



ALAMEDA
LOCAL AGENCY FORMATION COMMISSION

224 W Winton Ave Suite 110
Hayward, CA 94544

Municipal Service Review and Sphere of Influence Reviews

Alameda County Cities

Final Commission Report **August 26, 2024**



TABLE OF CONTENTS

Table of Contents	i
Table of Figures	v
List of Abbreviations Used	vi
Executive Summary	1
Introduction	1
Alameda Cities Reviewed	1
MSR Determinations Summary	3
SOI Determinations Summary and Recommendations	5
<i>SOI Updates</i>	7
Background	11
Legal Requirements and Purpose	11
Authority and Powers of LAFCO	11
<i>LAFCO Responsibilities</i>	11
<i>Planning Authorities</i>	12
<i>Sphere of Influence Updates</i>	12
Municipal Service Reviews	13
<i>Prior Municipal Service Reviews</i>	14
<i>Existing Spheres of Influence</i>	14
Alameda County Local Agency Formation Commission	19
<i>Commission Composition</i>	19
<i>Meeting and Contact Information</i>	20
Methodology and Data Sources	21
<i>DOF Population and Housing Estimates</i>	21
<i>Other Data Sources Used</i>	21
Agency Profiles	22
Growth and Population Projections	65
Present and Planned Land Uses	70

<i>Alameda</i>	71
<i>Albany</i>	71
<i>Berkeley</i>	72
<i>Dublin</i>	72
<i>Emeryville</i>	72
<i>Fremont</i>	73
<i>Hayward</i>	73
<i>Livermore</i>	73
<i>Newark</i>	74
<i>Oakland</i>	75
<i>Piedmont</i>	75
<i>Pleasanton</i>	75
<i>San Leandro</i>	76
<i>Union City</i>	76
Location and Characteristics of Any DUCs	77
Capacity of Facilities and Adequacy of Services	80
Street Maintenance and Lighting	80
<i>Alameda</i>	82
<i>Albany</i>	82
<i>Berkeley</i>	83
<i>Dublin</i>	83
<i>Emeryville</i>	84
<i>Fremont</i>	84
<i>Hayward</i>	85
<i>Livermore</i>	85
<i>Newark</i>	86
<i>Oakland</i>	86
<i>Piedmont</i>	87
<i>Pleasanton</i>	87
<i>San Leandro</i>	88
<i>Union City</i>	88
Parks, Recreation and Open Space	89
<i>Alameda</i>	89

<i>Albany</i>	90
<i>Berkeley</i>	90
<i>Dublin</i>	90
<i>Emeryville</i>	91
<i>Fremont</i>	91
<i>Hayward</i>	91
<i>Livermore</i>	92
<i>Newark</i>	92
<i>Oakland</i>	92
<i>Piedmont</i>	92
<i>Pleasanton</i>	93
<i>San Leandro</i>	93
<i>Union City</i>	93
Mosquito Abatement Services	93
Vector Control Services	94
Broadband Services.....	94
<i>Alameda</i>	96
<i>Berkeley</i>	97
<i>Dublin</i>	97
<i>Fremont</i>	97
<i>Hayward</i>	97
<i>Newark</i>	98
<i>Oakland</i>	98
<i>Pleasanton</i>	98
<i>San Leandro</i>	99
Library Services	99
<i>Alameda County Library</i>	100
<i>Alameda</i>	100
<i>Berkeley</i>	100
<i>Hayward</i>	101
<i>Livermore</i>	101
<i>Oakland</i>	101
<i>Pleasanton</i>	101

<i>San Leandro</i>	102
Financial Ability to Provide Services	103
<i>Alameda</i>	105
<i>Albany</i>	106
<i>Berkeley</i>	107
<i>Dublin</i>	108
<i>Emeryville</i>	109
<i>Fremont</i>	110
<i>Hayward</i>	111
<i>Livermore</i>	112
<i>Newark</i>	113
<i>Oakland</i>	114
<i>Piedmont</i>	115
<i>Pleasanton</i>	116
<i>San Leandro</i>	117
<i>Union City</i>	118
Opportunities for Shared Facilities	119
Accountability, Government Structure and Operational Efficiencies	120

TABLE OF FIGURES

Table 1: Alameda LAFCO Commission Roster.....	20
Table 2: Individual City Population Changes.....	67
Table 3: Individual City Housing Growth	69
Table 4: Pavement Condition for Cities in Alameda County	81
Table 5: Parks Inventory in Alameda Cities	89
Table 6: Broadband Providers in Alameda Cities	96
Table 7: Library Providers in Alameda Cities	99

LIST OF ABBREVIATIONS USED

AAMLO	African American Museum and Library at Oakland
ACFD	Alameda County Fire Department
ACFR	Annual Comprehensive Financial Report
ACL	Alameda County Library
ACMAD	Alameda County Mosquito Abatement District
ARPA	American Rescue Plan Act
BART	Bay Area Rapid Transit
CAGR	Compound Annual Growth Rate
CIP	Capital Improvement Program
CKH	Cortese-Knox-Hertzberg Reorganization Act of 2000
CPUC	California Public Utilities Commission
CSA	County Service Area
DOF	California Department of Finance
DUC	Disadvantaged Unincorporated Community
EBRPD	East Bay Regional Parks District
FY	Fiscal Year
GIS	Geographic Information Systems
HARD	Hayward Area Recreation and Park District
HCD	California Department of Housing and Community Development
LAFCO	Local Agency Formation Commission
LARPD	Livermore Area Recreation and Parks District
MSR	Municipal Service Review
MTC	Metropolitan Transportation Commission
PCI	Pavement Condition Index
RHNA	Regional Housing Needs Allocation
SOI	Sphere of Influence

EXECUTIVE SUMMARY

INTRODUCTION

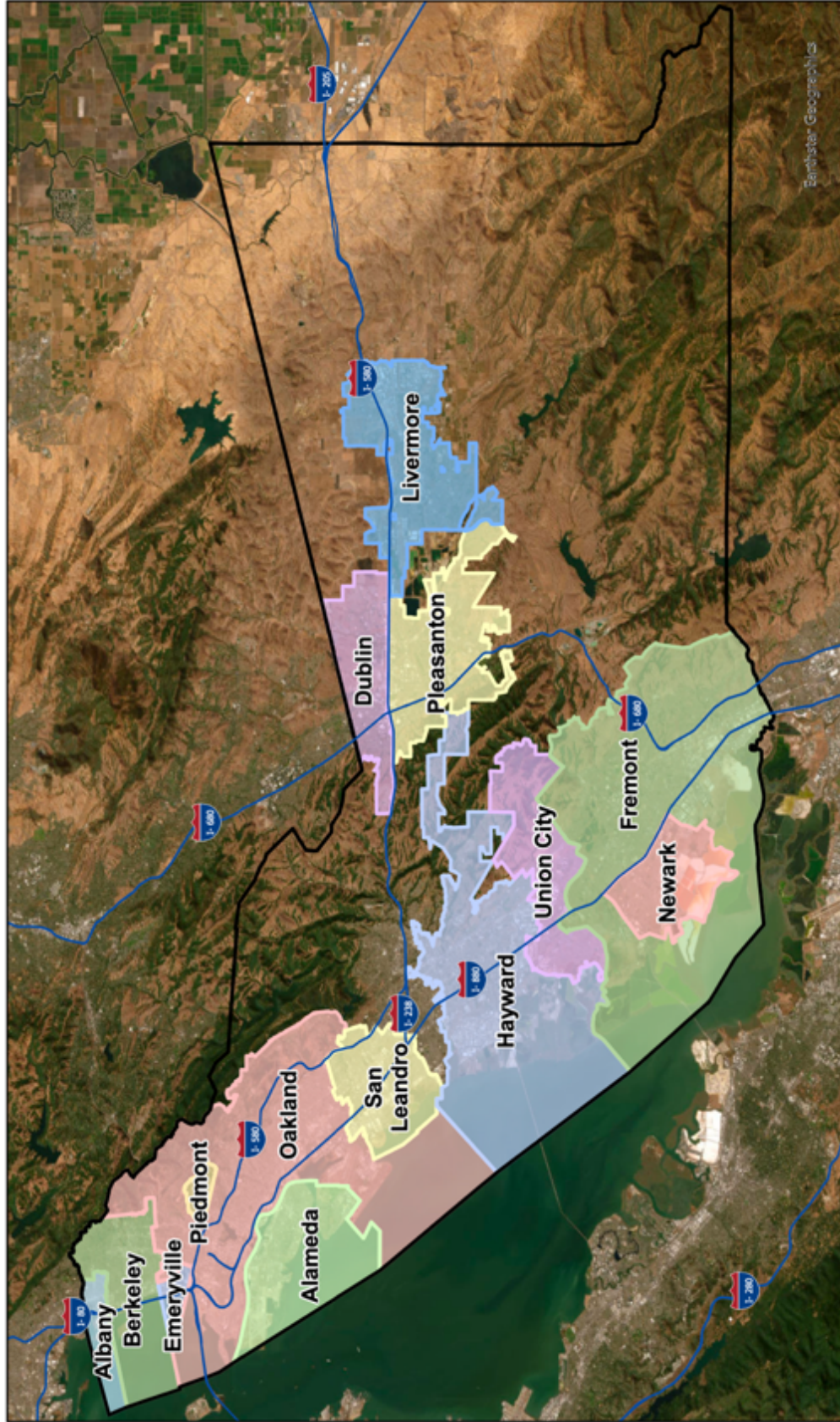
The Local Agency Formation Commission of Alameda County (“Alameda LAFCO”) initiated this Community Services Municipal Service Review (“MSR”) and Sphere of Influence (“SOI”) update in 2023 for 14 cities, four special districts, and seven County Service Areas (“CSAs”) within the County. This report focuses on the 14 incorporated cities within the County. Alameda LAFCO retained consultant RSG, Inc. (“RSG”) to prepare the MSR, which included conducting surveys and interviews with each of the agencies in the region, and collecting demographic, fiscal, and other data to support the MSR findings and determinations under State law.

This MSR will encompass a comprehensive assessment of community services in Alameda County, including street maintenance and lighting, library, parks and recreation, mosquito and vector abatement, and lead abatement services. The MSR will also review the state of broadband services within the agencies.

ALAMEDA CITIES REVIEWED

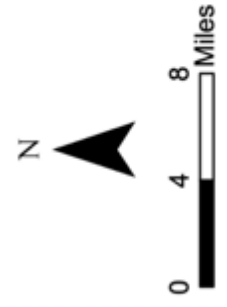
The Alameda LAFCO consists of 14 incorporated cities, all of which were included as a part of this MSR and SOI update. The 14 cities include:

City of Alameda	City of Hayward	City of San Leandro
City of Albany	City of Livermore	City of Union City
City of Berkeley	City of Newark	
City of Dublin	City of Oakland	
City of Emeryville	City of Piedmont	
City of Fremont	City of Pleasanton	



Alameda County Cities

Source: RSG, Inc., ESRI, Alameda LAFCO



As further detailed in the body of this report, RSG makes the following MSR determinations for the 14 cities based on our data collection, surveys, and interviews:

Population, Growth, and Housing

Generally, the population for cities in the County is expected to increase over the next five years, as is the housing supply. The cities are planning for increased population through their respective housing elements and general plans. Many cities have specific parks and recreation master plans which have been updated in the past five years to reflect the increased population.

Disadvantaged Unincorporated Communities

The unincorporated community of Ashland, within the SOI of the City of San Leandro, is the only Alameda LAFCO-designated disadvantaged unincorporated community (“DUC”) in the County. Ashland receives services from the countywide community service providers, and receives other municipal services from the County. More information about Ashland can be found on page 77 of this report. San Leandro is not actively considering annexation of the area.

Capacity of Facilities and Adequacy of Services

The cities are generally providing adequate street maintenance and lighting, parks and recreation, library, and vector and mosquito control services to their residents and customers.

Several cities, including Albany, Berkeley, Oakland, and San Leandro, have street systems overall rated as “at risk” by the Metropolitan Transportation Commission. These cities are funding improvements and annual maintenance to their infrastructure through their CIP process, but have significant deferred costs which will be a challenge to address.

The cities have the resources to maintain current levels of service and to meet expected demand in the future.

Financial Ability to Provide Services

The financial capacity of the cities is adequate for current service levels. The cost of street infrastructure upgrades is a concern for some cities, which are planning for the improvements in their budget documents. The cities have all adopted reserve policies which they are able to meet on an ongoing basis.

Opportunities for Shared Facilities

The City of Oakland provides library services to the City of Emeryville and the City of Piedmont. In interviews with the two cities, representatives of both Emeryville and Piedmont did not express dissatisfaction with library services provided by Oakland, and expect that Oakland will continue to provide library services in the future. More information about shared services can be found on page 119 of this report.

Overall, the cities did not express a broader desire for further shared community service facilities, nor did RSG identify potential opportunities for additional shared facilities during this review.

Accountability for Community Service Needs

The cities implement policies and procedures that ensure transparency and accountability to the public, including public notice of City Council meetings and actions and regular elections. All cities have websites and social media which provide information about their meetings, including ways to access the meetings virtually. Most of the cities have a number of citizen-led boards and commissions which advise City Council on key issues facing the community.

The cities of Alameda and Oakland have implemented “Sunshine Ordinances” which aim to make public records and meetings more accessible to the public. Both cities have independent commissions which advise elected officials on how to implement their respective Sunshine Ordinances and hear complaints about violations of the ordinances.

A number of cities take additional discretionary steps to survey residents and businesses periodically to gauge sentiment or interest in various topics. These efforts increase accountability for community service needs.

Any Other Matter Related to Effective of Efficient Service Delivery, as Required by Commission Policy

LAFCO does not have any policies affecting the preparation of MSRs, so RSG did not evaluate matters aside from those listed above.

SOI DETERMINATIONS SUMMARY AND RECOMMENDATIONS

When asked, no city told RSG they plan to annex unincorporated areas within their SOIs, although several did indicate a desire for a change to their SOI. As further detailed in the body of this report, RSG makes the following SOI determinations for the cities based on our data collection, surveys, and interviews:

Present and Planned Land Uses

The cities anticipate population growth and are planning for increased housing stock through their respective planning documents, including General Plans and Housing Elements. Most of the cities have implemented general plans within the past 15 to 20 years, and those with general plans that are older are generally working to update their respective general plans.

Pursuant to Government Code Section 65302(c), general plans must include a housing element explaining how the jurisdiction will meet its part of the regional housing need. The cities are also required by State law to submit annual progress reports on their respective general plan and housing element by April 1 for the prior year. As of the date of this report, all of the cities have received HCD certification of their 6th Round Housing Element and have submitted annual progress reports for 2022.

RSG identified 95 parcels throughout the County designated as prime farmland under the Williamson Act. Livermore is the only city with prime farmland parcels within its SOI.

Present and Probable Need for Facilities and Services

Alameda County cities are generally providing adequate community services to residents within their respective SOIs, and have the resources to meet expected demand in the future.

Some cities, including Albany, Berkeley, Oakland, and San Leandro have street systems which do not meet standards set by the Metropolitan Transportation Commission, the transportation planning agency for the Bay Area. These cities are generally funding annual street maintenance and some upgrades through their CIP process.

Present Capacity and Adequacy of Public Facilities and Services

The present capacity of the public facilities operated by the cities of Alameda County is adequate to provide community services to their residents and customers. However, the cities of Albany, Berkeley, Oakland, and San Leandro all have significant deferred street maintenance costs which will require future improvements to meet any growth in population and development occurring within the next five years.

Social or Economic Communities of Interest

Alameda County includes one DUC, the 1,137-acre Ashland community, within the southeast portion of San Leandro's SOI. Based on our research, Ashland receives community services from the following agencies:

- Mosquito Abatement: Alameda County Mosquito Abatement District
- Vector Control: Vector Control Services District County Service Area
- Lead Abatement: Alameda County
- Library: Alameda County Library

- Street Maintenance and Lighting: Alameda County
- Parks and Recreation: Hayward Area Recreation and Park District

Aside from Ashland, other unincorporated areas are located in the SOIs of Berkeley, Dublin, Fremont, Hayward, Livermore, Pleasanton, and San Leandro. Among these areas are the unincorporated communities of Castro Valley, Cherryland, Fairview, Sunol, and San Lorenzo. In general, these unincorporated areas receive community services from countywide districts and CSAs and the County itself. The Hayward Area Recreation and Park District is the designated parks and recreation services provider for the unincorporated communities listed above.

Present and Probable Need for Public Facilities and Services by any DUCs within the Existing SOIs

As mentioned earlier, the Ashland community within the San Leandro SOI is the only DUC in the County. The service providers did not indicate any challenges with providing community services to Ashland. San Leandro is not actively considering exploring annexation of Ashland into its SOI.

SOI UPDATES

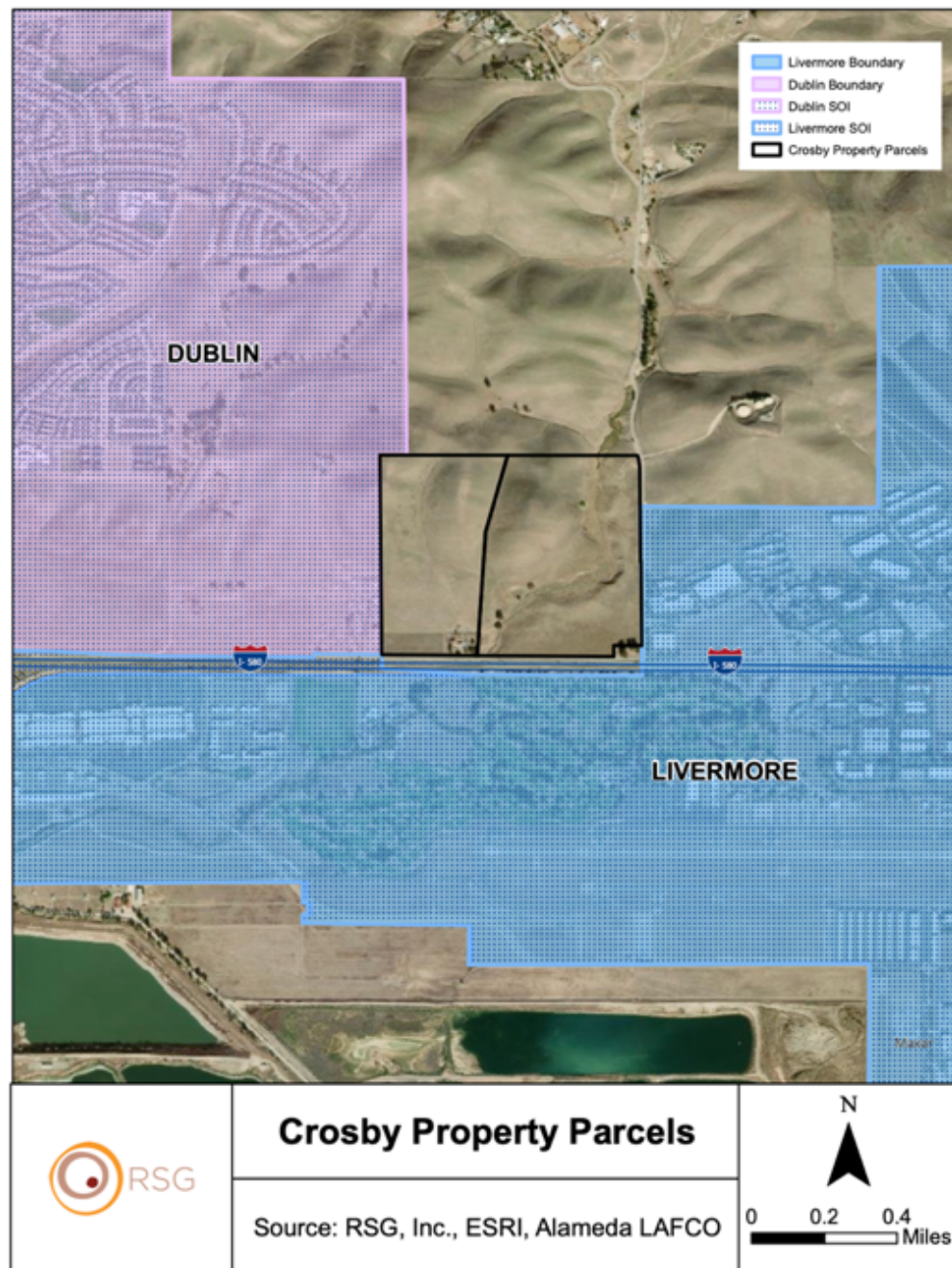
In the course of our review, staff at the City of Dublin, City of Livermore, and City of Pleasanton made RSG aware of several potential SOI updates.

Crosby Property: Dublin / Livermore

The City of Dublin and the City of Livermore are currently working collaboratively to plan for SOI updates regarding a two-parcel¹, 187-acre area which currently sits between the two cities' SOIs, at the base of Doolan Canyon. Figure 1 shows the location of the Crosby Property parcels.

¹ Alameda County Assessor Parcel Numbers 905-1-3-2 and 905-1-1-2

Figure 1: Crosby Property Parcels



Both cities indicated to RSG that they were interested in expanding their respective SOIs to include the Crosby Property for both economic development and natural conservation goals. After RSG finished the interview process, the cities jointly sent LAFCO a letter dated December 26, 2023 expressing a desire to work together to propose an SOI update that will link the two communities, maintain open space,

and ensure orderly and visually attractive development. On November 5, voters will decide whether to allow Dublin City Council the authority to approve limited development of the Crosby property along a future extension of Dublin Boulevard with a ballot measure titled “Dublin Traffic Relief, Clean Air/Open Space Preservation Measure.” While these cities discuss their goals for this area, RSG is recommending that LAFCO not make any changes to the SOI of either city at this time.

Las Colinas: Livermore

The City of Livermore is exploring amending its SOI to include four parcels² totaling approximately 105 acres located north of I-580 and east of North Livermore Avenue for which a Conditional Use Permit for cemetery, mortuary, and funeral home operations has recently been approved by the Alameda County Board of Supervisors. The City ultimately aims to annex these properties into its boundaries to secure localized control over land use, consistent with Alameda County's General Plan, Alameda County voter-approved Measure D, the City of Livermore General Plan, and the City of Livermore North Livermore Urban Growth Boundary Initiative. RSG recommends that LAFCO encourage the City of Livermore and the County to negotiate a change in SOI, and that LAFCO not make a change to the City's SOI at this time.

Greenville Road: Livermore

Staff at the City of Livermore expressed that the City would be pursuing a third amendment to its SOI which would include approximately 290 acres to the east of Greenville Road while concurrently removing approximately 27 acres. The current SOI follows parcel lines in a north-to-south orientation, while the proposed SOI amendment follows the natural topographical boundary of the South Bay Aqueduct. As part of the Livermore General Plan Update, the City began to study potential

² Alameda County Assessor Parcel Numbers 99-15-16-3, 902-8-5-5, 902-8-5-8, and 902-8-5-9

future nonresidential uses in this area in 2023. The City envisions the area being used for office, life science, and related land uses.

If Livermore pursues development of this area, it will require a ballot measure to expand the Urban Growth Boundary of the City. RSG recommends that LAFCO approve this change to Livermore's SOI upon receipt of an application in order to align the City's SOI with planned land uses.

BACKGROUND

LEGAL REQUIREMENTS AND PURPOSE

In 1963 the California Legislature created for each County a Local Agency Formation Commission (“LAFCO”) to oversee the logical formation and determination of local agency boundaries that encourage orderly growth and development essential to the social, fiscal, and economic well-being of the State. LAFCOs’ authority to carry out this legislative charge is codified in the Cortese-Knox-Hertzberg Reorganization Act of 2000 (“CKH”). For nearly 60 years, CKH has been amended to give more direction to LAFCOs and, in some cases, expand the authorities of the Commissions. One of the most important revisions to CKH by the Legislature occurred in 2000, which added a requirement that LAFCOs review and update the “spheres of influence” for all cities and special districts every five years and, in conjunction with this responsibility, prepare comprehensive studies that are known as “municipal service reviews.”

AUTHORITY AND POWERS OF LAFCO

Codified within CKH are the procedures and processes for LAFCOs to carry out their purposes as established by the Legislature. LAFCOs’ purposes are guided and achieved through their regulatory and planning powers and acknowledge that the local conditions of the 58 California counties shall be considered in part to the Commissions’ authorities.

**CKH ACT (G.C. SECTION 56301) –
PURPOSES OF LAFCOs**

“Among the purposes of a commission are discouraging urban sprawl, preserving open-space and prime agricultural lands, encouraging the efficient provision of government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances.”

LAFCO RESPONSIBILITIES

LAFCOs’ regulatory authorities include the reviewing, approving, amending or denying of proposals to change the jurisdictional boundaries of cities and special districts. Specifically, these types of boundary changes commonly referred to as “changes of organization,” include:

- City Incorporation
- City Disincorporation
- District Formation
- District Dissolution
- City and District Annexations and Detachments
- City and District Consolidations
- Merger of a City and District
- Establishment of a Subsidiary District
- Activation of new or different functions or classes of services, or divestiture of power to provide services for special districts.

PLANNING AUTHORITIES

LAFCOs' planning authorities are carried out through the establishment and updating of agencies' SOIs, which is a tool used to define a city or special district's future jurisdictional boundary and service areas. Through the reform of CKH in 2000, LAFCO's planning responsibility includes the preparation of comprehensive studies (MSRs) that analyze service or services within the county, region, subregion, or other designated geographic area. The determinations that LAFCOs must review, analyze, and adopt for SOIs and MSRs are discussed below.

SPHERE OF INFLUENCE UPDATES

In 1972, LAFCOs throughout the State were tasked with determining and overseeing the SOIs for local government agencies. An SOI is a planning boundary that may be outside of an agency's jurisdictional boundary (such as the city limits or a special district's service area) that designates the agency's probable future boundary and service area. The purpose of an SOI is to ensure the provision of efficient services while discouraging urban sprawl and the premature conversion of agricultural and open space lands, and by preventing overlapping jurisdictions and duplication of services. On a regional level, LAFCOs coordinate the orderly development of a community through reconciling differences between different agency plans. This is intended to ensure the most efficient

urban service arrangements are created for the benefit of area residents and property owners. Factors considered in an SOI update include current and future land use, capacity needs, and any relevant areas of interest such as geographical terrain, location, and any other aspects that would influence the level of service.

Per Government Code Section 56425, a LAFCO shall consider and prepare a written statement of its SOI determinations on the following five (5) factors:

- 1. The present and planned land use in the area, including agricultural and open-space lands.*
- 2. The present and probable need for public facilities and services in the area.*
- 3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*
- 4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.*
- 5. If a city or special district provides public facilities or services related to sewer, municipal and industrial water, or structural fire protection the present and probable need for those facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.*

From time-to-time, an SOI may be modified as determined by LAFCO using the procedures for making sphere amendments as outlined by CKH. Pursuant to Government Code Section 56430, a LAFCO must first conduct an MSR prior to updating or amending an SOI.

MUNICIPAL SERVICE REVIEWS

Section 56425(g) of CKH requires that LAFCOs evaluate an SOI every five years, or when necessary. The vehicle for doing this is known as a Municipal Service Review.

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics as follows:

- 1. Growth and population projections for the affected area.*
- 2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence(s).*
- 3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.*
- 4. Financial ability of agencies to provide services.*
- 5. Status of, and opportunities for, shared facilities.*
- 6. Accountability for community service needs, including government structure and operational efficiencies.*
- 7. Any other matter related to effective or efficient service delivery, as required by Commission Policy.*

The focus of an MSR is to ensure public services are being carried out efficiently and the residents of any given area or community are receiving the highest level of service possible, while also discouraging urban sprawl and the premature conversion of agricultural lands. If an MSR determines that certain services are not being carried out to an adequate standard, LAFCO can recommend changes be made through making sphere changes and dissolution or consolidation of service providers to provide the best service possible to the population.

PRIOR MUNICIPAL SERVICE REVIEWS

Several cycles of MSRs have been completed by Alameda LAFCO prior to this one. The first was produced in 2008 and the second in 2013. In 2017, LAFCO released an SOI update for all cities in the County and in 2021, LAFCO released a Countywide MSR on Water, Wastewater, Stormwater, and Flood Control Services. Most recently, LAFCO released the public review draft of Countywide Fire and Emergency Medical Municipal Service Review in March 2024. Each MSR cycle has provided Alameda LAFCO with new and important information regarding the delivery of services to Alameda County residents.

EXISTING SPHERES OF INFLUENCE

This MSR evaluates service provision by and within the cities of Alameda County, both within their incorporated boundaries and their unincorporated spheres of influence. A number of cities have unincorporated islands which are completely surrounded by incorporated city limits, or have unincorporated area adjacent to their boundaries but within their spheres. RSG has identified these areas below.

Disadvantaged Unincorporated Communities (DUCs)

Consistent with Government Code Section 56430, this MSR reviews DUCs within the County, including their location, characteristics, and adequacy of services and public facilities. Further, to address issues of inequity and infrastructure deficits, Government Code Section 56375 places restrictions on annexations to cities if the proposed annexation is adjacent to a DUC.

DUCs are defined as inhabited territory located within an unincorporated area of a county in which the annual median household income is less than 80 percent of the statewide median household income. State law considers an area with 12 or more registered voters to be an inhabited area.

Alameda LAFCO has identified one DUC within the eastern SOI of the City of San Leandro, the Ashland community. The City did not respond to RSG's survey and did not indicate whether it is exploring annexation. The following agencies provide community services to Ashland:

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: Hayward Area Recreation and Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District ("ACMAD")
- Vector Control: Vector Control Services District County Service Area ("Vector Control CSA")
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

More information about Ashland can be found on page 77.

Unincorporated Islands

There are a number of unincorporated islands (territory completely or substantially surrounded by cities) that should eventually be transitioned to an adjacent city over time and when feasible. CKH, in various sections of the statute, requires LAFCO to address these areas during MSR/SOI updates and annexation proceedings.

Annexations of unincorporated islands 150 acres or less in size that meet the criteria listed in Government Code Section 56375 are to be approved by the Commission, per Alameda LAFCO policy. Alameda LAFCO waives protest proceedings for these annexations.

The cities of Livermore and Pleasanton both have unincorporated islands within their SOIs, neither of which have been identified as DUCs.

Livermore SOI:

Livermore has twelve unincorporated areas within its SOI, including three islands. Two of the islands are smaller than 150 acres. The City is not currently exploring annexation of any of these areas.

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: Livermore Area Recreation and Park District & East Bay Regional Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District (“ACMAD”)
- Vector Control: Vector Control Services District County Service Area (“Vector Control CSA”)
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

Pleasanton SOI

Pleasanton has four large unincorporated areas within its SOI surrounding the City’s corporate boundaries, and one island in the center of the City. The island is smaller than 150 acres. The City is not currently exploring annexation of any of these areas.

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: Alameda County
- Mosquito Abatement: Alameda County Mosquito Abatement District (“ACMAD”)
- Vector Control: Vector Control Services District County Service Area (“Vector Control CSA”)
- Lead Abatement: Alameda County
- Broadband: Private providers

- Library: Alameda County Library

Other Unincorporated Areas of Note

There are a number of other unincorporated areas adjacent to the cities' incorporated boundaries within their respective spheres of influence. These areas and their respective service providers are identified below:

Berkeley SOI

Berkeley's SOI includes one small area on the eastern edge of the City which is a part of Oakland's boundary but not Oakland's SOI. Alameda LAFCO updated the SOI determinations for each of the incorporated cities in 2017, and encouraged Berkeley and Oakland to consider a reorganization of this territory at that time. RSG is not aware of any progress that has been made on this issue. The area is serviced by the following providers:

- Street Maintenance & Lighting: City of Oakland
- Parks and Recreation: City of Oakland & East Bay Regional Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District ("ACMAD")
- Vector Control: Vector Control Services District County Service Area ("Vector Control CSA")
- Lead Abatement: Lead Abatement County Service Area
- Broadband: Private providers
- Library: City of Oakland

Dublin SOI

Dublin has a large unincorporated area to the west of the City. The City did not indicate any plans to annex this area.

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: East Bay Regional Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District ("ACMAD")

- Vector Control: Vector Control Services District County Service Area (“Vector Control CSA”)
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

Fremont SOI

Fremont has two unincorporated areas on the western edge of the City. Fremont did not respond to RSG’s survey and did not indicate whether it is exploring annexation of these areas.

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: City of Fremont & East Bay Regional Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District (“ACMAD”)
- Vector Control: Vector Control Services District County Service Area (“Vector Control CSA”)
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

Hayward SOI

Hayward has two unincorporated areas to the north of the City, another unincorporated area on the southeast portion of the City, and a final small unincorporated area near the coast. The City is not currently exploring annexation of any of these areas.

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: Hayward Area Recreation and Park District & East Bay Regional Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District (“ACMAD”)

- Vector Control: Vector Control Services District County Service Area (“Vector Control CSA”)
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

ALAMEDA COUNTY LOCAL AGENCY FORMATION COMMISSION

Alameda LAFCO is responsible for overseeing the boundaries, establishing and updating SOIs, and preparing MSRs for the County’s 14 cities and 29 independent and dependent special districts. Alameda LAFCO’s authority is

MISSION:

Alameda LAFCO serves Alameda County cities, special districts, and the county to ensure effective and efficient delivery of municipal services.

guided through adopted policies and procedures that assist in the implementation of the provisions of CKH and consideration of the local conditions and circumstances of the County.

COMMISSION COMPOSITION

Alameda LAFCO is comprised of 11 Commissioners, with 7 voting Commissioners and 4 Alternates. The Commissioners represent different parts of the County, including: three County Supervisors, three Cities, three independent Special Districts, and two representatives of the general public. All members serve four-year terms and there are no term limits. In accordance with the statute, while serving on the Commission, all Commission members shall exercise their independent judgement on behalf of the interests of residents, property owners, and the public as a whole.

Table 1 identifies the Commissioners and Alternates along with their respective appointing authority and term, as well as the two members of LAFCO staff.

Table 1: Alameda LAFCO Commission Roster

Commissioners	Appointing Authority	Current Term
Regular Members		
Karla Brown , Chair City Member	City Selection Committee	2024-2028
Mariellen Faria , Special District Member	Independent Special District Selection Committee	2023-2027
David Haubert , County Member	Board of Supervisors	2023-2027
Ralph Johnson , Special District Member	Independent Special District Selection Committee	2024-2028
John Marchand , City Member	City Selection Committee	2021–2025
Nate Miley , County Member	Board of Supervisors	2024-2028
Sblend Sblendorio , Public Member	Alameda LAFCO Commission	2022-2026
Alternate Members		
Vacant , City Member, Alternate	City Selection Committee	Vacant
Lena Tam , County Member, Alternate	Board of Supervisors	2023-2026
Georgian Vonheeder-Leopold , Special District Member, Alternate	Independent Special District Selection Committee	2021-2025
Bob Woerner , Public Member Alternate	Alameda LAFCO Commission	2023-2027
LAFCO Staff		
Rachel Jones, Executive Officer April Raffel, Clerk		

MEETING AND CONTACT INFORMATION

The Commission’s regular meetings are held on the second Thursday of the month at 2:00 p.m. Currently, the meetings are conducted at City of Dublin Council Chambers 100 Civic Plaza, Dublin, 94568.

The Alameda LAFCO administrative offices are centrally located at 224 West Winton Ave., Suite 110, Hayward, CA 94644. Commission staff may be reached by telephone at (510) 670-6267. The agency’s agendas, reports and other resources are available online at www.alamedalafco.org.

METHODOLOGY AND DATA SOURCES

RSG worked in coordination with Alameda LAFCO staff throughout the duration of this MSR. To fully understand key factors and current issues involving the cities, RSG conducted an initial working session with Alameda LAFCO staff to determine the project scope and process and formalize overall MSR objectives, schedules, agency services to review, fiscal criteria, and roles and responsibilities of Alameda LAFCO, and RSG.

Data presented in this MSR was compiled between July 2023 and February 2024.

Population and housing data presented in this MSR reflect statistics released by the California Department of Finance (“DOF”) Demographic Research Unit for incorporated cities, and the Federal Decennial Census data, as reported by ESRI Business Analyst, for unincorporated areas.

DOF POPULATION AND HOUSING ESTIMATES

This MSR uses the DOF’s population and housing estimates for cities and the county, and reflects data compiled through January 1, 2023. The DOF’s Demographic Research Unit publishes population estimates annually and are the official population and housing unit tallies used in most State programs and for jurisdictional appropriation limits.

OTHER DATA SOURCES USED

The DOF does not provide data for unincorporated areas within SOIs. In order to produce the demographic reports for these areas, RSG extracts Census data from ESRI Business Analyst using GIS shapefiles provided by the County.

AGENCY PROFILES

For each of the 14 incorporated cities, this section presents a summary of the governing structure, basic size and population information, types, and providers of community services. This section also presents detailed demographic summaries and maps of the current boundaries and SOIs for each city.

Below is a list of the 14 incorporated cities profiled in this MSR:

- Alameda
- Albany
- Berkeley
- Dublin
- Emeryville
- Fremont
- Hayward
- Livermore
- Newark
- Oakland
- Piedmont
- Pleasanton
- San Leandro
- Union City

City of Alameda

Incorporated 1854

Agency Information

Address	2263 Santa Clara Avenue, Alameda
Primary Contact	Jennifer Ott, City Manager
Contact Information	510-747-7400
Website	www.alamedaca.gov
Governance	5 Council Members, Elected At-Large
Total City Staff	566 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	22.92
Population Served	77,287

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Alameda - Public Works
Parks and Recreation	City of Alameda - Recreation and Parks
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	Comcast, AT&T, Sonic
Library	Alameda Free Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Alameda - Police Department
Fire Protection/Emergency Medical	City of Alameda - Fire Department
Building/Planning	City of Alameda - Planning, Building, and Transportation
Code Enforcement	City of Alameda - Planning, Building, and Transportation
Animal Control	City of Alameda - Police Department - Animal Services and the Friends of the Alameda Animal Shelter
Landscape Maintenance	City of Alameda - Recreation and Parks
Lighting	City of Alameda - Public Works
Electricity/Gas	City of Alameda - Alameda Municipal Power
Solid Waste	Alameda County Industries
Stormwater Drainage	City of Alameda - Public Works
Water	East Bay Municipal Utility District
Wastewater	City of Alameda - Public Works

Demographic Summary

Alameda			
Population & Density		Agency	County
2020 Population		78,280	1,682,353
2023 Population		77,287	1,636,194
2028 Population ¹		80,960	1,697,701
2023-2028 Projected Growth Rate (%)		4.8% >	3.8%
Daytime Population		68,850	1,660,752
Households		31,355	595,862
Household Size		2.46 <	2.75
Area (Square Miles)		22.92	821.46
Density (Persons per Square Mile)		3,372 >	1,992
Housing			
Housing Units		33,959	630,758
Owner Occupied (%)		46% <	51%
Renter Occupied (%)		48% >	44%
Vacant (%)		7% >	6%
Median Home Value		\$ 1,205,206 >	\$ 1,064,817
Employment & Poverty			
Businesses		3,127	
Employees		44,206	
2023 Median Household Income		\$ 117,551 >	\$ 116,079
Poverty Rate		7% <	9%

¹ 2028 Population estimate is a projection only.

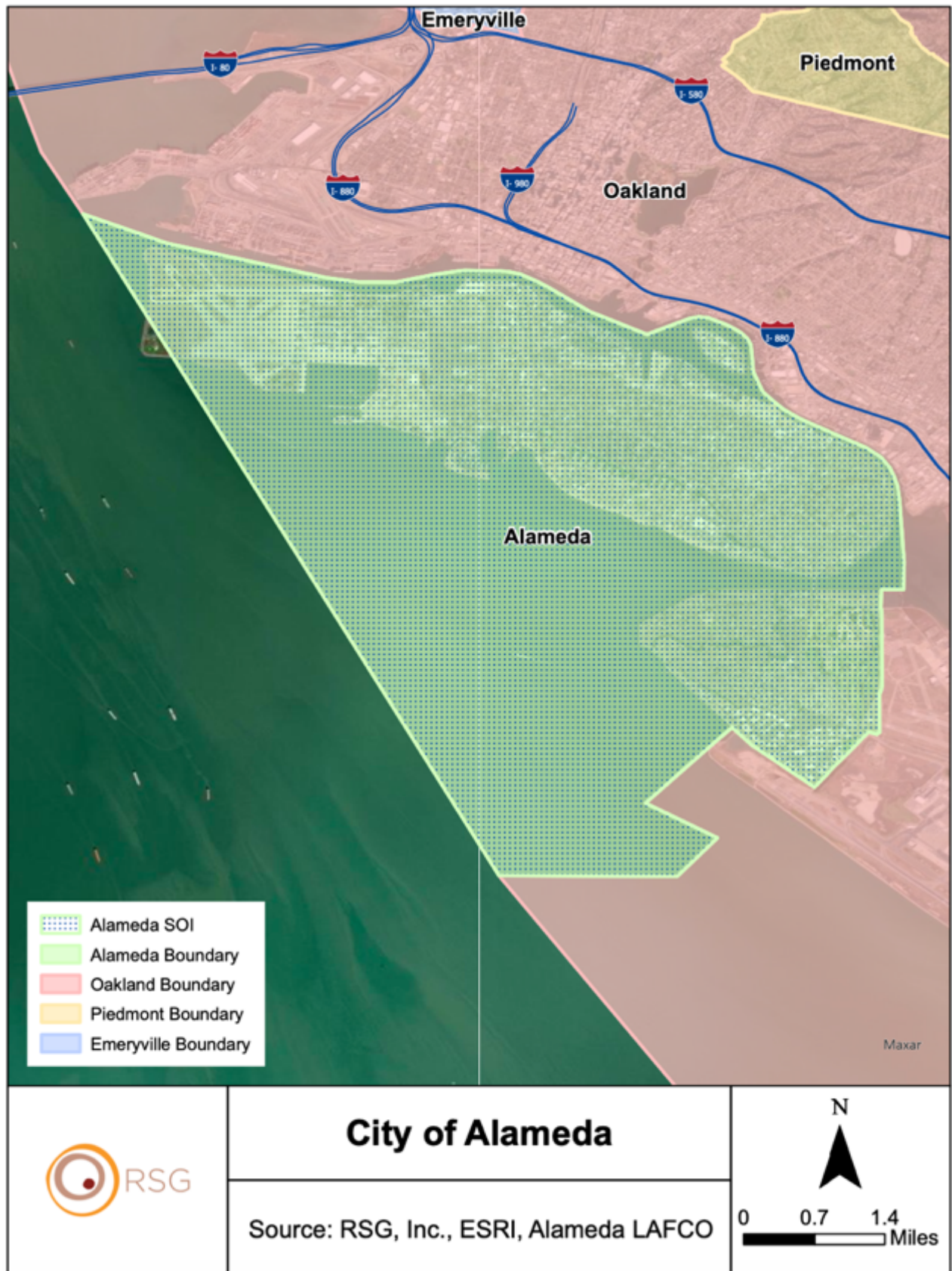
Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst

Land Use Summary

Alameda

Present Land Use	Agency		County
Residential Units			
Single Family	23,158	68.2%	68.6%
Multifamily	10,681	31.5%	30.2%
Mobile Home	120	0.4%	1.2%
Total Units	33,959	100%	100%
New Units Since 2010	1,608		
Commercial	Gross SF		
Retail	3,691,770	24.3%	20.1%
Industrial	7,010,130	46.1%	59.9%
Office	4,497,027	29.6%	20.1%
Total	15,198,927	100%	100%
New Commercial Since 2010	1,658,077		

Sources: California Department of Finance, Costar (24Q1)



City of Albany

Incorporated 1908

Agency Information

Address	1000 San Pablo Ave. Albany, CA 94706
Primary Contact	Nicole Almaguer, City Manager
Contact Information	510-981-2489
Website	www.albanyca.org
Governance	5 Council Members, Elected By-District
Total City Staff	107 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	1.79
Population Served	21,401

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Albany - Maintenance Services
Parks and Recreation	City of Albany - Recreation & Community Services
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	AT&T, Sonic, Comcast
Library	Alameda County Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Albany - Police Department
Fire Protection/Emergency Medical	City of Albany - Fire Department
Building/Planning	City of Albany - Community Development Department
Code Enforcement	City of Albany - Community Development
Animal Control	City of Berkeley Animal Control Services
Landscape Maintenance	City of Albany - Public Works
Lighting	Alameda County Public Works Agency
Electricity/Gas	PG&E
Solid Waste	Waste Management of Northern California
Stormwater Drainage	City of Albany - Public Works
Water	East Bay Municipal Utility District
Wastewater	City of Albany - Public Works

Demographic Summary

Albany

Population & Density	Agency	County
2020 Population	20,271	1,682,353
2023 Population	21,401	1,636,194
2028 Population ¹	19,664	1,697,701
2023-2028 Projected Growth Rate (%)	-8.1%	3.8%
Daytime Population	16,822	1,660,752
Households	7,362	595,862
Household Size	2.91	2.75
Area (Square Miles)	1.79	821.46
Density (Persons per Square Mile)	11,956	1,992
Housing		
Housing Units	7,967	630,758
Owner Occupied (%)	46%	51%
Renter Occupied (%)	48%	44%
Vacant (%)	6%	6%
Median Home Value	\$ 1,228,318	\$ 1,064,817
Employment & Poverty		
Businesses	821	
Employees	11,026	
2023 Median Household Income	\$ 116,606	\$ 116,079
Poverty Rate	8%	9%

¹ 2028 Population estimate is a projection only.

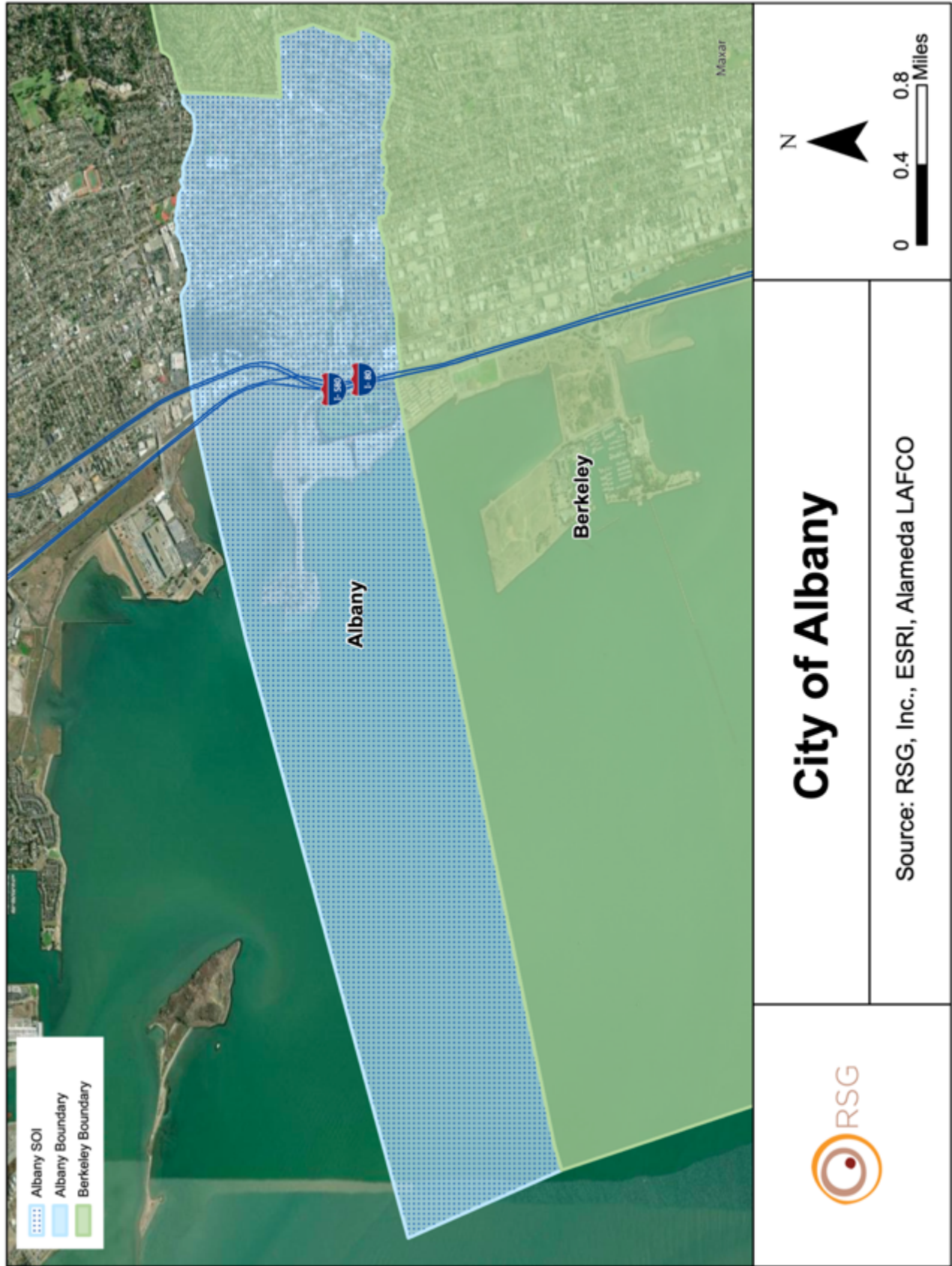
Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Albany

Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	6,921	86.9%	68.6%
Multifamily	1,019	12.8%	30.2%
Mobile Home	27	0.3%	1.2%
Total Units	7,967	100%	100%
New Units Since 2010	1,255		
Commercial	Gross SF	% City	% County
Retail	1,035,933	69.9%	20.1%
Industrial	233,810	15.8%	59.9%
Office	211,902	14.3%	20.1%
Total	1,481,645	100%	100%
New Commercial Since 2010	48,211		

Sources: California Department of Finance, Costar (24Q1)



City of Berkeley

Incorporated 1878

Agency Information

Address	2180 Milvia St, Berkeley, CA 94704
Primary Contact	LaTanya Bellow, Interim City Manager Paul Buddenhagen, City Manager
Contact Information	510-981-2489
Website	www.berkeleyca.gov/
Governance	9 Council Members, Elected By-District
Total City Staff	1,660 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	18.07
Population Served	123,562
Population of Unincorporated SOI	122

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Berkeley - Parks, Recreation & Waterfront Department
Parks and Recreation	City of Berkeley - Parks, Recreation & Waterfront Department
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	AT&T, LV.net
Library	Berkeley Public Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Berkeley - Police Department
Fire Protection/Emergency Medical	City of Berkeley - Fire Department
Building/Planning	City of Berkeley - Planning and Development
Code Enforcement	City of Berkeley - Code Enforcement
Animal Control	City of Berkeley - Community and Recreation
Landscape Maintenance	City of Berkeley - Parks, Recreation & Waterfront Department
Lighting	City of Berkeley - Public Works
Electricity/Gas	PG&E
Solid Waste	City of Berkeley - Parks, Recreation & Waterfront Department
Stormwater Drainage	City of Berkeley - Parks, Recreation & Waterfront Department
Water	East Bay Municipal Utility District
Wastewater	City of Berkeley - Streets, Side Walks, Sewers, and Utilities Department

Demographic Summary

Berkeley			
Population & Density		Agency	County
2020 Population		124,321	1,682,353
2023 Population		123,562	1,636,194
2028 Population ¹		124,883	1,697,701
2023-2028 Projected Growth Rate (%)		1.1%	3.8%
Daytime Population		168,301	1,660,752
Households		47,526	595,862
Household Size		2.60	2.75
Area (Square Miles)		18.07	821.46
Density (Persons per Square Mile)		6,838	1,992
Housing			
Housing Units		53,734	630,758
Owner Occupied (%)		38%	51%
Renter Occupied (%)		53%	44%
Vacant (%)		10%	6%
Median Home Value		\$ 1,439,378	\$ 1,064,817
Employment & Poverty			
Businesses		6,956	
Employees		65,474	
2023 Median Household Income		\$ 101,357	\$ 116,079
Poverty Rate		15%	9%

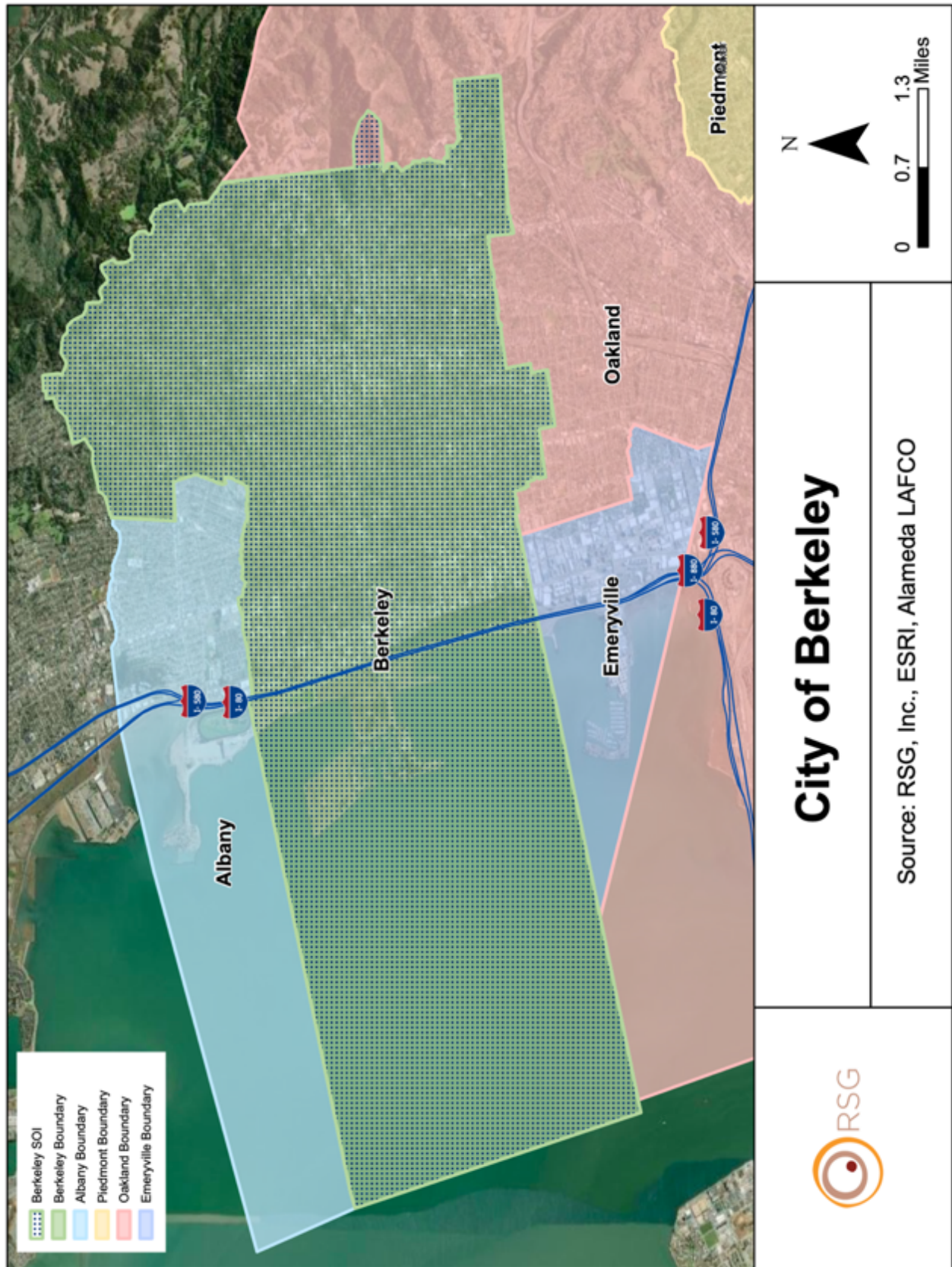
¹ 2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Berkeley			
Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	32,664	60.8%	68.6%
Multifamily	20,858	38.8%	30.2%
Mobile Home	212	0.4%	1.2%
Total Units	53,734	100%	100%
New Units Since 2010	4,280		
Commercial	Gross SF	% City	% County
Retail	6,454,035	31.6%	20.1%
Industrial	8,027,458	39.3%	59.9%
Office	5,939,059	29.1%	20.1%
Total	20,420,552	100%	100%
New Commercial Since 2010	1,092,539		

Sources: California Department of Finance, Costar (24Q1)



<div> <div>City of Dublin</div> <div>Incorporated 1982</div> </div>	
Agency Information	
Address	100 Civic Plaza, Dublin CA 94568
Primary Contact	Linda Smith, City Manager
Contact Information	925-833-6650
Website	https://dublin.ca.gov
Governance	5 Council Members, Elected By-District
Total City Staff	96 Full-Time
Service Area Information	
Incorporated Area (Sq. Mi.)	15.23
Population Served	71,750
Population of Unincorporated SOI	22
Community Service Providers	
Service or Department	Provider
Street Maintenance and Lighting	City of Dublin - Public Works and Engineering
Parks and Recreation	City of Dublin - Parks and Community Services Department
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	AT&T, Comcast (Xfinity), Direct TV, Dish Network, Nextiva, T-Mobile, Viasat
Library	Alameda County Library
Other Municipal Service Providers	
Service or Department	Provider
Law Enforcement	City of Dublin – Alameda County Sheriff’s Office (Contract)
Fire Protection/Emergency Medical	City of Dublin – Alameda County Fire Department (Contract)
Building/Planning	City of Dublin - Community Development
Code Enforcement	City of Dublin - Community Development
Animal Control	Alameda County Sheriff’s Office - Animal Control
Landscape Maintenance	City of Dublin - Public Works
Lighting	City of Dublin - Public Works
Electricity/Gas	Ava Community Energy and PG&E
Solid Waste	Amador Valley Industries
Stormwater Drainage	City of Dublin - Public Works
Water	Dublin San Ramon Services District
Wastewater	Dublin San Ramon Services District

Demographic Summary

Dublin

Population & Density	Agency	County
2020 Population	72,589	1,682,353
2023 Population	71,750	1,636,194
2028 Population ¹	75,554	1,697,701
2023-2028 Projected Growth Rate (%)	5.3%	3.8%
Daytime Population	63,521	1,660,752
Households	24,127	595,862
Household Size	2.97	2.75
Area (Square Miles)	15.23	821.46
Density (Persons per Square Mile)	4,711	1,992
Housing		
Housing Units	25,304	630,758
Owner Occupied (%)	63%	51%
Renter Occupied (%)	33%	44%
Vacant (%)	5%	6%
Median Home Value	\$ 1,149,597	\$ 1,064,817
Employment & Poverty		
Businesses	2,484	
Employees	37,202	
2023 Median Household Income	\$ 177,999	\$ 116,079
Poverty Rate	4%	9%

¹ 2028 Population estimate is a projection only.

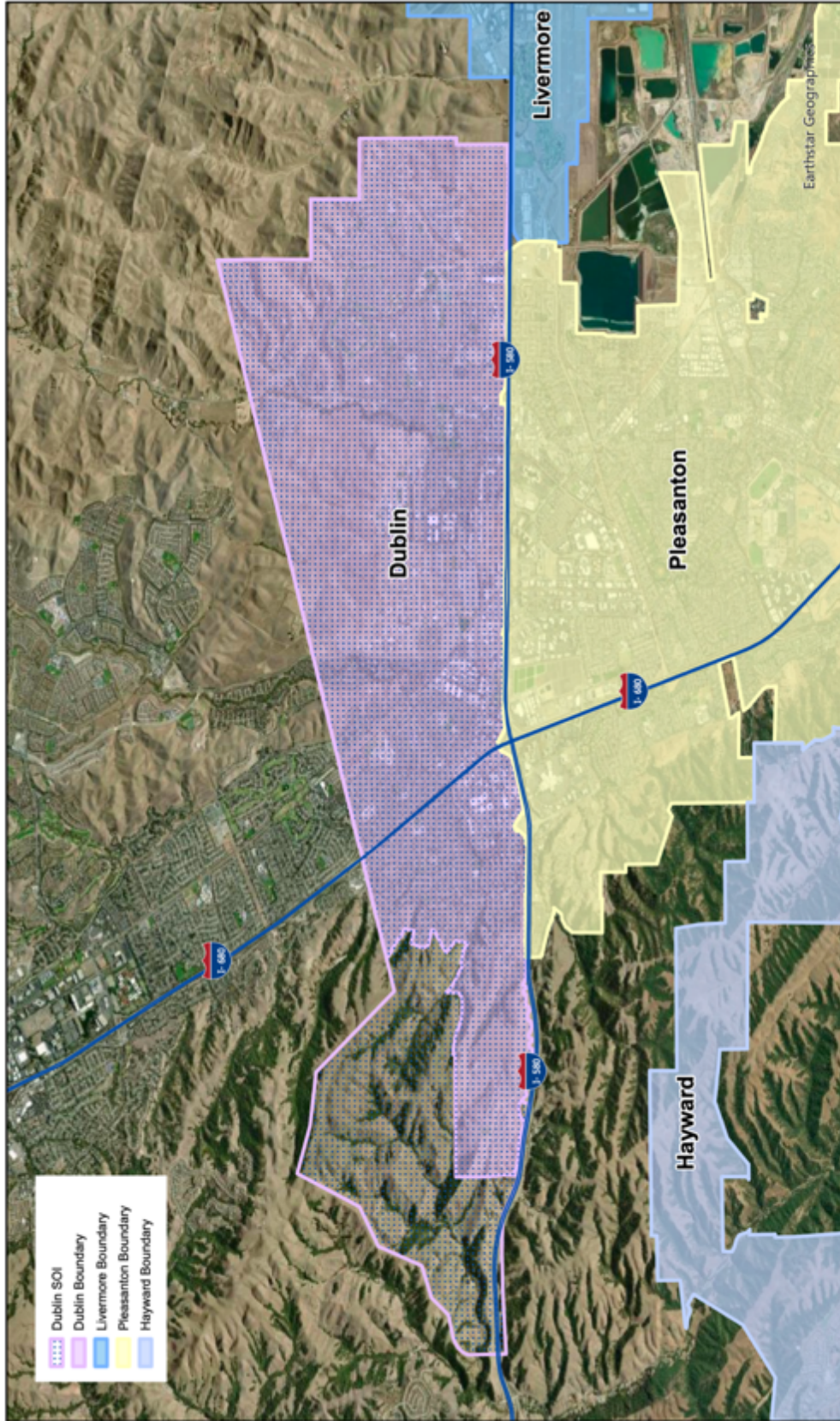
Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Dublin

Present Land Use	Agency	County
Residential Units	Units %	%
Single Family	18,899 74.7%	68.6%
Multifamily	6,352 25.1%	30.2%
Mobile Home	53 0.2%	1.2%
Total Units	25,304 100%	100%
New Units Since 2010	9,522	
Commercial	Gross SF % City	% County
Retail	4,231,174 43.7%	20.1%
Industrial	2,648,790 27.4%	59.9%
Office	2,800,606 28.9%	20.1%
Total	9,680,570 100%	100%
New Commercial Since 2010	1,024,126	

Sources: California Department of Finance, Costar (24Q1)



	<h1>City of Dublin</h1>	<p>Source: RSG, Inc., ESRI, Alameda LAFCO</p>
		<div data-bbox="1201 346 1331 420">  </div> <div data-bbox="1347 231 1412 535">  </div>

City of Emeryville

Incorporated 1896

Agency Information

Address	1333 Park Ave, Emeryville, CA 94608
Primary Contact	Paul Buddenhagen, City Manager
Contact Information	510-596-4300
Website	www.ci.emeryville.ca.us
Governance	5 Council Members, Elected At Large
Total City Staff	169 Full-Time Equivalents

Service Area Information

Incorporated Area (Sq. Mi.)	2.25
Population Served	12,610

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Emeryville - Public Works
Parks and Recreation	City of Emeryville - Community Services
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	AT&T, Xfinity,
Library	Oakland Public Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Emeryville - Police Department
Fire Protection/Emergency Medical	City of Emeryville - Alameda County Fire Department
Building/Planning	City of Emeryville - Community Development
Code Enforcement	City of Emeryville - Community Development
Animal Control	City of Emeryville – City of Berkeley
Landscape Maintenance	City of Emeryville - Public Works
Lighting	City of Emeryville - Public Works
Electricity/Gas	PG&E
Solid Waste	Waste Management of Alameda County
Stormwater Drainage	City of Emeryville - Public Works
Water	East Bay Municipal Utility District
Wastewater	East Bay Municipal Utility District

Demographic Summary

Emeryville

Population & Density	Agency	County
2020 Population	12,905	1,682,353
2023 Population	12,610	1,636,194
2028 Population ¹	14,609	1,697,701
2023-2028 Projected Growth Rate (%)	15.9%	3.8%
Daytime Population	24,547	1,660,752
Households	7,097	595,862
Household Size	1.78	2.75
Area (Square Miles)	2.25	821.46
Density (Persons per Square Mile)	5,604	1,992
Housing		
Housing Units	7,853	630,758
Owner Occupied (%)	32%	51%
Renter Occupied (%)	60%	44%
Vacant (%)	8%	6%
Median Home Value	\$ 725,683	\$ 1,064,817
Employment & Poverty		
Businesses	1,463	
Employees	9,185	
2023 Median Household Income	\$ 118,586	\$ 116,079
Poverty Rate	11%	9%

¹ 2028 Population estimate is a projection only.

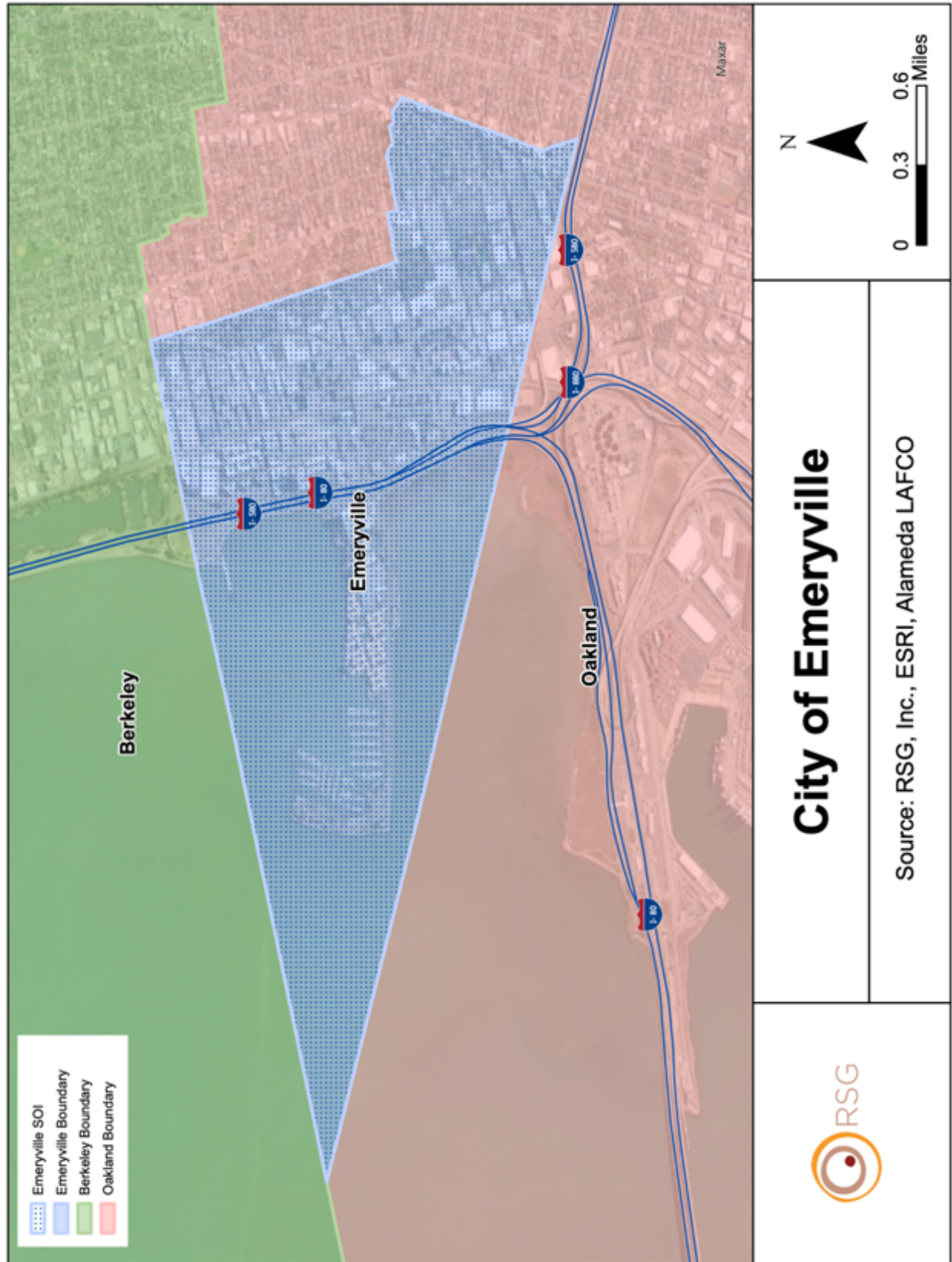
Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Emeryville

Present Land Use	Agency	County
Residential Units	Units %	%
Single Family	3,427 43.6%	68.6%
Multifamily	4,392 55.9%	30.2%
Mobile Home	34 0.4%	1.2%
Total Units	7,853 100%	100%
New Units Since 2010	1,207	
Commercial	Gross SF % City	% County
Retail	2,489,996 19.7%	20.1%
Industrial	5,676,627 44.9%	59.9%
Office	4,464,594 35.3%	20.1%
Total	12,631,217 100%	100%
New Commercial Since 2010	991,752	

Sources: California Department of Finance, Costar (24Q1)



City of Fremont

Incorporated 1956

Agency Information

Address	3300 Capitol Ave. Fremont, CA 94538
Primary Contact	Karena Shackelford, City Manager
Contact Information	510-284-4000
Website	www.fremont.gov
Governance	7 Council Members, Elected By-District
Total City Staff	970 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	89.06
Population Served	229,467
Population of Unincorporated SOI	9

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Fremont - Maintenance Services Division
Parks and Recreation	City of Fremont - Park and Recreation
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	AT&T, Xfinity, Verizon, EarthLink, Viasat, Hughesnet, Starlink, T-Mobile
Library	Alameda County Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Fremont - Police Department
Fire Protection/Emergency Medical	City of Fremont - Fire Department
Building/Planning	City of Fremont - Community Development
Code Enforcement	City of Fremont - Code Enforcement
Animal Control	City of Fremont - Police Department
Landscape Maintenance	City of Fremont - Maintenance Services Division
Lighting	City of Fremont - Maintenance Services Division
Electricity/Gas	PG&E
Solid Waste	Republic Services of Fremont
Stormwater Drainage	City of Fremont - Environmental Services Department
Water	Alameda County Water District
Wastewater	Union Sanitary District

Demographic Summary

Fremont

Population & Density	Agency	County
2020 Population	230,504	1,682,353
2023 Population	229,467	1,636,194
2028 Population ¹	234,565	1,697,701
2023-2028 Projected Growth Rate (%)	2.2%	3.8%
Daytime Population	243,082	1,660,752
Households	75,942	595,862
Household Size	3.02	2.75
Area (Square Miles)	89.06	821.46
Density (Persons per Square Mile)	2,577	1,992
Housing		
Housing Units	81,065	630,758
Owner Occupied (%)	59%	51%
Renter Occupied (%)	37%	44%
Vacant (%)	5%	6%
Median Home Value	\$ 1,284,336	\$ 1,064,817
Employment & Poverty		
Businesses	9,072	
Employees	125,005	
2023 Median Household Income	\$ 162,298	\$ 116,079
Poverty Rate	5%	9%

¹2028 Population estimate is a projection only.

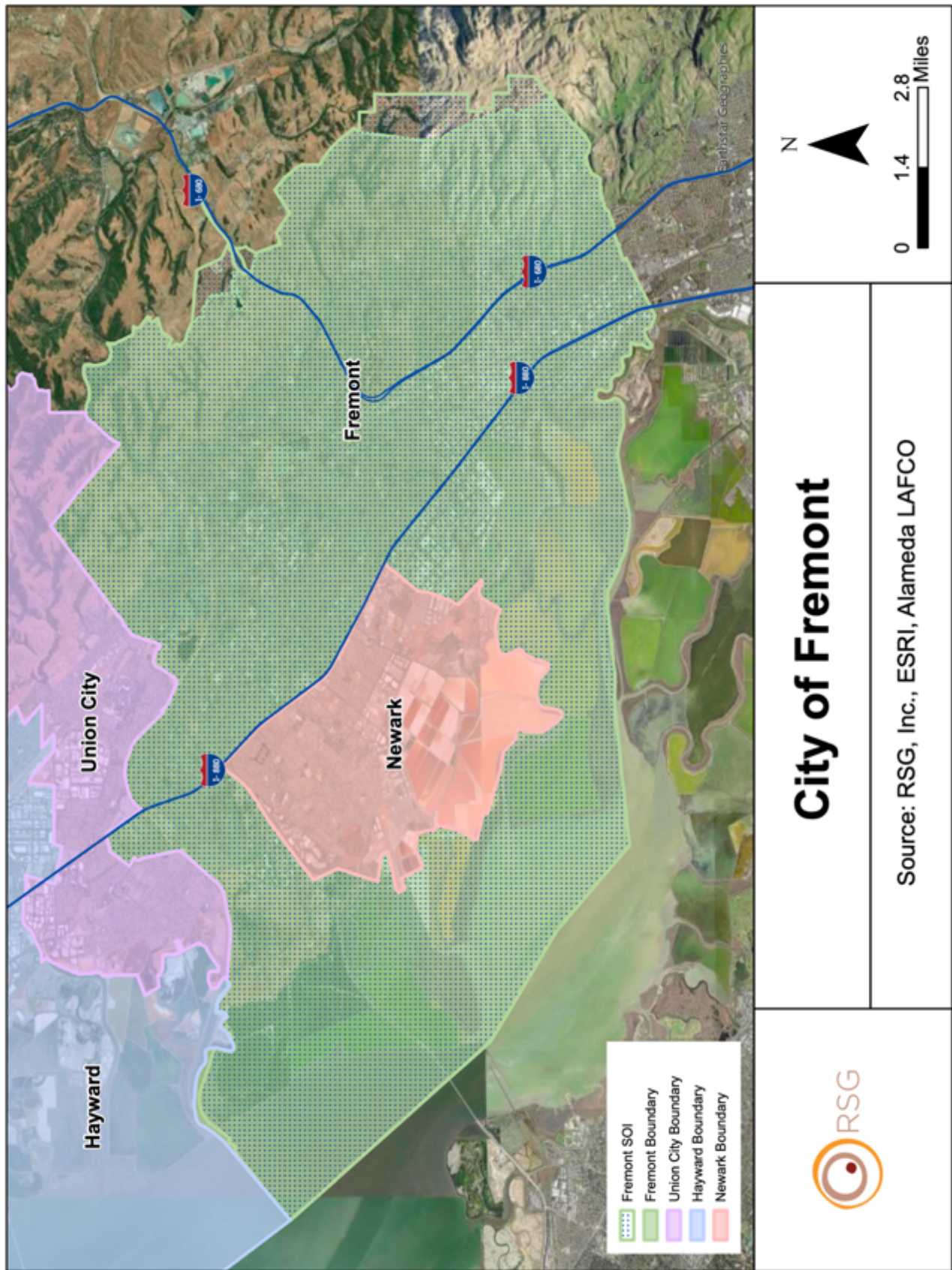
Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Fremont

Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	60,235	74.3%	68.6%
Multifamily	20,162	24.9%	30.2%
Mobile Home	668	0.8%	1.2%
Total Units	81,065	100%	100%
New Units Since 2010	7,076		
Commercial	Gross SF	% City	% County
Retail	8,713,420	14.4%	20.1%
Industrial	45,981,631	76.2%	59.9%
Office	5,640,773	9.3%	20.1%
Total	60,335,824	100%	100%
New Commercial Since 2010	5,670,083		

Sources: California Department of Finance, Costar (24Q1)



City of Hayward

Incorporated 1876

Agency Information

Address	777 B Street Hayward, CA 94541
Primary Contact	Kelly McAdoo, City Manager
Contact Information	510-583-4000
Website	www.hayward-ca.gov
Governance	7 Council Members, Elected By-District
Total City Staff	910 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	64.35
Population Served	159,800
Population of Unincorporated SOI	36,953

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Hayward - Maintenance Services Department
Parks and Recreation	City of Hayward - Parks and Recreation
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	Comcast and AT&T
Library	City of Hayward - Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Hayward - Police Department
Fire Protection/Emergency Medical	City of Hayward - Fire Department
Building/Planning	City of Hayward - Development Services
Code Enforcement	City of Hayward - Development Services
Animal Control	City of Hayward - Police Department
Landscape Maintenance	City of Hayward - Maintenance Services Department
Lighting	City of Hayward - Maintenance Services Department
Electricity/Gas	PG&E
Solid Waste	Waste Management of Alameda County and Tri-CED Recycling
Stormwater Drainage	City of Hayward - Public Works & Utilities
Water	City of Hayward and East Bay Municipal Utility District
Wastewater	City of Hayward and Oro Loma Sanitary

Demographic Summary

Hayward

Population & Density	Agency	County
2020 Population	162,954	1,682,353
2023 Population	159,800	1,636,194
2028 Population ¹	163,295	1,697,701
2023-2028 Projected Growth Rate (%)	2.2%	3.8%
Daytime Population	152,089	1,660,752
Households	50,371	595,862
Household Size	3.17	2.75
Area (Square Miles)	64.35	821.46
Density (Persons per Square Mile)	2,483	1,992
Housing		
Housing Units	53,564	630,758
Owner Occupied (%)	51%	51%
Renter Occupied (%)	44%	44%
Vacant (%)	5%	6%
Median Home Value	\$ 773,317	\$ 1,064,817
Employment & Poverty		
Businesses	6,515	
Employees	84,141	
2023 Median Household Income	\$ 101,636	\$ 116,079
Poverty Rate	8%	9%

¹ 2028 Population estimate is a projection only.

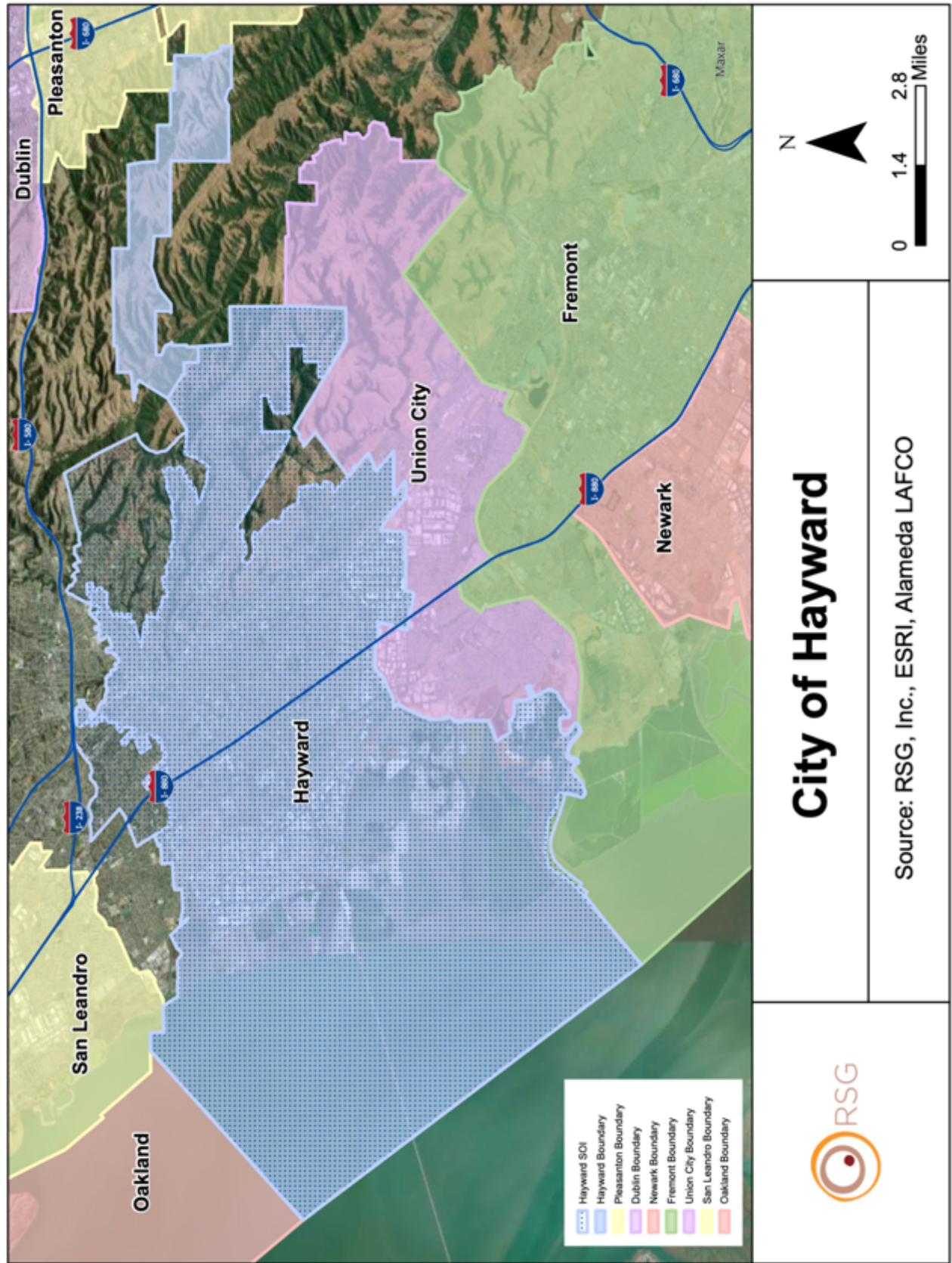
Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Hayward

Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	30,408	56.8%	68.6%
Multifamily	20,866	39.0%	30.2%
Mobile Home	2,290	4.3%	1.2%
Total Units	53,564	100%	100%
New Units Since 2010	5,268		
Commercial	Gross SF	% City	% County
Retail	7,842,451	14.5%	20.1%
Industrial	43,188,935	79.8%	59.9%
Office	3,123,489	5.8%	20.1%
Total	54,154,875	100%	100%
New Commercial Since 2010	2,943,958		

Sources: California Department of Finance, Costar (24Q1)



City of Livermore

Incorporated 1869

Agency Information

Address	1052 S. Livermore Ave Livermore, CA 94550 1052
Primary Contact	Marianna Marysheva, City Manager
Contact Information	925-960-4000
Website	www.livermoreca.gov
Governance	4 Council Members, Elected By-District with Mayor Elected At-Large
Total City Staff	414 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	26.44
Population Served	84,793
Population of Unincorporated SOI	597

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Livermore - Public Works Department
Parks and Recreation	Livermore Area Recreation and Park District
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	Comcast/Xfinity, AT&T/Direct TV, Dish Network, Zayo, and Astound
Library	City of Livermore Public Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Livermore - Police Department
Fire Protection/Emergency Medical	Livermore-Pleasanton Fire Department
Building/Planning	City of Livermore - Community Development Department
Code Enforcement	City of Livermore - Community Development Department
Animal Control	City of Livermore - Police Department
Landscape Maintenance	City of Livermore - Public Works Department
Lighting	City of Livermore - Public Works Department
Electricity/Gas	PG&E
Solid Waste	Livermore Sanitation, Inc. (Waste Connections)
Stormwater Drainage	City of Livermore - Public Works
Water	Livermore Municipal Water and California Water Service (Cal Water)
Wastewater	City of Livermore - Public Works

Demographic Summary

Livermore

Population & Density	Agency	County
2020 Population	87,955	1,682,353
2023 Population	84,793	1,636,194
2028 Population ¹	87,730	1,697,701
2023-2028 Projected Growth Rate (%)	3.5%	3.8%
Daytime Population	101,604	1,660,752
Households	31,441	595,862
Household Size	2.70	2.75
Area (Square Miles)	26.44	821.46
Density (Persons per Square Mile)	3,207	1,992
Housing		
Housing Units	33,157	630,758
Owner Occupied (%)	70%	51%
Renter Occupied (%)	26%	44%
Vacant (%)	4%	6%
Median Home Value	\$ 969,636	\$ 1,064,817
Employment & Poverty		
Businesses	4,006	
Employees	48,348	
2023 Median Household Income	\$ 150,153	\$ 116,079
Poverty Rate	4%	9%

¹ 2028 Population estimate is a projection only.

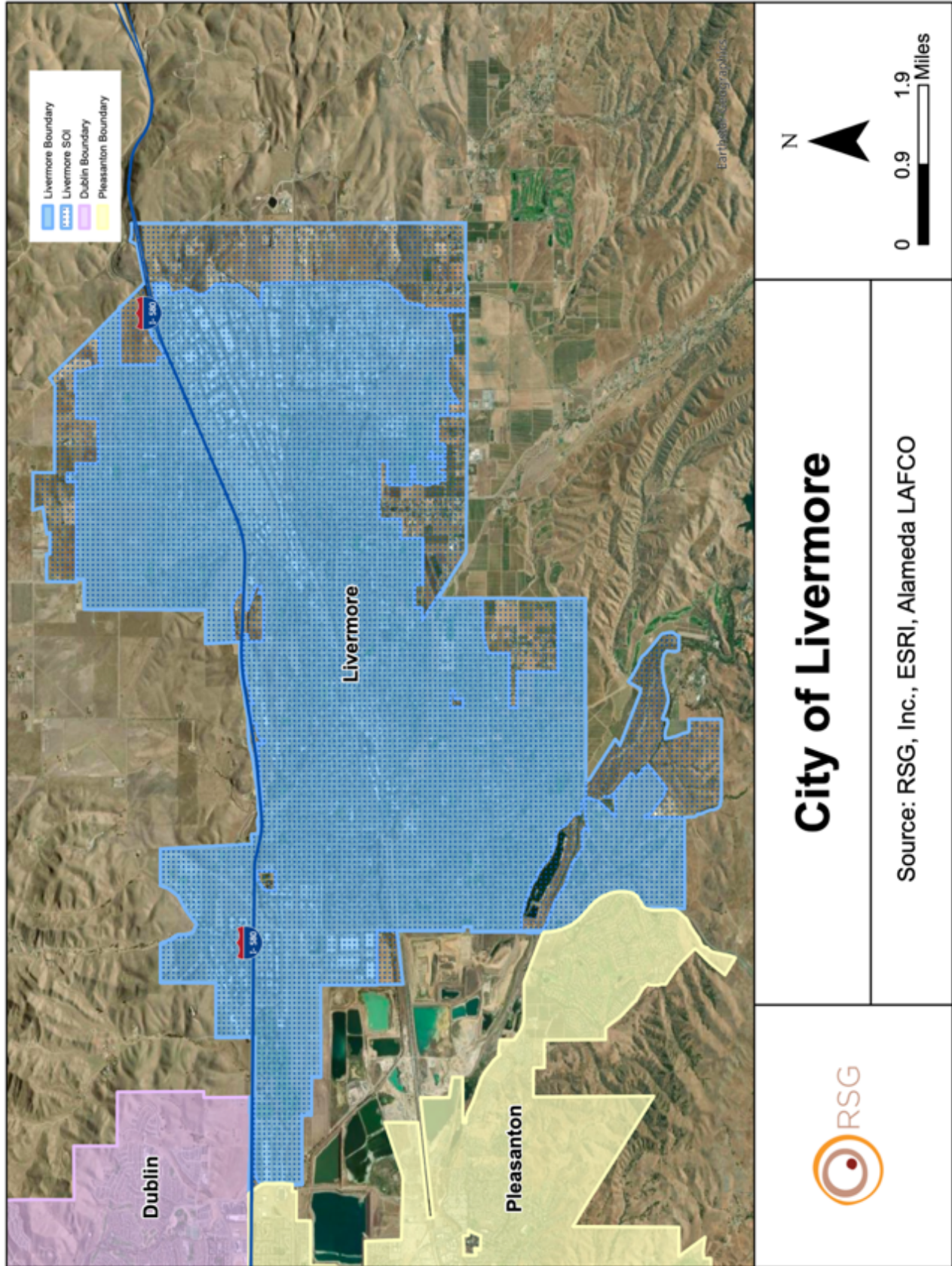
Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Livermore

Present Land Use	Agency	County
Residential Units	Units %	%
Single Family	27,683 83.5%	68.6%
Multifamily	4,960 15.0%	30.2%
Mobile Home	514 1.6%	1.2%
Total Units	33,157 100%	100%
New Units Since 2010	2,815	
Commercial	Gross SF % City	% County
Retail	5,233,696 18.3%	20.1%
Industrial	21,321,981 74.5%	59.9%
Office	2,052,455 7.2%	20.1%
Total	28,608,132 100%	100%
New Commercial Since 2010	4,243,187	

Sources: California Department of Finance, Costar (24Q1)



City of Newark

Incorporated, 1955

Agency Information

Address	37101 Newark Blvd, Newark, CA 94560
Primary Contact	David J. Benoun, City Manager
Contact Information	510-578-4000
Website	www.newark.org.
Governance	5 Council Members, Elected At-Large
Total City Staff	176 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	14.06
Population Served	47,459

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Newark - Public Works Department
Parks and Recreation	City of Newark - Parks Department, Recreation and Community Services Department, Public Works Department
Mosquito Abatement	Alameda County - Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	Comcast Xfinity (cable), AT&T (DSL/IP Broadband)
Library	Alameda County Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Newark - Police Department
Fire Protection/Emergency Medical	Alameda County - Fire Department
Building/Planning	City of Newark - Community Development Department, Public Works Department
Code Enforcement	City of Newark - Community Development Department
Animal Control	City of Newark - Police Department
Landscape Maintenance	City of Newark - Public Works Department
Lighting	City of Newark - Public Works Department
Electricity/Gas	PG&E; East Bay Community Energy
Solid Waste	Waste Management, StopWaste, and Republic Services
Stormwater Drainage	City of Newark - Public Works Department
Water	Alameda County Water District
Wastewater	Union Sanitary District

Demographic Summary

Newark

Population & Density	Agency	County
2020 Population	47,529	1,682,353
2023 Population	47,459	1,636,194
2028 Population ¹	48,483	1,697,701
2023-2028 Projected Growth Rate (%)	2.2%	3.8%
Daytime Population	46,780	1,660,752
Households	15,509	595,862
Household Size	3.06	2.75
Area (Square Miles)	14.06	821.46
Density (Persons per Square Mile)	3,375	1,992
Housing		
Housing Units	16,153	630,758
Owner Occupied (%)	70%	51%
Renter Occupied (%)	27%	44%
Vacant (%)	3%	6%
Median Home Value	\$ 1,017,800	\$ 1,064,817
Employment & Poverty		
Businesses	2,084	
Employees	26,755	
2023 Median Household Income	\$ 150,574	\$ 116,079
Poverty Rate	5%	9%

¹ 2028 Population estimate is a projection only.

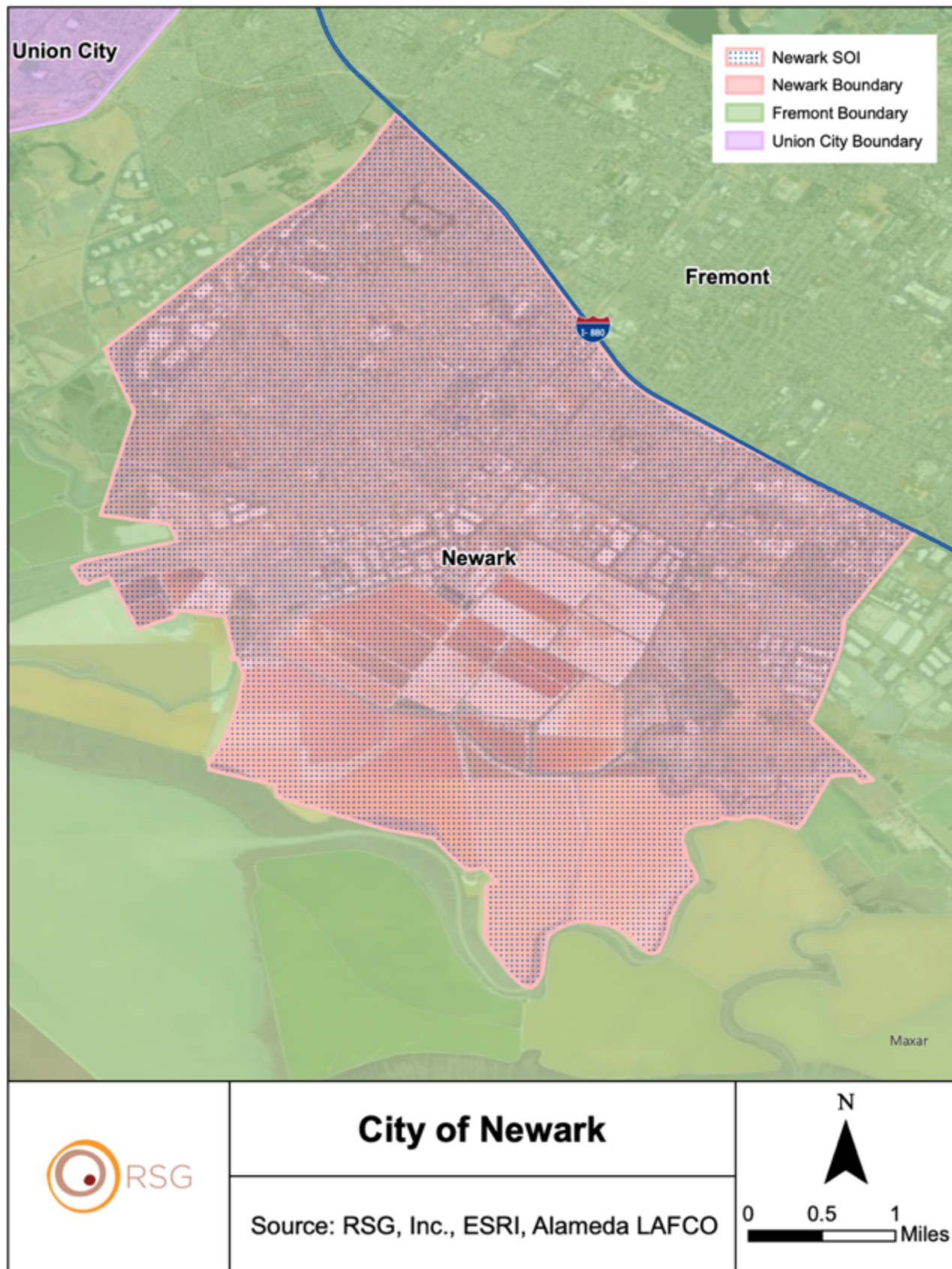
Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Newark

Present Land Use	Agency	County
Residential Units	Units %	%
Single Family	14,282 88.4%	68.6%
Multifamily	1,871 11.6%	30.2%
Mobile Home	0 0.0%	1.2%
Total Units	16,153 100%	100%
New Units Since 2010	2,739	
Commercial	Gross SF % City	% County
Retail	3,474,273 20.8%	20.1%
Industrial	12,648,930 75.8%	59.9%
Office	557,016 3.3%	20.1%
Total	16,680,219 100%	100%
New Commercial Since 2010	1,742,584	

Sources: California Department of Finance, Costar (24Q1)



City of Oakland Incorporated 1852	
Agency Information	
Address	1 Frank H. Ogawa Plaza Oakland, CA 94612
Primary Contact	Jestin D. Johnson, City Administrator
Contact Information	510-615-5566
Website	www.oaklandca.gov
Governance	8 Council Members, Elected By-District
Total City Staff	3469 Full-Time
Service Area Information	
Incorporated Area (Sq. Mi.)	78.01
Population Served	419,556
Community Service Providers	
Service or Department	Provider
Street Maintenance and Lighting	City of Oakland Transportation Department
Parks and Recreation	City of Oakland - Parks, Recreation & Youth Development
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	Sonic, Comcast, AT&T, Viasat, Earthlink
Library	Oakland Public Library
Other Municipal Service Providers	
Service or Department	Provider
Law Enforcement	City of Oakland Police Department
Fire Protection/Emergency Medical	City of Oakland Fire Department
Building/Planning	City of Oakland - Planning & Building Department
Code Enforcement	City of Oakland - Planning & Building Department
Animal Control	City of Oakland Police Department
Landscape Maintenance	City of Oakland Public Works Department
Lighting	City of Oakland Transportation Department
Electricity/Gas	PG&E
Solid Waste	Waste Management of Alameda County, Inc. and California Waste Solutions
Stormwater Drainage	City of Oakland Public Works Department
Water	Oakland Airport
Wastewater	East Bay Municipality Utility District

Demographic Summary

Oakland

Population & Density	Agency	County
2020 Population	440,646	1,682,353
2023 Population	419,556	1,636,194
2028 Population ¹	449,563	1,697,701
2023-2028 Projected Growth Rate (%)	7.2%	3.8%
Daytime Population	416,348	1,660,752
Households	170,217	595,862
Household Size	2.46	2.75
Area (Square Miles)	78.01	821.46
Density (Persons per Square Mile)	5,378	1,992
Housing		
Housing Units	187,734	630,758
Owner Occupied (%)	37%	51%
Renter Occupied (%)	56%	44%
Vacant (%)	7%	6%
Median Home Value	\$ 985,421	\$ 1,064,817
Employment & Poverty		
Businesses	19,503	
Employees	234,905	
2023 Median Household Income	\$ 89,421	\$ 116,079
Poverty Rate	13%	9%

¹ 2028 Population estimate is a projection only.

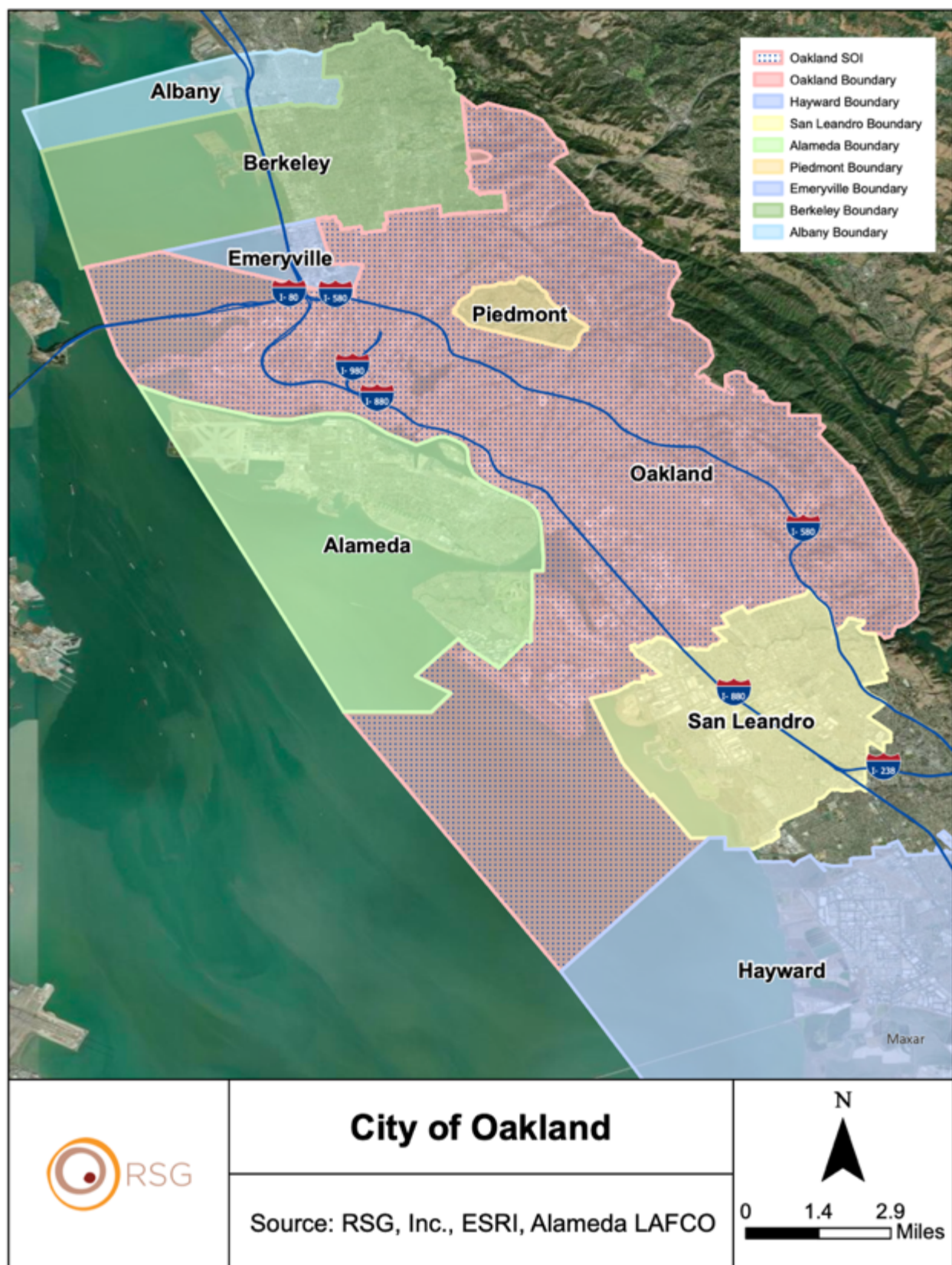
Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Oakland

Present Land Use	Agency	County
Residential Units	Units %	%
Single Family	115,714 61.6%	68.6%
Multifamily	71,483 38.1%	30.2%
Mobile Home	537 0.3%	1.2%
Total Units	187,734 100%	100%
New Units Since 2010	18,024	
Commercial	Gross SF % City	% County
Retail	18,348,829 20.9%	20.1%
Industrial	37,473,215 42.7%	59.9%
Office	31,888,732 36.4%	20.1%
Total	87,710,776 100%	100%
New Commercial Since 2010	4,688,861	

Sources: California Department of Finance, Costar (24Q1)



City of Piedmont

Incorporated 1907

Agency Information

Address	120 Vista Avenue, Piedmont, CA 94611
Primary Contact	Rosanna Bayon Moore, City Administrator
Contact Information	510-420-3040
Website	www.piedmont.ca.gov
Governance	5 Council Members, Elected By-District
Total City Staff	96 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	1.7
Population Served	10,793

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Piedmont – Public Works Department
Parks and Recreation	City of Piedmont – Recreation Department
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	AT&T, Comcast, Sonic
Library	Alameda County Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Piedmont – Police Department
Fire Protection/Emergency Medical	City of Piedmont – Fire Department
Building/Planning	City of Piedmont – Planning and Building Department
Code Enforcement	City of Piedmont – Planning and Building Department
Animal Control	City of Piedmont Police Department
Landscape Maintenance	City of Piedmont – Public Works Department
Lighting	City of Piedmont – Public Works Department
Electricity/Gas	East Bay Community Energy; PG&E
Solid Waste	Piedmont Evergreen Recycling, Organic Waste & Garbage Collection Service
Stormwater Drainage	City of Piedmont – Public Works Department
Water	East Bay Municipal Utility District
Wastewater	City of Piedmont – Public Works Department

Demographic Summary

Piedmont

Population & Density	Agency	County
2020 Population	11,270	1,682,353
2023 Population	10,793	1,636,194
2028 Population ¹	11,284	1,697,701
2023-2028 Projected Growth Rate (%)	4.5%	3.8%
Daytime Population	8,548	1,660,752
Households	3,836	595,862
Household Size	2.81	2.75
Area (Square Miles)	1.70	821.46
Density (Persons per Square Mile)	6,349	1,992
Housing		
Housing Units	3,979	630,758
Owner Occupied (%)	85%	51%
Renter Occupied (%)	12%	44%
Vacant (%)	3%	6%
Median Home Value	\$ 2,000,001	\$ 1,064,817
Employment & Poverty		
Businesses	239	
Employees	5,867	
2023 Median Household Income	\$ 200,001	\$ 116,079
Poverty Rate	3%	9%

¹2028 Population estimate is a projection only.

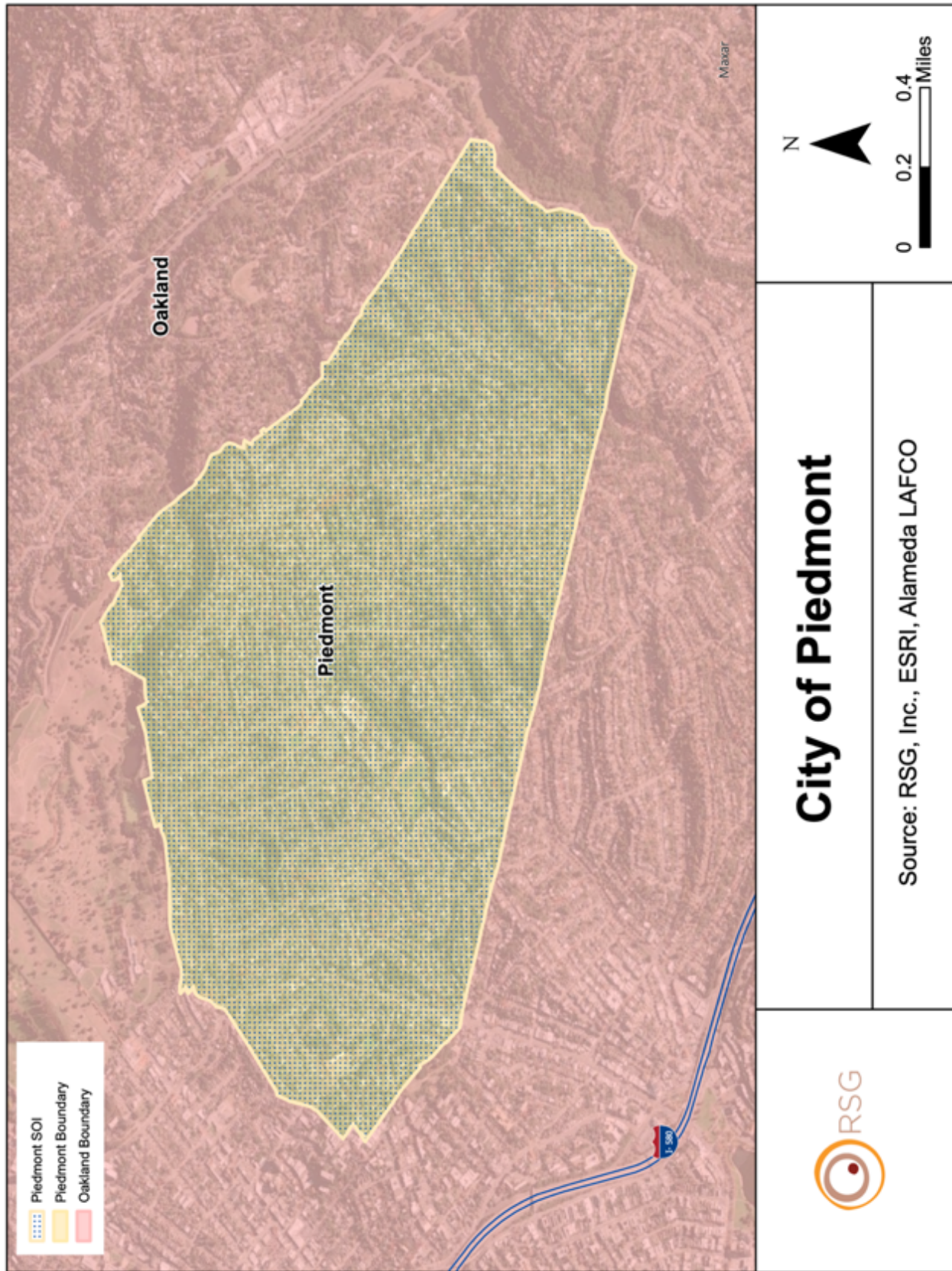
Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Piedmont

Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	3,785	95.1%	68.6%
Multifamily	194	4.9%	30.2%
Mobile Home	0	0.0%	1.2%
Total Units	3,979	100%	100%
New Units Since 2010	55		
Commercial	Gross SF	% City	% County
Retail	35,300	59.2%	20.1%
Industrial	0	0.0%	59.9%
Office	24,354	40.8%	20.1%
Total	59,654	100%	100%
New Commercial Since 2010	0		

Sources: California Department of Finance, Costar (24Q1)



City of Pleasanton

Incorporated, 1894

Agency Information

Address	P.O. Box 520, Pleasanton, CA 94566
Primary Contact	Gerry Beaudin, City Manager
Contact Information	925-931-5500
Website	www.cityofpleasantonca.gov
Governance	4 Council Members, Elected By-District with Mayor Elected At Large
Total City Staff	433 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	24.28
Population Served	76,459
Population of Unincorporated SOI	1,295

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Pleasanton – Public Works Department
Parks	City of Pleasanton – Public Works Department
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	Comcast, AT&T U-verse
Library and Recreation	City of Pleasanton - Library and Recreation Department

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Pleasanton Police Department
Fire Protection/Emergency Medical	Livermore-Pleasanton Fire Department
Building/Planning	City of Pleasanton - Community Development Department
Code Enforcement	City of Pleasanton - Community Development Department
Animal Control	Pleasanton Police Department
Lighting	City of Pleasanton – Public Works Department
Electricity/Gas	Pacific Gas & Electric (PG&E) and Ava Community Energy
Solid Waste	Pleasanton Garbage Services
Stormwater Drainage	City of Pleasanton – Public Works Department
Water	City of Pleasanton - Public Works Department
Wastewater	City of Pleasanton - Public Works Department and Dublin San Ramon Services District

Demographic Summary

Pleasanton

Population & Density	Agency	County
2020 Population	79,871	1,682,353
2023 Population	76,459	1,636,194
2028 Population ¹	80,747	1,697,701
2023-2028 Projected Growth Rate (%)	5.6%	3.8%
Daytime Population	96,482	1,660,752
Households	28,554	595,862
Household Size	2.68	2.75
Area (Square Miles)	24.28	821.46
Density (Persons per Square Mile)	3,149	1,992
Housing		
Housing Units	29,776	630,758
Owner Occupied (%)	64%	51%
Renter Occupied (%)	32%	44%
Vacant (%)	4%	6%
Median Home Value	\$ 1,320,861	\$ 1,064,817
Employment & Poverty		
Businesses	5,081	
Employees	42,804	
2023 Median Household Income	\$ 180,429	\$ 116,079
Poverty Rate	5%	9%

¹2028 Population estimate is a projection only.

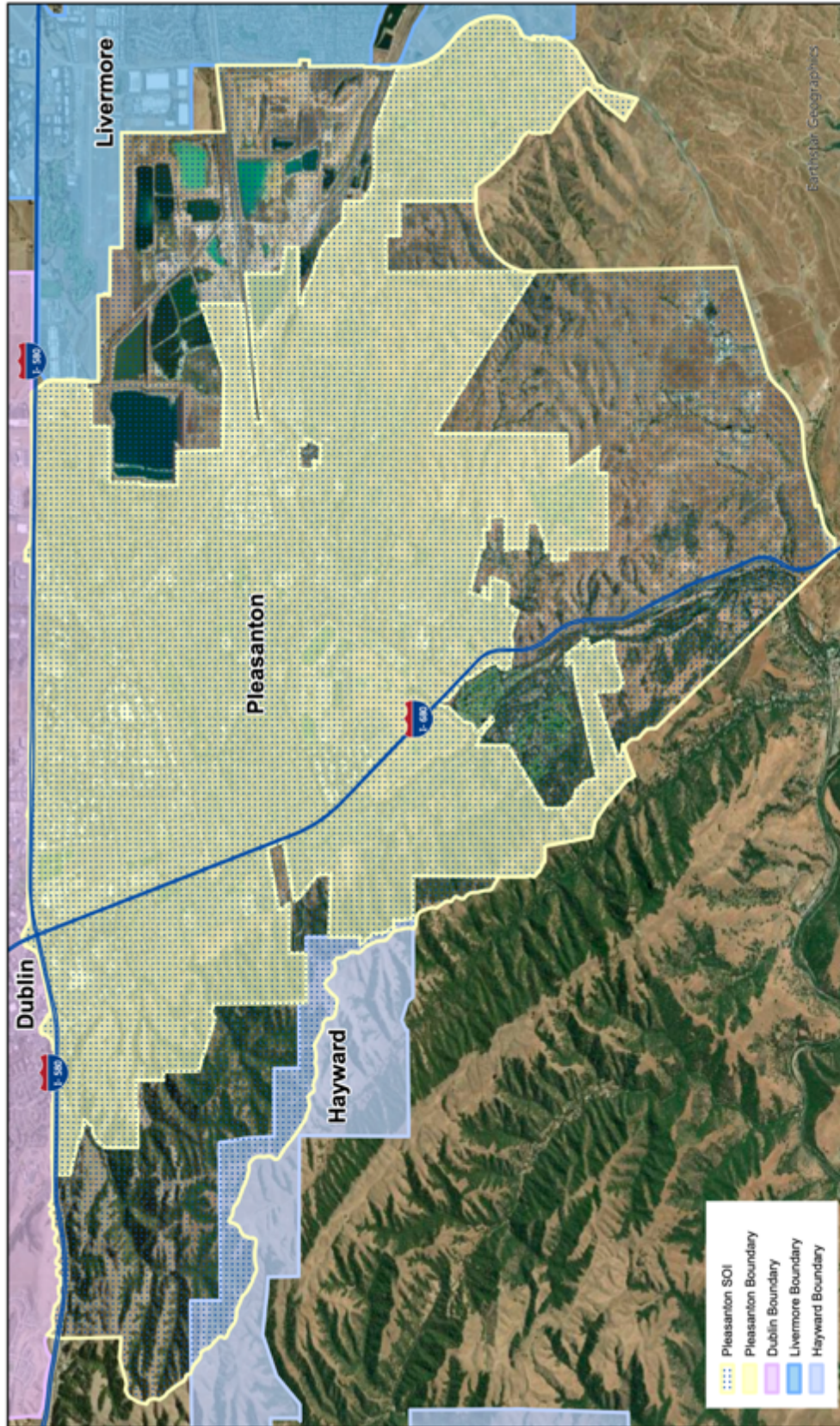
Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Pleasanton

Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	22,775	76.5%	68.6%
Multifamily	6,625	22.2%	30.2%
Mobile Home	376	1.3%	1.2%
Total Units	29,776	100%	100%
New Units Since 2010	3,723		
Commercial	Gross SF	% City	% County
Retail	4,821,827	22.1%	20.1%
Industrial	5,396,559	24.7%	59.9%
Office	11,646,833	53.3%	20.1%
Total	21,865,219	100%	100%
New Commercial Since 2010	1,173,060		

Sources: California Department of Finance, Costar (24Q1)



City of Pleasanton

Source: RSG, Inc., ESRI, Alameda LAFCO



City of San Leandro

Incorporated, 1872

Agency Information

Address	835 Eat 14 th Street, San Leandro, CA 94577
Primary Contact	Fran Robustelli, City Manager
Contact Information	510-577-3200
Website	www.sanleandro.org
Governance	7 Council Members, Elected By-District
Total City Staff	434 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	15.47
Population Served	87,497
Population of Unincorporated SOI	26,587

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of San Leandro - Public Works Department
Parks and Recreation	City of San Leandro - Recreation and Human Services Department
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	AT&T, Xfinity, Verizon, Viasat, EarthLink, Starlink, T-Mobile
Library	San Leandro Public Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of San Leandro - Police Department
Fire Protection/Emergency Medical	Alameda County Fire Department
Building/Planning	City of San Leandro - Community Development Department
Code Enforcement	City of San Leandro - Community Development Department
Animal Control	City of San Leandro - Police Department
Landscape Maintenance	City of San Leandro - Public Works Department
Lighting	City of San Leandro - Public Works Department
Electricity/Gas	East Bay Community Energy (Renewable Electricity) PG&E
Solid Waste	City of San Leandro - Public Works, Alameda County Industries, Waste Management of Alameda County, Oro Loma Sanitary District
Stormwater Drainage	City of San Leandro - Public Works Department
Water	East Bay Municipal Utility District
Wastewater	City of San Leandro - Public Works Water Pollution Control Division

Demographic Summary

San Leandro

Population & Density	Agency	County
2020 Population	91,008	1,682,353
2023 Population	87,497	1,636,194
2028 Population ¹	88,572	1,697,701
2023-2028 Projected Growth Rate (%)	1.2%	3.8%
Daytime Population	85,966	1,660,752
Households	31,415	595,862
Household Size	2.79	2.75
Area (Square Miles)	15.47	821.46
Density (Persons per Square Mile)	5,656	1,992
Housing		
Housing Units	33,223	630,758
Owner Occupied (%)	55%	51%
Renter Occupied (%)	42%	44%
Vacant (%)	4%	6%
Median Home Value	\$ 744,710	\$ 1,064,817
Employment & Poverty		
Businesses	4,055	
Employees	47,355	
2023 Median Household Income	\$ 93,021	\$ 116,079
Poverty Rate	11%	9%

¹ 2028 Population estimate is a projection only.

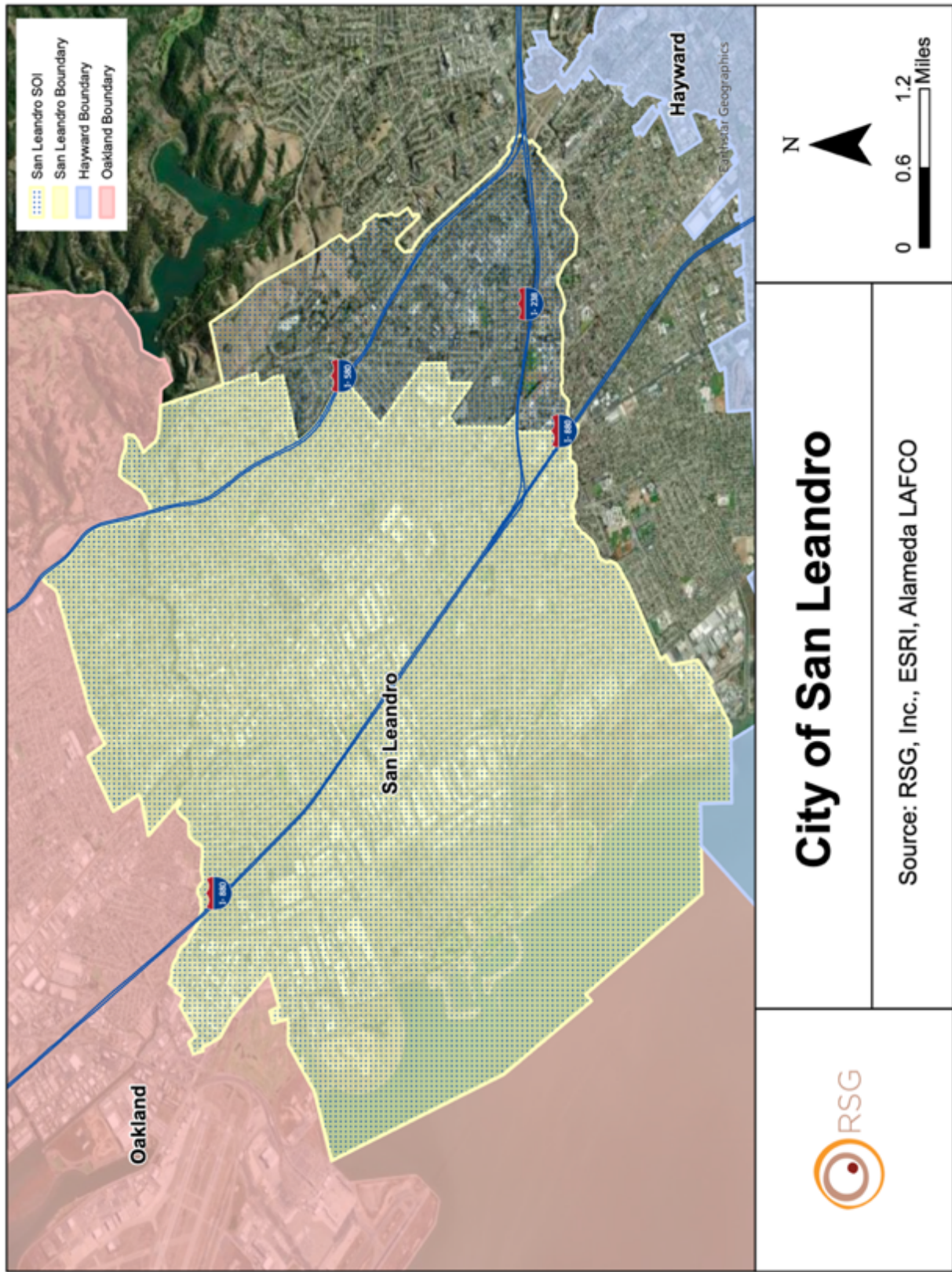
Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

San Leandro

Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	20,415	61.4%	68.6%
Multifamily	11,953	36.0%	30.2%
Mobile Home	855	2.6%	1.2%
Total Units	33,223	100%	100%
New Units Since 2010	804		
Commercial	Gross SF	% City	% County
Retail	6,232,711	19.6%	20.1%
Industrial	23,200,829	73.0%	59.9%
Office	2,347,136	7.4%	20.1%
Total	31,780,676	100%	100%
New Commercial Since 2010	1,859,976		

Sources: California Department of Finance, Costar (24Q1)



City of Union City

Incorporated, 1894

Agency Information

Address	34009 Alvarado-Niles Road Union City, CA 94587
Primary Contact	Joan Malloy, City Manager
Contact Information	510-471-3232
Website	www.unioncity.org
Governance	4 Council Members, Elected By-District with Mayor Elected At Large
Total City Staff	314 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	19.34
Population Served	66,754

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Union City - Public Works Department
Parks and Recreation	City of Union City - Community & Recreation Services Department and Public Works Department
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	Lumen, Comcast, AT&T, Verizon, and Tekify Fiber
Library	Alameda County Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Union City Police Department
Fire Protection/Emergency Medical	Alameda County Fire Department
Building/Planning	City of Union City - Economic and Community Development Department
Code Enforcement	City of Union City - Economic and Community Development Department
Animal Control	City of Union City Police Department
Lighting	City of Union City Public Works Department
Electricity/Gas	PG&E
Solid Waste	Union City Recycles, Republic Services, Tri-CED Community Recycling
Stormwater Drainage	Union City Public Works Department and Alameda County Flood Control District
Water	Alameda County Water District
Wastewater	Union Sanitary District

Demographic Summary

Union City

Population & Density	Agency	County
2020 Population	70,143	1,682,353
2023 Population	66,754	1,636,194
2028 Population ¹	68,462	1,697,701
2023-2028 Projected Growth Rate (%)	2.6%	3.8%
Daytime Population	58,258	1,660,752
Households	21,213	595,862
Household Size	3.15	2.75
Area (Square Miles)	19.34	821.46
Density (Persons per Square Mile)	3,452	1,992
Housing		
Housing Units	21,960	630,758
Owner Occupied (%)	64%	51%
Renter Occupied (%)	34%	44%
Vacant (%)	3%	6%
Median Home Value	\$ 980,928	\$ 1,064,817
Employment & Poverty		
Businesses	2,023	
Employees	36,362	
2023 Median Household Income	\$ 135,542	\$ 116,079
Poverty Rate	5%	9%

¹ 2028 Population estimate is a projection only.

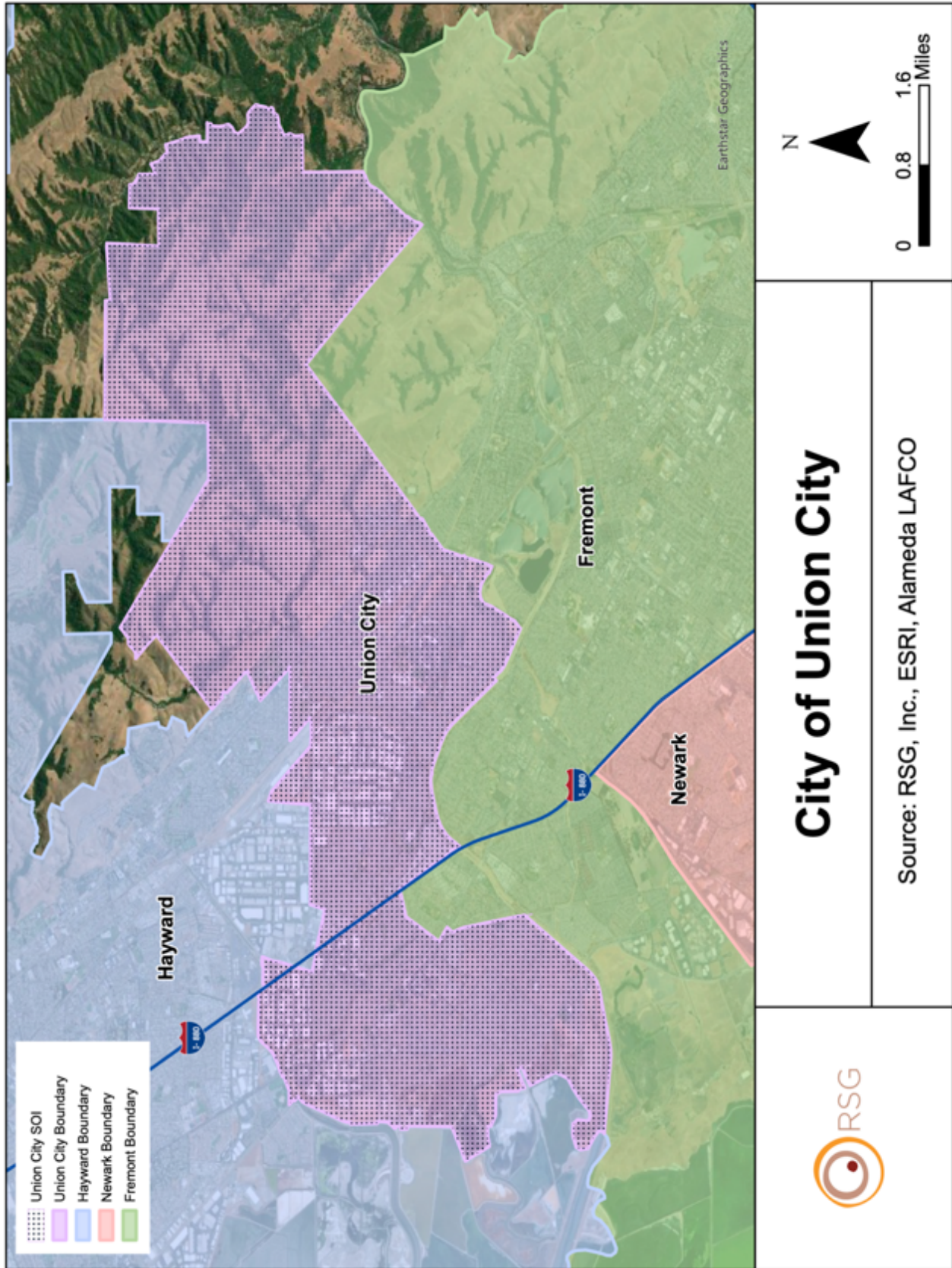
Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Union City

Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	16,733	76.2%	68.6%
Multifamily	4,258	19.4%	30.2%
Mobile Home	969	4.4%	1.2%
Total Units	21,960	100%	100%
New Units Since 2010	702		
Commercial	Gross SF	% City	% County
Retail	1,943,207	11.6%	20.1%
Industrial	14,229,606	85.0%	59.9%
Office	567,837	3.4%	20.1%
Total	16,740,650	100%	100%
New Commercial Since 2010	729,197		

Sources: California Department of Finance, Costar (24Q1)



GROWTH AND POPULATION PROJECTIONS

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

- 1. Growth and population projections for the affected area.*

The 14 cities have a combined 2023 population of approximately 1.49 million people, which is approximately 91 percent of the total population within the County. The DOF estimates the remaining 147,000 people reside outside the cities, of which 65,500 are within a city's unincorporated SOI, and approximately 81,400 people outside of the SOIs.

RSG used data from both the DOF and ESRI Business Analyst to make determinations about growth and population. The DOF does not provide individual city population projections, so RSG has relied on ESRI Business Analyst for those projections, which largely are aligned with the trends of the DOF. RSG has also relied on ESRI for population projections for the unincorporated areas within each city's SOI.

The DOF projects that the County population will grow over the next five years and through 2040 at a faster rate than growth throughout the state. Collectively, ESRI projects the incorporated cities will see growth through 2028. In 2020, the cities had an incorporated population of 1.53 million people, while the County had 1.68 million residents in total. By 2023, both experienced a slight population decline of approximately 2.7 percent, with incorporated cities at 1.49 million residents and the County at 1.64 million residents, respectively. ESRI projects that by 2028 the incorporated population of the cities will grow to 1.55 million residents and the County population will grow to 1.7 million residents, surpassing the 2020 populations.

According to LAFCO's SOI maps, eight of the cities have unincorporated areas which collectively total approximately 38 square miles. These unincorporated areas of the County include the only DUC within the County (Ashland, located within San Leandro's SOI) as well as several islands and other small unincorporated areas. There are several notable unincorporated communities, not designated as DUCs, which are also within or partially within the cities' unincorporated SOIs:

- Sunol (partially within the SOI of Fremont and Pleasanton)
- Castro Valley (partially within the SOI of San Leandro and Hayward)
- Cherryland (within the SOI of Hayward)
- San Lorenzo (partially within the SOI of Hayward)
- Fairview (partially within the SOI of Hayward)

According to ESRI, the unincorporated SOIs experienced minimal growth between 2020 and 2023, and are expected to have very little growth through 2028. The cities with the most populated unincorporated SOIs (San Leandro and Hayward) are projected to experience a reduction in population in their unincorporated SOIs over the next five years.

Table 2 shows past and projected population trends for each of the cities and their corresponding unincorporated SOIs.

Table 2: Individual City Population Changes

Alameda Cities	Past Growth		Projected Growth	
Population Changes	2020-2023		2023-2028	
	%	#	%	#
Alameda				
<i>Incorporated City Limits</i>	-1.27%	-993	4.75%	3,673
Albany				
<i>Incorporated City Limits</i>	5.57%	1,130	-8.12%	-1,737
Berkeley				
<i>Incorporated City Limits</i>	-0.61%	-759	1.07%	1,321
<i>Unincorporated SOI</i>	0.00%	0	1.64%	2
Dublin				
<i>Incorporated City Limits</i>	-1.16%	-839	5.30%	3,804
<i>Unincorporated SOI</i>	10.00%	2	0.00%	0
Emeryville				
<i>Incorporated City Limits</i>	-2.29%	-295	15.85%	1,999
Fremont				
<i>Incorporated City Limits</i>	-0.45%	-1,037	2.22%	5,098
<i>Unincorporated SOI</i>	0.00%	0	0.00%	0
Hayward				
<i>Incorporated City Limits</i>	-1.94%	-3,154	2.19%	3,495
<i>Unincorporated SOI</i>	-1.42%	-531	-1.61%	-596
Livermore				
<i>Incorporated City Limits</i>	-3.60%	-3,162	3.46%	2,937
<i>Unincorporated SOI</i>	2.75%	16	4.36%	26
Newark				
<i>Incorporated City Limits</i>	-0.15%	-70	2.16%	1,024
Oakland				
<i>Incorporated City Limits</i>	-4.79%	-21,090	7.15%	30,007
Piedmont				
<i>Incorporated City Limits</i>	-4.23%	-477	4.55%	491
Pleasanton				
<i>Incorporated City Limits</i>	-4.27%	-3,412	5.61%	4,288
<i>Unincorporated SOI</i>	1.97%	25	1.78%	23
San Leandro				
<i>Incorporated City Limits</i>	-3.86%	-3,511	1.23%	1,075
<i>Unincorporated SOI</i>	-1.45%	-392	-1.68%	-446
Union City				
<i>Incorporated City Limits</i>	-4.83%	-3,389	2.56%	1,708

Source: US Census Bureau, DOF Population and Housing Estimates, ESRI Business Analyst

Between 2010 and 2023, overall Alameda County housing stock increased by approximately .64 percent annually. There was a higher rate of housing growth in the incorporated cities versus the County as a whole. According to the DOF, the cities had approximately 530,350 housing units in 2010 and by 2020, they increased their housing stock to approximately 560,324 housing units. As of 2023, the cities recorded a total of 589,430 housing units, reflecting an 11.1 percent increase from 2010.

The COVID-19 pandemic created unique migration patterns in the US, with many urban areas losing population rapidly in the years after 2020. These urban areas have been slowly regaining population, and projections show they will continue to grow in the future. However, the data for the housing projections from ESRI does not align with the cities' self-reported development pipelines. RSG has used the jurisdictional goals established by HCD as part of the Regional Housing Needs Allocation ("RHNA") for estimates of future housing growth in both cities and in the unincorporated County.

Table 3 shows historic and projected housing growth for each of the cities. The County Housing Element identifies potential sites for housing in unincorporated parts of the County. Hayward and San Leandro are the only cities with housing sites identified in their unincorporated SOIs by the County Housing Element.

Table 3: Individual City Housing Growth

Alameda County Cities		Past Growth		Projected Growth	
Housing Unit Changes		2010-2023		2023-2031	
		%	#	%	#
Alameda		4.97%	1,608	15.76%	5,353
Albany		18.70%	1,255	13.98%	1,114
Berkeley		8.65%	4,280	16.63%	8,934
Dublin		60.33%	9,522	14.70%	3,719
Emeryville		18.16%	1,207	23.11%	1,815
Fremont		9.56%	7,076	15.91%	12,897
Hayward		10.91%	5,268	8.63%	4,624
Livermore		9.28%	2,815	13.78%	4,570
Newark		20.42%	2,739	11.60%	1,874
Oakland		10.62%	18,024	13.98%	26,251
Piedmont		1.40%	55	14.75%	587
Pleasanton		14.29%	3,723	20.03%	5,965
San Leandro		2.48%	804	11.60%	3,855
Union City		3.30%	702	12.42%	2,728
Unincorporated Alameda County		2.66%	1,359	8.99%	4,711
Hayward SOI		1.82%	216	6.65%	802
San Leandro SOI		1.97%	174	18.18%	1,640

Source: US Census Bureau, DOF Population and Housing Estimates, ESRI Business Analyst, Local Housing Elements

PRESENT AND PLANNED LAND USES

Per Government Code Section 56425, a LAFCO shall consider and prepare a written statement of its SOI determinations on five (5) factors, including:

- 1. The present and planned land use in the area, including agricultural and open space lands.*

The cities anticipate population growth and are planning for increased housing stock through their respective planning documents, including General Plans and Housing Elements. Section 65300 of the Government Code requires that jurisdictions adopt general plans for the physical development of the community. The Governor's Office of Planning and Research indicates that general plans must be updated periodically, although there is no prescribed definition of frequency. General plans typically have a defined planning period of 15-20 years, at the end of which a new general plan update would be prepared unless otherwise necessary.

Most of the cities have implemented general plans within the past 15 to 20 years, and those with older general plans are generally working to update them. The City of Pleasanton's General Plan goes through 2025. The City of Oakland is currently in the process of updating its General Plan, which will be approved in 2025. Phase II of the update is slated to begin in early 2024, which will include the Land Use and Transportation Element Update, Open Space, Conservation and Recreation Element Update, Noise Element Update, and a new Infrastructure and Facilities Element. The City of Livermore is also currently working on its comprehensive General Plan update.

Pursuant to Government Code Section 65302(c), general plans must include a housing element explaining how the jurisdiction will meet its part of the regional housing need. The County is part of the Association of Bay Area Governments planning agency, which established jurisdictional housing goals for the 6th Round planning cycle (2023 through 2031); these goals are known as the Regional Housing Needs Allocation ("RHNA"). Each city is to prepare and seek HCD approval of their local housing element. As of February 29, 2024, all Alameda County cities have received HCD certification of their 6th Round Housing Element.

Sections 65400 and 65700 of the Government Code require all jurisdictions to submit annual progress reports on their respective general plan and housing element by April 1 for the prior year. As of February 29, 2024, all the cities have submitted their annual progress reports for 2022.

RSG identified 95 parcels throughout the County designated as prime farmland under the Williamson Act. The majority of these parcels are within the SOI of the City of Livermore, and none of the other cities have prime farmland parcels either within their corporate boundaries or their respective unincorporated SOIs.

Following are individual city notes on development and land use:

ALAMEDA

The City of Alameda intends to incorporate around 2,000 additional housing units into its housing inventory over the next five years, and has a RHNA of 5,353 units for 2023-2031. The City is particularly focusing on the redevelopment of the Alameda Point area along the northern waterfront, which was previously home to the Naval Air Station Alameda. The City's 6th Cycle Housing Element identifies the area as an important opportunity for the City to develop commercial, residential, open space, recreational, and retail uses. The City has adopted the Main Street Neighborhood Plan for the area in order to provide regulations, standards, and guidelines to implement the General Plan policy objectives.

Alameda amended its General Plan 2040 on June 7, 2022. The General Plan includes a Parks and Open Space Element, which identifies existing and planned parklands and open space. The Plan includes goals to expand and improve the open space system in the City, including ensuring access to the waterfront, connecting the trail system throughout the City, and protecting wildlife habitat areas.

ALBANY

The City of Albany has a RHNA requirement of 1,114 units for the 2023-2031 cycle, a significant increase from the prior 2015-2023 allocation of 335 units. In order to accommodate this new housing, Albany is rezoning parts of the City in a phased approach.

In July 2022, the City adopted the San Pablo Avenue Specific Plan which updated development standards and raised height limits for 81 acres on both sides of San Pablo Avenue.

Albany's 2035 General Plan includes information about parks and open space in the City. It identifies 91 acres of passive open space in the City, which are areas that typically focus on wildlife preservation and have more limited access to parks users.

BERKELEY

The City of Berkeley adopted its 2023-2031 Housing Element on January 18, 2023. The City has a RHNA requirement of 8,934 for the same period. Berkeley has identified sites within the City that could be used for housing, and anticipates that existing sites will be able to fully accommodate the RHNA requirement without the need for rezoning.

DUBLIN

HCD allocated the City of Dublin 3,719 units for the 2023-2031 RHNA cycle. Dublin expects housing development will occur in the eastern part of the City (northeast of Fallon Road), along with some infill development. The City is planning for this growth in its General Plan.

The City is additionally in the process of constructing a new road between Dublin and Livermore through unincorporated area outside its SOI, and has already allocated \$80 million of funding to the \$160 million project. The City is working collaboratively with the City of Livermore to plan for updated land uses in the Doolan Canyon unincorporated area between the two cities.

EMERYVILLE

The City of Emeryville has a requirement of 1,815 units in the 2023-2031 RHNA cycle. Per the City's Housing Element, Emeryville has adequate sites to accommodate this housing, most of which will be in infill and reuse of underutilized sites. The City currently has 623 housing units entitled across six projects.

FREMONT

The City of Fremont has a RHNA requirement of 12,897 for the 2023-2031 period and has planned for the new housing in its updated Housing Element. Fremont did not respond to RSG's requests for information and did not provide additional information on any challenges associated with providing services to an increased population in the future.

HAYWARD

The City of Hayward was allocated 3,920 housing units by HCD in the 2015-2023 RHNA cycle, and was allocated 4,624 units in the current cycle. There is adequate capacity in the City for the development of these units. Per the City's Housing Element, the City expects most of this development will occur in the Downtown Specific Plan Area, the Mission Boulevard Specific Plan Area, and the Former Route 238 Corridor. Hayward has identified 2,073 units that are in the development pipeline.

The City is collaborating with the Hayward Area Recreation and Park District to implement its Parks and Recreation Master Plan, which includes policies about parks and open space land uses.

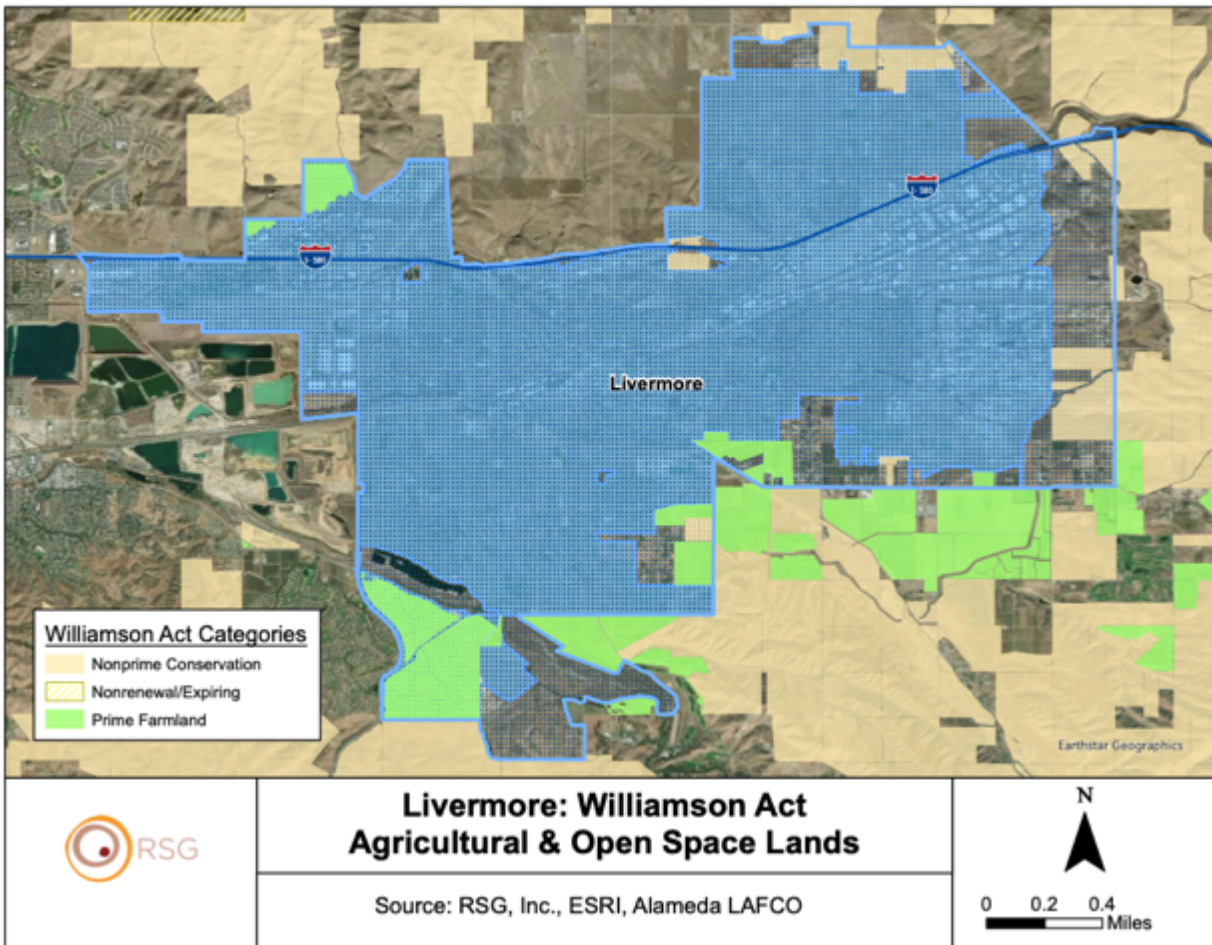
LIVERMORE

The City of Livermore currently has 3,000 housing units in the residential development pipeline, and its Housing Element includes plans to accommodate the RHNA requirement of 4,570 new units. The City is also implementing the Isabel Neighborhood Specific Plan, which integrates transit-oriented development and job opportunities, and it continues to explore growth strategies within its urban and corporate boundaries through a General Plan update.

As noted earlier, both Livermore and Dublin are working together on building a road and updating the land use in the unincorporated Doolan Canyon area between the two cities' SOIs.

Livermore is the only city in the County with parcels designated as prime farmland under the Williamson Act within its SOI. The majority of these parcels are under conservation easements or in active agricultural use. Figure 2 shows the location of these parcels.

Figure 2: Williamson Act Land in Livermore's SOI



NEWARK

The City of Newark is planning for population growth and residential development in the next five years through the implementation of its 2023-2031 Housing Element, which includes plans for the City's RHNA of 1,874. Newark successfully added 1,023 housing units to its housing stock between 2020 and 2022, and expects that these units would bring in approximately 3,000 new residents.

The City adopted its General Plan in 2013. At that time, approximately 50 percent of the City's land area was undeveloped or non-urbanized land, which includes area for salt harvesting and production along the edge of the San Francisco Bay in the southern and western parts of the City.

OAKLAND

The City of Oakland adopted its 2023-2031 Housing Element in January 2023. The City has a RHNA requirement of 26,251 for the period. According to the Housing Element, the City currently has sufficient capacity to accommodate this development. Oakland did not respond to RSG's requests for information and did not provide additional information on any challenges associated with providing services to an increased population in the future.

PIEDMONT

The City of Piedmont is in the process of developing the Moraga Canyon Specific Plan, which, if adopted, would add 132 dwelling units to the City's housing stock. The City has a RHNA of 587 units for 2023-2031. Staff expect the Specific Plan to be adopted by the end of 2026, and that it will include infrastructure planning to accommodate the growth in population and related service needs.

Piedmont's General Plan, adopted in 2009, includes open space policies. As of 2009, seven percent of Piedmont's area was considered open space.

PLEASANTON

The City of Pleasanton has a RHNA of 5,965 housing units and has sufficient capacity to accommodate this development in its certified Housing Element. The City has 818 units that are currently in the development pipeline per the City's Housing Element (adopted in August 2023) and has completed the rezoning required by its Housing Element.

Pleasanton's 2009 General Plan identifies open space within the City, including over 1,700 acres of sand and gravel deposits. These areas are covered by the Specific Plan for

Livermore-Amador Valley Quarry Area Reclamation, which contains quarry operation phasing plans and reclamation options.

SAN LEANDRO

The City of San Leandro adopted its 2023-2031 Housing Element in December 2022. The City has a RHNA requirement of 3,855 for the 2023-2031 period and identified 3,535 units in the development pipeline. San Leandro is actively working to ensure the provision of public services to an increased population in the future. The City's General Plan update noted that the City has sufficient public utility and public safety capacity to absorb most of the projected growth, and the City works with developers to offset community impacts.

UNION CITY

The City of Union City has a RHNA of 2,728 for the 2023-2031 period. The City had approved 1,491 units as of May 2023, and has also created new zoning districts in the City to help facilitate the development of housing.

Union City adopted its updated General Plan in 2019, which includes policies to protect and maintain open space. The City adopted the Hillside Area Plan in 1989 to provide parameters for development in the Hillside Area, which is made up of approximately 6,100 acres to the north and east of the City. The Plan established a density limit and a priority of preserving the area's natural appearance and protecting ecological systems.

Staff at Union City indicated to RSG that the City is exploring the establishment of a community facilities district for new residential development to assist in funding the ongoing cost of maintenance for public facilities, and to supplement public safety services.

LOCATION AND CHARACTERISTICS OF ANY DUCS

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

- 2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence(s).*

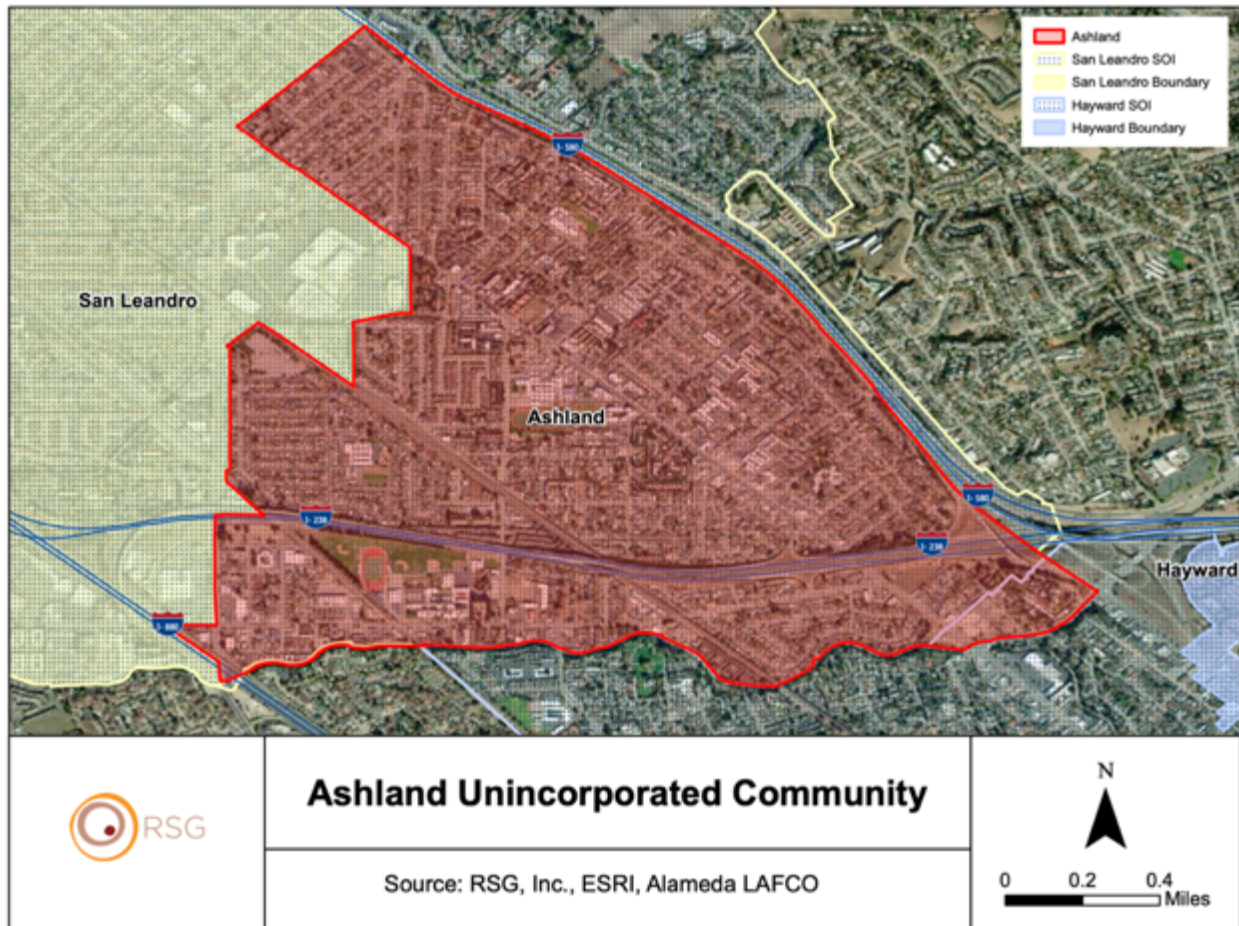
Per Government Code Section 56425, a LAFCO shall consider and prepare a written statement of its SOI determinations on five (5) factors, including:

- 4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.*

Alameda LAFCO has identified one DUC within the fourteen incorporated cities within the SOI of the City of San Leandro. While there are a number of cities which have boundaries that are not coterminous with their SOI, these cities do not have any DUCs that are within or adjacent to their boundaries.

The unincorporated community of Ashland, within the SOI of the City of San Leandro, meets the criteria to be considered a DUC. A DUC is defined by Government Code Section 56033.5 as an area of inhabited territory (with 12 or more registered voters) located within an unincorporated area of a county with an annual median household income that is less than 80 percent of the statewide annual median household, or \$147,900 for 2023. Figure 3 shows the location of the Ashland community.

Figure 3: Ashland Unincorporated Community



Ashland receives community services from a variety of different providers, as summarized below:

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: Hayward Area Recreation and Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District
- Vector Control: Vector Control Services District County Service Area
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

The Hayward Area Recreation and Park District operates a number of parks and facilities in the Ashland area, including Ashland Park, the Ashland Community Center, Jack Holland Sr. Park, Edendale Park, Hesperian Park, and Fairmont Linear Park. Neighboring Ashland is the Lake Chabot Regional Park, which is operated by EBRPD.

The closest library branches to the Ashland area is the San Lorenzo Branch of the Alameda County Library. Residents of Ashland are able to join both library systems by providing a valid ID with a California address. The South Branch Library, which was operated by the San Leandro Public Library, was also a library which served this area. The South Branch Library closed in 2020 due to the COVID-19 pandemic and has not yet re-opened due to staffing constraints. The City of San Leandro continues to evaluate the status of this library and has yet to determine its future plans.

According to data from the California Public Utilities Commission, Ashland is considered adequately served by broadband providers. More information about broadband services can be found on page 94.

CAPACITY OF FACILITIES AND ADEQUACY OF SERVICES

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

- 3. Present and planned capacity of public facilities and adequacy of public services, adequacy of public services, infrastructure needs, or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.*

Per Government Code Section 56425, a LAFCO shall consider and prepare a written statement of its SOI determinations on the five (5) factors, including:

- 2. The present and probable need for public facilities and services in the area;*
- 3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide; and*
- 5. the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.*

Overall, cities in Alameda County are providing adequate community services to their residents and customers. In general, cities report they have the resources to maintain current levels of service and there are very few service areas with any ongoing issues or disputes between agencies.

Fremont and Oakland did not engage with RSG throughout the MSR process. RSG has made determinations about the provisions of community services in those cities based on publicly available documents, but was unable to speak with staff in those cities in order to gain a deeper understanding of service opportunities and challenges.

This section of the report discusses the community services provided by the cities in Alameda County and their capacity to deliver those services with the existing staff and public facilities.

STREET MAINTENANCE AND LIGHTING

Streets and road maintenance of public infrastructure are provided to the cities by their own Public Works departments. Cities typically determine infrastructure needs through adopted planning documents and maintenance schedules. The County provides street maintenance and lighting services to unincorporated areas of Alameda County, including the unincorporated city SOIs.

Table 4 shows the Pavement Conditions Index (“PCI”) for each of the cities established by the Metropolitan Transportation Commission (“MTC”) as of 2022. The MTC is the transportation planning, financing, and coordinating agency for the nine counties in the Bay Area. The PCI measures the pavement health of a road on a scale of 0 to 100, with 100 being a newly paved road. A PCI score of between 80 and 89 is very good, a score between 70 and 79 is good, a score between 60 and 69 is fair, a score of between 50 and 59 is at risk, and 49 or lower is poor. The PCI allows governments to assess the health of pavement in their jurisdictions, and to plan maintenance and infrastructure improvements as necessary.

Two cities (Dublin and Emeryville) have very good scores, five cities have good scores, three have fair scores, and four are considered at risk. Alameda County as a whole has a PCI of 67 (fair).

Table 4: Pavement Condition for Cities in Alameda County³

City	Total Lane Miles	Pavement Condition Index
Alameda	308.5	67 (Fair)
Albany	62.9	57 (At Risk)
Berkeley	449.6	56 (At Risk)
Dublin	349.2	80 (Very Good)
Emeryville	47.4	81 (Very Good) ⁴
Fremont	1,094.2	72 (Good)
Hayward	681.4	69 (Fair)
Livermore	733.7	78 (Good)
Newark	256.0	72 (Good)
Oakland	2,051.8	54 (At Risk)
Piedmont	78.4	63 (Fair)
Pleasanton	515.0	78 (Good)
San Leandro	393.8	55 (At Risk)
Union City	329.9	73 (Good)

Several cities noted in interviews that new housing development will create more wear on the streets and roads in their jurisdictions. The cities are planning for anticipated infrastructure improvements in their General Plans and Capital Improvement Programs.

³ Source: Metropolitan Transportation Commission, excludes any areas outside respective city limits.

⁴ Source: City of Emeryville Pavement Management Budget Options Report, February 2023

Measure BB is a voter-approved countywide one-cent transportation sales tax which can be used to expand mass transit, improve highway infrastructure, improve local streets and roads, improve bicycle and pedestrian safety, and expand special transportation for seniors and those with disabilities. The Measure was approved by the voters in 2014 and will sunset in 2050. Measure F was also approved by the voters in 2014 and is a \$10 charge per year for each vehicle registered in Alameda County. The revenues can be used for local road improvement and repair, transit for congestion relief, local transportation technology, and pedestrian and bicyclist access and safety programs. Measure F is imposed annually unless it is repealed by the voters.

ALAMEDA

The City of Alameda documents certain funded infrastructure projects in its CIP, the most recent of which covers a three fiscal year period from 2023 through 2025. The CIP shows that the majority of the projects have been focused in two areas: sanitary sewer (24 percent) and parks (22 percent). The City uses a variety of sources to fund these activities, including Measure BB and Measure F funds, sewer services funds, and other sources.

The City includes funding in its CIP to treat four or more miles of pavement each year in order to maintain its current PCI rating of “fair”; the City projects that it can maintain this PCI by spending \$4 million annually on pavement.

The City is currently working to secure funding and finalize design plans for a major corridor safety project along Central Avenue. This project will make the streets safer and improve pedestrian and bicycle infrastructure. The City also recently funded another corridor safety project along Clement Avenue. The total cost of improvements on Clement Avenue total approximately \$6.8 million and the improvements on Central Avenue will total approximately \$15.3 million.

ALBANY

The City of Albany infrastructure projects over \$25,000 with a useful life of more than five years in its five-year CIP. The current CIP (FY 19-20 through FY 23-24) allocates

approximately \$42.6 million to capital projects throughout the City. The majority of the funding over the five-year period is for streets/bikeways/pedestrian projects (\$16.5 million) and sewer/storm drain projects (\$23.3 million). Measure F, a local parcel tax, is used for street and storm drain improvements, and supports annual street rehabilitation projects.

The CIP includes \$2.4 million per year in both FY 22-23 and FY 23-24 for annual street rehabilitation. The majority of the funding for the street rehabilitation projects comes from Measure BB and Measure F. In FY 20-21, the City allocated \$200,000 for a street lighting evaluation, which aimed to evaluate the lighting conditions and identify areas for lighting improvements. This project was entirely funded by Measure B.

BERKELEY

The City of Berkeley documents anticipated infrastructure projects in its current comprehensive five-year CIP (FY 22-23 to FY 26-27). The CIP includes approximately \$359 million allocated across 115 diverse projects aimed at enhancing the City's facilities and services. Streets projects make up 26 percent of current CIP funding.

The Metropolitan Transportation Commission estimated that the City of Berkeley's deferred street maintenance costs were greater than \$250 million as of 2019. In FY 22-23, Berkeley requested \$13 million of CIP funding for street rehabilitation and \$8 million for PCI improvement projects.

DUBLIN

The City of Dublin has one of the highest PCIs in the County as of the writing of this report. The Five-Year Capital Improvement Program for 2022-27 included a five-year budget of \$92.5 million in four project categories: General Improvements, Public Art, Parks, and Streets. The FY 22-23 CIP budget included \$12 million for streets, and the FY 23-24 CIP budget included \$21 million for streets. The majority of the budget (\$16 million) in FY 23-24 is for an extension of Dublin Boulevard, with another \$2.3 million designated for annual street resurfacing and \$1.5 million allocated for Tassajara Road improvements. Dublin plans to expend at least \$2.3 million annually on street resurfacing in order to maintain its

PCI, and funds the majority of its street resurfacing costs through Measure BB and gas tax funds.

The extension of Dublin Boulevard, a joint effort with the City of Livermore, will create a more efficient transportation corridor between the two cities. Part of the project will be outside both cities' SOIs in the Doolan Canyon area. Per the CIP, the total cost for the project is estimated at \$180.5 million, with Dublin responsible for \$120.7 million. In FY 22-23, the City is funding the \$16.3 million of costs through the Tri-Valley Transportation Development Fee.

EMERYVILLE

The City of Emeryville's FY 22-23 to FY 27-28 CIP outlines capital investment totaling \$68 million across 46 projects. The projects are categorized into community facilities, essential infrastructure, housing, information technology, sustainable transportation, and urban greening. The sustainable transportation category, allocated \$44.4 million over five years (65 percent of the total CIP budget), includes the City's Annual Street Rehabilitation Program and traffic signal and street light projects. Emeryville uses the annual maintenance work as an opportunity to make small improvements to street infrastructure, including the installation of bike facilities and improving pedestrian crossings.

The City has also included funding in its CIP for a survey of its existing streetlight conditions and for an updated plan to implement any necessary street and traffic light upgrades. Emeryville is currently reconstructing its street light system along Powell Street to the Marina, due to outdated current lighting infrastructure.

FREMONT

The City of Fremont's five-year CIP (FY 23-24 through FY 27-28) includes \$112 million of funding for transportation projects. These projects include pavement and sidewalk maintenance, traffic operations and signal system improvements, bicycle and pedestrian facilities, and major streets projects. All projects are executed in alignment with the City's traffic safety policies, such as Vision Zero, complete streets initiatives (aimed at providing

equitable mobility for all travel modes, ages, and abilities), and efforts to enhance traffic flow.

Gas tax, Measure BB, and countywide vehicle registration fees funds make up approximately 34 percent of Fremont's CIP funding between FY 23-24 and FY 27-28.

Most funding within the Transportation CIP is dedicated to ongoing annual initiatives, including the repaving of City streets, repair of deteriorating sidewalks, curbs, and gutters, and the construction of curb ramps compliant with the Americans with Disabilities Act. Approximately \$74 million is allocated for these maintenance activities. The City also included approximately \$20 million in funding for Traffic Operations and Signal Projects to maintain the 195 signals in the City limits and manage traffic.

HAYWARD

The City of Hayward's 2023-2032 CIP includes \$9.8 million in FY 22-23 and \$1.5 million in FY 23-24 for pavement rehabilitation, which includes repair work for the streets in the most significantly deteriorated conditions and preventative maintenance for streets in decent condition. The City includes at least \$10 million per year for pavement rehabilitation in FY 23-24 through FY 26-27.

The City also includes annual funding for traffic signals and streetlights in its CIP. In FY 22-23, the CIP allocates \$1.7 million for traffic signals and streetlights, and increases by \$40,000 per year through FY 26-27.

Hayward has taken on several complete streets projects, which generally improve pedestrian and bicycle facilities, resurfacing roadways, and installing landscaping. In FY 21-22, the City expended \$18.9 million on these projects, and in FY 22-23 allocated \$5.6 million for complete streets projects. There is no funding allocated beyond FY 22-23.

LIVERMORE

The City of Livermore's five-year CIP identifies 146 projects with a need for funding over the next five years. Approximately \$43.4 million (10 percent) of the CIP budget is for street

maintenance expenditures, including projects which help extend the useful life of the street network in the City.

The CIP also included \$3.5 million in its FY 22-23 CIP for transportation infrastructure beyond street maintenance, which increases to \$13.7 million in FY 23-24 and reaches \$36.9 million in FY 27-28. Most of this funding is for improvements at Vasco Road and the I-580 Interchange, which will include the replacement of a bridge above the freeway. The City is still in the planning stages of the improvement. The CIP notes that most of the City's transportation infrastructure projects are funded by local and regional traffic impact fees, project specific Measure B funds, and grants.

As mentioned earlier, Livermore and Dublin are working on a joint project to connect North Canyons Parkway and Dublin Boulevard in the unincorporated area between the two cities to improve transportation options. Livermore includes \$28.4 million from FY 22-23 through FY 27-28 for this project in its CIP. Most of the funding for the portion within Livermore's boundary is from traffic impact fees; funding for the extension within unincorporated Alameda County will likely consist of regional, state, and federal funding.

NEWARK

Newark's 2022-2024 CIP includes funded projects as well as future unfunded projects which require planning. The City included \$2.3 million in FY 22-23 and \$2.5 million in FY 23-24 for the Street Asphalt Concrete Overlay Program, which provides ongoing pavement maintenance for City streets. The City also is currently funding the Thornton Avenue Complete Streets project, which would improve pedestrian facilities along Thornton Avenue. The City's CIP estimates construction for the project will cost \$14 million.

OAKLAND

Oakland's streets are considered at-risk per the MTC. Oakland did not respond to the survey provided by RSG, and did not provide comment on the state of the City's streets. The Oakland Department of Transportation manages the City's streets and traffic signals.

According to the City's CIP posted on its website, the City plans expenditures of \$23.9 million in FY 23-24 and \$50 million in FY 24-25 for citywide street resurfacing. Oakland has several complete streets projects which are currently underway, with a total of \$11.3 million allocated for those projects in FY 23-24. The City also included \$1.25 million for traffic signal management in its FY 2023-2025 CIP.

PIEDMONT

Piedmont included \$1.5 million for streets projects in its adopted FY 22-23 budget. Most of the funding is for street resurfacing. The City adopted a Complete Streets policy in 2012 which mandates that the City, "to the maximum extent feasible and practicable," plan, operate and maintain its transportation system in a way that makes them safe and convenient for all users. The City's CIP budget for FY 22-23 through FY 25-26 does not identify street improvement or street lighting projects.

PLEASANTON

Pleasanton included a total of \$46.6 million for transportation and streets projects in its four-year CIP for FY 23-24 to FY 26-27. The most significant transportation and streets projects are street resurfacing projects (\$16.3 million), followed by slurry sealing (\$3.3 million), and intersection enhancements (\$400,000). The City also included \$1.5 million over the next four years for the installation of new traffic signals.

Over the next four years the City will spend approximately \$9 million on multimodal reconstruction of West Las Positas Boulevard. This project will result in the reconstruction and replacement of portions of the roadway and sidewalk, along with pedestrian, bicycle, and transit improvements.

Gas Tax, Measure BB, and Highway Funds are the single largest funding source for Pleasanton's CIP, contributing \$28.8 million over the four-year period. City Development Fees, totaling \$12 million, are the next largest contribution source.

SAN LEANDRO

Per the City of San Leandro's FY 24-33 CIP posted on the City's website, the City currently has approximately \$180 million in deferred street maintenance. The City allocated \$1.2 million in FY 24-25 to rehabilitate streets in poor condition and with failing pavement. It also allocated \$3.6 million in FY 24-25 for street sealing of the streets in good or fair condition, which will help maintain those streets. The street sealing projects are funded by Measure BB.

San Leandro collects Street Improvement Funds from new development in order to mitigate the impact of increased vehicles on public streets. These funds are used for safety and capacity improvements, and are not available for maintenance projects. On February 7, 2024, the City Council Facilities Committee heard a presentation about the state of the City's streets. The presentation outlined the importance of preventative maintenance to protect the streets, and also showed several different funding scenarios to address the deferred maintenance.

UNION CITY

Union City includes a five-year CIP as part of its budget process that details funded capital projects. The City included \$1.3 million for streets in its CIP in FY 22-23, rising to \$3.1 million in FY 25-26. The City also included an average of \$490,000 annually between FY 21-22 and FY 25-26 for traffic signals. Streets and traffic signal expenditures combined make up 20 percent of the current CIP.

Approximately \$2.2 million over the next five years will be spent on annual overlay and slurry sealing projects, which are used to preserve the City's relatively high PCI. Most of the funding for annual overlay and slurry sealing projects comes from Measure BB. The City is additionally in the process of upgrading its traffic signals to comply with state standards and will be investing \$2.1 million in its signal system over the next five years.

PARKS, RECREATION AND OPEN SPACE

For most cities, local parks and recreation services are provided by city departments, except in Livermore and Hayward. These services are provided to Livermore residents by the Livermore Area Recreation and Park District, an independent special district, and to Hayward residents by the Hayward Area Recreation and Park District, also an independent special district.

Regional parks services are provided throughout both Alameda County and Contra Cost County by the East Bay Regional Park District. More information about East Bay Regional Park District can be found in the Special Districts MSR, which was also prepared by RSG.

The cities generally reported that they have the capacity to continue to provide these services at current levels. Table 5 shows the parks inventory in the Alameda cities.

Table 5: Parks Inventory in Alameda Cities

City	Total Parks Acreage	Number of Parks
Alameda	118	24
Albany	80	14
Berkeley	250	54
Dublin	237	24
Emeryville	31	14
Fremont	1,224	64
Hayward	3,000	30
Livermore	331	37
Newark	156	15
Oakland	2,500	149
Piedmont	59	8
Pleasanton	385	46
San Leandro	104	23
Union City	138	35

ALAMEDA

In the past five years, the City of Alameda has opened 38 acres of new parks and open space and constructed a new recreation center. The City is focusing on improving its existing parks inventory over the next two years, including repairing pathways, concrete, and fences, replacing a playground at Lincoln Park, resurfacing tennis courts and adding

pickleball courts, and construction of a new dog park. The City additionally has designed and funded a City Aquatic Center and has plans to start construction in the coming year.

ALBANY

In February 2022, Albany's City Council approved an updated Parks, Recreation and Open Space Master Plan. The plan identifies eleven park and open space goals for the next ten years, including the maintenance and revitalization of existing parks in the City's inventory. The City's five-year CIP for 2019-2024 included a total of \$2.5 million for parks capital projects, of which \$1.1 million was to be spent in 2022 on pedestrian and cyclist transportation improvements along Codornices Creek. The City has a special parcel tax, Measure M, which supports maintenance and improvements for Albany's parks, recreation, and open spaces.

The City also formed a Landscape and Lighting Assessment District to fund the improvement and maintenance of open space, recreational fields, and creek restoration.

BERKELEY

Berkeley's five-year CIP for 2023-2027 includes \$44.1 million for parks, recreation, and waterfront capital projects. Most of this funding is for renovation and maintenance of existing parks, but the City is also developing a new park at the Santa Fe right of way, funded by a \$5 million Proposition 68 grant.

DUBLIN

The City of Dublin updated its Parks and Recreation Master Plan in 2022, which evaluated existing services and facilities, and also assessed changing needs for the community in order to provide recommendations to improve services. The Plan identified 10 additional future parks (with a total of 117 acres) for the City. The City's 2022-27 adopted CIP budget included \$7.2 million for CIP projects in 2022-23, and \$3.8 million in 2023-24. In both years, the majority of these expenditures are for the Iron Horse Nature Park and Open Space and the Jordan Ranch Neighborhood Square, both of which were identified as future

parks for the City in the Master Plan. These projects are largely funded by public facility fees.

EMERYVILLE

Emeryville has committed \$6.6 million to urban greening projects through its CIP over the next five years. The majority of these expenditures are in FY 23-24 (\$2.2 million) and in FY 24-25 (\$3.9 million), and include the creation of a new park on La Coste Street.

In October of 2023 The City of Emeryville opened Huchiun Park adjacent to City Hall. The two-acre park is one of Emeryville's most prominent and expansive green spaces, and is surrounded by more than 500 newly built housing units.

FREMONT

The City of Fremont's FY 23-24 through FY 27-28 CIP includes project allocations of approximately \$20.9 million for parks investments. This includes funding for improvements in the City's major parks, new pickleball courts and a new dog park, and a new community center.

In 2022, the City published a Draft Parks and Recreation Master Plan with the aim of creating a framework for providing a wide range of recreational facilities which reflect changing community needs. The Plan identifies five "Big Moves," or most significant goals, which include ensuring a ten minute walk to parks for all, building recreation centers, updating outdated and failing park amenities, diversifying funding sources, and planning for staffing to meet future levels of service.

HAYWARD

The Hayward Area Recreation and Parks District ("HARD") provides park and recreation services to the City of Hayward. The City did not express any challenges with the services provided by HARD. HARD and the City are currently developing a new park, La Vista Park, which will be a 50-acre hillside park in South Hayward. The park will include sports facilities, walking trails, a science garden, and open areas. Per the City's 2023-2032 CIP,

65 percent of the construction documents have been completed. The FY 22-23 CIP included \$21 million for this project. The City is also building a new Youth and Family Center in partnership with HARD, which will provide health, wellness, and recreation programming to the community.

LIVERMORE

The Livermore Area Recreation and Park District (“LARPD”) provides park and recreation services to the City of Livermore. The City did not express any challenges with the services provided by LARPD. The City collects parks facilities fees and reimburses a portion of the fees to LARPD for eligible capital projects included in the District’s CIP.

NEWARK

Newark established its Citywide Parks Master Plan in June 2017 and is currently in the processing of updating it. The Plan established three top priority developments for the City, including a new dog park, new turf fields and pedestrian pathways at the Sportsfield Park, and a new skate park.

OAKLAND

Oakland allocated \$16.6 million in its two year budget for operations and maintenance of four priority parks projects: the planning and construction of a new trail in Estuary Park, revisions and renovations at San Antonio Park, renovation of the Sobrante Mini Park, and renovation of the Tyrone Carney Park, which is currently closed.

PIEDMONT

Piedmont identified a need for significant park upgrades in its CIP. Specifically, the City included \$765,000 for improvements at various park facilities in FY 24-25, and \$17.2 million for FY 25-26 and beyond.

PLEASANTON

The City of Pleasanton included \$3.5 million of funding for parks projects in its updated four-year CIP through FY 26-27. This includes \$600,000 for landscape irrigation improvements, \$500,000 for trail and pathway repaving, \$500,000 for a cricket field, and \$730,000 for playground renovations and court resurfacing at parks throughout the City.

SAN LEANDRO

The City of San Leandro is in the process of developing a Recreation and Parks Master Plan, which will be led by the Recreation and Parks Department. The City anticipates the final plan will be available in December 2024.

UNION CITY

Union City allocated \$3.1 million for its FY 21-22 through FY 25-26 CIP. This includes funding for repairs and renovations at existing parks, along with an update of the Parks and Community Facilities Master Plan and resurfacing of the tennis courts at Veterans Park.

MOSQUITO ABATEMENT SERVICES

The Alameda County Mosquito Abatement District (“ACMAD”) provides mosquito abatement services Countywide. ACMAD is an independent special district funded by a share of property taxes, a special tax, and a benefit assessment. The District provides both abatement services and education services in order to reduce and eliminate mosquito populations. More information about ACMAD can be found in the Special Districts MSR, also prepared by RSG.

None of the cities expressed challenges with the services provided by ACMAD and expect that ACMAD will continue to provide services in the future.

VECTOR CONTROL SERVICES

The Vector Control Services District County Service Area, a division of the County Board of Supervisors, provides vector control services for vectors other than mosquitos, including rodents, ticks, bedbugs, and cockroaches, to all incorporated cities and unincorporated areas within the County. The Special Districts MSR, prepared concurrently by RSG, provides more detail about the Vector Control CSA.

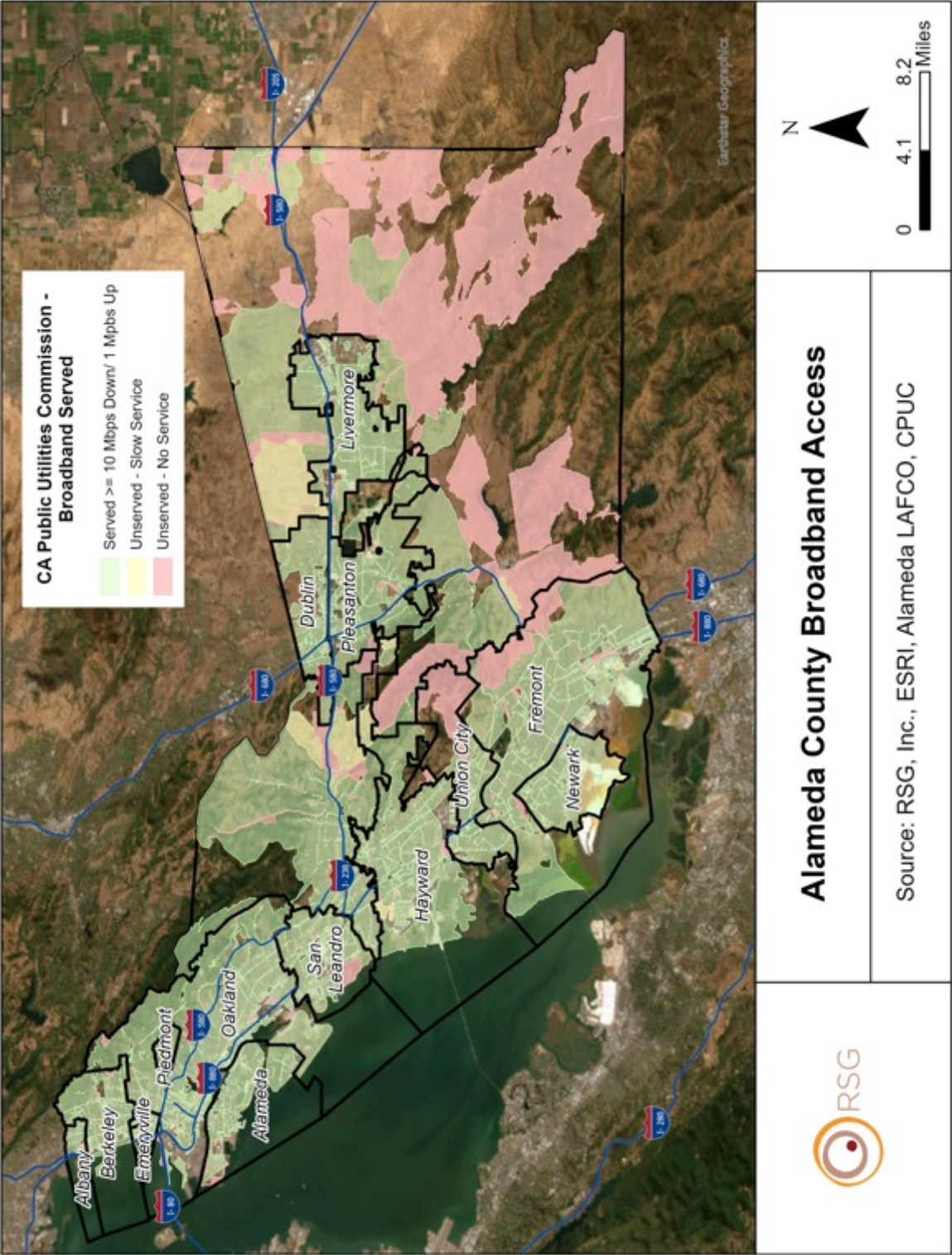
None of the cities expressed challenges with the services provided by the Vector Control District and expect that the District will continue to provide services in the future.

BROADBAND SERVICES

Residential broadband or internet access is considered a more vital service than in decades prior. Alameda LAFCO is highlighting broadband services as a community service due to the critical need for the service as a path toward economic development and interconnectedness in a post-pandemic economy.

Figure 4 shows broadband coverage in Alameda County using 2020 data from the California Public Utilities Commission (“CPUC”), the most recent available for GIS purposes. Per the CPUC, areas that are considered “served” receive at least 10 megabits per second download speeds and 1 megabit per second upload speeds. Most of the land area within the incorporated cities receives broadband services that meets this threshold. Despite receiving broadband service, yellow areas of the County are not considered served by the CPUC. These areas are uncommon and receive varying speeds of internet, all below the 10 megabit per second threshold. Red areas are populated, rural and/or semi-urban areas that do not have broadband service connections and thus are considered unserved. The cities with the largest unserved zones are Union City, Fremont, and San Leandro. The eastern unincorporated part of the County is mostly considered unserved as well. Areas not shaded are unpopulated open space or urban commercial and industrial centers. The only DUC in the County, Ashland, is considered served by the CPUC.

Figure 4: Broadband Coverage in Alameda County



There are 15 schools which are located in areas considered unserved by the CPUC, 14 of which are public schools.

Broadband services in the County are provided by a variety of private companies. Table 6 shows the different providers in each of the cities.

Table 6: Broadband Providers in Alameda Cities

City	Broadband Providers
Alameda	Comcast, AT&T, Sonic
Albany	AT&T, Sonic, Comcast
Berkeley	AT&T, Comcast
Dublin	AT&T, Comcast (Xfinity), T-Mobile
Emeryville	AT&T, Xfinity, Paxio
Fremont	AT&T, Xfinity, Verizon, EarthLink, Viasat, Hughesnet, Starlink, T-Mobile
Hayward	Comcast, AT&T
Livermore	Comcast/Xfinity, AT&T/Direct TV, Dish Network, Zayo, Astound
Newark	Comcast Xfinity (cable), AT&T (DSL/IP Broadband)
Oakland	Sonic, Comcast, AT&T, Viasat, Earthlink
Piedmont	AT&T, Comcast, Sonic
Pleasanton	Comcast, AT&T U-verse
San Leandro	AT&T, Xfinity, Verizon, Viasat, EarthLink, Starlink, T-Mobile
Union City	Lumen, Comcast, AT&T, Verizon, Tekify Fiber

The cities did not express concerns or challenges with their current broadband providers, although a number of cities, identified below, are undertaking initiatives to provide faster and more reliable Wi-Fi at their public facilities.

The cities of Fremont and Oakland did not respond to RSG's survey and have not confirmed the service providers listed above.

ALAMEDA

The City of Alameda is currently in the feasibility and design phase of implementing a comprehensive communications network that includes fiber, satellite, private 5G, and microwave platforms to ensure uninterrupted connectivity.

BERKELEY

The City of Berkeley is currently in the process of installing enterprise quality Wi-Fi in all city facilities, and should be finished with the project by June 2024. The City's Information Technology department is also evaluating opportunities to share fiber assets with other public agencies, such as BART.

In 2018, the City undertook a review of other cities' broadband master plans and research on challenges to broadband by Berkeley residents in order to determine how the City can best help its residents access Wi-Fi. That research suggested that making broadband more accessible would require both new programming, to help residents understand their broadband options, and new infrastructure, to improve the quality of the broadband itself. The City has not taken further action to provide broadband to the public.

DUBLIN

The City of Dublin, with multiple broadband providers, is planning to expand coverage in upcoming development areas and is in the process of developing a municipal fiber master plan. The City's adopted 2022-27 CIP budget included \$140,000 to develop a five-year fiber optic master plan and feasibility study, which will be used to assess the existing City network and determine the need for build out. Dublin additionally established free public Wi-Fi in the downtown area, which is provided by the City's internet bandwidth. The Wi-Fi equipment is managed and maintained by Smartwave Technologies.

FREMONT

The City of Fremont has an Information Technology Services Department, which has established free public Wi-Fi at two "Lift Zones" at two community centers in the City. Internet services at these zones are provided by Comcast.

HAYWARD

The City of Hayward has completed the first phase of its fiber network and is actively seeking funding for subsequent phases outlined in its Fiber Master Plan, including the construction of a fiber network. The Master Plan identifies a phased approach for the City

to increase broadband services. The City will focus first on providing fiber-based connectivity to businesses, and then eventually expand to residential neighborhoods.

The City received initial funding from the US Department of Commerce to install a preliminary fiber optic and conduit network. Hayward will be leveraging public-private partnerships in the future to provide broadband services as efficiently as possible to its businesses and residents.

NEWARK

The City of Newark is in the process of developing a Broadband Master Plan. Newark is using ARPA funding to develop the Master Plan, and will be leveraging grants to improve broadband infrastructure in the areas with the greatest need.

OAKLAND

The City of Oakland launched the Oakland Undivided campaign in May 2020 in partnership with the Oakland Unified School District, Oakland Public Education Fund, TechExchange, and the Oakland Promise in order to bring broadband to the City's unconnected households and to sustain home digital access for Oakland's public school students. The initiative provides technical support, online learning about technology, and affordable internet.

Oakland Undivided includes the Affordable Connectivity Program, which provides a monthly discount of \$30 on internet services to qualifying households. This program is expected to end at the end of April 2024 due to funding constraints.

The City has also implemented OAK Wi-Fi, which has live hotspots in 13 zones throughout the City. This internet is free and available for anyone in the public to use.

PLEASANTON

The City of Pleasanton provides free Wi-Fi in all public areas of City-owned buildings and throughout the Downtown Specific Plan. The free Wi-Fi offers unthrottled bandwidth with symmetrical upload and download capabilities.

SAN LEANDRO

In 2012, the City of San Leandro partnered with a local private software company to build a fiber optic loop in order to provide better broadband services to the City's businesses. The partnership, called Lit San Leandro, offers business internet solutions and fiber leases. The infrastructure is owned by a private entity but is maintained by Lit San Leandro.

LIBRARY SERVICES

The Alameda County Library ("ACL") provides library services to the Cities of Albany, Dublin, Fremont, Newark, and Union City. Those cities did not express any challenges with the services provided by ACL and expect that ACL will continue to provide library services.

The cities of Alameda, Berkeley, Hayward, Livermore, Oakland, Pleasanton, and San Leandro all provide their own library services through an in-house library department. The City of Piedmont and City of Emeryville receive library services from the Oakland Public Library system.

Table 7 shows library service providers and the number of library branches in each city. The cities reported that they have the capacity to continue to provide these services at current levels.

Table 7: Library Providers in Alameda Cities

City	Library Service Provider	Number of Library Branches
Alameda	City of Alameda	3
Albany	City of Albany (via contract with Alameda County Library)	1
Berkeley	City of Berkeley	6
Dublin	City of Dublin (via contract with Alameda County Library)	1
Emeryville	City of Oakland	1
Fremont	City of Fremont (via contract with Alameda County Library)	1
Hayward	City of Hayward	2
Livermore	City of Livermore	3

Newark	City of Newark (via contract with Alameda County Library)	1
Oakland	City of Oakland	18
Piedmont	City of Oakland	0
Pleasanton	City of Pleasanton	1
San Leandro	City of San Leandro	4
Union City	City of Union City (via contract with Alameda County Library)	1

ALAMEDA COUNTY LIBRARY

The cities of Albany, Dublin, Fremont, Newark, and Union City each own their library facilities and contract with the Alameda County Library (“ACL”) to deliver library services. The cities have ongoing negotiations with the County to adjust the number of hours of library services provided by the County at their respective facilities. The City of Albany has two voter-approved parcel taxes which fund library services for residents. The County provides library services along with janitorial maintenance and administrative services at the three libraries in the City of Fremont. Newark and Union City provide janitorial services at their respective library facilities, which the County reimburses.

ALAMEDA

The City of Alameda has three library branches within the City and is working to establish a fourth branch at Alameda Point. The City established this goal in the library’s 2020-2025 strategic plan. There are two divisions in the Library Department: Library Administration and Adult Literacy. The Alameda Free Library offers services and programs to people of all ages, including a literacy program for adults.

BERKELEY

The City of Berkeley’s library was accepted into the first year of the California Libraries Cultivating Race, Equity, and Inclusion Initiative. As a part of its social equity efforts, the Library has allocated \$142,000 of funds from the Library Tax Fund to provide health, housing, and community services to patrons with mental health or housing security needs. The City of Berkeley has included \$2 million of funding for deferred and ongoing maintenance in its FY 23-24 budget from the Library Tax Fund. The City noted in its budget

that deferred projects, including stucco replacement, air conditioning units, and roof replacement pose a challenge to the library.

HAYWARD

Voters in the City of Hayward approved Measure C in 2014, a 0.5 percent local sales tax partially used for the financing and construction of a new main library and community learning center. The new library opened in September 2023 and is a net-zero facility with a number of sustainable features, including a cistern for capturing rainwater.

LIVERMORE

The City of Livermore updated its Library Services Strategic Plan in 2019. The 2020-2025 Plan identified three strategic objectives: promoting literacy, affirming equity and inclusion, and increasing awareness of and accessibility to library services. The City has three branches and any individual (resident or non-resident) is able to obtain a library card.

OAKLAND

The City of Oakland provides in-house library services and additionally provides library services to the cities of Piedmont and Emeryville. The Oakland Public Library manages one main library branch, sixteen neighborhood branches, and the African-American Museum and Library at Oakland (“AAMLO”). The Library also operates the Oakland History Center and a Tool Lending Library. AAMLO includes archival collections and a reference library.

PLEASANTON

The City of Pleasanton has one library, and received a grant for a library and recreation mobile outreach vehicle that it will use to expand services throughout the community. The City allows all students at the Pleasanton Unified School District to use their student ID cards as public library cards.

SAN LEANDRO

The City of San Leandro has one main library and three branch libraries which are managed by the Library Services Department. The City has entered agreements with the Columbia Telecommunications Corporation which will provide the Library with California State Broadband funding in order to provide fiber internet connection to one of the branch libraries. The Department is also securing funding for facilities upgrades to its library system, including HVAC and lighting upgrades.

FINANCIAL ABILITY TO PROVIDE SERVICES

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

4. Financial ability of agencies to provide services.

As part of the Alameda MSR process, RSG gathered data from publicly available sources including city budgets and audits. RSG included information between FY 18-19 and FY 22-23, the most recent audit year available for most of the cities as of the date of this report. Some cities did not have a FY 22-23 audit available as of the writing of this report; for these cities, RSG has included the most up-to-date financial information available.

This MSR reviews community services, so RSG has attempted to identify expenditures and revenues specifically related to the community services which are being provided by each city. Any revenues or expenditures not related to the services reviewed in this report, including but not limited to those related to law enforcement, fire, and general government services, have been included under the “Other” line item in the agency tables. RSG has not included summaries of funds which are not used for community service uses, such as funds used for housing services.

Many cities experienced a decline in revenues in FY 19-20 and FY 20-21 due to the COVID-19 pandemic, which often forced the closure of facilities and a decrease in certain services provided by cities. In general, revenues have since increased over the past two years, as both facilities and services have generally returned to pre-pandemic levels.

RSG made determinations about revenue and expenditure growth for the cities based on compound annual growth rates (“CAGR”). Some cities have made accounting changes over the years, so RSG has only calculated the CAGR for total General Fund revenues and expenditures for each city.

- Less than 0 percent: Negative growth
- 0 – 2 percent: Low growth
- 2.1 – 4 percent: Below average growth
- 4.1 – 6 percent: Average growth

- 6.1 – 10 percent: Moderate growth
- 10.1 – 18 percent: High growth
- Above 18 percent: Very high growth

The financial capacity of each city is adequate for providing services at the current levels. The cities have all established reserve policies and have reserves which meet their policy requirements. Although some cities have significant deferred maintenance costs, these cities are planning appropriately through budget documents in order to continue to provide services.

ALAMEDA

The City of Alameda experienced average General Fund revenue growth and low General Fund expenditure growth from FY 18-19 through FY 21-22. The City's net General Fund revenues remained positive through all four years in RSG's analysis. The City had not yet released its FY 22-23 ACFR as of the writing of this report.

<i>Alameda</i>				
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22
General Fund	\$ 99,639,351	\$ 106,471,286	\$ 115,071,287	\$ 124,319,018
Capital Improvement Projects¹	\$ 8,079,191	\$ 17,445,027	\$ 14,639,641	\$ -
Other Governmental Funds	\$ 38,014,971	\$ 62,623,292	\$ 50,471,160	\$ 44,889,986
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22
General Fund				
Community Services				
Recreation and Parks	\$ -	\$ -	\$ -	\$ 10,382,106
Library	-	-	-	-
TOTAL COMMUNITY SERVICES	-	-	-	10,382,106
Public Works ²	2,179,896	2,437,812	2,330,924	3,308,954
Other Uses	88,674,173	81,867,318	83,646,636	85,368,918
TOTAL GENERAL FUND	\$ 90,854,069	\$ 84,305,130	\$ 85,977,560	\$ 99,059,978
Capital Improvement Projects	\$ 20,625,740	\$ 41,467,306	\$ 20,469,058	\$ -
Other Governmental Funds				
Community Services				
Recreation and Parks	\$ -	\$ -	\$ -	\$ 766,276
Library	-	-	-	4,857,264
TOTAL COMMUNITY SERVICES	-	-	-	5,623,540
Public Works	\$ 3,204,646	\$ 3,344,909	\$ 4,629,585	\$ 5,684,282
Other Uses	34,670,179	42,869,642	34,932,289	32,549,410
TOTAL OTHER FUNDS	\$ 37,874,825	\$ 46,214,551	\$ 39,561,874	\$ 49,480,772

¹CIP may include infrastructure not related to community services.

²Public Works budgets may include expenditures not related to community services.

Source: Annual Comprehensive Financial Reports, City of Alameda

ALBANY

The City of Albany experienced below average revenue growth and moderate expenditures growth in the General Fund from FY 18-19 through FY 21-22. Between FY 19-20 and FY 21-22, the City's General Fund expenditures exceeded revenues, but the pace of revenue growth slowed between FY 21-22 and FY 22-23.

<i>Albany</i>						
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23	
General Fund	\$ 20,481,005	\$ 19,827,362	\$ 21,639,085	\$ 23,891,883	\$ 25,890,552	
Street & Storm Fund	\$ 1,134,980	\$ 1,159,381	\$ 1,199,884	\$ 1,214,596	\$ 1,248,522	
Other Governmental Funds	\$ 10,927,145	\$ 10,275,577	\$ 12,159,285	\$ 12,924,323	\$ 16,032,023	
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23	
General Fund						
Recreation and Community Services	\$ 2,227,819	\$ 1,988,968	\$ 1,318,099	\$ 2,079,875	\$ 2,728,384	
Other Uses	17,823,458	17,897,240	22,536,997	24,236,513	25,067,732	
TOTAL GENERAL FUND	\$ 20,051,277	\$ 19,886,208	\$ 23,855,096	\$ 26,316,388	\$ 27,796,116	
Street & Storm Fund						
Recreation and Community Services	\$ -	\$ -	\$ -	\$ -	\$ -	
Other Uses	789,765	289,373	702,988	365,779	2,982,578	
TOTAL STREET & STORM FUND	\$ 789,765	\$ 289,373	\$ 702,988	\$ 365,779	\$ 2,982,578	
Nonmajor Governmental Funds						
Recreation and Community Services	\$ 944,632	\$ 759,348	\$ 456,724	\$ 1,117,945	\$ 2,266,287	
Other Uses	7,315,663	7,679,673	7,687,467	6,472,283	8,938,959	
TOTAL NONMAJOR GOV'T FUNDS	\$ 8,260,295	\$ 8,439,021	\$ 8,144,191	\$ 7,590,228	\$ 11,205,246	

Source: Annual Comprehensive Financial Reports, City of Albany

BERKELEY

The City of Berkeley had below average revenue growth and moderate expenditure growth in the General Fund between FY 18-19 through FY 22-23. The City has a fund specifically dedicated to the operations and maintenance of its library system. Revenue growth outpaced expenditure growth for this fund over the five years from FY 18-19 through FY 22-23, and revenues exceeded expenditures for every year in the analysis. Like many other cities, the City's charges for service revenues declined in FY 20-21 but rebounded in FY 21-22.

<i>Berkeley</i>						
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23	
General Fund	\$ 201,089,822	\$ 210,940,719	\$ 213,739,932	\$ 232,594,533	\$ 241,247,508	
Grants	\$ 24,485,578	\$ 26,834,350	\$ 38,488,025	\$ 80,274,805	\$ 74,391,507	
Library	\$ 20,063,287	\$ 20,616,745	\$ 21,025,076	\$ 22,915,954	\$ 24,328,539	
Other Governmental Funds	\$ 88,800,853	\$ 74,314,924	\$ 73,589,111	\$ 109,976,976	\$ 110,952,151	
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23	
General Fund						
Community Services						
Highway and Streets	\$ 2,904,262	\$ 2,289,459	\$ 3,163,011	\$ 3,833,392	\$ 3,055,307	
Culture-Recreation	5,943,167	7,013,665	7,361,990	8,707,861	9,290,768	
TOTAL COMMUNITY SERVICES	8,847,429	9,303,124	10,525,001	12,541,253	12,346,075	
Other Uses	141,873,821	179,302,220	178,788,175	188,285,598	198,957,809	
TOTAL GENERAL FUND	\$ 150,721,250	\$ 188,605,344	\$ 189,313,176	\$ 200,826,851	\$ 211,303,884	
Grants						
Community Services						
Highway and Streets	\$ 323,385	\$ 323,385	\$ 800,632	\$ 546,047	\$ 2,222,509	
Culture-Recreation	331,426	331,426	467,798	342,338	455,376	
TOTAL COMMUNITY SERVICES	654,811	654,811	1,268,430	888,385	2,677,885	
Other Uses	33,618,111	33,618,111	31,580,892	41,315,663	42,743,285	
TOTAL GRANTS	\$ 34,272,922	\$ 34,272,922	\$ 32,849,322	\$ 42,204,048	\$ 45,421,170	
Library	\$ 19,009,097	\$ 19,009,097	\$ 20,144,965	\$ 18,526,627	\$ 20,193,808	
Other Governmental Funds						
Community Services						
Highway and Streets	\$ 11,474,717	\$ 11,474,717	\$ 6,507,792	\$ 7,561,325	\$ 8,121,811	
Culture-Recreation	20,786,996	20,786,996	19,788,855	23,612,798	16,645,713	
TOTAL COMMUNITY SERVICES	32,261,713	32,261,713	26,296,647	31,174,123	24,767,524	
Other Uses	58,572,358	58,572,358	82,889,335	72,181,519	67,970,054	
TOTAL OTHER GOV'T FUNDS	\$ 90,834,071	\$ 90,834,071	\$ 109,185,982	\$ 103,355,642	\$ 92,737,578	

Source: Annual Comprehensive Financial Reports, City of Berkeley

DUBLIN

The City of Dublin experienced below average revenue growth and average expenditure growth in its General Fund between FY 18-19 and FY 22-23. Revenues dropped in FY 20-21 and FY 21-22, largely due to a significant decrease in revenue for charges for service, but rebounded in FY 22-23. The City also significantly increased its revenue from developer fees in FY 20-21. Park and Community Services spending decreased over the five years of this analysis, while Public Works spending increased.

Dublin

Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund	\$ 107,273,141	\$ 102,872,533	\$ 99,392,683	\$ 99,125,378	\$ 121,813,345
Capital Projects Funds¹	\$ 21,126,416	\$ 8,966,291	\$ 4,320,989	\$ 15,769,485	\$ 5,002,093
Other Governmental Funds	\$ 12,759,729	\$ 13,821,194	\$ 19,590,235	\$ 19,320,213	\$ 24,913,615
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund					
Community Services					
Public Works	\$ 12,704,232	\$ 11,915,994	\$ 12,014,081	\$ 13,413,099	\$ 18,129,060
Park and Community services	9,486,704	7,135,822	6,034,953	8,689,027	8,262,422
TOTAL COMMUNITY SERVICES	22,190,936	19,051,816	18,049,034	22,102,126	26,391,482
Other Uses	50,709,053	55,200,069	56,072,743	58,828,931	65,592,321
TOTAL GENERAL FUND	\$ 72,899,989	\$ 74,251,885	\$ 74,121,777	\$ 80,931,057	\$ 91,983,803
Capital Projects Funds					
Community Services					
Parks	\$ 1,081,809	\$ 6,180,120	\$ 4,170,540	\$ 13,400,686	\$ 4,539,778
Streets	14,666,554	5,488,030	3,116,314	4,030,047	13,053,219
TOTAL COMMUNITY SERVICES	15,748,363	11,668,150	7,286,854	17,430,733	17,592,997
Other Uses	13,021,906	14,217,262	8,521,288	13,048,654	12,045,114
TOTAL CAPITAL PROJECTS FUNDS	\$ 28,770,269	\$ 25,885,412	\$ 15,808,142	\$ 30,479,387	\$ 29,638,111
Other Governmental Funds					
Community Services					
Public works and transportation ²	\$ 1,987,540	\$ 1,879,056	\$ 2,082,078	\$ 2,283,403	\$ 2,470,450
Park and community services	182,858	44,312	50,301	67,830	39,001
TOTAL COMMUNITY SERVICES	2,170,398	1,923,368	2,132,379	2,351,233	2,509,451
Other Uses	5,314,253	6,034,217	8,678,886	12,171,281	11,396,093
TOTAL OTHER GOV'T FUNDS	\$ 7,484,651	\$ 7,957,585	\$ 10,811,265	\$ 14,522,514	\$ 13,905,544

¹ Capital Projects Funds may include revenues not related to community services.

² Public works budgets may include projects not related to community services.

Source: Annual Comprehensive Financial Report, City of Dublin

EMERYVILLE

The City of Emeryville experienced below average revenue and expenditure growth between FY 18-19 and FY 22-23 in its General Fund, although expenditure growth did outpace revenue growth. While General Fund revenues decreased between FY 19-20 and FY 20-21, revenues have significantly increased between FY 20-21 and FY 22-23. Between FY 20-21 and FY 22-23, the growth of revenues has outpaced expenditures. The largest source of General Fund revenue growth was for licenses and permits, which grew from \$4.9 million in FY 18-19 to \$10.9 million in FY 22-23.

<i>Emeryville</i>					
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund	\$ 48,992,281	\$ 45,146,558	\$ 40,564,460	\$ 48,576,621	\$ 57,522,025
Other Grants	\$ -	\$ 383,186	\$ 2,146,284	\$ 1,691,328	\$ 1,082,491
General Capital Improvements¹	\$ 7,038,453	\$ 8,258,631	\$ 11,779,789	\$ 2,123,158	\$ 3,248,303
Nonmajor Governmental Funds	\$ 10,426,781	\$ 12,693,469	\$ 10,743,542	\$ 12,820,394	\$ 15,108,186
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund					
Community Services					
Community Services	\$ 961,378	\$ 570,509	\$ 525,229	\$ 734,620	\$ 777,774
Public Works ²	3,360,044	3,551,480	3,816,143	3,763,659	4,448,227
TOTAL COMMUNITY SERVICES	4,321,422	4,121,989	4,341,372	4,498,279	5,226,001
Other Uses	34,295,035	35,522,632	34,826,372	37,598,488	41,028,665
TOTAL GENERAL FUND	\$ 38,616,457	\$ 39,644,621	\$ 39,167,744	\$ 42,096,767	\$ 46,254,666
Grants					
Community Services					
Community Services	\$ -	\$ -	\$ -	\$ -	\$ 246,619
Public works	-	50,000	50,000	50,000	21,234
TOTAL COMMUNITY SERVICES	-	50,000	50,000	50,000	267,853
Other Uses	-	1,258,603	2,236,340	1,477,270	5,803,427
TOTAL GRANTS	\$ -	\$ 1,308,603	\$ 2,286,340	\$ 1,527,270	\$ 6,071,280
General Capital Improvements					
Community Services					
Public Works	\$ 11,058	\$ 530,982	\$ 466,269	\$ 477,485	\$ 495,997
TOTAL COMMUNITY SERVICES	11,058	530,982	466,269	477,485	495,997
Other Uses	892,352	7,306,087	6,417,468	2,242,566	3,149,247
TOTAL GENERAL CAPITAL IMPROVEMENTS	\$ 903,410	\$ 7,837,069	\$ 6,883,737	\$ 2,720,051	\$ 3,645,244
Nonmajor Governmental Funds					
Community Services					
Community services	\$ 2,261,778	\$ 2,331,071	\$ 2,273,418	\$ 2,142,038	\$ 2,246,278
Public works	2,131,576	592,957	471,998	596,984	733,699
TOTAL COMMUNITY SERVICES	4,393,354	2,924,028	2,745,416	2,739,022	2,979,977
Other Uses	8,089,571	8,826,859	8,533,250	4,484,272	6,725,679
TOTAL OTHER GOV'T FUNDS	\$ 12,482,925	\$ 11,750,887	\$ 11,278,666	\$ 7,223,294	\$ 9,705,656

¹ May include capital improvements not related to community services.

² May include projects not related to community services.

Source: Annual Comprehensive Financial Reports, City of Emeryville

FREMONT

The City of Fremont experienced average General Fund revenue growth and moderate expenditure growth between FY 18-19 and FY 22-23. The City has a dedicated Recreation Services fund; this fund experienced revenue growth over the timeframe of RSG's analysis along with declining expenditures.

Fremont						
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23	
General Fund	\$ 208,075,729	\$ 200,959,295	\$ 230,698,745	\$ 270,377,156	\$ 261,356,720	
Recreation Services	\$ 8,632,133	\$ 6,348,844	\$ 4,673,289	\$ 7,020,550	\$ 9,007,416	
Capital Improvement¹	\$ 2,361,213	\$ 1,239,022	\$ (622,643)	\$ 39,876	\$ 241,293	
Streets, Bike & Pedestrian	\$ 17,667,579	\$ 23,670,148	\$ 21,298,240	\$ 16,258,256	\$ 14,955,253	
Non-Major Governmental Funds	\$ 31,896,591	\$ 40,457,450	\$ 46,769,711	\$ 48,305,042	\$ 40,342,646	
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23	
General Fund						
Capital Assets Maintenance ²	\$ 23,725,195	\$ 25,934,406	\$ 25,528,082	\$ 28,824,390	\$ 32,074,121	
Other Uses	161,083,433	176,417,194	179,606,663	191,766,524	230,344,088	
TOTAL GENERAL FUND	\$ 184,808,628	\$ 202,351,600	\$ 205,134,745	\$ 220,590,914	\$ 262,418,209	
Recreation Services	\$ 9,947,436	\$ 9,271,061	\$ 6,748,305	\$ 9,165,130	\$ 8,984,343	
Capital Improvement						
Capital Assets Maintenance	\$ 12,081,704	\$ 6,387,006	\$ 8,617,682	\$ 4,620,375	\$ 6,838,330	
Other Uses	2,549,697	10,206,582	6,543,999	3,181,659	1,193,012	
TOTAL CAPITAL IMPROVEMENT	\$ 14,631,401	\$ 16,593,588	\$ 15,161,681	\$ 7,802,034	\$ 8,031,342	
Streets, Bike & Pedestrian	\$ 18,939,352	\$ 31,999,909	\$ 18,325,021	\$ 10,793,739	\$ 9,512,934	
Non-Major Governmental Funds						
Capital Assets Maintenance	\$ 10,389,348	\$ 12,494,006	\$ 13,749,863	\$ 15,511,488	\$ 15,515,697	
Other Uses	17,804,787	23,000,363	23,788,221	32,543,357	27,680,781	
TOTAL NON-MAJOR FUNDS	\$ 28,194,135	\$ 35,494,369	\$ 37,538,084	\$ 48,054,845	\$ 43,196,478	

¹ May include capital improvements not related to community services.

² May include projects not related to community services.

Source: Annual Comprehensive Financial Reports, City of Fremont

HAYWARD

The City of Hayward experienced below average General Fund revenue and expenditure growth, although revenue growth outpaced expenditure growth. In all of the years of RSG's analysis, General Fund revenues exceeded expenditures. As of the date of this report, the City had not yet released its FY 22-23 ACFR.

<i>Hayward</i>				
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22
General Fund	\$ 182,269,528	\$ 183,535,033	\$ 199,884,873	\$ 205,880,353
Grants	\$ 568,201	\$ 785,893	\$ 995,410	\$ 1,288,154
General Capital Projects¹	\$ 5,053,484	\$ 7,986,625	\$ 12,556,475	\$ 10,920,508
Other Governmental Funds	\$ 26,878,707	\$ 24,514,544	\$ 43,668,174	\$ 31,117,111
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22
General Fund				
Community Services				
Public Works & Transportation ²	\$ 3,596,709	\$ 5,144,882	\$ 4,085,154	\$ 4,117,683
Library and Community Services	6,522,261	7,186,368	7,587,444	8,460,055
TOTAL COMMUNITY SERVICES	10,118,970	12,331,250	11,672,598	12,577,738
Other Uses	155,984,648	154,176,226	160,716,410	169,304,049
TOTAL GENERAL FUND	\$ 166,103,618	\$ 166,507,476	\$ 172,389,008	\$ 181,881,787
Grants				
Community Services				
Public Works & Transportation	\$ 379,160	\$ 12,111	\$ -	\$ -
Library and Community Services	-	162,173	179,684	369,953
TOTAL COMMUNITY SERVICES	379,160	174,284	179,684	369,953
Other Uses	-	311,881	757,536	265,618
TOTAL GRANTS	\$ 379,160	\$ 486,165	\$ 937,220	\$ 635,571
General Capital Projects				
Public Works & Transportation	\$ 5,547	\$ 40,743	\$ 44,072	\$ 40,743
Other Uses	18,292,125	12,231,411	26,559,107	38,990,457
TOTAL CAPITAL PROJECTS	\$ 18,297,672	\$ 12,272,154	\$ 26,603,179	\$ 39,031,200
Other Governmental Funds				
Community Services				
Public Works & Transportation	\$ 4,869,013	\$ 1,595,328	\$ 4,069,040	\$ 5,592,896
Library and Community Services	1,085,197	1,358,671	1,356,861	1,767,260
TOTAL COMMUNITY SERVICES	5,954,210	2,953,999	5,425,901	7,360,156
Other Uses	18,174,087	18,552,959	25,998,228	28,058,392
TOTAL OTHER GOV'T FUNDS	\$ 24,128,297	\$ 21,506,958	\$ 31,424,129	\$ 35,418,548

¹ May include capital projects not related to community services.

² May include projects not related to community services.

Source: Annual Comprehensive Financial Report, City of Hayward

LIVERMORE

The City of Livermore experienced below average General Fund revenue growth and low expenditure growth between FY 18-19 and FY 22-23. During this time period, General Fund community service expenditures grew at a similar pace to revenues, and outpaced the growth of other, non-community service expenditures. The City's Other Governmental Funds experienced negative growth in both revenues and expenditures.

Livermore					
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund	\$ 117,420,762	\$ 118,435,835	\$ 124,558,590	\$ 127,001,798	\$ 142,363,579
Other Governmental Funds¹	\$ 27,145,245	\$ 29,331,117	\$ 24,010,297	\$ 19,056,526	\$ 21,471,447
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund					
Community Services					
Public Works ²	\$ 7,048,763	\$ 7,298,306	\$ 7,886,134	\$ 11,066,658	\$ 8,734,430
Library	5,587,920	5,834,282	5,517,721	6,286,856	6,301,649
TOTAL COMMUNITY SERVICES	12,636,683	13,132,588	13,403,855	17,353,514	15,036,079
Other Uses	97,599,673	95,991,415	100,323,200	112,460,324	103,593,172
TOTAL GENERAL FUND	\$ 110,236,356	\$ 109,124,003	\$ 113,727,055	\$ 129,813,838	\$ 118,629,251
Other Governmental Funds					
Community Services					
Public Works	\$ 3,809,511	\$ 3,998,680	\$ 5,207,860	\$ 4,875,348	\$ 3,348,359
Library	77,864	62,516	108,459	100,784	171,001
TOTAL COMMUNITY SERVICES	3,887,375	4,061,196	5,316,319	4,976,132	3,519,360
Other Uses	37,529,522	27,913,822	14,369,270	22,773,831	17,368,967
TOTAL OTHER GOV'T FUNDS	\$ 41,416,897	\$ 31,975,018	\$ 19,685,589	\$ 27,749,963	\$ 20,888,327

¹ May include funds not related to community services.

² May include projects not related to community services.

Source: Annual Comprehensive Financial Reports, City of Livermore

NEWARK

The City of Newark's General Fund expenditure growth outpaced revenue growth between FY 18-19 and FY 22-23. General Fund revenues declined slightly between FY 19-20 and FY 20-21, but grew again in FY 21-22. Service charges as a revenue source declined over the five years. General Fund community service expenditures experienced the same trend as General Fund revenues during that time, with recreation expenditures the most impacted in FY 20-21.

Newark					
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund	\$ 67,243,195	\$ 65,426,814	\$ 64,638,925	\$ 71,684,204	\$ 79,620,841
Park Impact Fees	\$ 308,596	\$ -	\$ 2,885,477	\$ 1,812,427	\$ 361,088
Capital Projects Fund¹	\$ 3,719,151	\$ 2,774,023	\$ -	\$ 41,401	\$ -
Other Funds	\$ 4,895,004	\$ 6,856,163	\$ 5,194,848	\$ 5,811,917	\$ 6,136,862
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund					
Community Services					
Recreation	\$ 5,348,141	\$ 5,093,905	\$ 4,520,499	\$ 5,218,855	\$ 5,119,440
Public Works ²	8,044,475	8,519,745	8,479,337	8,774,572	10,655,287
TOTAL COMMUNITY SERVICES	13,392,616	13,613,650	12,999,836	13,993,427	15,774,727
Other Uses	38,807,809	40,588,345	52,885,547	49,789,632	50,230,641
TOTAL GENERAL FUND	\$ 52,200,425	\$ 54,201,995	\$ 65,885,383	\$ 63,783,059	\$ 66,005,368
Capital Projects Fund					
Public Works	\$ 4,551,128	\$ -	\$ 340,721	\$ 234,546	\$ 86,568
Other Uses	736,767	32,778,777	42,296,896	3,336,349	146,546
TOTAL CAPITAL FUND	\$ 5,287,895	\$ 32,778,777	\$ 42,637,617	\$ 3,570,895	\$ 233,114
Other Governmental Funds					
Community Services					
Recreation	\$ 206,196	\$ 170,008	\$ 123,992	\$ 202,241	\$ 186,593
Public Works	91,100	615,250	311,311	1,138,345	866,651
TOTAL COMMUNITY SERVICES	297,296	785,258	435,303	1,340,586	1,053,244
Other Uses	3,387,703	5,707,873	1,709,542	4,051,108	1,997,908
TOTAL OTHER GOV'T FUNDS	\$ 3,684,999	\$ 6,493,131	\$ 2,144,845	\$ 5,391,694	\$ 3,051,152

¹ May include projects not related to community services.

² May include uses not related to community services.

Source: Annual Comprehensive Financial Reports, City of Newark

OAKLAND

The City of Oakland experienced similar growth in its General Fund revenues and expenditures between FY 18-19 and FY 22-23. In all years of RSG's analysis, General Fund revenues exceeded General Fund expenditures. Community service spending over the same time period increased more rapidly, mostly due to a significant increase in expenditures for community and human services.

<i>Oakland</i> ¹						
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23	
General Fund	\$ 840,434	\$ 832,649	\$ 887,221	\$ 926,596	\$ 967,768	
Federal/State Grant Fund	\$ 91,055	\$ 118,365	\$ 194,063	\$ 226,069	\$ 203,512	
Municipal Capital Improvement Fund ²	\$ 12,520	\$ 14,685	\$ 20,943	\$ 15,985	\$ 24,188	
Other Special Revenue Fund	\$ 148,197	\$ 145,513	\$ 163,539	\$ 175,726	\$ 229,087	
Other Governmental Funds	\$ 106,587	\$ 115,688	\$ 118,589	\$ 116,826	\$ 127,756	
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23	
General Fund						
Community Services						
Community and Human Services	\$ 44,656	\$ 54,344	\$ 46,613	\$ 64,812	\$ 78,895	
Public Works and Transportation ³	42,662	42,600	36,172	48,229	55,317	
TOTAL COMMUNITY SERVICES	87,318	96,944	82,785	113,041	134,212	
Other Uses	610,818	666,611	651,205	577,613	674,756	
TOTAL GENERAL FUND	\$ 698,136	\$ 763,555	\$ 733,990	\$ 690,654	\$ 808,968	
Federal/State Grant Fund						
Community Services						
Community and Human Services	\$ 46,699	\$ 52,650	\$ 59,094	\$ 64,647	\$ 64,102	
Public Works and Transportation	4,184	5,997	9,330	5,623	5,651	
TOTAL COMMUNITY SERVICES	50,883	58,647	68,424	70,270	69,753	
Other Uses	45,612	46,207	137,685	192,245	141,260	
TOTAL FEDERAL/STATE GRANT	\$ 96,495	\$ 104,854	\$ 206,109	\$ 262,515	\$ 211,013	
Municipal Capital Improvement Fund						
Public Works and Transportation	\$ 7,703	\$ 10,703	\$ 12,760	\$ 12,951	\$ 13,715	
Other Uses	53,311	55,133	105,752	82,284	46,282	
TOTAL MUNICIPAL CAPITAL IMPR.	\$ 61,014	\$ 65,836	\$ 118,512	\$ 95,235	\$ 59,997	
Other Special Revenue Fund						
Community Services						
Community and Human Services	\$ 51,131	\$ 59,796	\$ 62,233	\$ 60,514	\$ 63,888	
Public Works and Transportation	7,501	10,509	18,499	26,812	31,202	
TOTAL COMMUNITY SERVICES	58,632	70,305	80,732	87,326	95,090	
Other Uses	79,350	84,825	88,352	98,355	126,522	
TOTAL OTHER SPECIAL REVENUES	\$ 137,982	\$ 155,130	\$ 169,084	\$ 185,681	\$ 221,612	
Other Governmental Funds						
Community Services						
Community and Human Services	\$ 6,447	\$ 3,790	\$ 6,259	\$ 6,266	\$ 7,087	
Public Works and Transportation	47,024	49,861	47,166	46,775	48,848	
TOTAL COMMUNITY SERVICES	53,471	53,651	53,425	53,041	55,935	
Other Uses	135,868	131,054	127,698	124,847	144,538	
TOTAL OTHER GOV'T FUNDS	\$ 189,339	\$ 184,705	\$ 181,123	\$ 177,888	\$ 200,473	

¹ All amounts shown in thousands.

² May include capital projects not related to community services.

³ May include uses not related to community services.

Source: Annual Comprehensive Financial Reports, City of Oakland

PIEDMONT

General Fund expenditure growth outpaced General Fund revenue growth for the City of Piedmont between FY 18-19 and FY 21-22. Community service spending outpaced total General Fund expenditure growth, largely due to an increase in Public Works expenditures. As of the writing of this report, the City has not yet released its FY 22-23 ACFR.

<i>Piedmont</i>					
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	
General Fund	\$ 29,762,060	\$ 28,733,313	\$ 33,932,347	\$ 34,964,871	
Facilities Maintenance	\$ 220,975	\$ 176,711	\$ 24,324	\$ (108,711)	
Other Governmental Funds	\$ 2,729,302	\$ 2,522,405	\$ 2,694,915	\$ 3,392,759	
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	
General Fund					
Community Services					
Public Works ¹	\$ 3,790,687	\$ 4,033,333	\$ 4,470,211	\$ 5,784,643	
Recreation	2,912,559	2,666,206	2,404,970	3,296,287	
TOTAL COMMUNITY SVS.	6,703,246	6,699,539	6,875,181	9,080,930	
Other Uses	17,854,157	18,465,479	19,864,422	21,696,675	
TOTAL GENERAL FUND	\$ 24,557,403	\$ 25,165,018	\$ 26,739,603	\$ 30,777,605	
Facilities Maintenance					
Community Services					
Public Works	\$ 5,743	\$ 18,416	\$ 19,841	\$ 7,728	
Recreation	496,295	260,416	107,222	263,756	
TOTAL COMMUNITY SVS.	502,038	278,832	127,063	271,484	
Other Uses	1,084,153	837,648	1,131,220	1,477,783	
TOTAL FACILITIES MAINT.	\$ 1,586,191	\$ 1,116,480	\$ 1,258,283	\$ 1,749,267	
Other Governmental Funds					
Community Services					
Public Works	\$ 461,516	\$ 29,761	\$ 32,148	\$ 60,591	
Street Improvement	188,074	-	48,250	204,879	
Recreation	700,688	730,609	706,355	753,765	
TOTAL COMMUNITY SVS.	1,350,278	760,370	786,753	1,019,235	
Other Uses	2,280,649	4,727,978	941,347	1,948,103	
TOTAL OTHER GOV'T. FUNDS	\$ 3,630,927	\$ 5,488,348	\$ 1,728,100	\$ 2,967,338	

¹ May include uses not related to community services.

Source: Annual Comprehensive Financial Reports, City of Piedmont

PLEASANTON

The City of Pleasanton has experienced similar growth rates for its General Fund revenues and expenditures. In all years of RSG's analysis, General Fund revenues exceeded General Fund expenditures.

Pleasanton

Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund¹	\$ 126,900,375	\$ 124,920,607	\$ 126,584,069	\$ 139,016,693	\$ 149,725,799
Capital Improvement Programs Fund²	\$ 811,417	\$ 1,424,054	\$ 4,051,189	\$ (908,557)	\$ (259,424)
Other Governmental Funds³	\$ 13,437,223	\$ 14,890,590	\$ 10,887,161	\$ 8,099,590	\$ 11,430,518
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund	\$ 113,377,001	\$ 113,806,103	\$ 115,390,177	\$ 120,540,275	\$ 133,540,493
Capital Improvement Programs Fund	\$ 896,898	\$ 1,512,806	\$ 6,171,177	\$ 4,332,526	\$ 5,646,332
Other Governmental Funds	\$ 8,412,250	\$ 12,914,511	\$ 18,941,450	\$ 15,147,821	\$ 10,750,450

¹ May include funds not related to community services.

² May include projects not related to community services.

³ May include funds not related to community services.

Source: Annual Comprehensive Financial Reports, City of Pleasanton

SAN LEANDRO

The City of San Leandro experienced higher General Fund revenue growth than General Fund expenditure growth between FY 18-19 and FY 21-22. Community service spending grew at a slightly faster rate than total General Fund expenditures. In FY 20-21, the City established a fund specifically for Measure BB, the Countywide measure used for street and road improvements. As of the writing of this report, the City had not yet published its FY 22-23 ACFR.

San Leandro					
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	
General Fund	\$ 118,854,224	\$ 117,410,317	\$ 125,709,950	\$ 135,928,389	
Capital Improvements¹	\$ 60,236	\$ 63,492	\$ 14,647	\$ 8,822	
Measure BB	\$ -	\$ -	\$ 2,331,526	\$ 5,933,117	
Non-Major Governmental Funds	\$ 16,268,165	\$ 26,937,576	\$ 15,499,216	\$ 14,573,419	
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	
General Fund					
Community Services					
Engineering and Transportation ²	\$ 9,571,683	\$ 10,094,413	\$ 10,216,409	\$ 11,735,643	
Recreation and Culture	10,720,040	10,385,984	9,751,091	11,314,002	
TOTAL COMMUNITY SERVICES	20,291,723	20,480,397	19,967,500	23,049,645	
Other Uses	82,545,701	86,181,332	89,166,846	88,586,408	
TOTAL GENERAL FUND	\$ 102,837,424	\$ 106,661,729	\$ 109,134,346	\$ 111,636,053	
Capital Improvements					
Engineering and Transportation	\$ 1,570,643	\$ 1,291,555	\$ 1,304,167	\$ 2,317,396	
Other Uses	2,519,105	6,858,965	8,517,038	3,128,076	
TOTAL CAPITAL IMPROVEMENTS	\$ 4,089,748	\$ 8,150,520	\$ 9,821,205	\$ 5,445,472	
Measure BB	\$ -	\$ -	\$ 5,874,380	\$ 6,055,475	
Non-Major Governmental Funds					
Community Services					
Engineering and Transportation	\$ 12,990,673	\$ 17,395,665	\$ 6,511,620	\$ 9,249,084	
Recreation and Culture	381,842	613,397	318,288	405,787	
TOTAL COMMUNITY SERVICES	13,372,515	18,009,062	6,829,908	9,654,871	
Other Uses	4,454,074	5,563,158	6,620,221	5,841,138	
TOTAL NON-MAJOR GOV'T FUNDS	\$ 17,826,589	\$ 23,572,220	\$ 13,450,129	\$ 15,496,009	

¹ May include projects not related to community services.

² May include uses not related to community services.

Source: Annual Comprehensive Financial Reports, City of San Leandro

UNION CITY

As of the writing of this report, the City of Union City has not published its FY 21-22 or its FY 22-23 ACFR due to a cyberattack. City staff expect to be up to date with financial reporting in 2024. Between FY 18-19 and FY 20-21, the City experienced declining general Fund revenues and expenditures; in all three years, General Fund expenditures exceeded General Fund revenues. The decline in General Fund revenues was largely a result of a decline in charges for service in FY 20-21.

<i>Union City</i>				
Revenues	FY 18-19	FY 2019-20	FY 2020-21	
General Fund	\$ 62,622,448	\$ 63,037,899	\$ 62,339,062	
Capital Improvement Fund¹	\$ 1,948,614	\$ 1,701,483	\$ 1,106,614	
Public Improvement Capital Project²	\$ 1,329,781	\$ 608,093	\$ 152,470	
Other Governmental Funds	\$ 24,300,582	\$ 22,906,948	\$ 24,260,985	
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	
General Fund				
Community Services				
Community and Recreation Services	\$ 6,353,280	\$ 5,701,289	\$ 4,055,400	
Public Works ³	5,476,487	5,182,837	5,155,871	
TOTAL COMMUNITY SERVICES	11,829,767	10,884,126	9,211,271	
Other Uses	50,344,578	50,780,294	48,976,874	
TOTAL GENERAL FUND	\$ 74,004,112	\$ 72,548,546	\$ 67,399,416	
Capital Improvement Fund				
Public Works	\$ 497,540	\$ 3,169,847	\$ 639,994	
Other Uses	33,015	241,418	233,019	
TOTAL CAPITAL IMPROVEMENT FUND	\$ 530,555	\$ 3,411,265	\$ 873,013	
Public Improvement Capital Project Fund				
Public Works	\$ 2,092,106	\$ 4,791,808	\$ -	
Other Uses	979,188	48,604	8,073,933	
TOTAL PUBLIC IMPROVEMENT FUND	\$ 3,071,294	\$ 4,840,412	\$ 8,073,933	
Non-Major Governmental Funds				
Community Services				
Community and Recreation Services	\$ 765,220	\$ 704,271	\$ 828,371	
Public Works	9,824,977	7,430,483	7,375,068	
TOTAL COMMUNITY SERVICES	10,590,197	8,134,754	8,203,439	
Other Uses	11,459,294	11,120,134	10,816,552	
TOTAL NON-MAJOR GOV'T FUNDS	\$ 22,049,491	\$ 19,254,888	\$ 19,019,991	

¹ May include capital projects not related to community services.

² May include capital projects not related to community services.

³ May include uses not related to community services.

Source: Annual Comprehensive Financial Reports, City of Union City

OPPORTUNITIES FOR SHARED FACILITIES

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

5. Status of, and opportunities for, shared facilities;

The City of Oakland provides library services to Emeryville and Piedmont. Neither city expressed challenges with the services currently provided by Oakland, and both expect that Oakland will continue to provide library services in the future.

As part of the data collection process for this MSR, RSG asked the cities to identify any services currently being provided under out-of-area service agreements. None of the cities identified out-of-area service agreements for the community services reviewed as a part of this report. The City of Livermore and the City of Pleasanton both noted that they have a number of out-of-area service agreements for water and wastewater services.

RSG did not identify additional shared community service facilities in the Alameda County cities.

None of the cities expressed a desire for further shared community service facilities, nor did RSG identify potential opportunities for additional shared community service facilities during this review.

ACCOUNTABILITY, GOVERNMENT STRUCTURE AND OPERATIONAL EFFICIENCIES

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

- 6. Accountability for community service needs, including government structure and operational efficiencies.*
- 7. Any other matter related to effective or efficient service delivery, as required by Commission Policy.*

Cities in Alameda County have established a robust framework of policies and procedures aimed at fostering transparency and accountability to the local community. This framework encompasses a range of practices, including the organization of elections and the dissemination of public notices regarding city meetings and actions. To enhance accessibility, many cities utilize technology, such as Zoom, to broadcast public hearings and meetings. This approach accommodates a wider audience and overcomes potential barriers to in-person attendance.

All cities maintain user-friendly websites that contain information about departments, their activities, and upcoming events. These websites are valuable resources for residents seeking information about local government services. Collectively, the cities prioritize operational efficiency and structural strength, demonstrating their commitment to accessible, accountable, and responsive local governance.

The cities of Alameda, Berkeley, and Oakland have implemented “Sunshine Ordinances” which aim to make public records and meetings more accessible to the public. These ordinances clarify and specify which documents need to be made available to the public, when they need to be posted, and provide mechanisms for residents to file complaints about transparency. Berkeley and Oakland have independent commissions which advise elected officials on how to implement their respective Sunshine Ordinances and hear complaints about violations of the ordinances.

Alameda County comprises both charter cities and general law cities. Charter cities have their own charters that grant them greater autonomy and the ability to create local laws and regulations that may differ from state laws. General law cities, on the other hand,

operate under the general laws of the state, which limit their authority to enact local regulations beyond what the state allows.

- Charter Cities: Alameda, Albany, Berkeley, Hayward, Oakland, Piedmont, San Leandro
- General Law Cities: Dublin, Emeryville, Fremont, Livermore, Newark, Pleasanton, Union City

All of the cities, with the exception of Oakland, employ a Council-Manager form of government. In this setup, elected city councils are responsible for shaping policies, while a City manager supervises day-to-day operations to ensure effective governance. Meanwhile, Oakland functions under a Mayor-Council system. In this model, the Mayor holds executive authority, overseeing the city's administration, appointing officials, and making substantial decisions without requiring approval from the City Council.

The cities of Alameda, Albany, Emeryville, Hayward, Newark, and Piedmont employ at-large elections, where Council members are elected citywide. In contrast, Berkeley, Dublin, Fremont, Livermore, Oakland, San Leandro, and Union City opt for district elections. Under this model, the cities are divided into distinct geographical districts, and Council members are elected by residents of those specific districts. Livermore, Pleasanton, and Union City have four Council members who are elected by-district, while the Mayor of the cities is elected at-large. Berkeley has eight Council members elected by-district, while the Mayor is elected at-large. Berkeley also employs a ranked choice voting system.

- Five-Member Councils: Alameda, Albany, Dublin, Emeryville, Livermore, Newark, Piedmont, Union City, Pleasanton
- Seven-Member Councils: Fremont, Hayward, San Leandro
- Eight-Member Council: Oakland
- Nine-Member Council: Berkeley

Some of the cities have taken steps to engage their communities beyond what is required by law. For example, the City of Livermore prioritized community input when it updated the Library Strategic Services Plan for 2020-2025. Livermore residents completed over 1,500

surveys about library services which staff used to draft library objectives. The City of Hayward solicited input for its Housing Element by contacting over 175 stakeholders and organizations in the City and attending community meetings.

No additional matters related to effective and efficient service delivery have been identified for review in this MSR by Alameda LAFCO.