site security staff for the campus 24 hours a day, seven days a week. On weekdays, there are seven security personnel on the day shifts, five on the evening shifts, and two on the night shifts. On

⁶ Ward Hayter, Redwood City Police Department, verbal communication with EIP Associates, November 5, 2002.

⁷ Louis Vella, Administrative Chief/Fire Marshal, Redwood City Fire Department, written communication with EIP Associates, January 31, 2003.

weekends, there are two security personnel on each shift.⁸ These numbers would increase to accommodate the expansion of square footage on the campus as well as the new parking structures. Security measures in the proposed parking structures would include video monitoring and on-site security staff. These measures would reduce the number of calls to the RCPD for police protection. Therefore, Kaiser's on-site security measures would lessen the impact of the proposed campus's size and new parking structures on the RCPD.

PS-3. School and Park Demand – Implementation of either the proposed project or the Higher Occupancy Scenario would have a less-than-significant effect on local public schools and parks. (LTS)

The proposed project could increase the number of Kaiser employees by approximately 134 at buildout in 2025. As discussed above, about 16 percent of the employee increase could be Redwood City residents with children in the Redwood City School District and the Sequoia Union High School District. Because no new residential development is proposed as part of the project, it is assumed that these employees would be either existing residents (who have accepted new jobs created by the project) or new residents who would move into existing housing in Redwood City. School-age children of employees who are existing residents would already be included in current enrollment figures. The student population resulting from employees who move into existing residences in Redwood City would likewise be represented in current enrollment figures, to the extent that those employees with school-age children displace other existing residents with school-age children. There may be a slight increase in enrollment to the extent that new families move in and occupy homes vacated by “empty nesters” or households without children.

Although unlikely, it is conceivable that all 21 new employees who could be expected to reside in Redwood City could occupy newly constructed homes or homes that had no school-aged children within the districts' service boundaries. Under such an assumption, the proposed project could add new students to these two districts, both of which are at capacity. Based on current student generation factors of 0.5 elementary and middle school students per household and 0.357 high school students per household, the 21 employees of the project who could live in Redwood City could generate 11 elementary and middle school students and seven high school students, for a total of 18 students.⁹ To help offset this increased burden on local schools, Kaiser would be required to pay school impact fees to the districts. Commercial impact fees for the Redwood City School District and the Sequoia Union High School District are \$0.20/square foot. The Redwood City School District would receive 60 percent of fees and the Sequoia Union High School District would receive 40 percent. Given the unlikely scenario that the project would result in 18 net new students and that all would attend public schools in

⁸ Ariane H. Zand, AIA, ACHA, Senior Project Manager, Kaiser Permanente, written communication with EIP Associates, November 7, 2002.

⁹ Krishna Kirpalani, Business Manager, Redwood City School District, verbal communication with EIP Associates, June 5, 2002 and Sandy Rick, Assistant to Carl Thompson, Assistant Superintendent, Sequoia Union High School District, written communication with EIP Associates, June 19, 2002.

Redwood City, the enrollment effects of the project would be considered potentially significant but mitigated through payment of the school impact fees.

The Higher Occupancy Scenario could increase the number of Kaiser employees by 626 at buildout in 2025. About 100 employees (16 percent) could be Redwood City residents with children in the Redwood City School District and the Sequoia Union High School District. Like the proposed project, it is conceivable that all 100 employees who could be expected to reside in Redwood City could occupy newly constructed homes or homes that had no school-aged children within the districts' service boundaries. Under such an assumption, the Higher Occupancy Scenario could generate 50 elementary and middle school students and 36 high school students, for a total of 86 students. As described above, Kaiser would be required to pay commercial impact fees to the districts. However, the number of new Kaiser employees, whether under the proposed project or the Higher Occupancy Scenario, is expected to gradually reach 134 or 626 over a period of 23 years and it is expected that over this period the population of Redwood City will increase as well. ABAG Projections indicate that the population of Redwood City and its sphere of influence will increase approximately 13 percent by 2025. Therefore, regardless of the proposed project or Higher Occupancy Scenario, it is expected that both the Redwood City School District and the Sequoia Union High School District will expand existing schools and construct new ones over this time period to accommodate citywide growth. The enrollment effects of the project would be considered potentially significant but mitigated through payment of the school impact fees.

Like schools, the demand for parks is directly linked to the residential population in cities. It is not expected that the 21 new employees (or 100 in the Higher Occupancy Scenario), new residents of the City or otherwise, would create a significant impact to existing public parks. Regardless of the proposed project, it is expected that the Redwood City Parks, Recreation, and Community Services Department will improve existing parks and develop new ones over the period between 2002 and 2025 to accommodate citywide growth. Therefore, the project would have a less-than-significant impact on parks in Redwood City.