

## 3.12 PUBLIC SERVICES AND RECREATION

This section describes the existing public services and facilities, including fire protection, law enforcement, public schools, parks and recreation, and potential effects attributable to the project. Impacts are evaluated in relation to the actions needed to provide the services that could potentially lead to adverse physical environmental effects. Mitigation measures are recommended to address impacts determined to be significant or potentially significant.

There was one comment received during the notice of preparation (NOP) scoping process regarding school siting near agricultural resources. No potential school site or land uses would be approved for construction under this project. Future development of the potential school site would be required to meet all siting requirements (including setbacks from hazards) of the California Department of Education.

### 3.12.1 Environmental Setting

This section describes the existing public services near the project site (or SOIA area). Descriptions and analysis in this section are based on information provided by the City of Elk Grove General Plan and General Plan EIR, the Cosumnes Community Services District, the City of Elk Grove, the County of Sacramento General Plan and General Plan EIR, the Municipal Services Review prepared for the SOIA area, aerial photographs, and applicable state laws.

### FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES

Fire protection, fire prevention, life safety and emergency services in this area of the County of Sacramento are provided by the Cosumnes Community Services District (CCSD) and the Sacramento Metropolitan Fire District (SMFD) (City of Elk Grove 2016a). The Sacramento Fire EMS Communication Center dispatches all fire agencies in Sacramento County. CCSD is the primary fire protection and emergency medical response service within the SOIA area. SMFD, the City of Sacramento Fire Department (SFD), and the CCSD share common jurisdictional boundaries and participate in a regional automatic/mutual aid agreement. The CCSD Fire Department also has a mutual aid agreement with the surrounding volunteer fire districts in southern Sacramento County, including Wilton, Courtland, Walnut Grove, and Herald Fire Districts. As a result of the existing automatic and mutual aid agreements, the closest unit available is dispatched to an incident and fire district boundaries are not an issue when an incident occurs (Local Agency Formation Commission [LAFCo] 2016).

The Bilby Ridge site is within the CCSD service boundary. The Fire Department is headquartered at 10573 East Stockton Boulevard, Elk Grove. The CCSD provides fire protection, fire prevention, and emergency medical, rescue and transportation services to the cities of Elk Grove and Galt, as well as unincorporated areas in the region covering over 157 square miles. The CCSD Fire Department operates out of eight fire stations: six in the Elk Grove area and two additional stations in the City of Galt, including a state-of-the-art fire training facility. The closest fire stations to the SOIA area are Station 72 or Station 74, at 10035 Atkins Drive and 6501 Laguna Park Drive, respectively. Station 72 is located approximately 1.3 miles north and Station 74 is located approximately 4.4 miles north of the project site.

### Service Response

CCSD responds to various emergencies dispatched throughout the community, including fires, vehicle collisions, hazardous materials spills, and medical and public assistance calls. The department has over 150 sworn personnel in the Operations Division, which has units devoted to fire suppression, training, and emergency medical services. The department currently staffs eight Type 1 engine companies, one ladder truck company, seven ambulances, and a command vehicle each day on a 24-hour basis. The department

also operates eight Type III fire engines and other specialty apparatus are staffed using these personnel as seasons and emergency circumstances dictate their use. Specialty apparatus includes one heavy foam unit, a heavy rescue, a mass decontamination trailer, a mass casualty incident trailer, a swift water rescue boat, and two flood boat response trailers containing eight boats total (LAFCo 2016).

The department provides ambulance transportation and pre-hospital care for the portions of the unincorporated area of Sacramento County and the cities of Elk Grove and Galt. The department employs over 80 paramedics and 47 emergency medical technicians. The department's seven full-time ambulances are staffed and operate 24 hours per day. Three additional fire stations have been designated by the CCSD and the City within the SOIA area as follows:

- ▲ Station 77 is designated to be near the intersection of Poppy Ridge Road and Big Horn Boulevard;
- ▲ Station 78 is designed to be in the Sterling Meadows subdivision, approximately one-half mile north of Kammerer Road and just east of the future Lotz Parkway alignment; and
- ▲ Station 79 is designated to be near the intersection of Bradshaw Road and Grant Line Road.

The Fire Prevention Bureau is staffed by the Fire Marshal, five Fire Inspectors, and one Public Education Officer. The Bureau provides four primary services to the community including plan review and construction inspection, periodic inspection of buildings and hazardous processes, fire investigation, and public education (LAFCo, 2016).

### **Service Standards**

CCSD is currently handling more emergency response calls than the state average, because of substantial growth, and increases in traffic volumes and traffic congestion. CCSD has established a response time goal of arriving on scene in seven minutes or less of a 911 call, 90 percent of the time (LAFCo 2016).

The Insurance Services Office (ISO) rating is the recognized classification for a fire department or district's ability to defend against major fires. A rating of 10 generally indicates no protection, whereas an ISO rating of 1 indicates high firefighting capability. The proposed SOIA area is considered "unwatered." According to the ISO, newly developing urban areas should have a fire station opened within 1.5 miles of all commercial development and 2.5 miles from all residential development when "build-out" exceeds 20 percent of the planned area. The project site is not currently equipped with hydrants, but would be required to do so as a condition in the event of subsequent development approval (LAFCo 2016).

## **LAW ENFORCEMENT**

### **Sacramento County Sheriff's Department**

The Sacramento County Sheriff's Department provides specialized law enforcement services to both the incorporated and unincorporated areas and local police protection to the unincorporated area and City of Rancho Cordova. Specialized law enforcement includes: providing court security services, operating a system of jails for pre-trial and sentenced inmates, and operating a training complex. Local police protection includes: response to calls and trouble spots, investigations, surveillance, and routine patrolling. Services are generally provided through patrol units consisting of a patrol car and deputy sheriff. The Sheriff's Department operates several facilities, including a headquarters building, main jail, the Rio Cosumnes Correctional Center, five station houses, ten community service centers, a training academy, firearms training facility, marine enforcement detail, and an air support bureau (Sacramento County 2010:4-4).

### **City of Elk Grove Police Department**

Police protection in the City of Elk Grove is provided by the Elk Grove Police Department, which operates from headquarters on 8400 Laguna Palms Way. The department is comprised of the Field Services Division, Investigative Services Division, and Support Services Division. The Field Services Division provides essential

police services to the community and is the largest division within the department. Three Lieutenants are assigned as Watch Commanders who coordinate the organization, staffing, and operational activities for the Field Services Division. There are 140 sworn officers and 86 professional personnel in the department's workforce. The City of Elk Grove has been divided into five beats. Officers are assigned to a beat each year, enabling them to build relationships within the community, address potential crime-related problems, and engage in community-oriented policing within their beat (City of Elk Grove Police Department [EGPD] 2016a).

The City of Elk Grove experienced a decrease in most crime categories from 2015 to 2016; however, finalized crime data for the year is not available at the time of this writing. In 2015, the Department reported a total of 3,706 crimes (EGPD 2016b). Average response times to Priority 1 calls (in-progress felony, in-progress crime against person, or an incident where there is a high risk for harm against a person) was 5.3 minutes in 2016, with 57 percent of those calls receiving a response within 5 minutes (EGPD 2016a).

## PUBLIC SCHOOLS

The Bilby Ridge site is located within the Elk Grove Unified School District (EGUSD), which is the fifth largest school district in California based upon student population. The district operates 40 elementary schools, nine comprehensive high schools, nine middle schools, four alternative education schools – including a virtual academy, a special education school, an adult education program, and a dependent charter school. Two additional elementary schools will be opening in the 2017-2018 school year (EGUSD 2017). Schools near the SOIA area include Franklin Elementary School, Toby Johnson Middle School, and Franklin High School. These schools are currently at or over capacity (EGUSD 2016).

EGUSD is known for the high quality of its schools, which consistently perform well in standardized tests. Growth in the district's service area in recent years has resulted in the need to add substantial new capacity, both at new schools and at existing schools. A recent *School Needs Facilities Analysis* (March 2017) released by EGUSD indicates that approximately 8,400 new residential units are projected within the district boundaries by 2021-2022 school year, which would result in approximately 3,906 new elementary school students, 1,068 new middle school students, and 1,946 new high school students. Upon adjusting for facilities capacity, approximately 3,216 elementary school students, 886 middle school students, 1,614 high school students, and 146 Severe Special Day Class students could not be accommodated by current facilities (EGUSD 2017).

Franklin Elementary School is located at 4011 Hood-Franklin Road and serves pre-kindergarten through sixth grade students. Franklin Elementary School was completed in 1995 and has 29 classrooms, a library, multipurpose room, cafeteria, playfields, and hard courts. EGUSD is projecting the construction of approximately 5,500 new homes within the school's current attendance area by 2025. As a result, the residing TK-6 general education student population is projected to increase by approximately 1,900 students and to exceed the school's traditional and multi-track year-round calendar capacities by 2025 (EGUSD 2016).

Toby Johnson Middle School is located at 10099 Franklin High Road and serves middle-school students. Toby Johnson Middle School was completed in 2002 and has 48 classrooms. Due to overcrowding, Toby Johnson Middle School was closed to intra-district transfers and open enrollment students. EGUSD does not project new housing within the school's current attendance area by 2025; however, enrollment is anticipated to increase by 120 students and continue to exceed the school's capacity (EGUSD 2016).

Franklin High School is located at 6400 Whitelock Parkway and serves high school students. Franklin High School was completed in 2002 and has 90 classrooms. Due to overcrowding at Franklin High School, it was closed to intra-district transfers and open enrollment students. EGUSD does not project new housing within the school's current attendance area by 2025; however, enrollment is anticipated to increase by 300 students and continue to exceed the school's capacity (EGUSD 2016).

Solutions presented in the *Facilities Masterplan 2010-2025* prepared by the District include constructing new schools and/or adjusting attendance boundaries. Changing to a multi-track year-round calendar or other measures may also be necessary (EGUSD 2016).

## **PARKS AND RECREATION**

### **Cosumnes Community Services District**

CCSD provides parks and recreation to the City of Elk Grove, as well as unincorporated areas in the region. CCSD currently operates 94 parks, two community centers, four recreation centers, 18 miles of trails, and two aquatic complexes. CCSD also provides many recreation programs and activities to residents within the district (CCSD 2017). CCSD has established a Parks Master Plan to plan for future parks and recreational facilities through 2025. The Parks and Recreation Master Plan focuses on land, facilities, and program needs, including a complete analysis of all district operational policy and funding mechanisms. CCSD is active in planning and constructing park sites and recreational facilities to meet service demands and strives to achieve the goal of 5 acres per 1,000 residents (CCSD 2009). The closest park to the SOIA area is Backer Park, which is approximately 10.5 acres located north of Bilby Road. There are six additional parks located within approximately 2 miles north and east of the project site (CCSD 2017).

The City of Elk Grove and the CCSD have entered into a memorandum of agreement for the development and operation of new parks and recreation facilities in new development areas that include the Laguna Ridge Specific Plan and the Southeast Policy Area Community Plan that are adjacent to the SOIA area. The CCSD will own these facilities and exclusively provide their programming.

### **City of Elk Grove**

The City of Elk Grove and CCSD have an agreement for joint ownership of all future parks in the Laguna Ridge Specific Plan (LRSP) and the future Civic Center Community Park located in the LRSP planned for a grand opening in 2018 (City of Elk Grove 2004; City of Elk Grove 2016b).

## **3.12.2 Regulatory Framework**

### **FEDERAL**

No federal plans, policies, regulation, or laws are applicable to the proposed project.

### **STATE**

#### **Fire Protection Services**

##### **California Occupational Safety and Health Administration**

In accordance with California Code of Regulations, Title 8 Sections 1270 “Fire Prevention” and 6773 “Fire Protection and Fire Equipment,” the California Occupational Safety and Health Administration (Cal OSHA) has established minimum standards for fire suppression and emergency medical services. The standards include guidelines on the handling of highly combustible materials; fire hose sizing requirements; restrictions on the use of compressed air; access roads; and the testing, maintenance, and use of all firefighting and emergency medical equipment.

##### **California Fire Code**

The California Fire Code, which is contained in Title 24, Part 9 of the California Code of Regulations, includes regulations related to construction, maintenance, and use of buildings. Topics addressed in the code include fire department access, fire hydrants, automatic sprinkler systems, fire alarm systems, fire and explosion hazards safety, hazardous materials storage and use, provisions intended to protect and assist first

responders, industrial processes, and many other general and specialized fire-safety requirements for new and existing buildings and the surrounding premises related to fire and life safety. The California Fire Code has been incorporated into Chapter 17.04 of the City of Elk Grove Municipal Code.

### **California Health and Safety Code**

State fire regulations are set forth in Sections 13000, et seq. of the California Health and Safety Code, which includes regulations for building standards (as set forth in the California Building Code); fire protection and notification systems; fire protection devices such as extinguishers and smoke alarms; high-rise building and childcare facility standards; and fire suppression training.

Per the California Health and Safety Code, the Fire Code Official is both authorized to perform life safety inspection, and responsible for the enforcement of panic and life safety regulations adopted by the California State Fire Marshal in the California Building Standards. The Fire Prevention Bureau performs plan reviews and provides comments and field inspection on all construction projects within the jurisdiction. The Fire Inspectors also inspect occupancies and hazardous operations as required by the California Health and Safety Code.

State of California Emergency Medical Services regulations are set forth in Division 2.5 of the Health and Safety Code (Sections 1797-1799), which is known as the Emergency Medical Services System and the Prehospital Emergency Medical Care Personnel Act. The regulations include system administration, certification, medical control, facilities, and other facets of emergency medical care.

### **California Emergency Response/Evacuation Plans**

The State of California passed legislation authorizing the Office of Emergency Services to prepare a Standard Emergency Management System (SEMS) program, which sets forth measures by which a jurisdiction should handle emergency disasters. Noncompliance with SEMS could result in the State withholding disaster relief from the noncomplying jurisdiction in the event of an emergency disaster.

## **Schools**

### **California Education Code**

The California Education Code authorizes the California Department of Education to develop site selection standards for school districts. The California Department of Education School Facilities Planning Division has prepared a School Site Selection and Approval Guide that provides criteria for location of school sites in the State of California. Site selection is determined based on a screening and ranking procedure. The criteria, in order of importance are listed below:

- |                     |                         |
|---------------------|-------------------------|
| ▲ 1. Safety         | ▲ 7. Accessibility      |
| ▲ 2. Location       | ▲ 8. Public Services    |
| ▲ 3. Environment    | ▲ 9. Utilities          |
| ▲ 4. Soils          | ▲ 10. Cost              |
| ▲ 5. Topography     | ▲ 11. Availability      |
| ▲ 6. Size and Shape | ▲ 12. Public Acceptance |

### **California School Funding**

California Education Code Section 17620 authorizes school districts to levy a fee, charge, dedication, or other requirement against any development project for the construction or reconstruction of school facilities, provided that the district can show justification for levying of fees. California Government Code Section 65995 limits the fee to be collected to the statutory fee unless a school district conducts a School Facility Needs Assessment (California Government Code Section 65995.6) and meets certain conditions.

Senate Bill 50 (Chapter 407, Statutes of 1998) instituted a school facility program by which school districts can apply for state construction and modernization funds. This legislation imposed limitations on the power of cities and counties to require mitigation of school facilities impacts as a condition of approving new development. It also provided the authority for school districts to levy fees at three different levels:

- ▲ Level I fees are the current statutory fees allowed under Education Code Section 17620. As mentioned above, this code section authorizes school districts to levy a fee against residential and commercial construction to fund school construction or reconstruction. These fees are adjusted every two years in accordance with the statewide cost index for Class B construction as determined by the State Allocation Board.
- ▲ Level II developer fees are outlined in Government Code Section 65995.5. This code section allows a school district to impose a higher fee on residential construction if certain conditions are met. These conditions include having a substantial percentage of students on multitrack year-round scheduling, having an assumed debt equal to 15–30 percent of the district’s bonding capacity (the percentage is based on revenue sources for repayment), having at least 20 percent of the district’s teaching stations housed in relocatable classrooms, and having placed a local bond on the ballot in the past 4 years that received at least 50 percent plus one of the votes cast. A facility needs assessment must demonstrate that the need for new school facilities for unhoused pupils is attributable to projected enrollment growth from the construction of new residential units over the next five years. As of September 2016, EGUSD’s Level II fees are \$5.01 per square foot for residential development and \$0.56 per square foot for commercial/industrial construction. The EGUSD Mello-Roos Community Facilities District (CFD) No. 1 also provides school facility funding through the issuance of bonds not exceeding \$275 million. CFD No. 1 is not intended to address school facility needs from new development.
- ▲ Level III developer fees are outlined in Government Code Section 65995.7. This code section authorizes a school district that has been approved to collect Level II fees to collect a higher fee on residential construction if State funding becomes unavailable. This fee is equal to twice the amount of Level II fees. However, if a district eventually receives State funding, this excess fee may be reimbursed to the developers or subtracted from the amount of State funding.

In addition to the funding mechanisms for new development above, California Proposition 51 which was passed in November 2016, authorized \$9 billion in general obligation bonds for new construction and modernization of K–12 public school facilities; charter schools and vocational education facilities; and California Community Colleges facilities.

## **Parks and Recreation**

### **Quimby Act**

The Quimby Act (California Government Code Section 66477) was established by the California legislature in 1965 to preserve open space and parkland in the rapidly urbanizing areas of the state. The Quimby Act authorizes local governments to establish ordinances requiring developers of new subdivisions to dedicate land for parks, pay an in-lieu fee, or perform a combination of the two. The Quimby Act requires a city or county to adopt standards for recreational facilities in its general plan recreation element if it is to adopt a parkland dedication/fee ordinance. The City’s standards for parkland dedication under the Quimby Act are provided in the discussion of local regulations below. Both the County and the City collect Quimby Act in-lieu fees. These fees contribute to a fund that would be used to acquire properties for parkland.

## **LOCAL**

The project site lies within the jurisdictional boundaries of Sacramento County; therefore, the County’s policies, as well as the Sacramento LAFCo’s policies, would apply. Furthermore, if the SOIA is approved, it may be annexed by the City of Elk Grove. Thus, applicable policies of the City of Elk Grove’s General Plan are described below.

### **Sacramento County General Plan**

The following policies from the Sacramento County General Plan would apply to the SOIA.

- ▲ **Policy PF-54:** Require new development to install fire hydrants and associated water supply systems which meet the fire flow requirements of the appropriate fire district.
- ▲ **Policy PF-55:** New development shall provide access arrangements pursuant to the requirements of the California Fire Code.
- ▲ **Policy PF-56:** Infill development shall be provided adequate off-site improvements to meet on-site fire flow requirements.
- ▲ **Policy PF-57:** New development, redevelopment or traffic signal replacement shall require the installation of emergency signal activation systems in all street improvements requiring signalization when requested by a fire district.
- ▲ **Policy PF-58:** Traffic calming measures should be used wherever possible in a manner that does not delay emergency vehicle responses.
- ▲ **Policy PF-59:** Alternative methods of fire protection and access must be instituted if access is reduced to emergency vehicles.
- ▲ **Policy PF-60:** Require that structures of four stories or more in height provide on-site equipment and facilities to the satisfaction of the appropriate fire district, consistent with industry norms and standards.
- ▲ **Policy PF-61:** Mitigation fees may be established by the Board of Supervisors or Fire Districts for the purpose of funding adequate fire protection and emergency medical response facilities provided they find that such fees are critical and necessary to meet the facility funding needs of the fire district and that existing methods of financing are inadequate.
- ▲ **Policy PF-62:** The Board of Supervisors shall not require the collection of mitigation fees unless it has certified that the fire district has:
  - Adopted a facility plan consistent with industry norms and standards and the time horizon of the County General Plan that will maintain Insurance Service Office (ISO) ratings of 3 for hydrant areas and 8 for non-hydrant areas, and a response time of 5 minutes for emergency medical calls, where staffing levels are adequate. In areas that do not have public water supply which are increasing in number due to urbanization, the fire district should be able to provide a sufficient flow shuttle.
  - Adopted a financing plan delineating the source and amount of funds required to fully implement the facilities plan. Such plan shall indicate personnel requirements necessary to meet the standards in the facilities plan.
  - Demonstrate a commitment to and reasonable progress towards achieving efficiency improvements, such as inter-district agreements for sharing resources or district consolidation.
  - All reasonable efforts have been made to secure additional funding from any other available sources.
- ▲ **Policy PF-63:** Mitigation fees established by County ordinance or Fire District shall, together with other reasonably assured sources of funding identified in the fire district's financing plan, be sufficient to implement the adopted financing plan.
- ▲ **Policy PF-64:** No building permit for new residential or commercial construction shall be issued when there is a Board of Supervisors certified fire district financing plan for any applicable fire district, which provides for mitigation fees, until the applicant has contributed all required mitigation fees.

- ▲ **Policy SA-35:** The County shall ensure that the siting of critical emergency response facilities such as hospitals, fire, sheriff's offices and substations, and other emergency service facilities and utilities have minimal exposure to flooding, seismic and geological effects, fire, and explosions.
- ▲ **Policy PF-53:** Design neighborhoods and buildings in a manner that prevents crime and provides security and safety for people and property; when feasible.
- ▲ **Policy PF-27:** Community plans shall identify all existing and planned school sites and shall include guidelines and conceptual examples for incorporating new schools into overall neighborhood design.
- ▲ **Policy PF-29:** Schools shall be planned as a focal point of neighborhood activity and interrelated with neighborhood retail uses, churches, neighborhood and community parks, greenways and off-street paths whenever possible.
- ▲ **Policy PF-30:** New elementary schools in the urban area should be planned whenever possible so that almost all residences will be within walking distance of the school (one mile or less) and all residences are within two miles of a school.
- ▲ **Policy PF-31:** Schools shall be planned adjacent to neighborhood parks whenever possible and designed to promote joint use of appropriate facilities. The interface between the school and park shall be planned with an open design and offer unobstructed views to promote safety.
- ▲ **Policy PF-32:** Elementary schools shall not be located along arterials and thoroughfares. Junior high and high schools should be located near roadways with adequate capacity and should provide adequate parking to facilitate the transport of students.
- ▲ **Policy PF-33:** New community college campuses and high schools within the urban service boundary shall be located along arterial or thoroughfare streets, with high priority to location adjacent to transportation corridors identified on the Transportation Plan Map.
- ▲ **Policy PF-34:** All school site plans shall be designed to minimize traffic speed and maximize traffic flow around the school, allowing for several access points to and from the site.
- ▲ **Policy PF-35:** New schools should link with planned bikeways and pedestrian paths wherever possible.
- ▲ **Policy PF-37:** Review district school facility plans with respect to their relationship to County-wide school facility planning objectives in conjunction with Board of Supervisors' adoption of supplemental financing programs.
- ▲ **Policy PF-38:** Land dedications or reservations for schools should meet state guidelines for school parcel size. Where more than one owner or development project is involved, there shall be appropriate assurances and conditions to assure that requisite acreage can and will be assembled to meet facility site requirements.
- ▲ **Policy PF-39:** Specific Plans shall show the location of future school sites based upon adopted school district master plans and criteria in the General Plan.
- ▲ **Policy PF-120:** The County will work cooperatively with the local recreation and park districts to help assure that the provision of additional parks and recreation facilities keeps pace with urban growth within the County.
- ▲ **Policy PF-121:** The County supports the adoption and implementation of Parks and Recreation Master Plans by local recreation and park districts to establish goals and policies for community-oriented parks and recreation facilities that are consistent with the goals and policies of this General Plan.



- ▲ **Policy PF-122:** To help assure that local recreation and park district Master Plan standards for levels of service may be achieved and maintained, the County may require new development to dedicate land, pay in-lieu fees, development impact fees, or otherwise contribute a fair share to the acquisition and development of parks and recreation facilities. For development in infill areas where land dedication may not be practical, the County in cooperation with the affected park district may explore creative alternatives for providing park and recreation facilities.
- ▲ **Policy PF-123:** At a minimum, new residential developments approved by the County shall provide sites for local parks for their prospective residents consistent with the Quimby Act and the land dedication standards for each local recreation and park district adopted by Sacramento County in Chapter 22.40 of the Sacramento County Code. These requirements may be satisfied by land dedication, payment of fees in lieu of dedication, or on-site improvements per the provisions of Chapter 22.40, which will be regularly updated to reflect changing demography. These include the baseline standard of three acres of land for parks per 1,000 residents or in cases where existing parklands within a park district exceed three acres per 1,000 population, that higher ratio shall be the standard for new developments up to a maximum of five acres of land for parks per 1,000 residents based on calculations specified in SCC Chapter 22.40.
- ▲ **Policy PF-124:** Consistent with its infill development standards and mixed use Commercial Corridor plans, the County in consultation with the local recreation and park districts shall encourage new infill and Corridor development projects to provide small plazas, pocket parks, civic spaces, and other gathering places that are available to the public to help encourage pedestrian activity, meet recreational needs and service standards consistent with Smart Growth principles.
- ▲ **Policy PF-125:** The County shall promote the provision of on-site recreational amenities and gathering places that are available to the public by large scale development projects and may consider providing incentives such as density bonuses or increases in building coverage for that purpose.
- ▲ **Policy PF-126:** Encourage local park districts to develop user fee supporting recreation programs for those activities that go beyond providing for basic recreation needs. Examples include sports leagues, tennis and other court complexes, leisure enrichment classes for all ages, aquatic centers and splash parks, and community centers.
- ▲ **Policy PF-127:** Require new residential developments to participate in park O & M financing mechanisms where established by local park districts or the County.
- ▲ **Policy PF-128:** Encourage park development adjacent to school sites and the formation of joint use agreements between school and park districts.
- ▲ **Policy PF-129:** In cooperation with local park districts and County Regional Parks, the County shall assist in establishing permanent financing systems for the purpose of supporting an adequate level of park services and maintenance.
- ▲ **Policy PF-130:** Encourage local park districts to collaborate and coordinate with other districts, agencies, and organizations.
- ▲ **Policy PF-131:** Support the cooperation of local park districts and the County Department of Regional Parks to provide the most efficient delivery of parks and recreation services.

### City of Elk Grove General Plan

The following policies from the City of Elk Grove's General Plan would apply to future annexation and development of the project site.

- ▲ **Policy SA-1:** The City will seek to maintain acceptable levels of risk of injury, death, and property damage resulting from reasonably foreseeable safety hazards in Elk Grove.

- ▲ **Policy SA-5:** The City will cooperate with other local, regional, state, and federal agencies and with rail carriers in an effort to secure the safety of all residents and businesses in Elk Grove.
  - SA-5-Action 3 Participate in State mutual aid agreements with neighboring cities and counties; State and federal emergency relief agencies; and private enterprises such as the Red Cross, the Salvation Army, and local medical institutions to assist in shelter, relief, and first aid operations. Encourage cooperation among adjacent communities to provide backup fire suppression and law enforcement assistance in emergency situations.
- ▲ **Policy SA-29:** The City shall regularly monitor and review the level of police staffing provided in Elk Grove, and ensure that sufficient staffing and resources are available to serve local needs.
- ▲ **Policy SA-32:** Cooperate with the Elk Grove Community Services District (EGCSD) Fire Department [Cosumnes Community Services District] to reduce fire hazards, assist in fire suppression, and promote fire safety in Elk Grove.
  - SA-32-Action 1 Review new development for adequate water supply and pressure, fire hydrants, and access to structures by firefighting equipment and personnel.
  - SA-32-Action 2 Review projects for compliance with the Fire Code as part of the building permit process.
  - SA-32-Action 4 Require, where appropriate, on-site fire suppression systems for all new commercial and industrial development to reduce the dependence on fire department equipment and personnel
- ▲ **Policy SA-34:** The City shall regularly monitor and review the level of police staffing provided in Elk Grove and ensure that sufficient staffing and resources are available to serve local needs.
- ▲ **Policy SA-35:** Design neighborhoods and buildings in a manner that prevents crime and provides security and safety for people and property when feasible.
- ▲ **Policy PF-1:** Except when prohibited by state law, the City shall require that sufficient capacity in all public services and facilities will be available on time to maintain desired service levels and avoid capacity shortages, traffic congestion, or other negative effects on safety and quality of life.
- ▲ **Policy PF-2:** The City shall coordinate with outside service agencies—including water and sewer providers, the Elk Grove Community Services District, and the Elk Grove Unified School District—during the review of plans and development projects.
- ▲ **Policy PF-7:** The City shall require that water flow and pressure be provided at sufficient levels to meet domestic, commercial, and firefighting needs.
- ▲ **Policy PF-15:** The City shall cooperate with the County of Sacramento in the planning and implementation of future library facilities and facility expansions in Elk Grove.
- ▲ **Policy PF-16:** Specific Plans shall identify all existing and planned school sites and should include guidelines and conceptual examples for incorporating new schools into overall neighborhood design.
- ▲ **Policy PF-17:** While recognizing that school siting and development are not within the jurisdiction of the City to control, the City strongly encourages the School District to consider the following criteria:
  - Traffic impacts on nearby roadways are addressed and mitigated to meet City standards for level of service.

- Schools should serve as a focal point of neighborhood activity and be interrelated with churches, parks, greenways and off-street paths whenever possible.
- Almost all residences will be within walking distance of a school (one mile or less) and all residences are within two miles of a school whenever possible.
- New schools are adjacent to neighborhood and community parks whenever possible and designed to promote joint use of appropriate facilities.
- New schools should link with trails, bikeways, and pedestrian paths wherever possible.
- ▲ **Policy PF-18:** The City supports state legislative efforts to secure additional state funding for school construction and ensure maintenance of local district priorities for funds in the state school bond program.
- ▲ **Policy PF-19:** Public facilities should be phased in a logical manner which avoids “leapfrog” development and encourages the orderly development of roadways, water and sewer, and other public facilities. The City shall not provide public financing or assistance for projects that do not comply with the planned phasing of public facilities. Interim facilities may be used only if specifically approved by the City Council.
- ▲ **Policy PF-21:** New development shall fund its fair share portion of its impacts to all public facilities and infrastructure as provided for in state law.
- ▲ **Policy PTO-1:** The City of Elk Grove supports the development, maintenance, and enhancement of parks and trails serving a variety of needs at the neighborhood, area, and citywide level. The City may seek to accomplish the provision of parks and trails in cooperation with the Cosumnes Community Services District (CCSD).
  - PTO-1-Action 1 As part of the review of development projects, ensure that public parks and trails are provided which meet the City’s and CCSD’s criteria and which implement the CCSD/City Parks Master Plan and City Bicycle, Pedestrian, and Trail Master Plan.
- ▲ **Policy PTO-3:** Funding for maintenance of parks and/or trails shall be assured to the City’s satisfaction prior to the approval of any Final Subdivision Map which contains or contributes to the need for a public parks and facilities.
- ▲ **Policy PTO-4:** New residential developments may be required to, at a minimum, provide parks consistent with the Quimby Act (CA Govt. Code Section 66477), through land dedication, fees in lieu, or on-site improvements at a standard of five (5) acres of land for parks per 1,000 residents. Land dedication and/or payment of in-lieu fees shall be required consistent with state law. Land dedication and/or fees may be required pursuant to other policies in this Element with or without the use of the authority provided in the Quimby Act, or in combination with the Quimby Act and other legal authority.

### **City of Elk Grove Municipal Code Chapter 22.40 “Park and Recreation Dedication and Fees”**

Elk Grove Municipal Code Chapter 22.40 “Park and Recreation Dedication and Fees” provides standards and formulas for the dedication of parkland and in-lieu fees. These policies help the City acquire new parkland. The General Plan establishes the goal of providing 5 acres of parkland for each 1,000 residents of the City. The amount of land to be provided is determined based on the appropriate standards and formula contained in Chapter 22.40.

### **City of Elk Grove Municipal Code Chapter 16.95 “Development Impact Fees”**

The Elk Grove City Code imposes six citywide development impact fees. Fees are assessed on landowners who develop property to provide funds for facilities required to meet the needs of, and address impacts caused by, the additional persons residing in or employed on the property as a result of the development. The fees are:

1. Capital Facilities Fee, which funds the following facilities: Civic Center; Police Facilities; Corporation Yard; Library Facilities; and Transit.
2. Affordable Housing Fee, which funds the construction, acquisition or financing of new or existing multi or single family affordable housing projects within the City for low- or very-low income residents.
3. Roadway Fee, which is a multi-zonal fee program that funds the center lanes and medians of major roadways, and funds major intersections, freeway interchanges, and bridges.
4. Fire Fee, which is a multi-zonal fee program that funds fire capital facilities and equipment.
5. Measure A Transportation Mitigation Fee, which funds regional transportation facilities. The City collects this fee on behalf of the Sacramento Transportation Authority (STA).

### **Cosumnes Community Services District Parks Master Plan**

The Cosumnes Community Services District Parks Master Plan was initially approved by the CCSD in 2008, and the City gave its approval in 2010. The Park Master Plan takes a system-wide approach to address recreation needs in Elk Grove and provides infrastructure direction for all areas in the CCSD/City service area. If the project site were annexed into the City, the CCSD would be the responsible planning agency. A new Parks Master Plan is currently being prepared by the CCSD.

## **3.12.3 Environmental Impacts and Mitigation Measures**

### **ANALYSIS METHODOLOGY**

This analysis is based on the assumption that the SOIA would remove an obstacle to the eventual annexation and development of the project site in a manner generally consistent with the conceptual land use scenario. As such, the calculations of public services demand are based on the development potential identified in Chapter 2, "Project Description."

### **THRESHOLDS OF SIGNIFICANCE**

The evaluation of impacts related to public services utilizes the following Appendix G thresholds of significance. The project would have a significant impact related to public services and recreation if it would:

- ▲ result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, to maintain acceptable service ratios, response times or other performance objectives for fire protection, police protection, schools, or parks;
- ▲ increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated; or
- ▲ include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.

## IMPACT ANALYSIS

### **Impact 3.12-1: Increased demand for fire protection and emergency medical services.**

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Future development within the Bilby Ridge SOIA area could result in an increase in demand for fire protection and emergency services, which could require construction of new facilities that would result in environmental impacts. This impact would be a **potentially significant**.

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The project consists of an expansion of the City of Elk Grove's Sphere of Influence to include the Bilby Ridge SOIA area. Although the SOIA does not propose any land use changes or development, future development could occur if the property is annexed. A preliminary land use scenario map includes commercial elements, a residential component, a business professional area, and parks. The future development could increase demand for fire protection and emergency medical services in the SOIA area. As the recognized primary service provider for fire protection and emergency medical and rescue services, the CCSD and the City would be encouraged to work together closely to identify fire station locations, equipment and personnel need to support any increased demands on the CCSD. The development review process should minimize service impacts to joint responder agencies, such as SMFD and SFD (LAFCo 2016).

Any future development in the SOIA area would undergo discretionary review by the City of Elk Grove, which would require General Plan consistency findings. Additionally, future project proponents would be required to incorporate California Fire Code, California Health and Safety Code, and Cal OSHA requirements into project design to address access and finished surfaces for firefighting equipment; fire hydrant placement and sufficiency of fire hydrants; and fire flow availability. These topics are addressed by the City's General Plan Policy PF-7, Action SA-37-Action 1, Action SA-37-Action 2, and Action SA-27-Action 4. Physical impacts associated with construction and operations of on-site public facilities are evaluated throughout this EIR. The placement of any new on-site fire protection facilities have been considered in other sections of this EIR, such as Section 3.3, "Air Quality," and Section 3.4, "Biological Resources," which specifically analyze the potential for project construction and implementation. The timing and specifics necessary to fully evaluate off-site projects are unknown and speculative for fire protection activities outside the SOIA area.

CCSD currently provides fire protection and emergency medical services to the area and would remain the provider if the SOIA is approved. The CCSD Fire Department receives its funding through property taxes, fees for services, and grant funding. New development projects are required to pay fire protection development fees to fund additional facilities and equipment. These funds would help pay for all costs associated with the development of a new fire station, if needed. A Community Facilities District (CFD) has also been established to assist in the long-term mitigation of growth impacts. Annexation into the CFD or lump sum payment to offset growth impacts are required of property owners of new growth development through a balloting process. Due to the substantial number of residents (an estimated 5,540 persons) and employees (an estimated 4,359 persons) that could be accommodated within the SOIA area, the CCSD anticipates the need to construct additional facilities and hire additional firefighters and emergency medical personnel to accommodate the increased demand for services. The construction and operation of new off-site facilities and expansion of existing off-site facilities by CCSD could result in significant environmental impacts. Therefore, this impact would be **potentially significant**.

### **Mitigation Measure 3.12-1: Demonstrate adequate fire protection facilities are available before annexation of territory within the SOIA area.**

At the time of submittal of any application to annex territory within the SOIA area, the City of Elk Grove shall demonstrate that CCSD fire protection and life safety facilities will meet the service demands of development identified for the annexation territory, or that fair-share funding will be provided for the construction of new or expansion of existing fire protection facilities, as needed, to accommodate the increase in demand resulting from development of the annexation territory. The City of Elk Grove shall demonstrate future development has incorporated adequate water supply and fire flow pressure, fire hydrants, and access to structures by firefighting equipment and personnel and where appropriate, identified on-site fire suppression systems for all

new commercial and industrial development into design plans consistent with General Plan polices PF-7, PF-21, and SA-32 and Action SA-37-Action 1, SA-37-Action 2, and SA-37-Action 4. Any expansion of service shall not adversely affect current service levels. Evidence of compliance with this mitigation measure shall be provided in the annexation application to LAFCo.

### **Significance after Mitigation**

Implementation of Mitigation Measure 3.12-1 would reduce significant impacts associated with increased fire protection services demand because the City of Elk Grove would reduce the dependence on fire department equipment and personnel by reducing fire hazards, assisting in fire suppression, and promoting fire safety in Elk Grove. Mitigation presented in this EIR for other environmental topic areas addresses potentially significant environmental impacts associated with overall development within the SOIA area. This mitigation could apply to the on-site public facilities elements of potential future development, in addition to the private development components.

Construction of future off-site fire protection facilities and expansion of existing facilities is the responsibility of CCSD. Implementation of mitigation measures would be the responsibility of the CCSD. However, physical environmental impacts from construction or operation of new or expansion of existing facilities could remain significant after implementation of mitigation (i.e., significant and unavoidable), or no feasible mitigation may be available to fully reduce impacts to a less-than-significant level. Potential significant environmental impacts from construction of off-site facilities could include, but not limited to, the following:

- ▲ Aesthetics: temporary and/or permanent alteration of public views from construction of infrastructure improvements
- ▲ Air Quality: air pollutant and toxic air contaminant emissions from construction activities that exceed thresholds recommended by the Sacramento Metropolitan Air Quality Management District
- ▲ Archaeological, Historical, and Tribal Cultural Resources: damage or loss of significant cultural resources from construction activities
- ▲ Biological Resources: loss of habitat and direct impacts to special status plant and animal species
- ▲ Greenhouse Gases: temporary emission of greenhouse gases during construction
- ▲ Hazards and Hazardous Materials: potential exposure or release of hazardous materials or contamination during construction
- ▲ Hydrology and Water Quality: construction-related stormwater quality impacts
- ▲ Noise: temporary excessive noise levels during construction on sensitive noise receptors
- ▲ Transportation: temporary disruption of roadways and congestion from construction activities and equipment.

Neither LAFCo nor the City of Elk Grove would have control over CCSD's future fire protection facilities planning, determination of siting (which could include improvements outside of the SOIA area) or the approval, timing, or construction. It cannot be determined at this time the extent of these impacts, and there is no additional feasible mitigation available to the City or LAFCo to ensure that impacts would be avoided. Therefore, the impact would remain **significant and unavoidable**.

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### **Impact 3.12-2: Increased demand for law enforcement services.**

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Future development within the Bilby Ridge SOIA area could result in an increase in demand for law enforcement services, which could require construction of new facilities that would result in environmental impacts. This would be a **potentially significant** impact.

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As discussed in Impact 3.12-1, the project consists of an expansion of the City of Elk Grove's Sphere of Influence, and future development could occur if the property is annexed. A preliminary land use scenario map includes commercial elements, a residential component, a business professional area, and parks. The future development could increase demand for law enforcement services in the SOIA area.

After annexation, the EPGD would provide law enforcement services to the SOIA. The EPGD operates out of one police station, located at 8400 Laguna Palms Way, approximately 3 miles from the SOIA area. If there is development in the future in the SOIA area, this could increase demand for law enforcement services. EPGD currently has a staffing ratio of 0.82 officers per 1,000 residents. With the addition of 5,540 residents identified in the development scenario, an estimated 5 officers could be needed.

The EPGD could need to hire additional officers and administrative staff or construct new on-site facilities to accommodate the increased demand for services. Physical impacts associated with construction and operation of future public facilities within the SOIA area are evaluated in the other sections of the EIR, such as Section 3.3, "Air Quality," and Section 3.4, "Biological Resources," and other sections, which provide analysis and mitigation of buildout of the SOIA area, including public facilities.

New staff, equipment, and facilities that would be necessary to provide additional law enforcement services would be funded by property taxes, development impact fees, and potentially other mechanisms. The EPGD collects development impact fees for police facilities. These funds would help pay for all costs associated with the development of a new police station, if needed. It is not currently known if the EPGD's existing law enforcement facilities would be adequate to meet the demands of future development. Due to the substantial number of residents (an estimated 5,540 persons) and employees (an estimated 4,359 persons) that could be accommodated within the SOIA area if it is developed in the future, the EPGD could need to construct additional off-site facilities to maintain adequate service, the construction of which could result in significant environmental impacts. Therefore, this impact would be **potentially significant**.

### **Mitigation Measure 3.12-2: Prepare a plan for service that demonstrates adequate police protection facilities are available before the annexation of territory within the SOIA area.**

At the time of submittal of any application to annex territory within the SOIA area, the City of Elk Grove shall demonstrate that EPGD police protection and public safety facilities will meet the service demands of development identified for the annexation territory, or that fair-share funding will be provided for the construction of new on-site or off-site police protection facilities or expansion of existing police protection facilities, as needed, to accommodate the increase in demand resulting from development of the annexation territory. For any new off-site facility improvements, the City will demonstrate to LAFCo that the environmental review for the improvement has been completed and mitigation measures have been adopted to address identified significant environmental impacts. Any expansion of service shall not adversely affect current service levels. Evidence of compliance with this mitigation measure shall be provided in the annexation application to LAFCo.

#### **Significance after Mitigation**

Mitigation Measure 3.12-2 would reduce potential significant service impacts associated with increased demand for law enforcement services because the City of Elk Grove would demonstrate EPGD police protection facilities will meet the service demands of development identified for the annexation territory, or that fair-share funding will be provided. This mitigation could apply to the public facilities elements of potential future development, in addition to the private development components. Mitigation measures

presented in this EIR for other environmental topic areas would address environmental impacts (though not fully mitigate in all cases) would apply to on-site improvements.

Construction of future off-site law enforcement facilities and expansion of existing facilities is the responsibility of the EGPD. Implementation of mitigation measures would be the responsibility of the EGPD. However, physical environmental impacts from construction or operation of new or expansion of existing facilities could remain significant after implementation of mitigation (i.e., significant and unavoidable), or no feasible mitigation may be available to fully reduce impacts to a less-than-significant level. Potential significant environmental impacts from construction of off-site facilities could include, but not limited to, the following:

- ▲ Aesthetics: temporary and/or permanent alteration of public views from construction of infrastructure improvements.
- ▲ Air Quality: air pollutant and toxic air contaminant emissions from construction activities that exceed thresholds recommended by the Sacramento Metropolitan Air Quality Management District.
- ▲ Archaeological, Historical, and Tribal Cultural Resources: damage or loss of significant cultural resources from construction activities.
- ▲ Biological Resources: loss of habitat and direct impacts to special status plant and animal species.
- ▲ Greenhouse Gases: temporary emission of greenhouse gases during construction.
- ▲ Hazards and Hazardous Materials: potential exposure or release of hazardous materials or contamination during construction.
- ▲ Hydrology and Water Quality: construction-related stormwater quality impacts.
- ▲ Noise: temporary excessive noise levels during construction on sensitive noise receptors.
- ▲ Transportation: temporary disruption of roadways and congestion from construction activities and equipment.

It cannot be determined at this time the extent of these impacts, and there is no additional feasible mitigation available to the City or LAFCo to ensure that impacts would be avoided. Therefore, the impact would remain **significant and unavoidable**.

### **Impact 3.12-3: Increased demand for schools.**

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Future development within the Bilby Ridge SOIA area could result in an increase in demand for schools, which could also require construction of new facilities that would result in environmental impacts. Payment of a school impact fee would reduce school demand impacts to **less than significant**.

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As discussed in Impact 3.12-1, the project consists of an expansion of the City of Elk Grove's Sphere of Influence, and future development could occur if the property is annexed. A preliminary land use scenario map includes 10 acres of land designated for public school use. Physical impacts associated with construction and operation of future public facilities within the SOIA area are evaluated in the other sections of the EIR, which provide analysis and mitigation of buildout of the SOIA area.

The land use scenario contemplates a maximum of approximately 5,540 residents and 3,692 new students who would attend Franklin Elementary and Toby Johnson Middle Schools (approximately 1 mile northeast), and Franklin High School (approximately 1.3 miles northeast) (EGUSD 2017). However, EGUSD periodically changes its school boundaries if a new school is built or the population in an area changes significantly. The SOIA area is currently in the EGUSD but it should be noted that school attendance boundaries may change, so other schools may eventually provide school services. As described above, Franklin Elementary School is



at capacity, and enrollment is closed at Toby Johnson Middle School and Franklin High School. Due to the population increase possible in the SOIA Area, the additional students would exceed the capacity of these schools. However, the project would not trigger the need for additional school facilities because it does not propose development. Additionally, exceeding school capacity is not considered a physical impact under CEQA. Pursuant to SB 50, at the time of subsequent annexation and development of the site, the project applicant would be required to pay all applicable State-mandated school impact fees to EGUSD. The City would determine the assessable square footage that would be subject to the fee at the time of development. EGUSD would determine the capacity of existing schools at the time of build-out of the SOIA area, would determine the need for new school facilities, and would perform the environmental review of and development of new facilities as needed. In the event that school impact fees are not adequate to cover the need for new school facilities, EGUSD has the ability to raise fees as necessary. The California Legislature has declared that payment of the applicable school impact fee is deemed to be full and adequate mitigation under CEQA for impacts on school facilities (California Government Code Section 65996). The impact related to increased demand for schools would be **less than significant**.

Depending upon the location and timing of new school facilities (including the potential for an on-site school), relative to possible future residential development within the SOIA area, future students could potentially be bused or driven to off-site schools within the EGUSD boundaries resulting in indirect impacts related to transportation, such as air pollutant emissions, greenhouse gas emissions, and transportation noise. It is possible that future residential development within the SOIA area would generate demand for school facilities that are not met within the SOIA area or are not for some period of time within the SOIA area as it builds out. The timing and specifics necessary to fully evaluate these impacts are unknown and speculative for schools outside the SOIA area and would be determined by the EGUSD. No further analysis can be provided in this document.

### Mitigation Measures

No mitigation would be required.

### Impact 3.12-4: Increased demand for park and recreation facilities.

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Future development within the Bilby Ridge SOIA area could result in an increase in demand for park and recreation facilities, which would require construction of new facilities that would result in environmental impacts. New residential development within the SOIA Area would be required to comply with the Elk Grove Municipal Code Chapter 22.40, General Plan policies listed above, and Elk Grove Trails Master Plan requiring the dedication of park, recreation and trails facilities and/or the payment of an in-lieu fees. These impact fees could fund the development of new recreational facilities, or the maintenance of existing recreational facilities. Impacts would be **less than significant**.

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The project consists of an expansion of the City of Elk Grove's Sphere of Influence, and future development could occur if the property is annexed. A preliminary land use scenario map includes up to 24.6 acres of land designated for public park use. Physical impacts associated with construction and operation of future public facilities within the SOIA area are evaluated in the other sections of the EIR, such as Section 3.3, "Air Quality," and Section 3.4, "Biological Resources," and other sections, which provide analysis and mitigation of buildout of the SOIA area, including public facilities.

The increase in population would increase demand on parks in the area. City and CCSD parkland standards require a minimum of 5 acres of developed parkland per 1,000 residents. Currently, CCSD serves an estimated population of 190,680 and approximately 1,000 acres of parks, corridors, and trails, at 5.2 acres per 1,000 residents. Future development within the SOIA area could add an estimated maximum of 5,540 residents to the CCSD service area and up to 24.6 acres of parkland. New residential development within the SOIA Area would be required to comply with the Elk Grove Municipal Code Chapter 22.40, General Plan policies listed above, and Elk Grove Trails Master Plan requiring the dedication of park, recreation and trails facilities and/or the payment of an in-lieu fees. These impact fees could fund the development of new recreational facilities, or the maintenance of existing recreational facilities. This impact would be **less than significant**.

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## **Mitigation Measures**

No mitigation would be required.