

3.14 - Public Services

3.14.1 - Introduction

This section describes the existing public services and potential effects from the project. Descriptions and analysis in this section are based on information provided by the City of Elk Grove Sphere of Influence Amendment Area Municipal Service Review, the County of Sacramento General Plan EIR (2011), aerial photographs, and applicable state laws.

Fire Protection and Emergency Medical Services

The Cosumnes Community Service District (CCSD) Fire Department provides fire protection and emergency medical services to a 157-square-mile area encompassing the City of Elk Grove, the City of Galt, and areas of unincorporated south Sacramento County. The Fire Department is headquartered at 10573 East Stockton Boulevard, Elk Grove.

The CCSD operates eight fire stations serving the cities of Elk Grove and Galt, as well as areas of unincorporated Sacramento County. Six of these fire stations are located in the City of Elk Grove (summarized in Table 3.14-1 and shown on Exhibit 3.14-1), with two additional stations in the City of Galt, and a state-of-the-art fire training facility.

Table 3.14-1: Fire Station Summary

Fire Station No. (Location)	Location	Distance to Kammerer Road/ Bruceville Road (miles) ¹
71 (Elk Grove)	8760 Elk Grove Boulevard	3.35
72 (East Franklin)	10035 Atkins Drive	1.75
73 (East Elk Grove)	9607 Bond Road	5.52
74 (Laguna Creek)	6501 Laguna Park Drive	3.25
75 (Lakeside)	2300 Maritime Drive	4.50
76 (Elk Grove - West Vineyard)	8545 Sheldon Road	4.85

Note:
¹ This intersection has been used to provide a reference point. Considering the large SOIA Area, distance from a specific parcel may vary.
Source: Cosumnes Community Service District Fire Department 2010

Service Response

The Fire Department 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 engine companies, one ladder truck company, four ambulances, and a command vehicle each day on a 24-hour basis. Also in the Elk Grove area, six grass 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 vehicle, a mass decontamination trailer, a mass casualty incident trailer, a swift water rescue boat, and four flood boats.

The department provides ambulance transportation and pre-hospital care for the cities of Elk Grove and Galt. The department employs over 80 paramedics and over 60 emergency medical technicians (EMTs). Four medic units operate around the clock and are based in East Elk Grove, Laguna, East Franklin, and Central Elk Grove; two more are based in Galt.

Service Standards

CCSD is currently handling more emergency response calls than the state average, due to substantial growth and increases in traffic volumes and traffic congestion. CCSD has established a response time goal of arriving on scene in 6 minutes or less, 90 percent of the time in the urbanized portions of the City. Additionally, CCSD has adopted a standard response time of 12 minutes or less, 90 percent of the time in the rural areas. A majority of the Sphere of Influence Amendment (SOIA) Area is considered rural.

The Cosumnes Community Service District has been given an Insurance Services Office (ISO) rating of 3 in “watered” areas and 9 in “unwatered” areas such as the existing SOIA Area. The ISO rating is the recognized classification for a fire department’s or district’s ability to defend against major fires. 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 of all residential development when “buildout” exceeds 20 percent of the planned area. A rating of 10 generally indicates no protection, whereas an ISO rating of 1 indicates high firefighting capability. A majority of the SOIA Area is considered “unwatered.”

Mutual Aid

Fire and emergency services in Sacramento County have developed a Joint Powers Authority (JPA) for a unified dispatch system. Under the JPA, the closest unit available is dispatched to an incident and fire district boundaries are not an issue when an incident occurs.

The Sacramento Regional Fire/EMS Communications Center, a Joint Powers Authority, comprises the units shown in Table 3.14-2.

Table 3.14-2: Joint Powers Authority Units

Fire Units	ISO Class Rating
Sacramento Fire Department	2
Sacramento Metropolitan Fire District	3
Cosumnes Community Service District, Fire Department	3
Folsom Fire Department	3

The ISO class ratings listed above are for their respective service areas with established water distribution systems and hydrants.

Police Protection

Sacramento County Sheriff's Department

The SOIA Area is currently served by the Sacramento County Sheriff's Department (SCSD), which provides specialized law enforcement services to the County and local police protection to both the incorporated and unincorporated areas. Specialized law enforcement includes providing court security services, operating a system of jails for pretrial and sentenced inmates, and operating a training complex. Local police protection includes response to calls and trouble spots, investigations, surveillance, and routine patrolling.

There are six patrol districts in the unincorporated area of the County covering approximately 880 square miles. Approximately four patrol cars serve each patrol district. The SCSD consists of roughly 1,236 sworn officers, including 226 patrol officers.

Patrol Services operate the SCSD towing and parking enforcement, and community resources and service centers. The patrol function is staffed 24 hours each day and is broken up into three different ten-hour shifts.

City of Elk Grove Police Department

The City of Elk Grove's Police Department (EGPD) also provides certain law enforcement services to the SOIA Area through a mutual aid agreement. The EGPD provides comprehensive police services throughout the City, including emergency and routine call response, follow-up investigations of crime, traffic enforcement, specialized anti-gang initiatives, and other crime prevention activities. During fiscal year (FY) 2009–2010, the EGPD's staffing consisted of 125 sworn positions and 74 non-sworn positions. This is equivalent to a staffing ratio of 0.9 sworn officer per 1,000 residents, a number similar to other, comparable agencies in the region.

The Police Department operates out of one police station, located at 8400 Laguna Palms Way, part of the City Hall complex. As part of this facility, the EGPD operates a Community Service Center to report non-urgent or ongoing crimes, to have crime reports taken, and to take fingerprints and process other, routine requests for information. The department handles approximately 100,000 service calls per year with a goal of handling Priority One calls (those involving a violent crime in progress or other life-threatening emergency) within 5 minutes. During FY 2009–2010, the EGPD's actual average Priority One response time was 5.5 minutes.

Schools

The Elk Grove Unified School District (EGUSD) provides K–12 education to the City of Elk Grove and the SOIA Area. The EGUSD is the fifth-largest school district in California and the largest in Northern California. Located in southern Sacramento County, the district covers 320 square miles.

The district has 64 schools: 39 elementary schools, nine middle schools, nine high schools, four alternative education schools, an adult school, a special education school, and one charter school.

Parks

The Cosumnes Community Services District (CCSD) is the current authorized parks and recreation service provider in the proposed SOIA Area. However, no parks and recreation services are provided within the SOIA Area, as there is little demand for such services. The CCSD also provides parks and recreation services to the City, except in those parks located in the Laguna Ridge Specific Plan (LRSP); the City of Elk Grove and CCSD have an agreement for joint ownership of all parks in the LRSP. In addition, the City will solely own and maintain the future Civic Center Community Park located in the LRSP. Exhibit 3.14-2 shows the current boundaries of the nearby parks and recreation service providers.

CCSD and the City of Elk Grove (cooperatively and individually) have existing facilities either constructed or planned immediately north of the SOIA Area. This includes parks, open space, trails, community centers, specialized recreation facilities, and maintenance facilities that serve the park and recreation needs of the various communities where the facilities are located. These facilities are sized to serve the population of the existing/planned community.

City of Elk Grove

The City of Elk Grove is authorized to provide parks and recreational services within the City. As previously mentioned, the City will construct the future Civic Center Community Park, which will be jointly constructed with the City's future Civic Center located in the LRSP.

Cosumnes Community Services District

The Cosumnes Community Services District (CCSD) provides parks and recreation to the City of Elk Grove, as well as unincorporated areas in the region. CCSD encompasses roughly 157 square miles, including the city limits of the City of Elk Grove (approximately 40 square miles), plus large unincorporated areas of Sacramento County. CCSD serves an estimated population of 169,100 people, of which 144,000 are in the Elk Grove area. CCSD currently operates over 85 parks, two community centers, four recreation centers, and two aquatic complexes. CCSD also provides many recreation programs and activities to residents within the district. CCSD is active in planning and constructing park sites and recreational facilities to meet service demands. CCSD follows a 10-step process to plan, design, and construct park projects.

On average, it requires 2 years and 3 months to complete a small park project and 3 years and 6 months for larger projects.

CCSD has established a Parks Master Plan to plan for future parks and recreational facilities over the next 10- to 15-year period. 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. The CCSD considers the Parks and Recreation Master Plan a “living document” that will require annual updates to the Vision Matrix to meet the community’s evolving vision and needs for parks and recreation services. (CCSD 2009)

Library Services

Sacramento Public Library Authority

The Sacramento Public Library Authority (SPL) is a joint powers agency of the County and the City of Elk Grove. The SPL operates 27 branches and bookmobiles to provide a variety of library services to residents of the City of Elk Grove and Sacramento County, serving over 1,374,000 residents. The library’s total collection houses approximately 2,000,000 volumes of print, including books and periodicals, in addition to providing over 100,000 audiovisual items—an average of approximately 1.62 library holdings per capita.

The SPL has conducted adequate, long-range planning to assess current needs and for planning future library facilities. The SPL has established a Library Facilities Master Plan, which utilizes population projections to project future service needs in an area. Libraries are typically planned and built to accommodate increasing populations in the area and may include expansion potential on existing sites.

Currently, no library services are provided within the SOIA Area. As the SOIA Area is currently undeveloped, there is little to no demand for library services. There are two library branches near the SOIA Area, the Elk Grove branch and the Franklin Community branch, both of which are located within the current city limits.

The Elk Grove Library, located at 8900 Elk Grove Boulevard, serves Elk Grove east of State Route 99 (SR-99). The library is located at the entrance to Old Town Elk Grove, near a number of schools and along two major thoroughfares for the eastern side of the City. The 13,785-square-foot, City-owned, two-story building opened in December 2008 and includes a group study room, a community meeting room, and public access computers. In 2007, the Elk Grove City Council approved a 10-year lease agreement with the Sacramento Public Library Authority to staff and operate the library. The branch is expected to serve a population of approximately 70,000.

The Franklin Community Library, located at 10055 Franklin High Road, serves Elk Grove west of SR-99. The 19,621-square-foot branch, jointly operated by the Elk Grove Unified School District and the SPL, was built in 2002. The branch is conveniently co-located with Toby Johnson Middle School and Franklin High School. The branch is expected to serve a population of approximately 70,000.

Animal Control

Sacramento County Animal Care and Regulation

Sacramento County's Animal Care and Regulation provides animal control services for the unincorporated areas of Sacramento County and to cities that contract with the County for service. The County's Animal Care facility, located at 4290 Bradshaw Road, receives more than 18,000 animals a year. The County cares for, licenses, and regulates animals, and it prevents rabies. It also investigates, quarantines, and helps prosecute cases of vicious and dangerous animals, as well as animal cruelty. It patrols for, impounds, and—whenever possible—finds homes for the thousands of unwanted animals. The County is a member of the Humane Society of the United States.

City of Elk Grove Animal Services

The City of Elk Grove's Animal Services Division provides animal control services for the entire City. The division currently has four animal services officers. Services include investigating public nuisance, investigating bite reports, licensing, pickup, and checking on the humane conditions of animals.

The City has formed a partnership with the Sacramento Society for Prevention of Cruelty to Animals (SPCA) to provide animal care services for the City of Elk Grove. The SPCA, a nonprofit organization established to ensure the humane treatment of all animals, has a nearby animal shelter located at 6201 Florin-Perkins Road in Sacramento, to provide sheltering for stray animals.

The SPCA's facility is the closest to the SOIA Area.

Code Enforcement

Sacramento County Code Enforcement Division

Sacramento County's Code Enforcement Division is organized under three geographical teams to enforce housing, zoning, and vehicle abatement. Services that the division provides include boarding of structures, removal of junk and rubbish, abatement of junk vehicles, civil and criminal citations, and demolition of dangerous buildings.

City of Elk Grove, Community Enhancement & Code Compliance

The City of Elk Grove's Code Enforcement provides code enforcement services to residents within the City. The division focuses on concerns and service requests regarding unsafe, unsanitary, or blighted conditions within dwellings and neighborhoods throughout Elk Grove. The five community enhancement officers work closely with other departments and service providers to maintain high community standards and address violations of the Elk Grove Municipal Zoning and Housing Ordinances.

The division has been able to meet its service request response goals with five code enforcement officers. The division strives to respond to new service requests within 24 working hours and maintain a response level of 100 percent for all new service requests within the 24-hour period. In

2009, all service requests received a 24-hour next-business-day or same-day response, within stated goals. Division staff responded to and resolved 3,929 new service request cases in 2009. In addition, the division achieves a 63 percent voluntary compliance within 30 days of contact with the property owner.

3.14.2 - Regulatory Framework

State

California Building Standards Code

Title 24 of the California Code of Regulations, also known as the California Building Standards Code, is a compilation of three types of building standards from three different origins:

- Building standards that have been adopted by state agencies without change from building standards contained in national and international model codes.
- Building standards that have been adopted and adapted from the national and international model code standards to meet California conditions.
- Building standards, authorized by the California legislature, that constitute extensive additions not covered by the model codes that have been adopted to address particular California concerns.

Title 24, California's Energy Efficiency Standards for Residential and Nonresidential Buildings

California Code of Regulations Title 24 Part 6: California's Energy Efficiency Standards for Residential and Nonresidential Buildings, was first adopted in 1978 in response to a legislative mandate to reduce California's energy consumption. The standards are updated periodically to allow consideration and possible incorporation of new energy efficient technologies and methods. All buildings for which an application for a building permit is submitted on or after January 1, 2011, must follow the 2010 standards. Energy efficient buildings require less electricity; therefore, increased energy efficiency reduces fossil fuel consumption and decreases greenhouse gas emissions. .

California Green Building Standards Code

On January 12, 2010, the California Building Standards Commission unanimously adopted updates to the California Green Building Standards Code, which went into effect on January 1, 2011. The code is a comprehensive and uniform regulatory code for all residential, commercial, and school buildings.

The California Green Building Standards Code does not prevent a local jurisdiction from adopting a more stringent code as state law provides methods for local enhancements. The code recognizes that many jurisdictions have developed existing construction and demolition ordinances, and defers to them as the ruling guidance provided they provide a minimum 50 percent diversion requirement. The code also provides exemptions for areas not served by construction and demolition recycling

infrastructure. State building code provides the minimum standard that buildings need to meet in order to be certified for occupancy. Enforcement is generally through the local building official.

The California Green Building Standards Code (code section in parentheses) requires:

- **Short-term bicycle parking.** If a commercial project is anticipated to generate visitor traffic, provide permanently anchored bicycle racks within 200 feet of the visitors' entrance, readily visible to passers-by, for 5 percent of visitor motorized vehicle parking capacity, with a minimum of one two-bike capacity rack (5.106.4.1).
- **Long-term bicycle parking.** For buildings with over 10 tenant-occupants, provide secure bicycle parking for 5 percent of tenant-occupied motorized vehicle parking capacity, with a minimum of one space (5.106.4.2).
- **Designated parking.** Provide designated parking in commercial projects for any combination of low-emitting, fuel-efficient, and carpool/van pool vehicles as shown in Table 5.106.6.2 (5.106.5.2).
- **Recycling by occupants.** Provide readily accessible areas that serve the entire building and are identified for the depositing, storage, and collection of nonhazardous materials for recycling.
- **Construction waste.** A minimum 50 percent diversion of construction and demolition waste from landfills, increasing voluntarily to 65 and 75 percent for new homes and 80 percent for commercial projects. All (100 percent) of trees, stumps, rocks, and associated vegetation and soils resulting from land clearing shall be reused or recycled.
- **Wastewater reduction.** Each building shall reduce the generation of wastewater by one of the following methods:
 1. The installation of water-conserving fixtures or
 2. Utilizing nonpotable water systems (5.303.4).
- **Water use savings.** 20 percent mandatory reduction in indoor water use with voluntary goal standards for 30, 35, and 40 percent reductions.
- **Water meters.** Separate water meters for buildings in excess of 50,000 square feet or buildings projected to consume more than 1,000 gallons per day.
- **Irrigation efficiency.** Moisture-sensing irrigation systems for larger landscaped areas.
- **Materials pollution control.** Low-pollutant emitting interior finish materials such as paints, carpet, vinyl flooring, and particle board.
- **Building commissioning.** Mandatory inspections of energy systems (i.e., heat furnace, air conditioner, mechanical equipment) for nonresidential buildings over 10,000 square feet to ensure that all are working at their maximum capacity according to their design efficiencies.

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 but are not limited to 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.

Uniform Fire Code

The Uniform Fire Code (UFC) contains regulations relating 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 fire responders, industrial processes, and many other general and specialized fire-safety requirements for new and existing buildings and the surrounding premises. The UFC contains specialized technical regulations related to fire and life safety.

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.

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. This legislation was in response to California’s increased rate of urbanization and the need to preserve open space and provide parks and recreation facilities for California’s growing communities. 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 provides two standards for the dedication of land for use as parkland. If the existing area of parkland in a community is greater than 3 acres per 1,000 persons, then the community may require dedication based on a standard of up to 5 acres per 1,000 persons residing in the subdivision. If the existing amount of parkland in a community is less than 3 acres per 1,000 persons, then the community may require dedication based on a standard of only 3 acres per 1,000 persons residing in the subdivision. 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.

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. The City’s standards for parkland dedication under the Quimby Act are provided in the discussion of local regulations below.

Leroy F. Greene School Facilities Act of 1998

The Leroy F. Greene School Facilities Act of 1998, also known as Senate Bill No. 50 (SB 50), established a state program to provide per-pupil funding for new construction and modernization of existing school facilities. The passage of Proposition 1A in 1998 allowed SB 50 to be fully implemented.

SB 50 limited the power of cities and counties to require mitigation of school facilities as a condition of approving new development and authorized school districts to assess fees (at various levels) to directly offset the costs associated with increased capacity as a result of new development.

Office of Public School Construction and the State Allocation Board

The State Allocation Board (SAB) is responsible for determining the allocation of state resources used for the new construction and modernization of local public school facilities. The SAB is also responsible for the administration of the State School Facility Program, the State Relocatable Classroom Program, and the Deferred Maintenance Program. The SAB is the policy-level body for the programs administered by the Office of Public School Construction (OPSC). The OPSC, as staff to the SAB, implements and administers the School Facility Program and other programs of the SAB. The OPSC also has the responsibility of verifying that all applicant school districts meet specific criteria based on the type of funding which is being requested.

There have been four Kindergarten-University Public Education Facilities Bond Acts passed by voters (Propositions 1A, 47, 44, and 1D) that allocated billions of dollars in general obligation bonds for K–12 facilities through the School Facility Program. These funds help assist school districts with overcrowding, accommodating future enrollment growth, and repairing and modernization of older facilities.

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 appropriate school sites in California.

Site selection is determined based on a screening and ranking procedure. The criteria, in order of importance, are listed below:

- Safety
- Location
- Environment
- Soils
- Accessibility
- Public Services
- Topography
- Size and Shape
- Utilities
- Cost
- Availability
- Public Acceptance

Local

City of Elk Grove

Approval by LAFCo of this SOIA does not authorize any change in land use or governance. However, the proposed project would adjust the City of Elk Grove's SOI and allow the City the opportunity to file an annexation request with LAFCo to annex lands within the SOIA Area. The City of Elk Grove General Plan establishes goals and policies to guide both present and future development within the City's jurisdiction. The City of Elk Grove's General Plan policies relevant to public services are provided below.

Parks

- **Policy PTO-18:** To the extent possible, retain natural drainage courses in all cases where preservation of natural drainage is physically feasible and consistent with the need to provide flood protection.

Public Facilities and Finance

- **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-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 PF-23:** The City will coordinate with independent public service providers, including schools, parks and recreation, reclamation, water, transit, electric and other service districts, in developing financial and service planning strategies.

Safety

- **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.
- **Policy SA-32:** Cooperate with the Elk Grove Community Services District (EGCSD) Fire Department to reduce fire hazards, assist in fire suppression, and promote fire safety in Elk Grove.

Sacramento LAFCo Policies, Standards, and Procedures

The Sacramento LAFCo has developed standards and guidelines in its Plans, Policies, and Procedures Manual that aid in the implementation of the Cortese-Knox-Hertzberg Act. The following Sacramento LAFCo policies, standards, and procedures relate to the project with respect to public services.

Chapter IV, General Standards

Section F. Application of the California Environmental Quality Act to Changes of Organization or Reorganization and Spheres of Influence

- **Standard F.4.** In preparing an Initial Study for the project subject to LAFCo review, the LAFCo will generally consider the project to have the potential to significantly affect the environment if the project has substantial growth-inducing potential because it would result in:
 - b. If buildout of the project may result in the capacity of any public service or facility being exceeded or substantially affected. For the purposes of this provision, public facilities or services include, but are not limited to, sewage disposal, water service, flood control facilities, drainage facilities, law enforcement, fire protection, school, parks, libraries, gas and electric service, and solid waste disposal. A public service or facility shall be considered “substantially affected” if the additional demand generated by the project would result in the facility or service exceeding 110 percent of its design capacity, or 120 percent of the available capacity.

Section I. Amendments to Spheres of Influence

- **Standard I.2.** The Sphere of Influence Master Services Element must be current before additions to a Sphere of Influence will be approved by LAFCo.
- **Standard I.4.** Amendment proposals must be consistent with the updated Sphere of Influence and Master Services Element.
- **Standard I.9.** The LAFCo will deny proposals that would result in significant unmitigable adverse effects upon other service recipients or other agencies serving the affected area unless the approval is conditioned to avoid such impacts.

- **Standard I.10.** The LAFCo will approve a proposed amendment to a Sphere of Influence only if the subject agency will be the most logical and prospectively most efficient provider of services to the subject territory.

Chapter III, LAFCo General Policies

- **Policy 3:** The LAFCo will favorably consider proposals that result in the provision of urban services in densely developed and populated areas.
- **Policy 4:** The LAFCo will favorably consider proposals that will provide urban services in areas with high growth potential rather than areas with limited potential for future growth.
- **Policy 6:** LAFCo will favorably consider those applications that do not shift the cost for services and infrastructure benefits to other service areas.
 - Are already in existence;
 - Are capable of coordinating service delivery over a relatively large area;
 - Provide more than one type of service to the territory which they serve.

Chapter V, Section H, Sphere of Influence Plans

- **Policy 2:** The Sphere of Influence Master Services Element must be current before additions to a Sphere of Influence will be approved by LAFCo.
- **Policy 4:** Amendment proposals must be consistent with the updated Sphere of Influence and Master Services Element.
- **Policy 8:** No amendments to a Sphere of Influence Plan will be approved unless a Master Services Element of the Sphere of Influence Plan exists that has been prepared by a local agency and adopted by LAFCo if required.
- **Policy 10:** The LAFCo will approve a proposed amendment to a Sphere of Influence only if the subject agency will be the most logical and prospectively most efficient provider of services to the subject territory.

Chapter V, Section I, Amendments to Sphere of Influence

- **Policy 5:** On or before January 1, 1992, all cities, sewer districts, water districts, community service districts and multi-purpose districts shall have a Master Service Element approved by LAFCo. Copies of the proposed Element shall be submitted to the County, to adjacent jurisdictions, and adjacent service providers.
- **Policy 6:** LAFCo shall accept and adopt a Master Service Element or other Sphere of Influence Plan if the Sphere of Influence Plan as amended contains all of the components required by these standards; that the projections of areas and levels of service contained therein are accurate, adequate and complete; and the Sphere of Influence Plan complies with CEQA. If LAFCo rejects a proposed Sphere of Influence amendment or proposed Master Services Element, the Commission shall state the reasons therefore, direct staff to provide assistance on requests to correct deficiencies, and upon re-submittal promptly reconsider the amendment or element.

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 the Elk Grove community and provides infrastructure direction for all areas in the CCSD/City service area. CCSD had coordinated efforts with the City to update the Master Plan and ensure the document's vision, standards, and strategies meet the needs of both agencies.

Sacramento Public Library Authority Facility Master Plan 2007–2025

The Sacramento Public Library Authority has developed a tiered, three-level approach to planning standards that incorporates a threshold, a target, and a prime standard. The current threshold requirement is 0.40 square foot of library space per 1,000 residents.

3.14.3 - Methodology

Michael Brandman Associates evaluated potential impacts on public services through review of the County of Sacramento General Plan, the City of Elk Grove Sphere of Influence Amendment Area Municipal Service Review, aerial photographs, and applicable state laws. The Municipal Service Review (MSR) is required to amend the City's Sphere of Influence (SOI). The MSR evaluated the City's and other service providers' ability to extend and provide adequate municipal services to the SOIA Area upon future growth. No growth will occur directly as a result of this project; however, growth may be anticipated to occur over time. As a result, potential service providers and issues were identified to inform LAFCo and various service providers of what is known and what is likely to occur.

The impacts related to public services from implementation of the 2003 Elk Grove General Plan were evaluated in the General Plan Environmental Impact Report (EIR). All mitigation measures identified for impacts in the Elk Grove General Plan EIR and adopted by the City continue to remain the responsibility of the City as part of implementation of the General Plan. Consequently, upon approval of any future annexation request for the SOIA Area, those General Plan policies and EIR mitigation measures are assumed to apply to development within the SOIA Area.

3.14.4 - Thresholds of Significance

According to Appendix G, Environmental Checklist, of the CEQA Guidelines, public services impacts resulting from the implementation of the proposed project would be considered significant if the project would:

- a) Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to

maintain acceptable service ratios, response times or other performance objectives for any of the public services:

- a) Fire protection?
- b) Police protection?
- c) Schools?
- d) Parks?
- e) Other public facilities?

3.14.5 - Project Impacts and Mitigation Measures

This section discusses potential impacts associated with the development of the project and provides mitigation measures where appropriate.

Fire Protection and Emergency Medical Services

Impact PSU-1: **The proposed project would not result in a need for new or expanded fire facilities or adverse impacts on fire protection.**

Impact Analysis

This impact assesses whether the proposed project would result in a need for new or expanded fire protection and emergency medical service facilities.

The CCSD Fire Department provides fire protection and emergency medical service to the SOIA Area. CCSD would not need to amend its boundaries in order to fully serve future growth, as CCSD would remain the most logical provider of fire protection and emergency medical response services within the SOIA Area.

The land use assumptions discussed in Section 2, Project Description, describe an assumption-based growth projection for the SOIA that will lead to an indirect increase in the need for higher levels of fire protection, including additional staffing, vehicles, and facilities. In addition, should portions of the SOIA Area be annexed in the future into the City of Elk Grove, the City's General Plan also includes goals and policies that ensure future development does not adversely impact fire protection services. Specifically, Policies PF-1, PF-7, and SA-32 would ensure adequate fire protection capacity. In addition, payment of a development impact fee is required of new development by municipalities such as the City of Elk Grove for the purpose of providing new or expanded public capital facilities required to serve that development.

In order to serve the expanded population in the SOIA Area, new fire stations would be required. Because the location, type, and intensity of future development in the SOIA Area are not known at this time, the locations of fire stations cannot be determined. However, the physical impacts associated with construction of fire stations in the SOIA Area would be the same as those disclosed throughout this Recirculated Draft EIR (Recirculated Draft EIR) related to future development of the SOIA Area. It is assumed that the construction of fire protection facilities to serve the SOIA Area

would occur within the SOIA Area. Consequently, the physical impacts disclosed in this Recirculated Draft EIR address the potential effects of construction of fire facilities. There would be no additional impact related to construction of fire facilities, and no additional mitigation would be required.

Level of Significance Before Mitigation

Less than significant impact.

Mitigation Measures

No mitigation is required.

Level of Significance After Mitigation

Less than significant impact.

Police Protection

Impact PSU-2: The proposed project would not result in a need for new or expanded police facilities or adverse impacts on police protection.

Impact Analysis

This impact assesses whether the proposed project would result in a need for new or expanded police protection facilities.

The Sacramento County Sheriff's Department serves the SOIA Area. The City of Elk Grove's Police Department also provides certain law enforcement services through a mutual aid agreement. The SOIA Area contains primarily agricultural land uses and therefore requires minimal law enforcement services. The proposed SOIA includes no specific land use plan; existing land uses are expected to remain the same. Existing service providers are expected to continue the current service level. The SOIA project would not cause any additional, immediate demand for law enforcement service. However, the proposed project could result in the future urbanization of the SOIA Area with potential indirect impacts discussed below.

The land use assumptions discussed in Section 2, Project Description, indicate that future growth in the SOIA Area could require an enhanced level of law enforcement services. Possible improvements could include the construction of an additional police substation, hiring of additional officers, and the purchase of additional police cars and equipment.

The Sacramento County Sheriff's Department provides adequate police protection to the SOIA Area. In the future, the SOIA Area may be served by the City of Elk Grove's Police Department. The City's Police Department would be the most appropriate law enforcement service provider for all or portions of the SOIA Area upon future growth of the area and annexation by the City of Elk Grove. The department has indicated that it is able to increase services and adequately serve the area as the demand arises from anticipated growth. Police services provided by the City's Police Department are expected to result in improved service in the SOIA Area, because of the shorter response times from a

police station located closer to the area. Payment of a development impact fee is a common practice required by local governments of new development for the purpose of providing new or expanded public capital facilities required to serve that development.

The ability of the Sheriff's Department and Police Department to support the needs of future growth is dependent upon their financial ability to hire additional sworn personnel. In addition, a growing population would require that the Sheriff's Department secure sites and construct detention facilities on a timely basis. Moreover, should portions of the SOIA Area be annexed in the future into the City of Elk Grove, the City's General Plan includes goals and policies that ensure future development does not adversely impact police protection services.

In order to serve the expanded population in the SOIA Area, construction of new police stations could be required. Because the location, type, and intensity of future development in the SOIA Area is not known at this time, the locations of police stations cannot be determined. However, the physical impacts associated with construction of police stations in the SOIA Area would be the same as those disclosed throughout this Recirculated Draft EIR related to future development of the SOIA Area. It is assumed that the construction of new police stations to serve the SOIA Area would occur within the SOIA Area. Consequently, the physical impacts disclosed in this Recirculated Draft EIR address the potential effects of construction of new police stations. There would be no additional impact related to construction of new police stations, and no additional mitigation would be required.

Level of Significance Before Mitigation

Less than significant impact.

Mitigation Measures

No mitigation is required.

Level of Significance After Mitigation

Less than significant impact.

Schools

Impact PSU-3: The proposed project would not result in a need for new or expanded school facilities or adverse impacts on education.

Impact Analysis

This impact assesses whether the proposed project would result in a need for new or expanded school facilities.

The Elk Grove Unified School District currently provides K–12 educational services to the SOIA Area. The land use assumptions discussed in Section 2, Project Description, indicate that future growth of the SOIA Area could have a potentially significant impact on public schools if the project created the need for expanding existing schools or constructing new public schools to maintain

adequate service levels and the school district either had not adopted impact fees pursuant to state law or failed to collect such fees at the time a building permit was requested by the developer. Projected K–12 enrollment for the SOIA Area is calculated to be 11,428 students at buildout of the SOIA Area, based on the land use assumptions contained within Section 2, Project Description (see Section 3.13, Population and Housing, for methodology for calculating potential student generation).

Payment of a development impact fee to the Elk Grove Unified School District for the purpose of providing new or expanded public capital facilities to serve new development is required. Should portions of the SOIA Area be annexed in the future into the City of Elk Grove, the City’s General Plan includes goals and policies that ensure future development does not adversely impact school services.

In order to serve the expanded population in the SOIA Area, construction of new school facilities could be required. Because the location, type, and intensity of future development in the SOIA Area is not known at this time, the locations of school facilities cannot be determined. However, the physical impacts associated with construction of school facilities in the SOIA Area would be the same as those disclosed throughout this Recirculated Draft EIR related to future development of the SOIA Area. It is assumed that the construction of new school facilities to serve the SOIA Area would occur within the SOIA Area. Consequently, the physical impacts disclosed in this Recirculated Draft EIR address the potential effects of construction of new school facilities.

City of Elk Grove General Plan Policy PF-16 requires developments to incorporate new schools in their overall designs, which would render any impacts to school facilities created by the increase in residential population resulting from potential future development of the SOIA Area less than significant by assuring that adequate school facilities are provided for current and future residents. Therefore, there would be no additional impact related to construction of new school facilities. Impacts on schools would be less than significant and no additional mitigation would be required.

Level of Significance Before Mitigation

Less than significant impact

Mitigation Measures

No mitigation is required.

Level of Significance After Mitigation

Less than significant impact.

Parks

Impact PSU-4: **The proposed project would not result in a need for new or expanded park, trail, or community facilities or adverse impacts on related services.**

Impact Analysis

This impact assesses whether the proposed project would result in a need for new or expanded park and recreation facilities.

The SOIA Area contains primarily agricultural land uses and currently demands minimal parks and recreation services. While the addition of the SOIA Area would cause no immediate demand for parks and recreational services, the proposed project may result in indirect impacts to parks with the future urbanization of the SOIA Area. Potential indirect impacts are discussed below.

The land use assumptions discussed in Section 2, Project Description, indicate that future growth of the SOIA Area will increase demand for parks and community facilities. Expansion of the City's Sphere of Influence into the SOIA Area will provide direction to the responsible parks and recreation service providers about the location and extent of the City's growth. This will allow the provider to conduct long-term planning to ensure adequate services and infrastructure are available. Both the City and CCSD are capable of providing parks and recreational services to the SOIA Area to serve anticipated growth and can be the logical service providers. The parks and recreation service provider would need to develop facilities based on the needs of the community.

Should portions of the SOIA Area be annexed in the future into the City of Elk Grove, the City's General Plan includes goals and policies that ensure future development does not adversely impact parks. Specifically, Policy PF-123 requires the adequate provision of parkland or payment of in-lieu fees to ensure adequate park services are available. Compliance with this policy would ensure the provision of adequate parkland. Regarding physical impacts of provision of parkland, this Recirculated Draft EIR assumes that development of the SOIA Area includes all facilities associated with typical development projects, including parks. Consequently, the construction of parks within the SOIA Area is assumed in each of the technical sections of this Recirculated Draft EIR, and there would be no additional impacts related to construction of parks.

Level of Significance Before Mitigation

Less than significant impact.

Mitigation Measures

No mitigation is required.

Level of Significance After Mitigation

Less than significant impact.

Libraries

Impact PSU-5: **The proposed project would not result in a need for new or expanded library facilities or adverse impacts on related services.**

Impact Analysis

This impact assesses whether the proposed project would result in a need for new or expanded library facilities.

The Sacramento Public Library Authority (SPL) continually plans for future library service needs. The SPL's Library Facilities Master Plan defines the new facilities needed through the year 2025, based on current demands and projected population growth. The Master Plan states that the SPL expects significant growth in the southern and northeastern parts of the City of Elk Grove. Although the current Master Plan does not locate any library facilities within the SOIA Area, three new branches are being planned within the City. Two of those new branches are anticipated to be located near the SOIA Area, at the southern and western edges of the City. Short-term plans call for a new library in the southwest portion of the City by 2015. SPL staff has stated that master planning of library services for this area will occur as more definitive information is available.

The proposed project would not result in any immediate land use changes. Should portions of the SOIA Area be annexed in the future into the City of Elk Grove, the City's General Plan also includes goals and policies that ensure future development does not adversely impact library services.

The SOIA Area will remain unserved until sufficient demand for library services arises in the area. Currently, there is little to no demand for library services, and as such, no library services are being provided in the area. Should portions of the SOIA Area be annexed in the future into the City of Elk Grove, the City's General Plan includes goals and policies that ensure future development does not adversely impact library services. Specifically, Policy PF-15 requires the City of Elk Grove to cooperate with the City of Sacramento in the planning and implementation of future library facilities and facility expansions in Elk Grove. Compliance with this policy would assure the demands for library services are systematically met throughout the SOIA Area. Construction of libraries, like that of other public facilities, is assumed to occur as part of the development within the SOIA Area. Therefore, there would be no additional impacts related to the construction of libraries beyond that assumed in each of the technical sections of this Recirculated Draft EIR.

Level of Significance Before Mitigation

Less than significant impact.

Mitigation Measures

No mitigation is required.

Level of Significance After Mitigation

Less than significant impact.

Animal Control

Impact PSU-6: **The proposed project would not result in the need for new or expanded animal control facilities or adverse impacts on related services.**

Impact Analysis

This impact assesses whether the proposed project would result in a need for new or animal control facilities.

The SOIA Area contains primarily agricultural land uses and, as such, requires minimal animal control services. Addition of the SOIA Area would cause no additional immediate demand for animal control services. Sacramento County will continue to provide adequate animal control services to the SOIA Area.

The SOIA Area contains primarily agricultural land uses and currently demands minimal animal control services. While the addition of the SOIA Area would cause no immediate demand for animal control services, the proposed project may result in indirect impacts resulting from future growth. Future growth of the SOIA Area will increase demand for animal control services, as residents come into contact with pets and other animals.

The City of Elk Grove's Animal Services Division provides adequate animal control services within the City of Elk Grove. The SOIA Area will remain unserved by City of Elk Grove's Animal Services Division until sufficient demand for animal control services arises in the area. Currently, there is little to no demand for animal control services, and as such, no animal control services are being provided in the area. Should portions of the SOIA Area be annexed in the future into the City of Elk Grove, compliance with General Plan Policy PF-1, requiring sufficient public services capacity availability, would render any impacts to animal control created by the increase in residential population resulting from potential future development of the SOIA Area less than significant. Impacts related to construction of animal control facilities, like that of other public facilities, are assumed to occur as part of the development within the SOIA Area. Therefore, there would be no additional impacts related to the construction of animal control facilities beyond that assumed in each of the technical sections of this Recirculated Draft EIR.

Level of Significance Before Mitigation

Less than significant impact.

Mitigation Measures

No mitigation is required.

Level of Significance After Mitigation

Less than significant impact.

Code Enforcement

Impact PSU-7: **The proposed project would not result in the need for new or expanded code enforcement services.**

Impact Analysis

This impact assesses whether the proposed project would result in a need for new or expanded code enforcement services.

The SOIA Area contains primarily agricultural land uses and currently demands minimal code enforcement services. Sacramento County currently provides adequate code enforcement services to the SOIA Area. While the addition of the SOIA Area would cause no immediate demand for code enforcement services, the proposed project may result in indirect impacts resulting from future growth. In particular, future growth of the SOIA Area would increase the demand for code enforcement compliance as structures are completed. New growth could add additional demand for code enforcement staff to ensure compliance with various state and local codes and ordinances applicable to the community. Demand for code enforcement services typically increases many years after initial development as buildings become dangerous, substandard, blighted, or vacant.

The SOIA Area will remain unserved by City of Elk Grove's code enforcement services until sufficient demand for such services arises in the area. Currently, there is little to no demand for code enforcement services, and as such, no code enforcement services are being provided in the area. Should portions of the SOIA Area be annexed in the future into the City of Elk Grove, compliance with General Plan Policy PF-1, requiring sufficient public services capacity availability, would render any impacts to code enforcement issues created by the increase in residential population resulting from potential future development of the SOIA Area less than significant. The addition of code enforcement staff would not be so substantial that it would require the construction of new facilities, as code enforcement staff would be located in existing City facilities. There would be no impact due to construction of facilities for new code enforcement staff.

Level of Significance Before Mitigation

Less than significant impact.

Mitigation Measures

No mitigation is required.

Level of Significance After Mitigation

Less than significant impact.