

## **5.11 PUBLIC SERVICES AND RECREATION**



## 5.11 PUBLIC SERVICES AND RECREATION

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This section discusses potential environmental impacts associated with public services that would serve the Project area. Public services include fire protection, law enforcement, schools, and parks and recreation.

### 5.11.1 FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES

#### 5.11.1.1 FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES EXISTING SETTING

##### **Cosumnes Community Services District Fire Department**

Fire protection services in Elk Grove are provided by the Cosumnes Community Services District (CCSD). The CCSD provides emergency services such as fire suppression, emergency medical services, technical rescue, and arson and explosion investigations in a 157-square-mile service area covering Elk Grove, Galt, and a portion of unincorporated southern Sacramento County. The service area covers a population of approximately 160,000. The CCSD has more than 150 sworn personnel in its Operations Division and operates out of eight fire stations with eight engine companies, one ladder truck, six ambulances, and one command vehicle, as well as other specialized apparatus for specialized emergency circumstances (CCSD 2014a). The CCSD's fire stations are at the following locations:

- Fire Station 45, located at 229 5th Street in central Galt
- Fire Station 46, located at 1050 Walnut Avenue in northeast Galt
- Fire Station 71, located at 8760 Elk Grove Boulevard
- Fire Station 72, located at 10035 Atkins Drive in the East Franklin Specific Plan area
- Fire Station 73, located at 9607 Bond Road; this station provides fire and emergency medical services
- Fire Station 74, located at 6501 Laguna Park Drive
- Fire Station 75, located at 2300 Maritime Drive
- Fire Station 76, located at 8545 Sheldon Road

The nearest fire station to the Project area is Fire Station 73 located approximately 1.8 street miles to the north. In addition, two new fire stations are planned in the vicinity of the Project area, one within the Sterling Meadows project immediately east of the Project area, and one in the Laguna Ridge Specific Plan Area, northwest of the Project area.

#### 5.11.1.2 FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES REGULATORY FRAMEWORK

##### **State**

##### California Occupational Safety and Health Administration

In accordance with the California Code of Regulations, Title 8, Sections 1270 "Fire Prevention" and 6773 "Fire Protection and Fire Fighting 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

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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 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 code also 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, fire protection and notification systems, fire protection devices such as extinguishers, smoke alarms, high-rise buildings, childcare facility standards, and fire suppression training.

### **Local**

#### City of Elk Grove General Plan

The General Plan identifies specific policies regarding fire protection and emergency medical services. The following policies are applicable to the proposed Project:

- “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-7** The City shall require that water flow and pressure be provided at sufficient levels to meet domestic, commercial, industrial, and firefighting needs.”
- “Policy SA-32** Cooperate with the Cosumnes Community Services District (CCSD) Fire Department to reduce fire hazards, assist in fire suppression, and promote fire safety in Elk Grove.”

#### 5.11.1.3 FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES IMPACTS AND MITIGATION MEASURES

### **Standards of Significance**

The impact analysis provided below is based on the following California Environmental Quality Act (CEQA) Guidelines Appendix G thresholds of significance. A public services impact with regard to fire protection is considered significant if implementation of the Project would result in the following:

- 1) 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 fire protection.

### **Methodology**

The following impact analysis is based on a review of the Project description and the City of Elk Grove General Plan, as well as discussions with CCSD Fire Department staff.

### **Project Impacts and Mitigation Measures**

#### Fire Protection and Emergency Medical Services

**Impact 5.11.1.1** Implementation of the proposed Project would increase demand for fire protection services, which could trigger the need for additional fire stations, the construction of which could result in impacts on the physical environment. This impact would be **less than significant**.

As the Project area develops, the demand for fire protection and emergency medical services would increase. Due to the significant increase in residents and jobs the proposed Project would generate, the CCSD Fire Department would need to hire additional firefighters and emergency medical personnel to accommodate the increased demand for services. The environmental impacts associated with this increase in jobs are evaluated in Sections 5.1 through 5.13 of this Draft EIR.

Two new fire stations are planned in the vicinity of the Project area, one within the Sterling Meadows project immediately east of the Project area, and one in the Laguna Ridge project northwest of the Project area. These planned fire stations, in addition to the City's existing stations, are anticipated to be sufficient to provide adequate fire protection and emergency medical services to the Project area. Therefore, no land within the Project area has been designated as Public, which could accommodate a new fire station. However, if it is determined in the future that a new fire station is required, the new station would take the place of another planned developed use within the Project area, and the environmental impacts associated with its development would be evaluated in Sections 5.1 through 5.13 of this Draft EIR. If a new fire station is determined to be needed in an off-site location, additional environmental analysis of that location would be needed.

The CCSD Fire Department receives its funding through property taxes, fees for service, and grant funding and therefore has the ability to fund expanded services when needed. In addition, all new development projects would be required to pay fire protection development fees to fund additional facilities and equipment. These funds would help to pay for all costs associated with the development of a new fire station, if needed, including any needed environmental analysis. Fee programs are regularly evaluated and updated, consistent with Elk Grove General Plan Policy PF-21, to ensure that adequate service levels are maintained. Physical impacts associated with the provision of fire and emergency medical services would be **less than significant**.

#### Mitigation Measures

None required.

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### 5.11.1.4 FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES CUMULATIVE SETTING, IMPACTS, AND MITIGATION MEASURES

#### **Cumulative Setting**

The cumulative setting for fire and emergency medical services includes all approved, proposed, and reasonably foreseeable development projects in the service area of the CCSD Fire Department.

#### **Cumulative Impacts and Mitigation Measures**

##### Cumulative Impacts to Fire Protection and Emergency Medical Services

**Impact 5.11.1.2** Implementation of the proposed Project, in combination with other development within the CCSD's service area, would increase demand for fire protection and emergency medical services. This impact would be **less than cumulatively considerable**.

The proposed Project, in combination with other proposed, approved, and reasonably foreseeable development in the CCSD service area, would contribute to a cumulative increase in the demand for fire protection and emergency medical services. Funding from property taxes, development impact fees, and other alternative sources of funding would provide sufficient resources to expand the department's staff, equipment, and facilities to accommodate future growth within its service area. Therefore, the proposed Project's contribution to this impact would be **less than cumulatively considerable**.

##### Mitigation Measures

None required.

### **5.11.2 LAW ENFORCEMENT**

#### 5.11.2.1 LAW ENFORCEMENT EXISTING SETTING

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

The City of Elk Grove Police Department (EGPD) was formed in conjunction with the City's incorporation in July 2000 and operated as a full-service law enforcement agency through the Sacramento County Sheriff's Department. The City created its independent police department on October 28, 2006. The service boundaries of the EGPD are contiguous with the City limits. The EGPD provides all law enforcement services including responding to all crime-related events, handling all traffic-related issues, and providing community services to the citizens of Elk Grove.

The EGPD operates primarily out of two facilities located in the City Hall complex at 8380 and 8400 Laguna Palms Way, less than 2 miles northwest of the Project area. The EGPD provides the full range of public safety services for the City. Patrol personnel handle calls for service from residents, businesses, and visitors. The EGPD has a total staff of 209.5 including 130.5 sworn police officers and 79 non-sworn management, administrative, and technical positions (City of Elk Grove 2013, p. 51). The EGPD responded to 100,966 emergency and nonemergency calls for service in 2012 (City of Elk Grove 2013, p. 83).

EGPD response time varies based on the type of call, essentially fluctuating by call priority. In 2013, the department responded to approximately 50 percent of priority 1 calls within 5 minutes (City of Elk Grove 2013, p. 59).

### **California Highway Patrol**

The California Highway Patrol (CHP) provides traffic regulation enforcement, emergency accident management, and service and assistance on State roadways, as well as traffic regulation enforcement for the City of Elk Grove, from its station located at 6 Massie Court, near the interchange of Mack Road and State Route (SR) 99. The CHP patrols all of Sacramento County south of the American River, which includes Interstate 5 (I-5) and SR 99 (City of Elk Grove 2003a, p. 11-6).

#### 5.11.2.2 LAW ENFORCEMENT REGULATORY FRAMEWORK

##### **Local**

##### Elk Grove General Plan

The following policies from the City of Elk Grove Draft General Plan apply to law enforcement.

**“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 SA-26:** Design neighborhoods and buildings in a manner that prevents crime and provides security and safety for people and property when feasible.”

**“Policy SA-27:** Encourage the use of Crime Prevention Through Environmental Design (CPTED) principles in the design of development projects and buildings.”

#### 5.11.2.3 LAW ENFORCEMENT IMPACTS AND MITIGATION MEASURES

##### **Standards of Significance**

The impact analysis provided below is based on the following CEQA Guidelines Appendix G thresholds of significance. A public services impact with regard to law enforcement is considered significant if implementation of the project would result in the following:

- 1) 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 police protection.

##### **Methodology**

The following impact analysis is based on consultation with the Elk Grove Police Department as well as review of the Elk Grove General Plan.

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### Project Impacts and Mitigation Measures

#### Impacts to Police Protection Services

**Impact 5.11.2.1** Implementation of the proposed Project would increase demand for law enforcement services, which could trigger the need for additional law enforcement personnel, equipment, and facilities, the construction of which could result in impacts on the physical environment. This impact would be **less than significant**.

Development of the Project area would substantially increase the number of residents and jobs in the City, which would increase demand for law enforcement services. The EGPD would need to hire additional officers and administrative staff to accommodate the increased demand for services. The environmental impacts associated with an increase in jobs in the Project area are evaluated in Sections 5.1 through 5.13 of this Draft EIR.

The EGPD operates out of a centralized facility at the City Hall complex and does not currently use any other facilities such as substations. Therefore, no new law enforcement facilities would be needed to serve the Project area.

Similar to funding for the CCSD, new staff and equipment that would be necessary to provide additional law enforcement services would be funded by development impact fees that would be paid by all developed uses within the Project area, as well as by the ongoing payment of property taxes. Fee programs are regularly evaluated and updated, consistent with Elk Grove General Plan Policy PF-21, to ensure that adequate service levels are maintained. Therefore, this impact would be **less than significant**.

#### Mitigation Measures

None required.

#### 5.11.2.4 LAW ENFORCEMENT CUMULATIVE SETTING, IMPACTS, AND MITIGATION MEASURES

##### **Cumulative Setting**

The cumulative setting for law enforcement services includes all approved, proposed, and reasonably foreseeable development projects in the City of Elk Grove.

##### **Cumulative Impacts and Mitigation Measures**

#### Cumulative Law Enforcement Impacts

**Impact 5.11.2.2** Implementation of the proposed Project, in combination with other development within the City of Elk Grove, would increase demand for law enforcement services. This impact would be **less than cumulatively considerable**.

The proposed Project, in combination with other proposed, approved, and reasonably foreseeable development in the City, would contribute to a cumulative increase in the demand for law enforcement services. Funding from property taxes, development impact fees, and other alternative sources of funding would provide sufficient resources to expand the EGPD's staff and equipment to accommodate future growth in the City. As described under Impact 3.13.2.1, the

EGPD operates from a centralized facility at the City Hall complex and would not require any new facilities, such as substations, as the City develops. Therefore, this impact would be less than significant, and the proposed Project's contribution to this impact would be **less than cumulatively considerable**.

#### Mitigation Measures

None required.

### **5.11.3 PUBLIC SCHOOLS**

#### **5.11.3.1 PUBLIC SCHOOLS EXISTING SETTING**

The City of Elk Grove is located within the service area of the Elk Grove Unified School District (EGUSD). The EGUSD covers 320 square miles and is the fifth largest school district in California and the largest in Northern California (EGUSD 2014). The EGUSD boundaries encompass the entire City of Elk Grove, portions of the cities of Sacramento and Rancho Cordova, and most of southern Sacramento County. Currently, the district provides education to over 62,000 students and operates 64 schools: 39 elementary schools, 9 middle schools, 9 high schools, 4 alternative education schools, 1 adult school, and 1 charter school (EGUSD 2014).

Students currently living in the Project area attend Franklin Elementary School for grades K–6, Elizabeth Pinkerton Middle School for grades 7–8, and Cosumnes Oak High School for grades 9–12. Elizabeth Pinkerton Middle School and Cosumnes Oaks High School are both newly constructed schools built in an area planned for future development, whereas Franklin Elementary School is an older, rural school.

Franklin Elementary School is located approximately 2 miles west of the Project area in the unincorporated community of Franklin and had an enrollment of 674 students for the 2012–2013 school year. Elizabeth Pinkerton Middle School is located approximately 0.25 mile north of the plan area on Whitelock Parkway and had an enrollment of 936 students in 2012–2013. Cosumnes Oaks High School is located directly north of Elizabeth Pinkerton Middle School, approximately 0.5 mile north of the Project area. The 2012–2013 school enrollment at the high school was 1,822 students. (CDE 2014)

#### **5.11.3.2 PUBLIC SCHOOLS REGULATORY FRAMEWORK**

##### **State**

##### Leroy F. Greene School Facilities Act of 1998 (SB 50)

California voters approved Proposition 1A in November of 1998. Proposition 1A authorized \$9.2 billion in state general obligation bonds for the financing of school facilities. Proposition 1A's companion legislation (Chapter 407, Statutes of 1998, SB 50) went into effect upon the measure's approval. SB 50 significantly altered the system of fees that can be placed on new development in order to pay for the construction of school facilities. Prior to the passage of Proposition 1A, school districts were limited in the amount of school facility developer fees they could charge. Also, as a result of the Mira, Hart, and Murietta decisions made in the years preceding the passage of Proposition 1A, cities and counties were able to impose additional school facility fees on development as a condition of obtaining land use approval. Senate Bill (SB) 50 and Proposition 1A provided a comprehensive school facilities financing and reform

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program by authorizing the \$9.2 billion school facilities bond issue, school construction cost containment provisions, and an eight-year suspension of the Mira, Hart, and Murrieta court cases. SB 50 created different levels of developer fees and prohibited local agencies from denying either legislative or adjudicative land use approvals on the basis that school facilities are inadequate. They also reinstated the school facility fee cap for legislative actions, which is adjusted biannually in January. According to Government Code Section 65996, the development fees authorized by SB 50 are deemed to be full and complete school facilities mitigation. These provisions were in effect until 2006 and will remain in place as long as subsequent state bonds are approved and available.

The three levels of developer fees established by SB 50 are described below.

- 1) Level 1 fees are base statutory fees. As of January 30, 2008, the maximum assessment for fees was \$2.97 per square foot of residential development and \$0.47 per square foot of commercial/industrial development.
- 2) Level 2 fees allow the school district to impose developer fees above the statutory levels, up to 50 percent of certain costs under designated circumstances. The state would match the 50 percent funding if funds are available.
- 3) Level 3 fees apply if the state runs out of bond funds after 2006, allowing the school district to impose 100 percent of the cost of the school facility or mitigation minus any local dedicated school monies.

In order to levy the alternate (Level 2) fee and qualify for 50 percent State-matching funds, a school district must prepare and adopt a School Facilities Needs Analysis, apply and be eligible for State funding, and satisfy specified criteria. The ability of a city or county to impose fees is limited to the statutory and potential additional charges allowed by the act, as described above.

### City of Elk Grove General Plan

The following City of Elk Grove General Plan policies are relevant to public schools. The final authority for interpretation of these policy statements and determination of the project's consistency rests with the City Council.

**“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.”

### **Elk Grove Unified School District Funding**

The Elk Grove Unified School District (EGUSD) operations are primarily funded through local property tax revenue that is first accrued in a common statewide pool, and then allocated to each school district on the basis of average daily attendance. State law also permits the charging of development fees to assist the EGUSD in funding capital acquisition and improvements to programs for school facilities, based on documented justification that residential and non-residential development projects generate students. The EGUSD School Facilities Needs Analysis (December 1999) provides this justification and allows the imposition of fees that can be adjusted periodically, consistent with SB 50. Developer fees, as adjusted by the school board on March 17, 2003, are \$3.43 per square foot of residential space and \$0.33 per square foot of commercial/industrial space.

The District also collects a special Mello-Roos tax, with the taxes applied at various stages during project review and development. The project site is presently charged the lowest rate, which is applied to agricultural land containing residential structures established prior to 1987. Land which is rezoned to commercial uses is charged at the rate of \$72 per 1/3 acre at the time Council approval is given to a rezone.

#### 5.11.3.3 PUBLIC SCHOOLS IMPACTS AND MITIGATION MEASURES

##### **Standards of Significance**

The impact analysis provided below is based on the following CEQA Guidelines Appendix G thresholds of significance. A public services impact with regard to public schools is considered significant if implementation of the project would result in the following:

- 1) 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 schools.

##### **Methodology**

Evaluation of potential public school impacts was based on student generation calculations provided by City planning staff, which were developed in consultation with EGUSD staff.

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### Project Impacts and Mitigation Measures

#### **Public School Facilities**

**Impact 5.11.3.1** Implementation of the proposed Project would result in the generation of school-aged children requiring the construction of new public school facilities, the construction of which could have impacts on the physical environment. This impact would be **less than significant**.

With the development of 4,790 new homes within the Project area, a substantial number of school-aged children would move to the area, which would trigger the need for additional public schools. City planning staff worked with the EGUSD to determine the number of students who would likely be generated by the proposed Project, as well as the number of schools that would need to be constructed to meet the demand for public schools. Based on these student generation calculations, the proposed Project would be likely to generate a total of 3,011 school-aged children, including 1,711 kindergarten through sixth grade (K–6) students; 463 seventh through eighth grade students; and 926 ninth through twelfth grade students.

The proposed Project provides for three elementary (K–6) schools within the Project area. Each elementary school would have capacity for 850 students, for a total capacity of 2,550 students. This is adequate to meet the demand generated by the Project’s K–6 students, which would only require the development of two elementary schools. The additional elementary school would provide additional capacity for K–6 students generated by other projects in the surrounding areas that do not provide enough school sites.

The proposed Project does not include the development of any middle schools or high schools. These students would need to attend public schools at campuses located outside of the Project area. The Project area is currently located within the service boundaries of Elizabeth Pinkerton Middle School and Cosumnes Oaks High School (EGUSD 2011), but it should be noted that school attendance boundaries may change, so other schools may eventually provide school services, including new schools. Due to the number of students that would be generated by the proposed Project, it is possible that adding these students to any existing school could exceed a school’s capacity. As mentioned above, school attendance boundaries may change and are often adjusted to accommodate school capacities.

However, the proposed Project alone would not trigger the need for additional middle or high school facilities, and exceeding school capacity would not be considered a physical impact under CEQA. California Government Code Section 65995(h) states that “the payment or satisfaction of a fee, charge or other requirement levied or imposed...[is] deemed to be full and complete mitigation of the impacts of any legislative or adjudicative act, or both, involving, but not limited to, the planning, use, or development of real property, or any change in governmental organization or reorganization as defined in Section 56021 or 56073, on the provision of adequate school facilities.” All residential development within the Project area would be subject to the EGUSD residential fee in place at the time an application is submitted for a building permit. Under CEQA, payment of EGUSD residential development fees is considered to mitigate the need for school facilities generated by Project implementation. Therefore, anticipated impacts to schools would be **less than significant**.

#### Mitigation Measures

None required.

5.11.3.4 PUBLIC SCHOOLS CUMULATIVE SETTING, IMPACTS, AND MITIGATION MEASURES

**Cumulative Setting**

The cumulative setting for the proposed Project is the service area of the EGUSD. Recently approved and proposed projects, and any other reasonably foreseeable development envisioned by the City of Elk Grove General Plan and surrounding areas in the district, constitute the cumulative setting for schools.

**Cumulative Impacts and Mitigation Measures**

Cumulative Public School Impacts

**Impact 5.11.3.2** Implementation of the proposed Project, in combination with other development in the EGUSD service area, would result in the generation of additional students. Each project would be required to pay development fees on a project-by-project basis, which would fund school facility construction. This impact would be **less than cumulatively considerable**.

The proposed Project, in combination with other planned and approved projects in the EGUSD service area, would cumulatively increase student population in the district. While some development projects would include school sites, providing new school sites would result in cumulative environmental impacts on traffic congestion, noise, potential loss of habitat, water, solid waste, etc. The environmental impacts associated with the development of future school sites would be evaluated individually by the EGUSD for project-specific and cumulative impacts as required by the State Board of Education and CEQA.

Per California Government Code Section 65996, the adoption of all or some combination of Mello-Roos taxes and SB 50 funding fully mitigates the potential cumulative impacts on school and related facilities. Funding is currently available from statewide school bonds as discussed in the Regulatory Framework subsection above. The existing funding mechanisms, bond measures within the school district, and compliance with Elk Grove General Plan policies would reduce cumulative impacts on school facilities. Therefore, this impact would be less than significant, and the proposed Project's contribution to this impact would be **less than cumulatively considerable**.

Mitigation Measures

None required.

**5.11.4 PARKS AND RECREATION**

5.11.4.1 PARKS AND RECREATION EXISTING SETTING

**Cosumnes Community Services District**

The CCSD provides parks and recreation services to the Elk Grove community through its Parks and Recreation Department. The CCSD encompasses an area bounded on the north by Calvine Road, on the south by Twin Cities Road, and on the east by Grant Line Road. The western boundary of the CCSD is approximately 1.5 miles to the west of I-5 (CCSD 2009, p. 29).

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The CCSD plans and designs new parks; owns, operates, and maintains parks and community centers; manages rentals of community centers, picnic sites, and sports fields; and offers recreation programs. Currently, the CCSD manages 92 parks, 18 miles of off-street trails, 2 community centers, 4 recreation centers, and 2 aquatics complexes. The Parks and Recreation Department has a staff of 68 full-time employees (CCSD 2014b).

The City and the CCSD maintain a goal of providing a minimum of 5 acres of active use park land per 1,000 residents (CCSD 2009; City of Elk Grove 2003b).

In addition to park facilities, the CCSD provides recreation services to the Elk Grove community. The district offers recreation programs for all ages, including special events, preschools, summer camps, teen programs, special interest classes, before- and after-school recreation, nontraditional sports, therapeutic recreation, youth and adult sports, and aquatic programming (CCSD 2014b).

### **Park/Facility Standards**

The Parks and Recreation Master Plan sets a park land acquisition and development goal of 5 acres per 1,000 residents through Quimby Act dedication and development impact fees or other fair share funding mechanism (CCSD 2009, p. 76). Quimby dedication accounts for active use recreation parks and facilities including neighborhood parks, community parks, special use parks, and sports complexes serving local residents. Additional land acquisition, consistent with the Parks, Trails and Open Space Element of the City's General Plan, may also be dedicated as part of the entitlement process. This may include open space, greenbelts, paseos, and trails.

### **Park Descriptions and Service Standards**

Following are the park categories and associated descriptions and service standards used by the CCSD and the City in park facility planning and design (CCSD 2009, p. 120).

#### ***Local Parks***

The CSD used this classification for park development up through adoption of the Master Plan Update. The Update recommends an emphasis on development of larger parks to accommodate community needs. This would include Neighborhood Parks, Community Parks, and Regional Parks. Therefore, any future Local Park would fit in the Special Use Park classification.

#### ***Neighborhood Parks***

A neighborhood park should be 3 to 10 acres; however, some neighborhood parks are determined by use and facilities offered and not by size alone. The service radius for a neighborhood park is one-half mile or six blocks. Neighborhood parks should have safe pedestrian access for surrounding residents; parking may or may not be included but if included accounts for less than ten cars and provides for ADA access. Neighborhood parks serve the recreational and social focus of the adjoining neighborhoods and contribute to a distinct neighborhood identity.

#### ***Community Park***

Community parks generally range from 20 to 100 acres and are designed to be accessible to multiple neighborhoods and focus on meeting community-based recreational needs, as well as

preserving unique landscapes and open spaces. Community parks are generally larger in scale than neighborhood parks, but smaller than regional parks and are designed for residents who live within a 3-mile radius. When possible, the park may be developed adjacent to a school.

Community parks provide recreational opportunities for the entire family and are designed to include facilities for specific recreational purposes such as the following: athletic fields, swimming pool, tennis courts, extreme sports amenity, recreation center, loop trails, picnic areas, reservable picnic shelters, sports courts, permanent restrooms, large turf and landscaped areas, and a playground or spray ground. Passive outdoor recreation activities such as meditation, quiet reflection, and wildlife watching also take place at community parks.

### *Regional Park*

Regional parks serve a large area of several communities, residents within a city or county, or across multiple counties. Depending on activities within a regional park, users may travel as many as 60 miles for a visit. Regional parks include recreational opportunities such as soccer, softball, golf, boating, camping, conservation-wildlife viewing, and fishing. Although regional parks usually have a combination of passive areas and active facilities, they are likely to be predominantly natural resource-based parks.

A common size for a regional park is 100 to 1,000 acres, but some can be 2,000 to 5,000 acres in size. A regional park focuses on activities and natural features not included in most types of parks and often based on a specific scenic or recreational opportunity. Facilities could include those found in a community park as well as specialized amenities such as an art center, amphitheater, boating facility, golf course, or natural area with interpretive trails. Regional parks can and should promote tourism and economic development. Regional parks can enhance the economic vitality and identity of the entire region.

### *Sports Complex/Golf Facilities*

Sports complexes at community parks, regional parks, and stand-alone sports complexes are developed to provide 4 to 16 fields or courts in one setting. A sports complex may also support extreme sports facilities, such as BMX and skateboarding. Sports complexes can be single-focused or multi-focused and can include indoor or outdoor facilities to serve the needs of both youth and adults. Outdoor fields should be lighted to maximize value and productivity of the complex. Agencies developing sports complexes focus on meeting the needs of residents while also attracting sport tournaments for economic purposes to the community.

### *Special Use Park/Facility*

Special use facilities are those spaces that don't fall within a typical park classification. A major difference between a special use facility and other parks is that they usually serve a single purpose whereas other park classifications are designed to offer multiple recreation opportunities. It is possible for a special use facility to be located inside another park. Special use facilities generally fall into four categories:

- Local Parks – Often referred to as pocket parks, tot lots, or landscaped public areas, local parks range from 1,500 square feet to 3 acres and include amenities such as small playgrounds targeted for ages 2 to 5, small sport courts, swings, benches, and landscaping. Local parks typically have a localized service radius of one-quarter mile and include passive and serve limited and/or isolated recreational needs.

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- Historic/Cultural/Social Sites – Unique local resources offering historical, educational, and cultural opportunities. Examples include historic downtown areas, commercial zones, plaza parks, performing arts parks, arboretums, display gardens, performing arts facilities, indoor theaters, churches, and amphitheaters. Frequently these are located in community or regional parks.
- Golf Courses – Nine- and 18-hole complexes with ancillary facilities such as clubhouses, driving ranges, program space, and learning centers. These facilities are highly maintained and support a wide age range of males and females. Programs are targeted for daily use play, tournaments, leagues, clinics, and special events. Operational costs come from daily play, season pass holders, concessions, driving range fees, earned income opportunities, and sale of pro shop items.
- Indoor Recreation Facilities – Specialized or single-purpose facilities. Examples include community centers, senior centers and community theaters. Frequently these are located in community or regional parks.
- Outdoor Recreation Facilities – Examples include aquatic parks, disk golf, skateboard, BMX, and dog parks, which may be located in a park.

### Greenbelts/Trails/Paseos

Greenbelts, trails, and paseos are recognized for their ability to connect people and places and often include either paved or natural trails. Trails can also be loop trails in parks. Linking neighborhoods, parks, recreation facilities, attractions, and natural areas with a multi-use trail fulfills two guiding principles simultaneously: protecting natural areas along river and open space areas and providing people with a way to access and enjoy them. Multi-use trails also offer a safe, alternative form of transportation, substantial health benefits, habitat enhancements for plants and wildlife, and unique opportunities for outdoor education and cultural interpretation.

### Open Space/Natural Area

Open space and natural areas are undeveloped but may include natural or paved trails. Grasslands under power line corridors are one example; creek areas are another. Open space contains natural resources that can be managed for recreation and natural resource conservation values such as a desire to protect wildlife habitat, water quality and endangered species. Open space also can provide opportunities for nature-based, unstructured, low-impact recreational opportunities such as walking and nature viewing.

## **Funding**

### Landscape and Lighting Assessment District Funds

The CCSD's Landscape and Lighting Assessment District was originally formed in 1994 and included nine benefit zones. Subsequent zones were formed and added to the CCSD as areas in Elk Grove developed. As of 2008, 13 geographic benefit zones, plus a district-wide benefit zone, have been created.

Fees are levied on parcels to provide funds for maintenance, repair, replacement, services, utilities, and capital improvements associated with parks, certain landscape medians owned by the City of Elk Grove, corridors, trails, open space, and recreation facilities. The assessment rates in each zone are set to be consistent with the benefits received by the property owners paying

the assessments in each zone. The facilities and benefits are specific to each zone, thus the rates vary based on the number and types of facilities present in that zone and the costs required to maintain them (CCSD 2009, pp. 100–101).

### Quimby Act Fees

Quimby Act fees are collected from developers in lieu of land dedication for parks and recreation facilities. The revenues must be used “for the purpose of developing new or rehabilitating existing neighborhood or community parks or recreational facilities to serve the subdivision.” California Government Code Section 66477 provides the authority and formula for the dedication or the payment of fees for subdivisions. The City of Elk Grove conditions projects for the payment of Quimby fees, while the CCSD administers the fee collection.

### Park Development Impact Fees

Park development impact fees (park fees) are a revenue source approved as part of a public facility financing plan. These fees are collected from developers at the time a building permit is issued. The revenue must be used to benefit the residents of the planning area from which the fee was collected. Park fees are collected in the East Franklin and Eastern Elk Grove areas, including the Elk Grove/West Vineyard and Eastern Elk Grove fee programs. The district is currently investigating the development of a district-wide park fee for park development in the non-Galt area of the district.

California Government Section 66000 et seq. sets forth the procedural requirement for establishing and collecting park fees. These procedures require that “a reasonable relationship or nexus must exist between a governmental exaction and the purpose of the condition.” Funds are restricted for use in the project area where the park fees were paid and for identified facilities.

### Other Sources of Funding

New park facilities are also funded through property taxes, Mello-Roos funds, and grants. In addition, the City of Elk Grove identifies six plan area development impact fee programs in the City that are used to fund parks and related facilities in specific planning areas. These plan areas include Stonelake, Lakeside, Laguna West, Laguna Ridge, Eastern Elk Grove, and East Franklin.

#### 5.11.4.2 PARKS AND RECREATION REGULATORY FRAMEWORK

### **State**

#### Quimby Act

The goal of the 1975 Quimby Act (California Government Code Section 66477) was to require developers to help mitigate the impacts of property improvements by requiring them to set aside land, donate conservation easements, or pay fees for park improvements. The Quimby Act gave authority for passage of land dedication ordinances only to cities and counties, thus requiring special districts to work with cities and/or counties to receive parkland dedication and/or in-lieu fees. The fees must be paid and land conveyed directly to the local public agencies that provide parks and recreation services community-wide. Revenues generated through the Quimby Act cannot be used for the operation and maintenance of park facilities (Westrup 2002).

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Originally, the Quimby Act was designed to ensure “adequate” open space acreage in jurisdictions adopting Quimby Act standards (e.g., 3 to 5 acres per 1,000 residents). In some California communities, the acreage fee was very high where property values were high, and many local governments did not differentiate on their Quimby fees between infill projects and greenbelt developments. In 1982, the Quimby Act was substantially amended via Assembly Bill (AB) 1600. The amendments further defined acceptable uses of or restrictions on Quimby funds, provided acreage/population standards and formulas for determining the exaction, and indicated that the exactions must be closely tied (nexus) to a project’s impacts as identified through traffic studies required by CEQA.

In other words, AB 1600 requires agencies to clearly show a reasonable relationship between the public need for the recreation facility or park land and the type of development project on which the fee is imposed (Westrup 2002). Cities or counties with a high ratio of parkland to inhabitants can set a standard of 5 acres per 1,000 residents for new development. Cities or counties with a lower ratio can only require the provision of up to 3 acres of parkland per 1,000 residents. The calculation of a city’s or county’s parkland-to-population ratio is based on a comparison of the population count of the last federal census to the amount of city- or county-owned parkland.

### Local

#### City of Elk Grove General Plan

The following City of Elk Grove General Plan policies are relevant to public schools. The final authority for interpretation of these policy statements and determination of the project’s consistency rests with the City Council.

- “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 Elk Grove Community Services District.”
- “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 criteria and which implement the City’s Parks and Trails Master Plan.”
- “PTO-2**                    The City specifically supports the provision of parkland at a rate which exceeds the levels historically (prior to adoption of this General Plan) provided in Elk Grove. Parks shall be provided which meet community needs and desires.”
- “PTO-2-Action 1**        The City shall conduct a “nexus study” to determine the demand for parkland in the city and the reasonable relationship between the demand and the type of development project to support the imposition of parkland dedication and/or fees.”
- “PTO-2-Action 2**        To the extent consistent with applicable state law, the City shall develop criteria defining the types of parks and trails to be developed, including criteria defining desired

- Park types and sizes
- Park facilities by type
- Locational criteria
- Spacing
- Trails and related facilities by type and function"

**"PTO-2-Action 3** *The City shall adopt a comprehensive Parks and Trails Master Plan which provides information on parks criteria, planned parks, and offstreet recreational, walking, equestrian, and multi-use trails. Prior to the adoption of the parks standards and the Parks and Trails Master Plan, the City shall require the provision of parks as part of development projects to implement the City's parkland standards. The size, location, and facilities provided in these parks may be determined on a case-by-case basis."*

**"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."

**"PTO-3-Action 1** *The City shall pursue the implementation of funding mechanisms to provide for the long-term maintenance of parks and/or trails in those instances where funding is not available from other sources. Such mechanisms may include local or regional assessment districts, homeowners associations, or other methods as determined appropriate by the City."*

### **City of Elk Grove – Park and Recreation Dedication and Fees**

Chapter 22.40 of the Elk Grove Municipal Code requires tentative subdivision and tentative parcel map applicants to dedicate land or pay an in-lieu fee for the development of neighborhood and community parks and provides a formula for calculating the in-lieu fee.

### **Parks and Recreation Master Plan**

The Parks and Recreation Master Plan is a joint document prepared and approved by both the CCSD and the City of Elk Grove. The Master Plan was developed to guide both agencies in providing parks and recreation opportunities for residents in the City and in the CCSD boundaries. The Master Plan establishes a clear direction for the CCSD's core services and responsibilities, defines service priorities and capital investments, and outlines the manner in which the parks and recreation facilities and program services will be funded and delivered (CCSD 2009).

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### Elk Grove Trails Master Plan

The Elk Grove General Plan states that the City shall adopt a comprehensive Elk Grove Trails Master Plan. The Master Plan is the expression of the City's desire to have an exemplary off-street multi-use trail system that provides connectivity throughout the City and the wider Sacramento region in order to offer recreational opportunities and an alternative method for transportation for Elk Grove residents. In order to achieve this trail system, the City acknowledges that it is necessary to provide direction on where trails should be located, provide design standards and guidelines to describe the desired characteristics of trails, identify funding sources for trail planning, construction, and maintenance, establish prioritization criteria for which trail projects to implement first, and describe the City and interagency collaborative actions required to create the trail system. The City Council adopted the Master Plan in January 2007, but the plan is continually updated as goals are achieved, as new funding sources become available, and in order to ensure consistency with the Elk Grove General Plan.

#### 5.11.4.3 PARKS AND RECREATION IMPACTS AND MITIGATION MEASURES

##### Standards of Significance

The impact analysis provided below is based on the following CEQA Guidelines Appendix G thresholds of significance. A public services impact with regard to parks and recreation is considered significant if implementation of the project would result in the following:

- 1) 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 or other performance objectives for parks.

##### Methodology

The following impact analysis is based on the Project's population projections contained in Section 3.0, Demographics, as well as the City's park standards contained in the General Plan and the Parks and Recreation Master Plan.

##### Project Impacts and Mitigation Measures

##### Increased Demand for Park and Recreational Facilities

**Impact 5.11.4.1** Implementation of the proposed Project would increase demand for park and recreation facilities, the construction of which could result in impacts on the physical environment. This impact would be **less than significant**.

As described in Section 3.0, Demographics, at buildout the proposed Project is anticipated to provide housing for 16,930 new residents. Based on City and CCSD parkland standards, which require a minimum of 5 acres of developed parkland per 1,000 residents, the City estimates that the proposed Project would generate the need for 84.7 acres of developed parkland.

The proposed land plan identifies approximately 61 acres of parks. As identified above, buildout of the land plan will require 84.7 acres of parks, making the land plan deficient by 23.7 acres. This deficiency will be address in one or more of the following ways:

- 1) The Project will finance all or a portion of the acquisition, design, and construction of additional park land within the Laguna Ridge Specific Plan (the Reardan Community Park Site).
- 2) The Project will develop with additional or larger local and neighborhood parks and a reduction in residential units through the tentative subdivision map process.
- 3) The Project will include the development of the Sports Complex Overlay, which will provide parkland credit for open field spaces at the complex.

Impacts associated with the construction of park facilities are addressed in the individual technical sections of this Draft EIR (5.1 through 5.13). Potential impacts could include temporary aesthetic impacts, disturbance of biological and/or cultural resources, conversion of agricultural land, temporary air emissions, soil erosion and water quality degradation, handling of hazardous materials such as fuels, temporary excessive noise, and temporary construction traffic. The provision of parks and recreational facilities is considered as part of the development of the Project area, and there would be no additional impact beyond that identified for the Project as a whole. Therefore, this impact would be **less than significant**.

### Mitigation Measures

None required.

### **Project Consistency with Elk Grove Trails Master Plan**

**Impact 5.11.4.2** Individual development projects within the Project area would be reviewed to ensure compliance with the Elk Grove Trails Master Plan. This impact would be **less than significant**.

Currently, there are no trails within or adjacent to the Project area. According to the Elk Grove Trails Master Plan map, the City has planned for a multipurpose trail along Whitelock Parkway north of the Project area that would also extend south through the eastern portion of the Project area to the drainage channel and then west and east along the channel as well as through the western portion of the Project area parallel to Bruceville Road.

Although the proposed Land Plan does not identify specific trail alignments within the Project area, the proposed vision statement and guiding principles for the Project support the incorporation of pedestrian and bike paths/trails as part of a complete transportation network. Furthermore, as part of the development review process, the City would ensure that individual development proposals within the Project area would provide trail segments consistent with the Elk Grove Trails Master Plan.

Impacts associated with the construction of a trail system within the Project area are addressed in the individual technical sections of this Draft EIR (5.1 through 5.13). Potential impacts could include temporary aesthetic impacts, disturbance of biological and/or cultural resources, conversion of agricultural land, temporary air emissions, soil erosion and water quality degradation, handling of hazardous materials such as fuels, temporary excessive noise, and temporary construction traffic. The development of trails is considered as part of the development of the Project area, and there would be no additional impact beyond that identified for the Project as a whole. Therefore, this impact would be **less than significant**.

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### Mitigation Measures

None required.

#### 5.11.4.4 PARKS AND RECREATION CUMULATIVE SETTING, IMPACTS, AND MITIGATION MEASURES

##### **Cumulative Setting**

The cumulative setting for parks and recreation is the CCSD service area.

### Cumulative Impacts and Mitigation Measures

##### **Cumulative Impacts to Park and Recreational Facilities**

**Impact 5.11.4.3** Implementation of the proposed Project, in combination with other development within the CCSD service area, would result in a cumulative increase in demand for parkland and recreational facilities, the construction of which could impact the physical environment. This impact would be **less than cumulatively considerable**.

The proposed Project, in combination with other proposed, approved, and reasonably foreseeable development in the City, would contribute to a cumulative increase in the demand for parks and recreational facilities. The City ensures that adequate developed parkland and associated facilities are provided to City residents in accordance with the established minimum standard of 5 acres of developed parkland per 1,000 residents as part of the development review process. Funding from Quimby Act fees, park development impact fees, landscape and lighting funds, and other sources such as property taxes, Mello-Roos funds, and grants provide sufficient resources for the design, construction, and maintenance of new parks and associated facilities needed to accommodate future growth within the CCSD service area. Therefore, this impact would be less than significant. The proposed Project would provide adequate developed parkland for future residents and comply with the City/CCSD standard. Therefore, the proposed Project's contribution to this impact would be **less than cumulatively considerable**.

### Mitigation Measures

None required.

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