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**APPENDIX**

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**1.0 EXECUTIVE SUMMARY****ABOUT THE CITY OF ELK GROVE**

The City of Elk Grove, located in the southwestern part of Sacramento County, between an urban and agricultural area, was incorporated in 2000 with a council-manager form of government. The City provides a limited range of services including law enforcement; construction and maintenance of streets, roads, and infrastructure; planning and zoning; transportation; parks; and general administrative and support services. With a current population of approximately 154,594 (California Department of Finance, 2011), the City has seen significant growth over the past decade.

**PURPOSE OF THIS DOCUMENT**

The Sacramento Local Agency Formation Commission (LAFCo) is required to conduct comprehensive reviews of all municipal services provided by agencies within a geographic area. These reviews become information tools that can be used by LAFCo, the public, as well as other agencies to: promote orderly growth and development in appropriate areas with consideration of service feasibility and timing of availability, service costs that affect housing affordability, and preservation of open space, important agricultural land and finite natural resources; direct growth to areas planned for growth in General Plans; learn about service issues and needs; plan for provision of high quality infrastructure needed to support healthy growth; and to provide backbone information for service providers.

This Municipal Service Review (MSR) is required to amend the City's Sphere of Influence (SOI). This MSR will evaluate the City and other service providers' ability to extend and provide adequate municipal services to the SOI Amendment area upon anticipated future growth. The City's SOI will designate the areas where adequate public services can be provided within the probable physical boundaries and service area of the City over the next 20 years. The City of Elk Grove is requesting this SOI Amendment based on the City of Elk Grove's projected future growth. If approved, the SOI Amendment will define the planning boundaries to be used for the comprehensive planning of land use, facilities, and infrastructure in the area. No land use changes are being planned as a part of this MSR and SOI Amendment. Existing services, infrastructure, facilities, service providers, and jurisdiction will remain the same.

The SOI Amendment is the first step to provide proper long-term planning for the anticipated future growth of the City, and to allow the City to advance towards its goal of achieving a jobs and housing balance. As presented herein, the City believes that the existing SOI does not provide sufficient land to accommodate future growth demands nor does it provide opportunities for the City to achieve a jobs and housing balance. As the existing SOI is coterminous with the City's boundaries, the City believes this limits its ability to conduct proper planning for the anticipated future growth.

The City's available residential, industrial, and commercial land base is building out at a steady pace and additional lands would be needed to accommodate projected growth. The SOI Amendment will designate the areas where growth is most appropriate, where municipal services can be adequately provided, and where future annexations may occur.

The SOI Amendment is needed to establish the area and direction for growth. While no growth is going to occur now, it is likely to occur in the future. As a result, potential service providers and issues need to be identified now to inform LAFCo and various service providers of what is known and what is likely to occur. Existing land uses in the area will remain the same, as no land use changes are proposed.

## PROPOSED SPHERE OF INFLUENCE AMENDMENT

The proposed Sphere of Influence Amendment area covers 7,869 acres, immediately south and southeast of the City of Elk Grove, of which 6,882 acres is designated for urbanization and 987 acres for non-urbanization. This area is defined in the City's General Plan as the Urban Study Area. The area is generally described as south of Bilby Road, Kammerer Road, Grant Line Road, extending south to Eschinger Road and the FEMA 100-year floodplain boundary for the area east of State Route 99, extending east just past Freeman Road, and extending west towards Interstate 5 and the Union Pacific Railroad tracks. The proposal would amend the existing SOI to reflect where future growth is likely to occur. A map showing the proposed SOI Amendment area is shown on **Figure 1.0-1**.

The SOI Amendment is being requested because the existing SOI is coterminous with the City's boundaries, leaving no areas for future growth. Current estimates, based on existing land use types and densities, indicate that the City may require up to 9,333 acres of vacant lands to accommodate the projected growth to 2035 (see Section 3). Portions of the growth would be accommodated within the City's 2,918 available acres, but a total of 6,415 acres may be needed outside of the City limits to accommodate the remaining projected growth. The current City boundaries and SOI encompass 26,974 acres. The proposed SOI Amendment would expand the existing SOI by 7,869 acres, or by 29 percent, to a total SOI of 34,843 acres. However, anticipated future growth and expansion would be limited outside of the FEMA 100-year floodplain. This would limit future growth to 6,882 acres of the proposed 7,869 acre SOI expansion, as 987 acres is within the 100-year FEMA floodplain. The floodplain areas are inclusive within several parcels that are proposed in the SOI Amendment area.

**Current City Boundaries/SOI:** 26,974 acres

**Proposed SOI Amendment:** 7,869 acres

**Overall Proposed SOI:** 34,843 acres

## SUMMARY OF SERVICES

**Table 1.0-1** shows the various service providers located within or adjacent to the SOI Amendment area. The table shows the current status of each provider, in regards to which services are provided, and if services are provided to the area, or a part of the area.

The likely urban service provider is assumed to be the service provider who is capable of planning for and supporting urban service demands within the Sphere of Influence Amendment area. This assumption is based on the current level of services provided, existing plans, and service capabilities.

The SOI Amendment area currently does not require much municipal-level services, as the area remains primarily agricultural. As no specific land use plan has been defined, existing uses are expected to remain the same. Existing service providers are expected to continue the current service level. While the addition of the SOI Amendment area would cause no additional immediate demand for municipal service and infrastructure, it may facilitate affected agencies long range planning.

Anticipated growth of the area will require adequate planning for long term growth. Expansion of the City's SOI into the SOI Amendment area will provide direction to 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 financing, services, and infrastructure are available. Future actions may include the expansion of a service provider's Sphere of Influence and/or annexation in order to fully plan for and support future service demands from anticipated growth.

**TABLE 1.0-1  
SUMMARY OF SERVICES IN THE SPHERE OF INFLUENCE AMENDMENT AREA**

Service Provider	Services Provided	Currently Providing Service in SOI Amendment area	Provider After Annexation
<b>County of Sacramento</b>	Roadway	X	
	Law Enforcement	X	
	Animal Control	X	
	Code Enforcement	X	
<b>City of Elk Grove</b>	Solid Waste		*
	Roadway		X
	Law Enforcement		X
	Animal Control		X
	Code Enforcement		X
	Parks and Recreation		X
	Drainage		X
<b>Sacramento County Water Agency (County)</b>	Water	X	X
	Drainage	X	
<b>Omochumne-Hartnell Water District</b>	Irrigation	X	
<b>Sacramento Area Sewer District</b>	Wastewater – <i>local conveyance</i>	X	X
<b>Sacramento Regional County Sanitation District</b>	Wastewater – <i>treatment</i>	X	X
<b>Sacramento-San Joaquin Drainage District</b>	Drainage	X	
	Flood Protection	X	
<b>Sacramento Regional Solid Waste Authority</b>	Solid Waste	*	
<b>Cosumnes Community Services District</b>	Fire and Emergency Medical	X	X
	Parks and Recreation		X
<b>Sacramento Public Library Authority</b>	Library	X	X
<b>Sacramento Municipal Utility District</b>	Electricity	X	X
<b>Pacific Gas and Electricity</b>	Natural Gas	X	X

\* Services contracted to another provider

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## 2.0 INTRODUCTION

### PURPOSE OF THE MUNICIPAL SERVICE REVIEW

The Municipal Service Review (MSR) will be used to determine if municipal service providers can feasibly finance and extend infrastructure, services, and facilities into the proposed Sphere of Influence Amendment (SOI Amendment) area to adequately serve projected future growth within the next 20 years. This MSR is intended to provide an analysis of the existing service capabilities of the City of Elk Grove and other municipal service providers in the vicinity that could be likely future service providers. **Figure 1.0-1** shows the proposed SOI Amendment area.

A Sphere of Influence (SOI) indicates the probable physical boundaries and service area of the City over the next 20 years. Amending the City's SOI to include the SOI Amendment area will allow the City to direct future growth and plan for future annexation of this area into the City's boundaries, upon approval by the Sacramento Local Agency Formation Commission (LAFCo). In addition, the approved SOI Amendment will provide direction to service providers about the location and extent of the City's growth.

This MSR evaluates the structure and operation of the City and various service providers. The MSR includes a discussion of the plans and ability of each provider to ensure adequate municipal service provision to future developments currently outside of the City boundaries. Key sources for this study included publicly available documents, City Council hearings, master plans, and department-specific information gathered through research and interviews.

This MSR has been prepared by the City of Elk Grove in collaboration with the Sacramento Local Agency Formation Commission (LAFCo) in accordance with the requirements of the Cortese-Knox-Hertzberg Local Reorganization Act of 2000, the Sacramento LAFCo Municipal Service Review Guidelines, and LAFCo policies as a means of identifying and evaluating public services related to the SOI Amendment area and possible amendments to the City's SOI.

### BACKGROUND

The SOI Amendment area is located outside the current City limits. These sites (generally south of Kammerer Road and Grant Line Road) are envisioned by the City's General Plan as areas in which future study should be conducted to determine the extent of which urban growth should occur. These areas are currently within the jurisdiction of the County of Sacramento. **Figure 1.0-1** illustrates the proposed SOI Amendment area.

The SOI Amendment area has not been planned for specific land uses by the City, but is designated in the General Plan for long-term growth. The City envisions that urban growth in this area is appropriate and would likely occur over the next twenty years.

No change in the existing land use within the SOI Amendment area is planned at this time. Existing Sacramento County General Plan land use and Zoning designation will remain in place. The City will use the approved SOI Amendment boundaries to cooperatively plan for future anticipated growth of the City, with interested parties, including the County, service providers, landowners, residents, and stakeholders.

## LAFCo's ROLE

LAFCo's role is to implement the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act), commencing with Government Code Section 56000 et. seq., consistent with local conditions and circumstances. The CKH Act guides LAFCo's decisions. The major goals of LAFCo as established by the CKH Act include:

- Encourage orderly growth and development, which are essential to the social, fiscal, and economic well being of the state;
- Promote orderly development by encouraging the logical formation and determination of boundaries and working to provide housing for families of all incomes;
- Discourage urban sprawl;
- Preserve open-space and prime agricultural lands by guiding development in a manner that minimizes resource loss;
- Exercise its authority to ensure that affected populations receive efficient governmental services;
- Promote logical formation and boundary modifications that direct the burdens and benefits of additional growth to those local agencies that are best suited to provide necessary services and housing;
- Make studies and obtain and furnish information which will contribute to the logical and reasonable development of local agencies and to shape their development so as to advantageously provide for the present and future needs of each county and its communities;
- Establish priorities by assessing and balancing total community services needs with financial resources available to secure and provide community services and to encourage government structures that reflect local circumstances, conditions, and financial resources;
- Determine whether new or existing agencies can feasibly provide needed services in a more efficient or accountable manner and, where deemed necessary, consider reorganization with other single purpose agencies that provide related services;
- Update SOIs as necessary; and
- Conduct a review of all municipal services by county, jurisdiction, region, sub-region or other geographic area prior to, or in conjunction with, SOI updates or the creation of new SOIs.

To carry out State policies, LAFCo has the power to conduct studies, approve or disapprove proposals, modify boundaries, and impose terms and conditions on approval of proposals. Existing law does not provide LAFCo with direct land use authority, although some of LAFCo's discretionary actions indirectly affect land use. LAFCo conducts proceedings to weigh, balance, deliberate, and set forth the facts and determinations of a specific action when considering a proposal.

## SERVICES AND ISSUE REVIEW

This analysis is divided up into seven sections, as listed and described below. These sections represent the analysis and determinations required in the topic areas set forth in the CKH Act, as amended in 2011. The determinations are included at the end of each section, and compiled in the end of the report.

1. **Area Growth and Population** - This section reviews projected growth within the City and within the probable physical boundaries and service area of the City over the next 20 years.
2. **Services, Infrastructure, and Facilities** - This section analyzes whether sufficient infrastructure and capital are in place, adequate long-term planning has occurred, and reviews capabilities for accommodating future growth in service demands. Services studied include:
  - Water
  - Wastewater Collection, Conveyance and Treatment
  - Drainage and Flood Control
  - Solid Waste and Recycling
  - Circulation and Roadways
  - Fire Protection and Emergency Medical Response
  - Law Enforcement
  - Animal Control
  - Code Enforcement
  - Parks and Recreation
  - Libraries
  - Electricity
3. **Financing Ability** - This section examines the fiscal status of the City. The City's funding sources, rate structure, expenditures, and debts are evaluated to determine viability and ability to meet existing and expanded service demands.
4. **Sharing of Facilities** - This section evaluates sharing of facilities for needed infrastructure and improvements, including utilized opportunities and potential opportunities for shared facilities for City Departments and other agencies to reduce costs.
5. **Accountability, Structure, and Operations** - This section examines how well the City makes its processes transparent to the public and invites and encourages public participation. Overall management practices are discussed and considered. This section includes a discussion of the City's ability to meet its demands under its existing government structure, alternatives to the current government structure, boundaries, and future service areas.
6. **Municipal Service Review Determinations** - This section summarizes the required Municipal Service Review Commission determinations for the five sections previously considered.
7. **Sphere of Influence Findings** - This section evaluates the proposed Sphere of Influence Amendment, relative to the capabilities of the service providers and future growth demands. The Commission will make these determinations after the Draft MSR public circulation and review.





### 3.0 AREA GROWTH AND POPULATION

This section analyzes the projected growth within the City and within the proposed physical boundaries and service area of the City over the next 20 years.

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#### EXISTING CONDITIONS

The City of Elk Grove is an incorporated suburban city with a growing population. The City is immediately south of the City of Sacramento and the urbanized unincorporated Sacramento County (Vineyards and South Sacramento Communities). The City was known for its rapid growth during the first decade of incorporation, while maintaining its distinct rural areas within the City. The City anticipates continued growth, while preserving its agricultural roots.

Shortly after incorporation in July 2000, the population of Elk Grove was estimated by the California Department of Finance (DOF) to be 75,762 persons beginning on January 1, 2001 (all years represented in Table 3.0-1 are as of January 1<sup>st</sup> for the respective year). As indicated in **Table 3.0-1** below, from January 2001 through January 2010, the City experienced a 104 percent increase in population. Thus, since incorporation, the City's population grew by 78,832 persons, at an average rate of 7.6 percent per year. However, the one-time addition of new residents within Laguna West accounted for 57 percent of the population increase in 2003, resulting in an above average rate for that year as shown in the 2003 figures in Table 3.0-1. In the population estimates released by the DOF in May 2011, the 2009-year estimate was revised to incorporate the 2010 Census counts as the benchmark. As a result, the population estimate for 2009 has increased to 152,925, which is an increase of 9,040 from the previous DOF population estimate of 143,885 that was provided in May 2010.

**TABLE 3.0-1  
POPULATION ESTIMATES, 2001-2010**

Year	Population <sup>1</sup>	Increase	% Change From Prior Year	% Change From 2001
2000	75,762	----	----	
2001	81,519	5,757	7.6%	7.6%
2002	86,634	5,115	6.3%	14.4%
2003	110,246	23,612	27.3%	45.5%
2004	121,803	11,557	10.5%	60.8%
2005	131,266	9,463	7.8%	73.3%
2006	136,211	4,945	3.8%	79.8%
2007	139,259	3,048	2.5%	83.8%
2008	141,512	2,253	1.6%	86.8%
2009 <sup>2</sup>	152,925	11,413	7.5%	101.8%

2010	154,594	1,669	1.1%	104%
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<sup>1</sup> Population estimates as of December 31<sup>st</sup> of the respective year.

<sup>2</sup> The 2009 population estimates were revised by the DOF based on 2010 Census population estimates. The previous population estimate for 2009 prior to the 2010 Census estimate revision was 143,885.

*Sources: State of California, Department of Finance, E-4 Population Estimates for Cities, Counties and the State, 2001–2010, with 2000 Benchmark. Sacramento, California, May 2010; and E-1 City/County/State Population Estimates with Annual Percent Change January 1, 2010 and 2011*

*Sources: State of California, Department of Finance, E-4 Population Estimates for Cities, Counties and the State, 2001–2010, with 2000 Benchmark. Sacramento, California, May 2010; and E-1 City/County/State Population Estimates with Annual Percent Change January 1, 2010 and 2011*

Much of the developed growth in the community has been for residential uses. Major growth areas were primarily west of State Highway 99, while portions of the City retained the rural character which once typified the entire community. Along with the residential growth, retail growth has also expanded. New retail centers have opened, and most neighborhoods have a wide variety of retail services nearby. The growth in housing and related retail developments has resulted in a significant imbalance in the jobs to housing ratio within the City. Currently, the City has a jobs-housing ratio of 0.58 (28,430 employment/49,018 housing units).

## PROJECTED GROWTH OF THE CITY

### City of Elk Grove Growth Projections

In calculating the future needed acreage for the Sphere of Influence Amendment application, the City utilized the household and employment growth projection numbers that are established in the Sacramento Area Council of Governments' (SACOG) Metropolitan Transportation Plan 2035 (MTP 2035). It should be noted that SACOG has previously commented on the draft MSR to clarify that SACOG does not find it appropriate to utilize the MTP/SCS 2035 growth projection numbers in calculating future needed acreage for the City.

To summarize the position of SACOG, neither the currently adopted MTP projections nor the draft Preliminary Preferred Scenario projections being used in the MTP update assume growth in the proposed SOIA area. To be clear, the purpose of the MTP is to forecast actual constructed development during the planning period. This is different from a land supply contingency needed to support a healthy land market. SACOG agrees that Elk Grove may need additional land outside of the current city limits at some point beyond 2035 to support additional job growth to help the City's current imbalance of jobs and housing. SACOG does not foresee a need for land in the SOIA area for a very long time. **(See Attachment A)**

The MTP 2035 is a long-range transportation planning document that serves the greater Sacramento Region (6 counties and 22 cities) and initially adopted by the SACOG Board in 2008. The MTP 2035 is based on projections for growth in population, housing, and jobs, which correlates with land use planning. The growth projection numbers established in the MTP 2035 is widely accepted by various agencies and considered a leading growth projection source in the Sacramento Region.

SACOG is currently updating the MTP 2035 to comply with the quadrennial review as required by federal law and to implement the Sustainable Communalities Strategy (SCS) as required by Senate Bill 375. The implementation of both efforts would result in a combined document known as the MTP/SCS 2035. As part of the update, SACOG developed three land use and transportation scenarios, and held nine public workshops throughout the region to solicit preferences for the three scenarios. Based on the public input received at the workshops and guidance from the SACOG Board of Directors, SACOG has developed a MTP/SCS 2035 draft preferred scenario, which realigned the growth projections with the draft preferred scenario. In November 2011, SACOG released the Draft MTP/SCS 2035 document for public review. Tables 3.0-2 and 3.0-5 utilizes the Draft MTP/SCS 2035 growth projections.

SACOG's MTP/SCS 2035 draft preferred scenario growth projections indicate that the City of Elk Grove will continue to experience growth over a 27-year period (2008-2035). The draft preferred scenario estimates that the number of employees in the City would increase by 68 percent or over 19,000; and the number of housing units would increase by approximately 35% or 17,000 by the year 2035. This is equivalent to 2.5 percent annual growth in employment and 1.3 percent annual growth in housing over the next 27 year period. It should be noted that SACOG does not endorse the utilization of the MTP/SCS 2035 growth projection numbers to be used in calculating future needed acreage for the City. The City believes additional acreage is needed based on existing vacant lands remaining in the City and current policy direction of the Elk Grove City Council.

**Table 3.0-2** shows SACOG's MTP 2035 Draft Preferred Scenario growth projections for the City of Elk Grove over a 27-year period from 2008 to 2035.

**TABLE 3.0-2  
ELK GROVE GROWTH PROJECTIONS BASED ON MTP 2035 PRELIMINARY DRAFT PREFERRED SCENARIO**

	2008 Estimate	MTP 2035 Draft Preferred Scenario
<b>Employees</b>	<b>28,430</b>	<b>47,619</b>
Difference from 2008		19,189
Percent Increase from 2008		68%
<b>Dwelling Units</b>	<b>49,018</b>	<b>66,010</b>
Difference from 2008		16,992
Percent Increase from 2008		35%

*Draft MTP/SCS 2035 Update – Appendix E-3 Land Use Forecast Background Documentation, November 2011*

**Table 3.0-4** shows population projections for the City of Elk Grove in the year 2035.

**TABLE 3.0-3  
ELK GROVE POPULATION PROJECTIONS**

	Current Estimate	2035 Growth Projection*
Year	2010	2035
Population	154,594	212,153

Population Increase		57,559
Percent Increase		37%

*\*Calculation Based on utilizing 2029 projection estimate in the Elk Grove Market Study – Appendix A, Figure A-5 Projected Elk Grove Population and Households (2009-2012) and then extending projection number to 2035 based on 2021-2029 population trend increase of 1.555 for each consecutive year. The 2035 growth projection number includes the 9,040 population increase that was incorporated in the 2009 population estimates by the DOF as a result of the 2010 Census counts.*

**City Projections**

The City is expecting significant growth in professional employment developments within the City. Because of the employment imbalance within the City, the City is actively pursuing more professional employment opportunities in office settings. The current General Plan includes substantially more office-designated lands than were previously planned for Elk Grove, expanding the potential for this type of use in the future. The City's employment growth is expected to catch up to the imbalance in residential growth.

The City's available residential, industrial, and commercial land base is currently building out at a steady pace and is projected to require additional areas for growth within the next 20-year period. The remaining major vacant areas within the City include the Sterling Meadows Policy Area, Southeast Policy Area, Laguna Ridge Specific Plan, and Elk Grove Triangle Policy Area. However, these vacant lands are estimated to be insufficient for the projected growth within the next 20 years.

Vacant Lands

A portion of the anticipated growth can be accommodated within the City. Large areas within the City remain vacant and are expected to accommodate a portion of the City's growth. However, the vacant land areas within the City are unable to accommodate all anticipated growth. The City does not keep track of individual vacant parcels. However, a current estimate of vacant land available within the City is approximately 2,918 acres – see Table 3.0-4. The vacant land estimate was based on 1) land inventory of the Laguna Ridge Specific Plan as of Spring 2008; 2) development assumptions based on the conceptual plan for the Southeast Policy Area; 3) summary of the approved development plans for the Sterling Meadows Policy Area; and 4) residential development assumptions for the Elk Grove Triangle Policy Area. An additional 600 acres have also been included to account for smaller undeveloped areas. In the Elk Grove Market Study prepared by the Center for Strategic Economic Research that was released in December 2010, the vacant acreage that was derived by the market study analysis estimated approximately 3,100 acres of vacant acreage in the City. Thus, a calculation deviation of approximately 5% exists between the two vacant land acreage calculations.

The notion of increasing the development densities in the City cannot be accommodated as the infrastructure demands from increased densities of developed areas most likely would exceed current capacities, and the cost of upgrading such infrastructure would not be feasible; in addition, this would conflict with the policy direction of the City Council. Furthermore, the majority of the vacant area on the east side of Waterman Road is designated to remain rural in character, thus any increase in density within the rural area would not be permissible.

**TABLE 3.0-4  
VACANT LANDS**

Vacant Area	Vacant Housing Land	Vacant Employment Land
Sterling Meadows Policy Area Southeast Policy Area Elk Grove Triangle Policy Area Laguna Ridge Specific Plan Area	1,812.3 acres	505.8 acres
Other smaller areas *	500	100
<b>Total</b>	<b>2,312.3</b>	<b>605.8</b>

\* estimated.

### Land Demands

The City of Elk Grove anticipates that additional lands are necessary for the City to accommodate projected growth of the City. The City has based future land demands on SACOG's MTP/SCS 2035 Draft Preferred Scenario projections to estimate the amount of vacant lands necessary to accommodate the projected growth. The City's projections are shown in **Table 3.0-5**. Current estimates, based on existing land use types and densities, indicate that the City may require up to 9,333 acres of vacant lands. Portions of the growth would be accommodated within the City, as the City currently has some major planning areas remaining. Based on the availability of 2,918 acres within the City, a total of 6,415 acres may be needed outside of the City limits to accommodate the projected growth to 2035.

It should be noted that SACOG has previously commented on the draft MSR to clarify that SACOG does not find it appropriate to utilize the MTP/SCS 2035 growth projection numbers in calculating future needed acreage for the City.

To summarize the position of SACOG, neither the currently adopted MTP projections nor the draft Preliminary Preferred Scenario projections being used in the MTP update assume growth in the proposed SOIA area. To be clear, the purpose of the MTP is to forecast actual constructed development during the planning period. This is different from a land supply contingency needed to support a healthy land market. SACOG agrees that Elk Grove may need additional land outside of the current city limits at some point beyond 2035 to support additional job growth to help the City's current imbalance of jobs and housing. SACOG does not foresee a need for land in the SOIA area for a very long time. The key issues around such an expansion would involve the timing of urbanization and conditions for development.

Although the methodology and assumptions to calculate projected future acreage differ between the City's and market consultant's calculations, the end result is that additional lands outside of the City limits are needed to accommodate the projected future growth. The Elk Grove Market Study provided land demands up to the year of 2029 and under two growth scenarios – *low land use* and *high land use*. Scenario 1 represents the low land use consumption that utilizes various economic studies for the Sacramento region. Scenario 2 represents the high land use consumption that utilizes SACOG's 2035 MTP projections. Prior to establishing the employment and dwelling unit projections for the market study, the consultant verified with SACOG that the annualized 2009 data used for the market study is close to the 2008 base year estimates that SACOG estimated for Elk Grove. Thus, growth projections to 2029 under Scenario 2 would require approximately 1,400 acres of additional land outside of the City limits to

accommodate the 2029 projections. The City estimates that additional acreage above 1,400 acres would be needed if the market study incorporated subsequent years to 2035.

**TABLE 3.0-5  
LAND DEMAND PROJECTIONS**

<b>Land Demand Projections</b>	<b>MTP/SCS 2035 Draft Preferred Scenario</b>
Existing Employment Land Acres	5,198
Employees Percent Difference from 2008	67%
Projected 2035 Employment Land Acres*	8,706
<b>Employment Land Acreage Needed</b>	<b>3,508</b>
Existing Dwelling Land Acres	16,803
Dwelling Units Percent Difference from 2008	35%
Projected 2035 Dwelling Land Acres*	22,628
<b>Dwelling Land Acreage Needed</b>	<b>5,825</b>
New Growth Acreage Needed	9,333
Available Vacant Land within Existing City	2,918
<b>Total Acreage Needed Outside Existing City</b>	<b>6,328</b>

*Based on SACOG's Draft MTP/SCS 2035 Update – Appendix E-3 Land Use Forecast Background Documentation (see Table 3.0-2)*

*\*Assumes Sterling Meadows Policy Area, Southeast Area Specific Plan, Laguna Ridge Specific Plan, and Elk Grove Triangle Policy Areas, plus 500 acres of other areas within the City are currently vacant*

Current projections indicate that the City will run out of vacant lands and will require additional lands outside of the existing City boundaries within the next 20 years. Large portions of vacant lands remain within the City, such as the Sterling Meadows Policy Area, Southeast Policy Area, Laguna Ridge Specific Plan, and Elk Grove Triangle Policy Areas, and can accommodate some of the projected growth. It is likely that increased densities could reduce the amount of new growth acreage needed. Based on current projections in Table 3.0-5, the City would need to expand its boundaries by approximately 6,328 acres to sufficiently accommodate the significant growth projected in both employment and housing sectors.

### GROWTH CONSTRAINTS

There are several constraints that limit the City's expansion of boundaries. The potential major constraints are analyzed and discussed below. **Figure 3.0-1** depicts the constraints around the City discussed below.



### **City of Sacramento**

The City of Sacramento borders the City of Elk Grove immediately to the north, providing both a physical and political barrier to growth and expansion of the City of Elk Grove towards the north. In addition, the City of Sacramento's Sphere of Influence borders another portion of the City to the north. While not optimal, it should be noted that agency spheres may overlap, and the City of Elk Grove is permitted to request a SOIA that may overlap with the SOI of the City of Sacramento. Elk Grove is unable to expand into territory within the City of Sacramento. See **Figure 3.0-1**.

### **Sacramento County South Sacramento and Vineyards Planning Areas**

Sacramento County's South Sacramento and Vineyards Planning Areas are just north of the City, providing a political barrier to growth and expansion of the City towards the north. The Vineyard Planning Area currently consists of three separate plans to provide direction for existing and future growth in the area, which include the North Vineyard Station Specific Plan, the Vineyard Springs Comprehensive Plan, and the Florin-Vineyard Community Plan. The Vineyard area includes a mix of urbanized and non-urbanized areas, which have been planned by the County for urbanization. The South Sacramento Community Plan area includes mostly developed urbanized uses. Since there are existing plans for the South Sacramento and Vineyards areas, the City is unable to expand to the north. See **Figure 3.0-1**.

### **Sacramento County Jackson Highway Visioning**

Sacramento County's Jackson Highway Visioning Planning Area is just northeast of the City. Sacramento County's Draft General Plan identifies the Jackson Highway area as a potential new growth area. No plans exist for the Jackson Highway area, as the County is currently in the process of developing the conceptual plans with community input. This includes defining general goals and policies, conceptual land uses, transportation corridors and options, and infrastructure to serve new growth. See **Figure 3.0-1**.

### **Stone Lakes National Wildlife Refuge**

The Stone Lakes National Wildlife Refuge is just west of the City and the proposed SOI area, providing a protected natural barrier to growth and expansion of the City towards the west. The refuge project area currently encompasses approximately 18,200 acres, roughly west of Interstate 5 and east of the Sacramento River. The refuge was established by the U.S. Fish and Wildlife Service for the conservation of wetlands, protection of fish and wildlife resources, use as an inviolate sanctuary for migratory birds, and for the conservation of endangered and threatened species. See **Figure 3.0-1**.

### **Cosumnes River**

The Cosumnes River is located to the south of the SOI Amendment area. The FEMA 100-year floodplain is located between the proposed SOI Amendment area and Cosumnes River, which provides a natural physical barrier between urbanization and the Cosumnes River corridor. See **Figure 3.0-1**.

### 100-Year Flood Plain

The area within the FEMA-designated 100-Year Flood Zone is generally located along the Cosumnes River, roughly south of Lambert Road and generally along and west of Franklin Boulevard, providing a natural physical barrier to urbanization towards the east, west, and south of Lambert Road. Areas within the designated 100-year flood zone are calculated by FEMA to have a one percent chance of flooding in any year. Floodwaters in this area can come from the Cosumnes River, Sacramento River, and various smaller streams and sloughs. Three large areas, immediately south of the City roughly to Lambert Road, immediately southwest of the City near the Cosumnes River, and immediately northeast of the City, are not within the 100-year flood zone and are considered less likely to be inundated from flood waters during a 100-year flood event. See **Figure 3.0-1**.

### Sacramento County Urban Services Boundary

Sacramento County adopted an Urban Services Boundary (USB) line to contain growth. Originally established with the 1993 County General Plan, it has been refined as a part of the County's 2011 General Plan Update. The USB is based upon natural and environmental constraints to urban growth. In addition, the USB defines the unincorporated area expected to receive urban levels of public infrastructure and services within the 20-year planning period.

Several formerly unincorporated communities have become cities since the 1993 General Plan was last updated including Citrus Heights, Rancho Cordova and Elk Grove while growth in the region has become more dispersed. As a County policy, the USB is not binding on the land use authority of cities. Unlike some other California counties, there is no overall city/county urban limit line mutually adopted among all Sacramento County land use jurisdictions.

The proposed SOI Amendment area is largely not within the County's Urban Services Boundary (USB). The existing USB extends just south of the City of Elk Grove's boundaries along Kammerer Road and just southeast of the City along the 100-year floodplain. The areas outside of the USB are between Kammerer Road and Eschinger Road, and the Hood-Franklin Road interchange at Interstate 5.

Several service providers have developed long-range infrastructure master plans based on the USB boundaries. Services such as water and wastewater require large capital investment and relatively long lead time for the installation of capital improvements. Since the USB does not include the SOIA area boundaries included for urbanization, no major service plans have been prepared analyzing adequate urban service needs for the area. Service providers would need to consider long-range planning to support urbanization within the proposed SOIA.

### South Sacramento Habitat Conservation Plan (SSHCP)

The South Sacramento Habitat Conservation Plan (SSHCP) is currently being developed as a regional approach to addressing issues related to urban development, habitat conservation and agricultural protection. The SSHCP is intended as a collaborative effort across multiple jurisdictions to consolidate environmental efforts that protect and enhance wetlands (primarily vernal pools,) upland habitats, and provide ecologically viable conservation areas. The City of Elk Grove is a participant in the SSHCP and expects to be a signatory to the implementing agreement when the plan is completed.

The proposed SOI Amendment and the area's potential for future growth will not interfere or conflict with the goals of the SSHCP. At its current stage of development, the SSHCP has not formally established an area for habitat preservation. The SSHCP planning area being considered encompasses 345,000 acres in southern Sacramento County. On August 22, 2007, the Sacramento County Board of Supervisors received and approved a staff report that summarized the negotiations between the City of Elk Grove and Sacramento County regarding the City's proposed future expansion and the SSHCP. The staff report stated that there is adequate mitigation capacity in the SSHCP study area to accommodate the City's proposed expansion. In addition, the County committed to specifically exclude the City of Elk Grove's proposed expansion area as a target area for potential mitigation or habitat preserve. Thus, the future expansion and potential impacts in the SOI Amendment area have been analyzed in the SSHCP. As a result, no future amendment to the SSHCP will be necessary for inclusion of the SOI Amendment area.

Figure 3.0-1 Constraints around Elk Grove

Figure 3.0-1 Page 2

## GROWTH AREAS

### Current Areas Considered

As previously stated, the City of Elk Grove is constrained to the north by surrounding local jurisdictions and their land use policies. Therefore, the expansion towards the south, southeast, and northeast is seen as more politically pragmatic. In February 2008, the City Council directed staff to submit an application to LAFCo to expand the City's SOI towards the south and southeast. Thus, in May 2008, the City submitted a SOI Amendment application to LAFCo. However, the application was placed on hold shortly after submittal in order to allow the City and County to meet and better align future planning activities in the SOI and south County areas. The City and County jointly held several community outreach meetings to solicit input that would assist in forming a shared vision for the areas that would be formalized into a City-County agreement in a form of a Memorandum of Understanding (MOU). The MOU would then later be included in the City's application to LAFCo. Both the City and County have opted to not adopt an MOU. As a result of the meetings and comments received, the SOI Amendment area that was originally submitted in May 2008 has been revised to exclude the FEMA 100-year floodplain area on the east of State Route 99. **Figure 1.0-1** shows the revised SOI area proposed to be included as part of the City's SOI application.

The south and southeast areas have previously been identified as areas for future growth by the City. The areas are envisioned by the City's General Plan as areas in which future study should be conducted to determine the extent to which urban growth should occur. These areas are currently within the jurisdiction of the County of Sacramento. These areas have not been planned for specific urban uses, but are designated in the Elk Grove General Plan for anticipated future growth. The City envisions that growth in this area is appropriate and would likely occur over the next twenty years.

### Previous Efforts

In 2003, the City applied to the Sacramento LAFCo for the inclusion of three areas into the City's SOI, which is also a part of the current proposed SOI Amendment area. Only one area, Laguna West, was approved by LAFCo for inclusion within the City's SOI and concurrently annexed into the City in 2003. The two remaining areas not included within the City's SOI were the area generally between Grant Line Road and the 100-year floodplain of the Cosumnes River near the Sheldon community and the area south of the East Franklin Specific Plan and north of Kammerer Road. These two areas are included in the proposed SOI Amendment area.

## EXISTING LAND USE PLANNING

### Sacramento County General Plan

The Sacramento County General Plan Update designates the majority of the SOI Amendment as Agricultural Cropland and General Agriculture (20 acre minimum). The area south of Kammerer Road is currently designated as Agricultural Cropland. The area southeast of Grant Line Road is designated primarily as General Agriculture (20 acre minimum). In addition, the County designated the area west of Highway 99 along the Cosumnes River and the Hood-Franklin

Interchange area with a combined Resource Conservation Area. **Table 3.0-6** illustrates the County's General Plan Land Use designation for the area and **Figure 3.0-2** below provides the County General Plan Land Use designation acreages.

**TABLE 3.0-6  
GENERAL PLAN LAND USE DESIGNATIONS**

<b>County General Plan Land Use</b>	<b>Acreage</b>
Agricultural Cropland	5,645
Agricultural Cropland - RCA	463
Agricultural-Residential	27
Commercial / Office	14
General Agriculture (20 acre)	1,521
Intensive Industrial	34
Low Density Residential	87
Natural Preserve	78
<b>Total</b>	<b>7,869</b>

### **City of Elk Grove General Plan**

The City's General Plan addresses land uses in both the current City of Elk Grove's corporate boundaries and a larger planning area outside the City. The Planning Area considered in the Elk Grove General Plan corresponds to the area selected by the Elk Grove City Council in October 2000 as the potential ultimate area, which could be included in the City's Sphere of Influence and/or City limits. The Planning Area includes two areas identified as the Urban Study Area.

The General Plan does not identify a formal land use plan for the area and directs future study in cooperation with the public and other agencies. The City will utilize the approved SOI area to define the area that will be studied and planned.

Under Land Use Policy 16, the City's General Plan envisioned future growth in the areas to be generally in compliance with the following criteria:

- Development should be limited to areas outside of the 100-year floodplain.
- Development should take place in compliance with the goals and policies of this General Plan.
- Any study of potential land uses in these areas should be accomplished in cooperation with the County of Sacramento, the Sacramento Local Agency Formation Commission, and other agencies and parties with ownership or jurisdiction of lands in and near the study area.
- Any study of land uses in these areas should be accompanied by an environmental evaluation of the potential impacts of development.
- Prior to the completion of land use studies, the City's policy is that County of Sacramento land use designations in effect as of December 31, 2002, are retained.

**FIGURE 3.0-2 COUNTY GENERAL PLAN DESIGNATIONS**



Figure 3.0-2 Page 2

Under Land Use Policy 17, the General Plan requires the implementation of a comprehensive and city-wide strategy for the preservation of open space, habitat and agriculture, both inside and outside the existing city limits. The SOI Amendment area could include open space, habitat and agricultural land uses.

### **Growth Planning and Anticipated Uses**

Currently, there are no plans for development within the SOI Amendment area. The area designated by the City's General Plan as the Urban Study Area has been envisioned as the area where growth would be most likely to occur. As no specific land uses have been determined, any information regarding any anticipated land uses, intensity, or population growth in the areas is speculative.

### **DETERMINATION**

#### **Area Growth and Population**

The Commission will make this determination after the Draft MSR public circulation and review period.

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#### 4.0 SERVICES, INFRASTRUCTURE, AND FACILITIES

This section addresses the adequacy of each provider's current services, major infrastructure and facilities to serve existing users in Elk Grove's Sphere of Influence Amendment (SOIA) area and their abilities to extend services, upon anticipated growth of the area. The adequacy of each provider's facilities is generally based on each provider's self assessment, as determined by adherence to local preferences and expectations. This self assessment is augmented, where necessary and appropriate, by comparison to surrounding communities or industry standards.

The section is laid out by service, with each of the urban services considered in relation to the availability of infrastructure to meet the existing and future service demands. Several municipal services are provided by public service providers other than the City of Elk Grove. **Table 1.0-1** shows a summary of the various service providers, their authorized services, and services actually provided. Some service providers may require amendments to respective service areas to provide service. Such action would be subset to the related SOIA with MSR and annexation.

Within each service area, the analysis is presented in two ways; by the current level of service and the planned future level of service. The current level of services analyzes the service provider's current infrastructure and the services presently being provided. The future level of service assesses current plans, if any, for upgrades and expansions of services to serve projected growth within the SOI Amendment area.

## 4.1 WATER

### EXISTING LEVELS OF SERVICE AND IMPROVEMENTS

Portions of the SOI Amendment area are within the water service boundaries of the Sacramento County Water Agency (domestic) and the Omochumne-Hartnell Water District (groundwater recharge and irrigation). In addition, the Elk Grove Water District (domestic) also directly serves the City in areas east of State Route 99. **Figure 4.1-1** shows the existing boundaries of the two domestic municipal water service providers. As the SOI Amendment area is primarily agricultural, the primary water service demands in the area are for irrigation water. Domestic demand is currently met with onsite wells.

Anticipated future growth of the SOI Amendment area would require adequate municipal water service. The majority of the SOI Amendment area is not within the boundary of any municipal water service provider. Such areas include the Hood-Franklin Interchange area and the area south of Kammerer Road. As a result, no public water service is currently provided to these areas. Future extension of water service into these un-served areas will require action by the Sacramento County Board of Supervisors in their role as the Sacramento Water Agency Board of Directors. Such action would not be subject to LAFCo purview.

### **Sacramento County Water Agency**

#### Water Service

The Sacramento County Water Agency (SCWA), Zone 41, is responsible for operating and maintaining its public water system. SCWA Zone 41 currently provides municipal water to the northern and western portions of the City of Elk Grove and unincorporated portions of the County. SCWA's Zone 41's service area currently includes a very small portion of the SOI Amendment area, which is bounded by Franklin Blvd., Bilby Rd., Bruceville Rd., and Kammerer Rd, and the area south of Grant Line Rd.

SCWA provides municipal water to approximately 49,000 households. Approximately 85 percent of SCWA's water supply comes from groundwater wells. SCWA pumps groundwater from the South American Sub-basin of the Sacramento Valley Groundwater Basin (identified locally as the Central Basin). This groundwater basin is not adjudicated or considered to be in overdraft according to the Department of Water Resources Bulletin 118 (DWR 2004). However, intensive groundwater extraction from the Central Basin has resulted in a general lowering of groundwater elevations near the center of the basin away from the sources of recharge. These depressions have grown and coalesced into a single cone of depression centered near Elk Grove. To address this and other groundwater related issues a groundwater management program was developed for the Central Basin containing basin management objectives that are designed to protect the productivity and integrity of the basin. This program is described in the Central Sacramento Groundwater Management Plan; implementation of this program is the responsibility of the Sacramento Central Groundwater Authority.

The remaining water demand is met by surface water supplies. Customers in certain parts of the Laguna service area receive a portion of their drinking water from surface water (American River and Sacramento River) from the City of Sacramento via the Franklin Intertie with the SCWA.

**Major Infrastructure**

SCWA's Zone 40 provides for the planning and construction of major water supply facilities in the urban and urbanizing areas of the Elk Grove, Vineyard, and Rancho Cordova communities, generally located in the central part of the County. Portions of Zone 40's boundaries also extend into the SOI Amendment area. Major facilities are funded by development and utility charges. In addition, the Water Agency owns and operates 61 wells and 11 water treatment plants. Major services include water supply development review, planning, and water supply capital facilities design.

**FIGURE 4.1-1 MUNICIPAL WATER SERVICE PROVIDERS**

Figure 4.1-1 Page 2



### Infrastructure Planning

Zone 40's efforts are guided by four primary documents for the planning of future infrastructure and services. These documents are:

- Draft Environmental Impact Report (EIR) for the Draft 2002 Zone 40 Water Supply Master Plan (EDAW, November 2003)
- Zone 40 Water Supply Master Plan (SCWA/MWH, February 2005)
- Central Sacramento County Groundwater Management Plan (Central Basin GMP) (MWH, February 2006)
- Zone 40 Water System Infrastructure Plan (SCWA/MWH, November 2006)

The planning documents describe and quantify the facilities needed to provide adequate municipal water service to the anticipated service area in the year 2030, which projects new areas of future growth. The SOI Amendment area is outside of the Zone 40 Water Supply Master Plan's 2030 Study Area.

SCWA's Water Supply Master Plan (February 2005) provides an analysis, based on a 2030 planning horizon, of the water supply needs throughout the service area. SCWA has planned for and anticipated increased water demand throughout their service area including build-out of several large areas within the City. The analysis included within the Water Supply Master Plan indicates that SCWA has the resources to implement the Plan and can meet current and projected water demands within its existing planning area.

### **Elk Grove Water District (Florin Resource Conservation District)**

Elk Grove Water District (EGWD) currently provides municipal water to the southeastern portion of the City of Elk Grove, generally bounded by Sheldon Road to the north, Highway 99 to the west, Grantline Road to the east and the Union Industrial Park to the south. EGWD's current service boundaries are immediately adjacent to the SOI Amendment area. EGWD is typically supplied from groundwater sources. During peak periods in the summer, EGWD purchases wholesale treated surface water and groundwater from SCWA Zone 40. EGWD provides water to approximately 12,050 connections, with a customer base of approximately 35,607 people within the City.

EGWD currently receives a portion of their water supply from SCWA Zone 40. EGWD is provided water through a wholesale master water agreement with SCWA. Tariff Area No. 2 is located within the boundaries of SCWA's Zone 40, which has various sources of water supply, including groundwater and surface water. EGWD has a contractual agreement of up to 8,000 AF/yr. As a recipient of water supplies from SCWA as a wholesaler for Tariff Area No. 2, EGWD is indirectly a part of SCWA's Zone 40 Water Supply Master Plan.

It is not anticipated that EGWD will be the municipal water service provider in the SOI Amendment area, as the extension of EGWD's boundaries would cause overlapping service boundaries with SCWA.

**Omochumne-Hartnell Water District**

The Omochumne-Hartnell Water District (OHWD) provides irrigation water strictly for agricultural uses. OHWD's current service area includes the entire northeastern portion of the SOI Amendment area. Anticipated future growth of the SOI Amendment area will not require urban water services from OHWD, therefore, no infrastructure analysis is needed. OHWD will remain the irrigation water service provider until anticipated urban growth occurs. However, OHWD has indicated that the District is preparing a plan regarding the provision of domestic water service within its boundaries.

**PLANS AND REGULATORY REQUIREMENTS AFFECTING SERVICE**

There are a variety of federal, state, and local laws which guide the design and operation of municipal water systems. Listed below are the applicable regulatory rules for the water treatment and conveyance system.

**Federal****Safe Drinking Water Act**

The Safe Drinking Water Act (SDWA) of 1974 gave the United States Environmental Protection Agency (EPA) the authority to set standards for contaminants in drinking water supplies. The EPA was required to establish primary regulations for the control of contaminants that affect public health and secondary regulations for compounds that affect the taste, odor, or aesthetics of drinking water. Under the provisions of the SDWA, the California Department of Health Services (DHS) has the primary enforcement responsibility. Title 22 of the California Administrative Code establishes DHS authority and stipulates State drinking water quality and monitoring standards.

**State****Urban Water Management Planning Act**

In 1983, the California Legislature enacted the Urban Water Management Planning Act (Water Code Sections 10610 – 10656). The act requires that every urban water supplier that provides water to 3,000 or more customers, or that provides over 3,000 acre-feet of water annually shall prepare and adopt an Urban Water Management Plan (UWMP). Water suppliers are to prepare an Urban Water Management Plan within a year of becoming an urban water supplier and update the plan at least once every five years. The act also specifies the content of a UWMP.

It was the intention of the legislature to permit levels of water management planning commensurate with the number of customers served and the volume of water supplied. The act states that urban water suppliers should make every effort to ensure the appropriate level of reliability in its water service sufficient to meet the needs of its various categories of customers during normal, dry, and multiple dry years. The act also states that the management of urban water demands and the efficient use of water shall be actively pursued to protect both the people of the State and their water resources.

**Senate Bill (SB) 610 and Assembly Bill (AB) 910**

During the 2001 regular session of the State Legislature, SB 610 and AB 910 – Water Supply Planning, were signed and became effective January 1, 2002. SB 610 amends Public Resources

Code section 21151.9, requiring any EIR, negative declaration, or mitigated negative declaration for a qualifying project to include consultation with affected water supply agencies (previous law applied only to Notices of Preparation). SB 610 also amended the following: Water Code 10656 and 10657 to restrict state funding for agencies that fail to submit their Urban Water Management Plan to the Department of Water Resources; and Water Code section 10910 to describe the water supply assessment that must be undertaken for projects referred under PRC Section 21151.9, including an analysis of groundwater supplies. Water agencies would be given 90 days from the start of consultation in which to provide a water supply assessment to the CEQA lead agency; Water Code section 10910 would also specify the circumstances under which a project for which a water supply assessment was once prepared would be required to obtain another assessment. AB 910 amended Water Code section 10631, expanding the contents of the Urban Water Management Plans to include further information on future water supply projects and programs and groundwater supplies.

### **Senate Bill (SB) 221**

SB 221 adds Government Code section 66455.3, requiring that the local water agency be sent a copy of any proposed residential subdivision of more than 500 dwelling units within 5 days of the subdivision application being accepted as complete for processing by the City or County. It adds Government Code section 66473.7, establishing detailed requirements for establishing whether a "sufficient water supply" exists to support any proposed residential subdivisions of more than 500 dwellings, including any such subdivision involving a development agreement. When approving a qualifying subdivision tentative map, the City or County must include a condition requiring a sufficient water supply to be available. Proof of availability must be requested of and provided by the applicable public water system. If there is no public water system, the City or County must undertake the analysis described in section 66473.7. The analysis must include consideration of effects on other users of water and groundwater.

### **Local**

#### **Sacramento LAFCo Policies, Standards, and Procedures**

Sacramento LAFCo Policies, Standards, and Procedures do not specifically address provisions associated with water supply services. However, these provisions do require that any proposed annexations are consistent with applicable service elements of the Sphere of Influence of the City and any affected agencies, and that adequate services be provided within the time frame needed for the inhabitants of the annexation area (Section I, Standard Number 4). In addition, LAFCo requires that any annexation provides for the lowest cost and highest quality of urban services (Section I, Standard Number 5). As discussed further below, it is anticipated that the various service providers would be able to provide adequate municipal water supply services for the projected urbanization consistent with LAFCo provisions.

#### **Sacramento County Water Agency Zone 41 Urban Water Management Plan and Zone 40 Water Supply Master Plan**

Every urban water supplier that provides water to more than 3,000 customers or supplies more than 3,000 AF/yr is required to prepare and adopt an Urban Water Management Plan (UWMP) that describes the service area of the supplier, including current and projected population, climate, and other demographic factors affecting the supplier's water management planning. The plan describes the sources of supplies and the major infrastructure required to meet those demands.

Additionally, the UWMP identifies and quantifies, to the extent practicable, the existing and planned sources of water available to the supplier and the reliability of the water supply and vulnerability to seasonal or climatic shortages. SCWA is responsible for developing the UWMP for their service area.

The Master Plan was prepared in 2005 by SCWA with the Water Forum Agreement as its foundation. The Master Plan provides a flexible plan of water management alternatives, which can be implemented and revised as availability and feasibility of water supply sources change in the future.

### **Sacramento County Department of Water Resources Local Floodplain Management Plan**

Sacramento County Water Agency has established the Local Floodplain Management Plan (2001). The Local Floodplain Management Plan area has been mapped out and the Planning Area is included in the majority of the Morrison Creek Stream Group and a portion of the South County area. The Floodplain Management Plan outlines policies and mitigations for minimizing impacts from new development within most areas of Sacramento County.

### **Water Forum Agreement**

The Water Forum is a diverse group of business and agricultural leaders, citizens groups, environmentalist, water managers and local governments in Sacramento County. The Water Forum was developed to address water related issues facing the Sacramento region, which include water shortages, environmental degradation, groundwater contamination and reliability, and economic prosperity. The Water Forum resulted in the establishment of principles to guide regional development and the development of the Water Forum Agreement (WFA). The comprehensive WFA allows the region to meet its needs in a balanced way through implementation of seven elements. The elements include detailed understandings among stakeholders on how this region will deal with key issues, which include groundwater management practices, water diversions, dry year water usage, water conservation measures, and the protection of the Lower American River. The understandings were included in the Memorandum of Understanding for the Water Forum Agreement, which created the overall political and moral commitment to the WFA. The WFA established the following two main coequal objectives: "Provide a reliable and safe water supply for the region's economic health and planned development to the year 2030" and "Preserve the fishery, wildlife, recreational, and aesthetic values of the Lower American River."

### **City of Elk Grove General Plan**

The following City of Elk Grove General Plan public water service policies are applicable.

**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.

**PF-3:** Water supply and delivery systems shall be available in time to meet the demand created by new development, or shall be assured through the use of bonds or other sureties to the City's satisfaction.

**PF-6:** The City shall seek to protect the quality and quantity of groundwater resources, including those which serve households and businesses which rely on private wells.

**PF-7:** The City shall require that water flow and pressure be provided at sufficient levels to meet domestic, commercial, industrial, and firefighting needs.

### **SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS**

The SOI Amendment area currently requires minimal municipal water services, as the area remains primarily agricultural. As no specific land use plan has been defined, existing uses are expected to remain the same. Existing service providers are expected to continue the current service level. Addition of the SOI Amendment area would cause no additional immediate demand for municipal water service, water supplies, and infrastructure.

Anticipated growth of the area will require adequate planning for long term growth. Expansion of the City's SOI into the SOI Amendment area will provide direction to municipal water 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. Future actions may include the expansion of the service provider's SOI, as applicable.

#### **Sacramento County Water Agency**

SCWA is the logical municipal water service provider for residents in the SOI Amendment area. SCWA would need to plan and extend infrastructure and services to fully serve the entire SOI Amendment area. AS mentioned above, the SCWA is not subject to LAFCo purview.

#### **Infrastructure Extensions**

There are several major points of connection to major SWCA infrastructure near the SOI Amendment area boundaries. SWCA's nearest water transmission mains are along Bilby Road at West Stockton Boulevard and at the Grantline-Highway 99 interchange.

SCWA is capable of expanding infrastructure and services to provide adequate municipal water services in the SOI Amendment area. Nearly all of the SOI Amendment area lies outside of Zone 40 and is currently not included in SCWA's 2030 Study Area. SCWA can conduct master planning for adequate infrastructure during their next master plan update for Zone 40. Area-specific planning will be conducted when service demands require an expansion of services in the area to ensure adequate facilities are available to serve the area.

SWCA staff has envisioned general future service requirements, based on the limited information currently available (November 2007 letter). The public water system could be similar to the water system in the Laguna Ridge and East Franklin area. This water system could be served with wells, groundwater treatment, storage tanks, pump stations, transmission and distribution mains, and fire hydrants. SCWA staff also envisioned a non-potable water supply system to meet specific non-potable water demands including school fields, parks and landscape medians.

DETERMINATION

Water

The Commission will make this determination after the Draft MSR public circulation and review period.

## 4.2 WASTEWATER

### EXISTING LEVELS OF SERVICE AND IMPROVEMENTS

Portions of the SOI Amendment area are within the wastewater service boundaries of the Sacramento Area Sewer District (local collection and conveyance) and the Sacramento Regional County Sanitation District (regional treatment). **Figure 4.2-1** shows the existing boundaries of the two wastewater service providers. As the SOI Amendment area is primarily agricultural, the predominant wastewater service consists of private septic systems.

Future growth in the SOIA area would require adequate municipal wastewater service. As no major wastewater services are currently provided to the SOI Amendment area, future extension of wastewater service will require annexation into a wastewater service provider's boundaries. Some service providers may require amendments to respective service areas to provide service. Such action would be subset to the related SOIA with MSR prior to consideration of any related annexation.

### Sacramento County Environmental Management Department

#### Septic Systems

Existing agricultural and rural residential land uses are served by individual septic systems. Major portions of the SOI Amendment area not served by a public wastewater service are served by private septic systems. The Sacramento County Environmental Management Department (EMD) provides mandated regulatory services in food service, hazardous materials, solid waste facilities and septic service. Conventional septic systems use seepage pits of varying depths. The standard pit depth in the area is 35 feet. Any service conversion from on-site septic system to available municipal service would also entail proper abandonment of the septic system.

### Sacramento Area Sewer District

#### Wastewater Collection

The Sacramento Area Sewer District (SASD) provides local wastewater collection and conveyance services and infrastructure throughout the Sacramento region. SASD maintains and provides wastewater collection and conveyance from the local residences and businesses in the urbanized, unincorporated areas of the County, the cities of Elk Grove, Rancho Cordova, and Citrus Heights, portions of the City of Sacramento and a very small area in the City of Folsom. The service area covers approximately 270 square miles and has a population of over 750,000.

The smaller local pipelines that SASD operates connect to the larger regional pipelines maintained by Sacramento Regional County Sanitation District. Existing SASD facilities are adjacent to the SOI Amendment area.

SASD has an adopted master planning document analyzing sewer conveyance needs of the area within the County's Urban Services Boundary (USB). Relief, rehabilitation, and expansion projects that are needed to meet demand are identified in the SASD Master Plan. SASD is also in

the process of finalizing a System Capacity Plan that identifies future relief and expansion projects within their service area.

### **Sacramento Regional County Sanitation District**

#### **Wastewater Collection**

The Sacramento Regional County Sanitation District (SRCSD) provides large pipeline conveyance of wastewater from all areas serviced by SASD, the City of Sacramento, the City of West Sacramento, and City of Folsom to the wastewater treatment plant. The trunk lines that transport wastewater from the local residences and businesses flow into much larger regional interceptors maintained by SRCSD. SRCSD conveys wastewater through the larger regional pipes into the wastewater treatment plant operated and maintained by the District. After wastewater is treated and de-chlorinated, the treated effluent is discharged into the Sacramento River.

SRCSD is in the process of finalizing an Interceptor Sequencing Study that will aid SRCSD in planning and implementing regional conveyance projects and assisting contributing agencies in coordination collection system facilities.

#### **Wastewater Treatment**

SRCSD is in the process of expanding the Sacramento Regional Wastewater Treatment Plant (SRWTP) to accommodate 250 mgd of Average Dry Weather Flows (ADWF) and maintaining the 400 mgd for Average Wet Weather Flows (AWWF). The facility's current ADWF is approximately 165 mgd, with a permitted capacity of 181 mgd for ADWF. These expansions are projected to accommodate all projected regional growth through the year 2020.

A new National Pollutant Discharge Elimination System (NPDES) Discharge Permit was issued to SRCSD by the Central Valley Regional Water Quality Control Board (RWQCB) in December 2010. In adopting the new Discharge Permit, the RWQCB required SRCSD to meet significantly more restrictive treatment levels over its current levels. SRCSD believes that many of these new conditions go beyond what is reasonable and necessary to protect the environment, and has appealed the permit decision to the State Water Resources Control Board. A decision on that appeal has yet to occur. In the meantime, SRCSD is required to begin the necessary activities, studies and projects to meet the new permit conditions. All new treatment facilities must be completed by 2020.

### **PLANS AND REGULATORY REQUIREMENTS AFFECTING SERVICE**

#### **Federal**

##### **National Pollution Discharge Elimination System Permit**

Discharge of treated wastewater to surface water(s) of the United States, including wetlands, require a National Pollutant Discharge Elimination System (NPDES) permit. In California, the Regional Water Quality Control Boards (RWQCB) administers the issuance of these federal permits. Obtaining an NPDES permit requires preparation of detailed information, including characterization of wastewater sources, treatment processes, and effluent quality. Whether or not a permit may be issued, the conditions of a permit are subject to many factors such as basin plan water quality objectives, impaired water body status of the receiving water, historical flow rates of the receiving water, effluent quality and flow, the State Implementation Plan (SIP), the



California Toxics Rule (CTR), and established Total Maximum Daily Loading (TMDL) rates for various pollutants. These factors are highly specific to the potential discharge point. Obtaining an NPDES permit is generally considered difficult in inland areas and may not be possible in sensitive areas.

**FIGURE 4.2-1 WASTEWATER SERVICE PROVIDERS**

Figure 4.2-1 Page 2

## Local

### Sacramento LAFCo Policies, Standards, and Procedures

Sacramento LAFCo Policies, Standards, and Procedures do not specifically address provisions associated with wastewater services. However, these provisions do require that any proposed annexations are consistent with applicable service elements of the Sphere of Influence of the City and affected agencies, and that adequate services be provided within the time frame needed for the inhabitants of the annexation area (Section I, Standard Number 4). In addition, LAFCo requires that any annexation provide for the lowest cost and highest quality of urban services (Section I, Standard Number 5). As discussed further below, SRCSD and SASD are anticipated to be the appropriate wastewater services provider for the area, consistent with LAFCo provisions.

### The Sacramento Regional County Sanitation District

SRCSD, under the direction of the Sanitation District's Agency, provides public wastewater treatment, and disposal in the unincorporated and urbanized portions of Sacramento County within the USB. SRCSD was formed in 1973, and in 1982 the Sacramento Regional Wastewater Treatment Plant began service. SRCSD is governed by a 17-member Board of Directors representing the jurisdictions served. SRCSD has prepared the following documents to guide the development of wastewater facilities in Sacramento County:

- **Sanitary Sewer Management Plan.** SRCSD is required to comply with the State Water Resources Control Board Order No. 2006-0003, Statewide General Waste Discharge Requirements for Sanitary Sewer Systems. The purpose of the Order is to require agencies to prepare a plan and schedule for measures to be implemented to reduce sanitary sewer overflows, as well as measures to effectively clean-up and report sanitary sewer overflows. Supporting documentation for the Sanitary Sewer Management Plan includes the 2000 Interceptor Master Plan, as described below.
- **Regional Interceptor Master Plan 2000** - SRCSD has prepared a long-range master plan for the large diameter interceptors that transport wastewater to the Sacramento Regional Wastewater Treatment Plant and includes interceptor upgrades/expansions to accommodate anticipated growth through 2035.
- **The Interceptor Master Plan 2000 (Plan 2000)** uses land use and population projections to determine wastewater needs. Plan 2000 uses geographically based sewer-billing information to predict existing flows and Sacramento Council of Governments (SACOG) geographically based population projections to predict areas of future growth and development densities.
- **Regional 2020 Master Plan** - The Sacramento Wastewater Treatment Plant Master Plan (2020 Master Plan) for the SRWTP provides a phased program of recommended wastewater treatment facilities and management programs to accommodate planned growth and to meet existing and anticipated regulatory requirements through the year 2020. The 2020 Master Plan addresses both public health and environmental protection issues while ensuring reliable service at affordable rates for SRCSD customers. The key goals of the 2020 Master Plan are to provide sufficient capacity to meet growth projections and an orderly expansion of SRWTP facilities, to comply with applicable water quality standards, and to provide for the most cost-effective facilities and programs from a watershed perspective.

New regulations and policies will have a significant influence on the operation of the wastewater treatment plant. As stated previously, a new National Pollutant Discharge Elimination System (NPDES) Discharge Permit was issued to SRCSD by the Central Valley Regional Water Quality Control Board (RWQCB) in December 2010. In adopting the new Discharge Permit, the RWQCB required SRCSD to meet significantly more restrictive treatment levels over its current levels. SRCSD believes that many of these new conditions go beyond what is reasonable and necessary to protect the environment, and has appealed the permit decision to the State Water Resources Control Board. A decision on that appeal may not occur until late 2011 or beyond. In the meantime, SRCSD is required to begin the necessary activities, studies and projects to meet the new permit conditions. All new treatment facilities must be completed by 2020. Sacramento Area Sewer District

In 1999, SASD agreed to prepare its own studies, separate from that of SRCSD, which is known as SASD Sewerage Facilities Expansion Master Plan and SASD Rehabilitation Master Plan.

- Sacramento Area Sewer District Sewerage Facilities Expansion Master Plan - The overall goal of the SASD Sewerage Facilities Master Plan (Master Plan) is to estimate the future capital improvement needs of the SASD trunk sewer system, both in capacity relief projects for the existing system and expansion projects to serve newly developed areas. This plan provides for sewerage facilities and relief sewers to address future development within SASD's service area and to minimize the risk from potential sewer overflows that could occur during storm events. This plan also addresses the financial aspects of the SASD Trunk Expansion Program.

#### City of Elk Grove General Plan

The following City of Elk Grove General Plan public wastewater service policies are applicable.

**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.

**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.

**PF-8:** Sewage conveyance and treatment capacity shall be available in time to meet the demand created by new development, or shall be assured through the use of bonds or other sureties to the City's satisfaction.

**PF-14:** Independent community sewer systems may not be established for new development.

#### SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The SOI Amendment area currently does not require municipal wastewater services, as the area remains primarily agricultural. As no specific land use plan has been defined, existing uses are expected to remain the same. Existing service providers are expected to continue the current service level. Addition of the SOI Amendment area would cause no additional immediate demand for municipal wastewater service and infrastructure.

Growth of the area will require adequate planning for long term growth. Expansion of the City's SOI into the SOI Amendment area will provide direction to municipal wastewater 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 financing services and infrastructure are available. Future actions may include the expansion of the service provider's SOI with related MSR and annexation.

### **Sacramento Area Sewer District**

SASD will be the local wastewater service provider for residents in the SOI Amendment area. The City of Elk Grove would need to annex into the SRCSD and SASD service areas and extend infrastructure and services to fully serve the entire SOI Amendment area.

### **Infrastructure Extensions**

There are several potential points of connection to major SASD infrastructure near the SOI Amendment area boundaries that lie just north of the SOI Amendment area. In addition, SASD's 2006 Sewerage Facilities Expansion Master Plan indicates that additional future interceptors and expansion trunk sewers would be evaluated in the 2011-2020 and after 2020 time frame immediately adjacent to the SOI Amendment area. **Figure 4.2-2** shows the expansion trunk projects near the SOI Amendment area.

SASD service area would need to be expanded for its infrastructure and services to provide adequate local wastewater conveyance services in the SOI Amendment area. Nearly all of the SOI Amendment area lies outside of SASD's boundaries and is currently not included in the 2006 Master Plan document. SASD may conduct master planning for adequate infrastructure during their next master plan update. Current infrastructure planning efforts focus on a large area of the Sacramento region. Area specific planning will be conducted when service demands require an expansion of services in the area to ensure adequate facilities to serve the area.

The following areas are currently located within the SASD's service area and have been identified in the 2006 SASD Draft Master Plan Update:

- The portion of the area Southeast of Grant Line Blvd that is located within the SOI Amendment area can be served by the EG Elk Grove East Trunk sheds.
- The EGO-1 trunk shed in this area is scheduled to be evaluated for possible completion between 2011 and 2020, with the EGO-2 shed to be evaluated for possible completion after 2020.
- The area North of Bilby Road will be served by the SO East Franklin Trunk Shed with the trunk line ELK-13 relief project scheduled to be evaluated for possible completion between 2011 and 2020.
- A portion of the area south of Bilby Road that is within the USB will be served by the SO East Franklin Trunk Shed. The trunk line that will serve this area is tentatively scheduled to be evaluated for possible completion before 2011.

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**FIGURE 4.2-2 CSD-1 EXPANSION TRUNK PROJECTS**



Figure 4.2-2 Page 2

Development projects are required to design and build project-specific infrastructure, sized appropriately for anticipated demand. These improvements typically consist of underground pipelines that connect to the overall conveyance systems, through varying pipeline sizes and pump stations. Since the City's incorporation, SASD has approved every new connection to the existing conveyance system from a development project. SASD staff has indicated that the SASD system should have adequate capacity to meet future demands as a result of appropriate long-term service planning. SASD will issue sewer permits to connect to the system if it is determined that capacity is available and the property has met all other requirements for service.

### **Sacramento Regional County Sanitation District**

SRCSO is the most appropriate regional wastewater treatment service provider for users in the SOI Amendment area. SASD conveys wastewater to SRCSD's regional interceptors for treatment at SRCSD's regional wastewater treatment plant, located just northwest of the City. The City of Elk Grove would need to annex the SOI Amendment area to the SRCSD service area in order to receive regional wastewater treatment services.

### **Infrastructure Expansions**

SRCSO's 2000 Master Plan originally planned for the area located within the USB to be served by the South Interceptor. All wastewater from the SOI Amendment area is anticipated to travel through SASD's pipelines, then to SRCSD's pipelines to the treatment plant. SRCSD will issue sewer permits to connect to the system if it is determined that capacity is available and the property has met all other requirements for service.

SRCSO is currently in the process of finalizing an Interceptor Sequencing Study that included study of the SOI Amendment area and will provide general information about the best way to serve the SOI Amendment area, including reevaluating the current alignment and/or need for the South Interceptor and potential interim facilities that may be necessary to provide service. The Interceptor Sequencing Study will also study potential impacts that areas outside the County's USB may have on future facilities. However, SRCSD staff has stated that future sewer service to these areas cannot be planned until annexation into SRCSD has occurred.

## **DETERMINATION**

### **Wastewater**

The Commission will make this determination after the Draft MSR public circulation and review period.

### 4.3 DRAINAGE AND FLOOD CONTROL

#### EXISTING LEVELS OF SERVICE AND IMPROVEMENTS

##### **Sacramento County Water Agency**

###### Storm Drainage

Sacramento County Water Agency provides for the construction of major drainage facilities in the urban and urbanizing areas of the unincorporated county and the cities of Citrus Heights, Elk Grove, and Rancho Cordova. A majority of the City of Elk Grove and a portion of the SOI Amendment area are within SCWA's Zone 11A. Fees collected within the Zone at the time of development fund the construction of the major drainage infrastructure in the urbanizing areas.

The area zones were created in order to finance, construct, acquire, reconstruct, maintain, operate, extend, repair, or otherwise improve any work or improvement of common benefit to such zone or participating zones.

SCWA Development Review staff evaluates new development proposals for subdivisions and commercial properties to ensure that improvement plans are in compliance with drainage and floodplain management policies. New development is required to conform to County standards, drainage ordinances, and floodplain development policies. SCWA also administers the Federal Emergency Management Agency (FEMA) National Flood Insurance Program (NFIP) for the unincorporated portion of the County.

##### **City of Elk Grove, Development Services Group, Public Works Department, Water Resources**

###### Storm Drainage

The City of Elk Grove provides local stormwater drainage services to residents within the City's boundaries. The Water Resources Division is responsible for drainage, flood control, storm water quality, and long term water and urban runoff planning within the City. The Division's mission is to protect the residents and businesses from the threat and damage of flooding, preserve natural areas, and protect water quality throughout the City.

The Division operates and maintains 66 miles of open channels, 330 miles of drainage pipes, four pump stations, over 8 miles of levees, four storm water pump stations and 19 flood control and water quality detention basins.

The Division's activities include:

- Pipeline, channel, and creek clearing and repairing;
- Detention basin and pump station maintenance, rehabilitation, and replacement;
- Response to drainage and flooding problems during storms;
- Complying with state and federal permitting requirements; and
- Engineering and Planning.

The Division reviews drainage studies and plans for new development to ensure that new storm drainage facilities will accommodate the storm water runoff generated from new structures and roads to convey stormwater to the Sacramento and Cosumnes Rivers. The Division also works to protect the City from seasonal flooding.

The City is a partner in the Sacramento Storm Water Quality Partnership, comprised of the County of Sacramento and Cities of Sacramento, Citrus Heights, Folsom, Rancho Cordova, Elk Grove and Galt. The California Regional Water Quality Control Board, Central Valley Region issued members in the partnership a National Pollutant Discharge Elimination system (NPDES) Municipal Storm Water Permit to allow the lawful discharge of Sacramento area urban runoff into local creeks and rivers. The Storm Water Permit, a result of federal regulations driven by the Clean Water Act requires the members in the Partnership to reduce pollutants in urban storm water discharges to maximum extent practicable.

### **Sacramento-San Joaquin Drainage District (State Reclamation Board)**

The Sacramento-San Joaquin Drainage District (SSJDD) is currently operated by the State Reclamation Board (SRB) as a regulatory agency, and does not provide any direct services. The SSJDD does not have any personnel or facilities.

As a regulatory agency, the SSJDD is responsible for flood control within the central valley by regulating encroachments into the system via a permitting process, pursuant to Title 13. This process ensures proper flood control by limiting land uses.

A very small portion of the SOI Amendment is within the SSJDD's boundaries near the Hood-Franklin Interstate-5 Interchange. The SSJDD is not expected to provide any drainage or flood control service to the SOI Amendment area. No further analysis is needed.

## **PLANS AND REGULATORY REQUIREMENTS AFFECTING SERVICE**

### **Federal and State**

#### **Clean Water Act (CWA)**

The Clean Water Act (CWA), initially passed in 1972, regulates the discharge of pollutants into watersheds throughout the nation. Section 402(p) of the Act establishes a framework for regulating municipal and industrial storm water discharges under the NPDES Program. Section 402(p) requires that storm water associated with industrial activities that discharges either directly to surface waters or indirectly through municipal separate storm sewers must be regulated by an NPDES permit.

The State Water Resources Control Board (SWRCB) is responsible for implementing Section 402 of the Clean Water Act and does so through issuing National Pollution Discharge Elimination System (NPDES) permits to cities and counties through regional water quality control boards. Sacramento County is located within a portion of the State that is regulated by the Sacramento Main Office of the Central Valley Regional Water Quality Control Board (RWQCB).

The SWRCB has issued a statewide General Permit (Water Quality Order No. 99-08-DWQ) for construction activities within the State. The Construction General Permit (CGP) is implemented and enforced by the RWQCBs. The CGP applies to construction activities that disturb one acre or more and requires the preparation and implementation of a Storm Water Pollution Prevention

Plan (SWPPP) that requires control of pollutant discharges that utilize the best available technology (BAT) economically feasible and best conventional pollution technology (BCT) to meet water quality standards.

The SWRCB has also issued a statewide General Permit (Water Quality Order No. 97-03-DWQ) for regulating storm water discharges associated with industrial activities. This General Permit requires the implementation of management measures that will achieve the performance standard of best available technology economically achievable (BAT) and best conventional pollutant control technology (BCT). It also requires the development and implementation of a SWPPP, a monitoring plan, and the filing of an annual report.

Certain actions also need to conform to a General Permit (Water Quality Order No. 5-00-175) that requires that a permit be acquired for dewatering and other low threat discharges to surface waters, provided that they do not contain significant quantities of pollutants and are either (1) four months or less in duration, or (2) the average dry weather discharge does not exceed 0.25 mgd. Examples of activities that may require the acquisition of such a permit include well development water, construction dewatering, pump/well testing, pipeline/tank pressure testing, pipeline/tank flushing or dewatering, condensate discharges, water supply system discharges, and other miscellaneous dewatering/low threat discharges.

The SWRCB has renewed a NPDES Permit (Renewed Waste Discharge Requirements NPDES No. CAS082597) for the County of Sacramento and the Cities of Citrus Heights, Elk Grove, Folsom, Galt, and Sacramento. This permit is for storm water discharges from municipal separate storm sewer systems (MS4).

### **Federal Emergency Management Agency (FEMA)**

The City and County are participants in the National Flood Insurance Program (NFIP), a Federal program administered by FEMA. Participants in the NFIP must satisfy certain mandated floodplain management criteria. The National Flood Insurance Act of 1968 has adopted as a desired level of protection an expectation that developments should be protected from floodwater damage of the Intermediate Regional Flood (IRF). The IRF is defined as a flood that has an average frequency of occurrence on the order of once in 100 years although such a flood may occur in any given year. Communities are occasionally audited by FEMA and DWR to insure the proper implementation of FEMA floodplain management regulations.

### **Local**

#### **Sacramento LAFCo Policies, Standards, and Procedures**

Sacramento LAFCo Policies, Standards, and Procedures do not specifically address provisions associated with storm drainage and flood control services. However, these provisions do require that any proposed annexations are consistent with applicable service elements of the Sphere of Influence of the City and affected agencies, and that adequate services be provided within the time frame needed for the inhabitants of the annexation area (Section I, Standard Number 4). In addition, LAFCo requires that any annexation provide for the lowest cost and highest quality of urban services (Section I, Standard Number 5).

City of Elk Grove General Plan

The following City of Elk Grove General Plan drainage and flood control policies are applicable.

**SA-12:** The City opposes the construction of flood control facilities that would alter or reduce flows in the Cosumnes River and supports retention of the Cosumnes River floodplain in non-urban uses consistent with location in an area subject to flooding.

**SA-13:** The City shall require that all new projects not result in new or increased flooding impacts on adjoining parcels on upstream and downstream areas.

**SA-14:** The City shall give priority to the designation of appropriate land uses in areas subject to flooding to reduce risks to life and property. Construction of new flood control projects shall have a lower priority, unless land use controls (such as limiting new development in flood-prone areas) is not sufficient to reduce hazards to life and property to acceptable levels.

**SA-15:** Development shall not be permitted on land subject to flooding during a 100-year event, based on the most recent floodplain mapping prepared by the Federal Emergency Management Agency (FEMA) or updated mapping acceptable to the City of Elk Grove. Potential development in areas subject to flooding may be clustered onto portions of a site which are not subject to flooding, consistent with other policies of this General Plan.

**SA-16:** A buildable area outside the 100-year floodplain must be present on every residential lot sufficient to accommodate a residence and associated structures. Fill may be placed to create a buildable area only if approved by the City and in accordance with all other applicable policies and regulations. The use of fill in the 100-year floodplain to create buildable area is strongly discouraged, and shall be subject to review to determine potential impacts on wildlife, habitat, and flooding on other parcels.

**SA-17:** Vehicular access to the buildable area of all parcels must be at or above the 10-year flood elevation.

**SA-18:** Creation of lots whose access will be inundated by flows resulting from a 10-year or greater storm shall not be allowed. Bridges or similar structures may be used to provide access over creeks or inundated areas, subject to applicable local, state, and federal regulations.

**SA-20:** Parcels should not be created on which the presence of easements, floodplain, marsh or riparian habitat, or other features would leave insufficient land to build and operate structures. This policy shall not apply to open space lots specifically created for dedication to the City or another appropriate party for habitat protection, flood control, drainage, or wetland maintenance.

**SA-23:** The City shall require all new urban development projects to incorporate runoff control measures to minimize peak flows of runoff and/or assist in financing or otherwise implementing Comprehensive Drainage Plans.

**CAQ-20:** Fill may not be placed in any 100-year floodplain as delineated by currently effective FEMA Flood Insurance Rate Maps or subsequent comprehensive drainage plans unless specifically approved by the City. No fill shall be permitted in wetland areas unless approved by the City and appropriate state and federal agencies.

**CAQ-21:** Development adjacent to a natural stream(s) shall provide a "stream buffer zone" along the stream.

**CAQ-23:** Uses in the stream corridors shall be limited to recreation and agricultural uses compatible with resource protection and flood control measures. Roads, parking, and associated fill slopes shall be located outside of the stream corridor, except at stream crossings.

**CAQ-24:** Open space lands within a stream corridor shall be required to be retained as open space as a condition of development approval for projects that include a stream corridor. Unencumbered maintenance access to the stream shall be provided.

#### SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The SOI Amendment area currently requires minimal storm drainage services, as the area remains primarily agricultural. As no specific land use plan has been defined, existing uses are expected to remain the same. Existing service providers are expected to continue the current service level. Addition of the SOI Amendment area would cause no additional immediate demand for municipal storm drainage service and infrastructure.

Growth of the area will require adequate planning for long term growth. Expansion of the SOI Amendment area will provide direction to storm drainage and flood control 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. Future actions may include the expansion of the service provider's facilities, which are not subject to LAFCo purview.

Drainage and flood control infrastructure and facilities cannot be projected for this area because future land uses are unknown. Growth in the area would increase runoff and could alter normal drainage patterns in the currently agricultural and floodplain areas. It is anticipated that areas within the 100-year floodplain will not require drainage facilities, as the City's General Plan policies currently prohibit development within the floodplain.

The City and SCWA could be logical storm drainage and flood control service providers for the area. Both SCWA and the City can review drainage studies and plans for new development to ensure that new storm drainage facilities will accommodate the storm water runoff generated from new structures and roads to convey stormwater to the Sacramento and Cosumnes Rivers. Any drainage planning now would be speculative until land uses and development are further defined.

#### DETERMINATION

##### Drainage and Flood Control

The Commission will make this determination after the Draft MSR public circulation and review period.

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#### 4.4 SOLID WASTE, RECYCLING, AND GREEN WASTE

##### EXISTING LEVELS OF SERVICE AND INFRASTRUCTURE

##### **Sacramento Regional Solid Waste Authority**

The Sacramento Regional Solid Waste Authority (SWA) is a joint powers authority between two agencies, the County and the City of Sacramento. SWA regulates commercial solid waste collection by franchised haulers through SWA ordinances. The SOI Amendment area is currently within the service boundaries of the Sacramento County Municipal Services Agency, Department of Waste Management & Recycling, but service is provided by mostly private franchised hauling companies for the commercial and industrial customers. The private hauling companies are under a franchise agreement with the Sacramento Regional Solid Waste Authority to perform collection and disposal at properties and convey waste to landfills and recycling stations, as appropriate. Private providers do not fall under the jurisdiction of LAFCo.

##### Residential Service (Central Valley Waste Services)

Sacramento County has contracted out residential solid waste services in the unincorporated area south of Calvine Road, which includes the proposed SOI Amendment area, to Central Valley Waste Services (dba Waste Management), a private commercial hauler. These services include solid waste management and recycling services.

##### Commercial Service (Various Commercial Haulers)

The commercial solid waste collected by private franchised haulers are sent to private transfer stations to be processed and disposed at various facilities, including the Sacramento County Keifer Landfill, Yolo County Landfill, and L and D Landfill.

##### **City of Elk Grove, Neighborhood Services Group, Integrated Waste Department**

The Integrated Waste Department manages the City's residential solid waste franchise and plans, coordinates, promotes and implements citywide solid waste reduction, recycling, composting, and public education activities.

Solid waste diversion information indicates that the City discarded 2.6 pounds/person/day of solid waste in the year 2009 exceeding the 50% diversion requirement of CalRecycle, complying with AB939. Approximately 667,000 tons of solid waste was disposed at various landfills in 2009. This volume of waste could double within 25 years.

The City's solid waste is currently sent to transfer stations in the City of Sacramento, and then transported outside of the region for permanent disposal. The City is currently considering sites for a 20-acre solid waste transfer station within the City for greater convenience.

##### Residential Service (Allied Waste)

The City of Elk Grove has contracted out residential solid waste services to Allied Waste, a private commercial hauler. Allied Waste Services provides solid-waste collection services under an exclusive franchise agreement with the City. These services include collection of all solid waste, residential recyclables, used motor oil and yard trimmings, along with other services. Residential garbage service is provided on a weekly basis. Green waste and mixed recycling are

collected on an alternating week basis. Green waste and mixed recycling are collected on an alternating week basis; green waste is collected one week and mixed recycling the next. Refuse from residences are collected by an automated truck collection system.

### **Commercial Service (Various Commercial Haulers)**

The City of Elk Grove has contracted out commercial solid waste services to a variety of commercial haulers. All commercial waste haulers operating, conducting business, or providing solid waste services within the City of Elk Grove boundaries must register with the City and receive a registration decal placed in their vehicles in order to operate. Businesses may select which commercial hauler to utilize for solid waste services.

Current solid waste facilities being utilized include the Kiefer Landfill, Elder Creek Transfer & Recovery Inc, BLT Enterprises, Florin-Perkins Landfill Inc, Jackson Road Landfill, and Sacramento Recycling & Transfer Station.

## **PLANS AND REGULATORY REQUIREMENTS AFFECTING SERVICE**

### **State**

#### **California Integrated Waste Management Act**

To minimize the amount of solid waste that must be disposed of by transformation and land disposal, the State Legislature passed the California Integrated Waste Management Act of 1989 (AB 939), effective January 1990. According to AB 939, all cities and counties are required to divert 25 percent of all solid waste from landfill facilities by January 1, 1995 and 50 percent by January 1, 2000. Solid waste plans are required to explain how each city's AB 939 plan will be integrated with the respective county plan. They must promote (in order of priority) source reduction, recycling and composting, and environmentally safe transformation and land disposal. Cities and counties that do not meet this mandate are subject to \$10,000 per day fines. As a result, each community in the State has developed a number of recycling programs for residents and businesses.

### **Local**

#### **Sacramento LAFCo Policies, Standards, and Procedures**

Sacramento LAFCo Policies, Standards, and Procedures do not specifically address provisions associated with solid waste services. However, these provisions do require that any proposed annexations are consistent with applicable service elements of the Sphere of Influence of the City and that adequate services be provided within the time frame needed for the inhabitants of the annexation area (Section I, Standard Number 4). In addition, LAFCo requires that any annexation provide for the lowest cost and highest quality of urban services (Section I, Standard Number 5). As discussed further below, it is anticipated that the various solid waste service providers would be able to provide adequate solid waste services for the SOIA area consistent with LAFCo provisions.

#### **City of Elk Grove General Plan**

The City of Elk Grove's General Plan does not have any solid waste policies applicable to this change.

**SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS**

Any future growth or change in organization is not anticipated to significantly affect the current solid waste services provided. Solid waste collection and disposal for commercial, industrial, and multifamily residential units would be serviced by the current private haulers. It is anticipated that single family residential customers would be served by the City.

While specific solid waste generation rates are not available for the area, the average per capita rate is six pounds per day. AB 939 and the County Integrated Waste Management Plan will continue to apply to the SOI Amendment area, require recycling programs that result in a 50 percent diversion away from landfills.

**DETERMINATION****Solid Waste**

The Commission will make this determination after the Draft MSR public circulation and review period.

## 4.5 CIRCULATION AND ROADWAYS

There are a variety of local roadways and facilities within or adjacent to the SOI Amendment area. The Sacramento County Department of Transportation currently maintains the local roadways within the County, including the SOIA area. The California Department of Transportation (Caltrans) maintains two highways near the SOI Amendment area. Highways in the SOI Amendment area vicinity are Interstate 5 (I-5) and State Route 99 (SR-99). Roadway infrastructure considered herein includes roadways, sidewalks, traffic signals, signage, and other facilities located within the right-of-way for local and regional roadways.

There are currently several public roads serving the SOI Amendment area south of the City. The major roads serving the area include Bilby Road, Kammerer Road, Hood-Franklin Road, Grant Line Road, Eschinger Road, and Bruceville Road. Within the SOI Amendment area, the existing condition for each of the major roads are typically 2-travel lanes, roadside shoulders, and either ditches or curbs and gutter for drainage. These major roads provide cross connections as well as linking other major thoroughfares and arterials. Hood-Franklin Road, Kammerer Road, and Grant Line Road provide direct access to I-5 and SR 99, respectively. Several other minor streets provide direct access to individual properties and provide connectivity between some of the major roads noted above.

The City is also involved in the Capital SouthEast Connector Project (Connector), a 35-mile-long multi-modal transportation facility that will link communities in Sacramento and El Dorado Counties, including Elk Grove, Rancho Cordova, Folsom, and El Dorado Hills. A Joint Powers Authority (JPA) has been formed for the project that consist of the Cities of Elk Grove, Rancho Cordova, and Folsom, and Sacramento and El Dorado Counties. The Connector consists of 4 and 6 lane thoroughfare/expressway segments that will serve the regional transportation needs, as well as, providing a link between residential and employment centers. The Connector will extend from Interstate 5 (I-5)/Hood Franklin Road interchange in southwest Sacramento County to approximately 35 miles northeastward, terminating at U.S. Highway 50 (US 50) in the community of El Dorado Hills. Both, Kammerer Road and Grant Line Road will serve as part of the Connector corridor.

### EXISTING LEVELS OF SERVICE

#### **Sacramento County Department of Transportation**

The Sacramento County's Department of Transportation is responsible for planning, improving, operating and maintaining a transportation system. The County currently maintains the roadway infrastructure within the SOI Amendment area. Most of the roadways within the SOI Amendment area are considered rural county roads, as they primarily serve agricultural users.

#### **City of Elk Grove Public Works Department**

The City of Elk Grove's Public Works Department is responsible for maintaining the City's transportation infrastructure, which includes engineering, construction, parking, and street maintenance services. The Department maintains and repairs thousands of miles of City roads, curbs, gutters, sidewalks, streetlights, signalized intersections, traffic signs, landscaped medians and right-of-way throughout the City. As of June 2009, the City was responsible for maintaining 1,047 miles of lane roadway.

Street Maintenance activities include:

- Pothole patching and pavement repairs;
- Traffic signals, street signs and street markings;
- Street lights;
- Street sweeping;
- Landscape and sidewalk maintenance;
- Roadside ditches and drainage; and
- Creeks/channels and storm water drainage.

The Department provides adequate roadway maintenance services. The Annual Pavement Resurfacing Program provides for the primary resurfacing treatments based on the recommendation of the City's computerized Pavement Management System. The roadways that have been identified are overlaid (a new layer of asphalt placed on top of existing pavement) and slurry sealed (sealing the entire street surface with an asphalt emulsion/sand slurry). In the 2008/2009 fiscal year, the Department removed and replaced 274,800 square feet of damaged pavement due to pavement fatigue, base failures and sink holes. The City also resurfaced approximately 60.7 lane miles of City streets as part of annual Resurfacing Program. In addition, the City has on-going annual Capital Improvement Programs to maintain and improve the current roadway system within the City.

The Department provides adequate pedestrian and bicycle facilities. The Bicycle and Pedestrian Improvements Program provides various bicycle and pedestrian related improvements throughout the City in accordance with the City's Bicycle and Pedestrian Master Plan. This program is used to fund a wide array of improvements, including but not limited to new bike trails/lanes, new sidewalks, sidewalk replacement, curb ramp improvements, high-visibility crosswalks, countdown pedestrian signals, and pedestrian refuges.

### **City of Elk Grove, E-Tran**

The City of Elk Grove provides bus service, known as "e-tran". Routes are coordinated with Regional Transit (RT) buses and light rail and South County Transit/Link (SCT/LINK) to areas outside of the City.

The City owns the bus fleet and contracts with a transit provider for the operation and maintenance of e-tran. e-tran operates three different transit services. "e-tran local fixed route service" operates 5 days a week and includes 9 local routes and weekend shuttle service. "e-tran commuter fixed route service" provides a connection to downtown Sacramento on 7 routes and to Rancho Cordova on 2 routes. "e-van" provides demand responsive, door to door, shared ride service, as required under the Americans with Disabilities Act (ADA) and for seniors that are age 75 years old and older that are unable to ride "e-tran".

## PLANS AND REGULATIONS GOVERNING SERVICE

### State

#### State of California Transportation Concept Reports

California Department of Transportation (Caltrans) is responsible for planning, designing, constructing, operating, and maintaining all state-owned roadways in Sacramento County. Federal highway standards are implemented in California by Caltrans. Any improvements or modifications to the state highway system within the Sacramento County or the City of Elk Grove need to be approved by Caltrans, and the County or City has no ability to unilaterally make improvements to the state highway system.

Caltrans operates and maintains State Route 99 (SR-99), Interstate 5 (I-5), SR-16, and SR-160, which provides regional access to the City and the SOI Amendment area. Additionally, the Caltrans Division of Planning has four major functions including the Office of Advance Planning, Regional Planning/Metropolitan Planning Organization, Local Assistance/IGR/CEQA, and System Planning Public Transportation. For planning purposes, Caltrans has established an LOS D as the minimal acceptable LOS for all roadways under their jurisdiction.

### Local

#### Metropolitan Transportation Plan (MTP) for 2035

In 2008, the Sacramento Area Council of Governments (SACOG) adopted the Metropolitan Transportation Plan 2035 (MTP 2035), which is a long-range planning document for identifying and programming roadway improvements throughout the Sacramento region. It provides the regional vision for surface transportation, within the constraints of funding the region can reasonably expect to receive. The MTP 2035 provides a 20-year transportation vision and corresponding list of projects. If a city, county, or public agency in the region wants to use of federal or state transportation funding for projects or programs, the projects must be contained in, or be consistent with, this Metropolitan Transportation Plan.

Currently, SACOG is updating the MTP 2035 to comply with the quadrennial review as required by federal law and to implement the Sustainable Communalities Strategy (SCS) as required by Senate Bill 375. As part of the update, SACOG developed three land use and transportation scenarios, and held nine public workshops throughout the region to solicit preferences for the three scenarios. Based on the public input received at the workshops and guidance from SACOG Directors, SACOG staff has developed a MTP/SCS 2035 preferred draft scenario for the update of the MTP/SCS 2035. It is anticipated that the MTP/SCS 2035 update will be adopted by the SACOG Board in Spring 2012. The majority of the SOIA area lies outside of any MTP/SCS scenario.

#### City of Elk Grove General Plan

The following City of Elk Grove General Plan circulation and roadway policies are applicable.

**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.

**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.

**CI-6:** The City shall require that transit service is provided in all areas of Elk Grove, including rural areas, so that transit dependent residents of those areas are not cut off from community services, events, and activities.

**CI-13:** The City shall require that all roadways and intersections in Elk Grove operate at a minimum Level of Service "D" at all times.

**CI-15:** Development projects shall be required to provide funding or to construct roadway/intersection improvements to implement the City's Circulation Master Plan. The payment of established traffic impact or similar fees shall be considered to provide compliance with the requirements of this policy with regard to those facilities included in the fee program, provided that the City finds that the fee adequately funds all required roadway and intersection improvements. If payment of established fees is used to provide compliance with this policy, the City may also require the payment of additional fees if necessary to cover the fair share cost of facilities not included in the fee program.

#### SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The SOI Amendment area currently requires minimal circulation and roadway services, as the area remains primarily agricultural. As no specific land use plan has been defined, existing uses are expected to remain the same. Existing service providers are expected to continue the current service level. Addition of the SOI Amendment area would cause no additional immediate demand for circulation service and roadway infrastructure.

Growth of the area will require adequate planning for long term growth. Expansion of the City's SOI into the SOI Amendment area will allow the City to adequately plan for major infrastructure and services in the area of the City's growth.

Circulation and roadway infrastructure cannot be projected for this area because future land uses are unknown. The primary roadway providing access into the SOI Amendment area is anticipated to be served by Bilby Road, Bradshaw Road, Bruceville Road, Elk Grove Boulevard, Eschinger Road, Franklin Boulevard, Grant Line Road, Hood Franklin Road, Interstate 5, Kammerer Road, State Route 99, and Willard Parkway.

The City of Elk Grove would be the most appropriate circulation and roadways service provider for the SOI Amendment area upon anticipated growth. Any circulation and roadways planning now would be speculative until land uses and development are further defined.

Limited circulation and roadway planning is available for the area. Should the project area become necessary for future growth, additional roadway infrastructure will be necessary to provide access to individual properties. It is likely that Kammerer Road and Grant Line Road will be required to be constructed to a level as indicated in the General Plan. In addition the Department is currently in the process of developing a Project Study Report (PSR) for the future expansion of Kammerer Road between Interstate 5 and Bruceville Road.

The future private development projects would be responsible for the design and construction of certain improvements, typically ranging from street frontage improvements (curb, gutter, and

sidewalk construction) to full-street improvements (new streets created by subdivisions). Developer Impact Fees, also known as the Elk Grove Roadway Fee, can provide funding for the City to construct and maintain future roadways to support urbanized uses.

The City is able to add additional commuter and local routes to e-trans as the City continues to grow. The City can extend public transit services to the SOIA area when there is sufficient demand.

#### DETERMINATION

##### Circulation and Roadways

The Commission will make this determination after the Draft MSR public circulation and review period.



## 4.6 FIRE PROTECTION AND EMERGENCY MEDICAL RESPONSE

The Sphere of Influence Amendment (SOI Amendment) Area is within the service boundary of the Cosumnes Community Service District. Any future annexations by the City are not anticipated to change the fire protection service provider. **Figure 4.6-1** shows the current boundaries of the nearby fire protection service providers.

### EXISTING LEVELS OF SERVICE AND INFRASTRUCTURE

#### **Cosumnes Community Service District, Fire Department**

The Cosumnes Community Service District (CCSD) provides fire protection, emergency medical, and rescue services to the cities of Elk Grove and Galt, as well as unincorporated areas in the region covering over 157 square miles. In the Elk Grove area, CCSD currently operates six fire stations, with two additional stations in the City of Galt, and a state-of-the-art fire training facility. The fire stations are currently located in Elk Grove, East Franklin, East Elk Grove, Laguna Creek, Lakeside, and Elk Grove - West Vineyard area.

#### 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 approximately 150 personnel in the Operations Division, which has units devoted to Fire Suppression, Training, and Emergency Medical Services. The Department currently staffs six 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 also staffed using these personnel as seasons and emergency circumstances dictate their use. Specialty apparatus includes one heavy foam unit, a Heavy Rescue, a mass decontamination trailer, a mass casualty incident trailer, a swift water rescue boat, and four flood boats.

The Department provides ambulance transportation and pre-hospital care for the cities of Elk Grove, Galt, and portions of the unincorporated area. The Department employs over 80 paramedics and an additional 60+ emergency medical technicians (EMTs). Four medic units operate around the clock and are based in East Elk Grove, Laguna, East Franklin, Central Elk Grove, and two medic units 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. The District has established a response time goal of arriving on scene in six minutes or less 90 percent of the time in the urbanized portions of the City. Additionally, the District has adopted a standard response time of 12 minutes or less 90 percent of the time in the rural areas. A majority of the SOI Amendment 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 SOI Amendment area. The ISO rating is the recognized classification for a fire department or district's ability to defend against major fires. According to the ISO, newly developing urban areas should have a fire station opened within 1½ miles of all commercial development and 2 ½ miles from all

residential development when “build-out” 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 SOI Amendment area is considered “unwatered”.

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**FIGURE 4.6-1 FIRE PROTECTION SERVICE PROVIDERS**

Figure 4.6-1 Page 2

**Aid from Other Agencies**

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, is comprised of the following:

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

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

**PLANS AND REGULATIONS AFFECTING SERVICE PROVISION**

**State**

**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 hosing sizing requirements, restrictions on the use of compressed air, access roads, and the testing, maintenance and use of all fire fighting 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, smoke alarms, high-rise building, childcare facility standards, and fire suppression training.

**Local****Sacramento LAFCo Policies, Standards, and Procedures**

Sacramento Local Agency Formation Commission (LAFCo) Policies, Standards and Procedures do not specifically address provisions associated with fire protection services. However, these provisions do require that proposed annexations are consistent with applicable service elements of the Sphere of Influence of the City or affected agency, and that adequate services be provided within the time frame needed for the inhabitants of the annexation area (Section I, Standard Number 4).

**City of Elk Grove General Plan**

The following City of Elk Grove General Plan fire protection policies are applicable.

**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.

**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.

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

**PF-7:** The City shall require that water flow and pressure be provided at sufficient levels to meet domestic, commercial, industrial, and firefighting needs.

**SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS**

The SOI Amendment area currently requires minimal fire protection and emergency medical response services, as the area remains primarily agricultural. As no specific land use plan has been defined, existing uses are expected to remain the same. Existing service providers are expected to continue the current service level. Addition of the SOI Amendment area would cause no additional immediate demand for fire protection and emergency medical service.

Growth of the area will require adequate planning for long term growth. Expansion of the City's SOI into the SOI Amendment area will provide direction to fire protection 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.

CCSD has not estimated the need for additional facilities, equipment, or staff, as future land uses are unknown. Anticipated growth of the SOI Amendment area would require an enhanced level of fire protection and emergency medical services. Possible improvements could include the construction of additional fire stations, purchase of additional fire engines and equipment, hiring of additional firefighters and EMTs, and the installation of appropriate fire hydrants as a part of development. CCSD would remain the most appropriate fire protection and emergency medical response service provider for the SOI Amendment area when growth occurs.

DETERMINATION

Fire Protection and Emergency Medical Response

The Commission will make this determination after the Draft MSR public circulation and review period.



## 4.7 LAW ENFORCEMENT

The site is within the service boundaries and served by the Sacramento County Sheriff's Department. The City of Elk Grove's Police Department also provides certain law enforcement services through a mutual aid agreement.

### EXISTING LEVELS OF SERVICE AND IMPROVEMENTS

#### Sacramento County Sheriff's Department

The SOI Amendment 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 Police Department (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 the Fiscal Year (FY) 2009-2010, EGPD's staffing consisted of 125 sworn positions and 74 non-sworn positions. This is equivalent to a staffing ratio of 0.9 sworn officers 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, 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 five minutes. During FY 2009-2010, EGPD's actual average Priority One response time was 5.5 minutes.

### PLANS AND REQUIREMENTS RELATED TO SERVICE PROVISION

#### City of Elk Grove General Plan

The following City of Elk Grove General Plan law enforcement policies are applicable.

**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.

**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.

**SA-29:** The City shall regularly monitor and review the level of police staffing provided in Elk Grove, and ensure that sufficient staffing and resources are available to serve local needs.

#### **SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS**

The SOI Amendment area currently requires minimal law enforcement services, as the area remains primarily agricultural. As no specific land use plan has been defined, existing uses are expected to remain the same. Existing service providers are expected to continue the current service level. Addition of the SOI Amendment area would cause no additional immediate demand for law enforcement service.

Anticipated growth of the SOI Amendment area would 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. Upon anticipated growth of the areas, the SOI Amendment area would likely be served by the City of Elk Grove's Police Department.

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

The Police Department has not estimated the need for additional facilities, equipment, or staff, as future land uses and growth are unknown. The City's Police Department would be the most appropriate law enforcement service provider for the SOI Amendment area upon anticipated growth of the area. The Department has indicated that they are 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 SOI Amendment area because of the proximity and shorter response times from a police station located closer to the area.

#### **DETERMINATION**

##### **Law Enforcement**

The Commission will make this determination after the Draft MSR public circulation and review period.

## 4.8 ANIMAL CONTROL

### EXISTING LEVELS OF SERVICE AND INFRASTRUCTURE

Currently, the project area is served by Sacramento County's Animal Care and Regulation. The City of Elk Grove may eventually become an appropriate animal control service provider.

#### **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, regulates animals, and prevents rabies. They also investigate, quarantine, and help prosecute cases of vicious and dangerous animals, as well as animal cruelty. They patrol for, impound, and, whenever possible, find 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'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, pick-up, 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 non-profit 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 in the closest proximity to the SOI Amendment area.

### PLANS AND REGULATIONS RELATIVE TO SERVICE PROVISION

#### **City of Elk Grove General Plan**

The City of Elk Grove's General Plan does not have any animal control policies applicable to this project.

### SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The SOI Amendment area currently requires minimal animal control services, as the area remains primarily agricultural. As no specific land use plan has been defined, existing uses are expected to remain the same. Existing service providers are expected to continue the current service level. Addition of the SOI Amendment area would cause no additional immediate demand for animal control services. Sacramento County will continue to provide adequate animal control services to the SOI Amendment area.

Growth of the area is may increase demand for animal control services, as residents come into contact with pets and other animals. This would result in additional demands for animal control staff and related field equipment to ensure a safe community.

There is no planned level of service or improvements specifically applicable to the area. It is anticipated that the responsible service provider, either the City or the County, would be able to handle increased demands for services, upon anticipated growth.

**DETERMINATION****Animal Control**

The Commission will make this determination after the Draft MSR public circulation and review period.

**4.9 CODE ENFORCEMENT**

The Sacramento County Code Enforcement Division is currently responsible for providing code enforcement services within the SOI Amendment area. The City of Elk Grove may eventually become an appropriate code enforcement service provider.

**EXISTING LEVELS OF SERVICE AND IMPROVEMENTS****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 Code Enforcement & 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 in close association 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 time frame. 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.

**PLANS AND REGULATIONS RELATIVE TO SERVICE PROVISION**

All regulations and standards are set by the City's municipal codes. Regulations and standards are also set by the State. The City is responsible for enforcing the various City municipal codes and State regulations relating to blight, nuisance, health, safety, and businesses.

**SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS**

The SOI Amendment area currently requires minimal code enforcement services, as the area remains primarily undeveloped. Sacramento County will continue to provide adequate code enforcement services to the SOI Amendment area, unless the area is incorporated into another city's boundaries.

Growth of the area may 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 the various state and local codes and ordinances applicable to the community. Increasing demand for code enforcement services is expected to occur many years after anticipated growth as buildings become dangerous, substandard, blighted, or vacant.

DETERMINATION

Code Enforcement

The Commission will make this determination after the Draft MSR public circulation and review period.

## 4.10 PARKS AND RECREATION

The Cosumnes Community Services District (CCSD) is the current authorized parks and recreation service provider in the proposed SOI Amendment area. As there are no parks and recreation facilities provided within the SOI Amendment area, the CCSD does provide a myriad of leisure classes, before- and after-school programs, preschool classes, sports programs and community-wide special events that are offered to residents within the SOIA Area. The CCSD also provides parks and recreation services to the City with the exception of parks located in the Laguna Ridge Specific Plan (LRSP), which the City 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. **Figure 4.10-1** shows the current boundaries of the nearby parks and recreation service providers.

### EXISTING LEVELS OF SERVICE AND INFRASTRUCTURE

The CCSD and City (cooperatively and individually) have existing facilities either constructed or planned immediately north of the SOI Amendment 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 were 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 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 and the unincorporated areas in the region. The District encompasses roughly 157 square miles and 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 for 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, 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 10-15 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.

**PLANS AND REGULATORY REQUIREMENTS****State****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



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**FIGURE 4.10-1 PARKS AND RECREATION SERVICE PROVIDERS**

Figure 4.10-1 Page 2

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 three acres per 1,000 persons, then the community may require dedication based on a standard of up to five acres per 1,000 persons residing in the subdivision. If the existing amount of parkland in a community is less than three acres per 1,000 persons, then the community may require dedication based on a standard of only three 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.

### **Local**

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

The Cosumnes Community Services District Parks Master Plan was conditionally approved by the CCSD in 2008 with final acceptance by the City 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. The 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.

#### **City of Elk Grove General Plan**

**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.

**PTO-4:** New residential developments may be required to, at a minimum, provide parks consistent with the Quimby Act (CA Govt. Code Section 66477), through land dedication, fees in lieu, or on-site improvements at a standard of five (5) acres of land for parks per 1,000 residents. Land dedication and/or payment of in-lieu fees shall be required consistent with state law. Land dedication and/or fees may be required pursuant to other policies in this Element with or without the use of the authority provided in the Quimby Act, or in combination with the Quimby Act and other legal authority.

**PTO-15:** The City views open space lands of all types as important resource which should be preserved in the region, and supports the establishment of multipurpose open space areas to address a variety of needs, including, but not limited to:

- Maintenance of agricultural uses;
- Wildlife habitat;
- Recreational open space;

- Aesthetic benefits; and
- Flood control.

To the extent possible, lands protected in accordance with this policy should be in proximity to Elk Grove, to facilitate use of these areas by Elk Grove residents, assist in mitigation of habitat loss within the City, and provide an open space resource close to the urbanized areas of Elk Grove.

#### **Sacramento LAFCo Policies, Standards, and Procedures**

Sacramento LAFCo Policies, Standards, and Procedures do not specifically address provisions associated with recreation and park services. However, these provisions do require that any proposed annexations are consistent with applicable service elements of the Sphere of Influence of the City and affected agencies, and that adequate services be provided within the time frame needed for the inhabitants of the annexation area (Section I, Standard Number 4). In addition, LAFCo requires that any annexation provide for the lowest cost and highest quality of urban services (Section I, Standard Number 5).

#### **SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS**

The SOI Amendment area currently demands minimal parks and recreation services, as the area remains primarily agricultural. As no specific land use plan has been defined, existing uses are expected to remain the same. Existing service providers are expected to continue the current service level. Addition of the SOI Amendment area would cause no additional immediate demand for parks and recreational services.

Growth of the area will require adequate planning for long term growth. Expansion of the City's SOI into the SOI Amendment 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 SOI amendment area to serve anticipated growth, as the number of residents increase.

Parks and recreation services would need to be developed based on the needs of the community.

Typical facilities could include:

- Local parks;
- Greenbelts/Trails/Paseos;
- Neighborhood parks;
- Open Space/Natural Areas;
- Community parks;
- Community Centers;

- Regional Parks;
- Aquatic Centers;
- Sports Complexes;
- Maintenance Operations Facilities; and
- Special Use Parks.

**DETERMINATION****Parks and Recreation**

The Commission will make this determination after the Draft MSR public circulation and review period.

**4.11 LIBRARIES**

The Sacramento Public Library Authority is the library services provider for most of the Sacramento area, including the SOI Amendment area. There are no expected changes in the library service provider.

**EXISTING LEVELS OF SERVICE AND INFRASTRUCTURE****Sacramento Public Library Authority**

The Sacramento Public Library Authority (SPL) is a joint powers agency of the County and the City. 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 audio-visual items, with 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. SPL has established a Library Facilities Master Plan, which the plan 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 SOI Amendment area. As the SOI Amendment area is currently undeveloped, there is little to no demand for library services. There are two library branches near the SOI Amendment area, the Elk Grove branch and the Franklin Community branch, and are located within the current City limits.

The Elk Grove Library, located at 8900 Elk Grove Boulevard, serves Elk Grove east of Highway 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 ten-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 Highway 99. The 19,621 sq. ft branch was built in 2002, is jointly operated by Elk Grove Unified School District and SPL. 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.

**PLANS AND REGULATIONS RELATIVE TO SERVICE PROVISION**

There are no federal or state policies regarding library services that are directly applicable to the project.

**Local****Sacramento Public Library Authority Facility Master Plan 2007 – 2025**

The Sacramento Public Library Authority has developed a tiered three level approach to planning standards, with a Threshold, Target and Prime standard. The current Threshold requirement is 0.40 square feet of library space per 1,000 residents.

**City of Elk Grove General Plan**

There are no specific policies associated with libraries that would apply to the project.

**SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS**

SPL continually plans for future library service needs. 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 SPL expects significant growth in the southern and northeastern parts of the City. Although the current Master Plan does not locate any library facilities within the SOI Amendment area, three new branches are being planned within the City. Two of those new branches are anticipated to be located near the SOI Amendment area, in the southern and western edge 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 SOI Amendment 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. When there is sufficient demand, it is expected that SPL will be able to provide library facilities in the SOI Amendment area.

**DETERMINATION****Libraries**

The Commission will make this determination after the Draft MSR public circulation and review period.



**4.12 ELECTRICITY AND NATURAL GAS****EXISTING LEVELS OF SERVICE AND INFRASTRUCTURE**

Electricity is currently supplied by the Sacramento Municipal Utility District. Natural Gas service is currently unavailable in the SOI Amendment area, but could be supplied by Pacific Gas & Electricity, a private provider.

**Sacramento Municipal Utility District**Electrical Services

Sacramento Municipal Utility District (SMUD) is currently providing electricity service to customers in Sacramento County and a small part of Placer County. SMUD has sufficient electricity generation capacity to provide adequate electrical supplies from its power plants, including hydroelectric, natural gas, wind, and solar-power electrical generation facilities. In addition, SMUD is able to purchase additional electricity as the need arises.

**Pacific Gas and Electricity**Natural Gas Service

Pacific Gas and Electric Co. (PG&E) currently does not have any existing natural gas facilities within the SOI Amendment area. PG&E is currently providing natural gas service to most of northern California. PG&E has an extensive natural gas distribution pipeline network to provide adequate service in the Sacramento area. All construction and maintenance activities for natural gas facilities are the responsibility of PG&E. PG&E is an investor owned utility, subject to the oversight of the CA Public Utilities Commission (PUC) instead of the purview of LAFCo.

**PLANS AND REGULATIONS AFFECTING SERVICE PROVISION****Local**Sacramento LAFCo Policies, Standards, and Procedures

Sacramento LAFCo Policies, Standards, and Procedures do not specifically address provisions associated with electricity and natural gas services. However, these provisions do require that any proposed annexations are consistent with applicable service elements of the Sphere of Influence of the City and that adequate services be provided within the time frame needed for the inhabitants of the annexation area (Section I, Standard Number 4). In addition, LAFCo requires that any annexation provides for the lowest cost and highest quality of urban services (Section I, Standard Number 5).

**SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS****Sacramento Municipal Utility District**Electrical Services

SMUD is able to expand services to provide adequate electrical services in the SOI Amendment area. Area specific planning will be conducted when service demands require an expansion of

services in the area to ensure adequate facilities to serve the area. Electrical facilities could be extended from nearby facilities to serve the SOI Amendment area. SMUD is expected to remain the future electrical service provider, as SMUD is the electrical service provider for the area.

SMUD routinely plans for future electrical service needs. SMUD's Systems Plan is updated annually and is based on the latest summer peak information. The information is used to determine which projects are needed over the next five years in order to continue reliable service.

### **Pacific Gas and Electricity**

#### **Natural Gas Service**

PG&E has stated that natural gas service can be provided to the SOI Amendment area upon future growth. PG&E is capable of expanding services to provide adequate natural gas services. Area specific planning will be conducted when service demands require an expansion of services in the area to ensure adequate facilities to serve the area. Natural gas facilities could be extended from nearby facilities to serve the SOI Amendment area. PG&E is expected to be the future natural gas service provider, as PG&E is the natural gas service provider for the area.

#### **DETERMINATION**

#### **Electricity and Natural Gas**

The Commission will make this determination after the Draft MSR public circulation and review period.

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## 5.0 FINANCING ABILITY

This section examines the fiscal status of the City of Elk Grove, including financial statements, audits, and other budgetary documents, to assess the long-term financial viability of the City to provide future services. Annual financial statements from fiscal year (FY) 2010-11 were reviewed to determine the fiscal status of the City.

It should be noted that services which may be provided by other affected agencies will be subject to the policies, infrastructure and finance planning of the respective agencies. Such discussion is not addressed in this MSR.

### CITY FINANCES

#### Financial Stability

The City is financially stable, as the City has sufficient assets and funds available for the continued operation of the City. The Comprehensive Annual Financial Report (CAFR), the City's audited financial statements, highlights the City's financial situation. For the fiscal year beginning July 1, 2010 to June 30, 2011, the City's financial highlights included:

- The City's net assets exceeded liabilities by \$1.36 billion, with \$13 million in unrestricted net assets to be used to meet ongoing obligations;
- The City has a governmental fund balance of \$138 million;
- The City's long term debt increased by \$8 million due to the Household Hazardous Waste Facility Recovery Zone Economic Development Bond funding;
- The City added capital assets of \$18 million for capital street improvements, facilities, and equipment; and
- The City has a committed reserve for economic uncertainty balance in the general fund of \$10 million.

The CAFR indicates the City's net assets were generally increasing during the past five years, with sufficient fund balances and assets to remain financially solvent. Information from FY 2002-03 through FY 2009-10 shows changes in net assets from year to year. The City saw net assets increase every year, except 2009-10, in which the City experienced a \$24.4 million decrease in net assets. The overall trend indicates that the City is financially stable while expanding and increasing governmental and business-type services.

While net assets generally increased, the City was forced to draw upon its governmental fund balances during the past five years. This trend is consistent with local government, state and nationwide in the current economy.

#### Revenues

Taxes account for the City's largest single revenue source. Most of the taxes received are not restricted and are used for general city purposes in the general fund. These taxes include property tax, sales tax, utility user's tax, and franchise tax. **Table 5.0-1** show the City's major revenue sources.

**TABLE 5.0-1  
REVENUES FY 2010-11**

Major Revenue Sources	Amount, in millions
Taxes	\$32.0
Licenses, fees, and permits	\$7.7
Intergovernmental	\$38.8
Fines and forfeitures	\$1.7
Charges for services (Business-type activities)	\$35.0
Investment earnings	\$1.7
<b>Total</b>	<b>\$116.9</b>

Most City services are supported by the General Fund. The General Fund contains all the City's general revenues that are not specifically levied or collected for other City functions and related expenditures. During FY 2010-11, the City had a total general fund balance of \$24.4 million, with \$4.8 million unassigned for a specific use. The General Fund provides support to such areas as general governmental operations, public safety, roadways, and community development.

Specific municipal services, which depend on usage, are almost entirely supported by enterprise funds. Services include drainage, solid waste, and transit. Enterprise funds are generally sufficient to cover existing operating costs, except for transit services, which depend heavily on grants and contributions.

The major sources of revenues for the City include the following:

- Property Tax - The State Constitution (Proposition 13) sets the base property tax rate at 1 percent of assessed value. The City receives a portion of the property tax generated in the City, with the majority of the revenue going to the County.
  - Under the terms of incorporation, the City transfers a percentage of its property tax revenues from the original City boundary to Sacramento County for a period of 25 years. For the first five years of Cityhood, 90 percent of property taxes were transferred, in years 6-10 85 percent of property taxes from the original City boundary were transferred to the County. 2010-11 was the eleventh year, and the amount has dropped to 80 percent.
  - The City gradually pays the County less over this 25-year period under the terms of the revenue neutrality agreement. **Table 5.0-2** shows the revenue neutrality agreement with the County for each year after incorporation, and the percentage each agency receives.

**TABLE 5.0-2  
REVENUE NEUTRALITY TAX AGREEMENT**

Years	County	City
1-5	90%	10%
6-10	85%	15%
11-14	80%	20%
15-18	75%	25%
19	70%	30%
20	60%	40%
21	50%	50%
22	40%	60%
23	30%	70%
24	20%	80%
25	10%	90%
26+	0%	100%

- Sales and Use Tax – The City receives its local share of taxable items sold within the City limits. Sales Tax is the largest single General Fund revenue source, with major portions from the auto sector (approximately one third of the total). Building and construction reductions have hurt this revenue source as the sector previously accounted for greater than on tenth of City wide sales tax revenue.
- Enterprise Funds – The City receives funds that are used to account for self-supporting activities which provide services on a user-fee basis. Fees collected support operating and capital improvements costs for drainage, solid waste, and transit.
- Other Revenue – The City receives other significant revenues from the transfer tax, motor vehicle in-lieu (VLF) fee, interest, highway users tax (gasoline tax), and grant monies.

### Expenditures

Most of the City's expenditures are for providing public services to residents. Major expenditures are shown on **Table 5.0-3**.

**TABLE 5.0-3  
EXPENDITURES FY 2010-11**

Major Expenditure Categories	Amount, in millions	Activity	Amount, in millions	Percent
General Governmental Activities	\$110.9	General Government	\$17.2	12.9%
		Public Safety	\$28.8	21.5%
		Public Works	\$52.3	39.1%
		Community Development	\$7.0	5.2%
		Debt Service	\$5.6	4.2%
Business-Type Activities	\$22.8			
		Solid Waste	\$10.7	8.0%
		Transit	\$8.9	6.7%
		Drainage	\$3.3	2.5%
<b>Total</b>	<b>\$133.8</b>	<b>Total</b>	<b>\$133.8</b>	<b>100%</b>

The City is budgeting appropriately, as net assets are generally increasing over time. However, the City's revenues and expenditures fluctuate each year, with some years experiencing greater expenditures than revenues received. General trends in the City's finances are consistent with those experienced by municipalities in the current economic downturn. The City's current Revenue Neutrality arrangement helps alleviate some of the negative results of decreases in tax base. More importantly, sound fiscal management and a proactive approach to creating efficiency within service delivery have helped Elk Grove remain financially stable.

The City plans to invest approximately \$250 Million over the next five years Fiscal Years in capital improvements. Within that total are six City-delivered transportation projects, one drainage project, and one facility project – the Elk Grove Civic Center. More details can be found in the City's 2011-16 Capital Improvement Program within the City's 2011-12 adopted budget.

The City has forecasted the annual projected General Fund revenues, expenses, and annual surplus/(deficit) for each year between FY 2011-12 and FY 2015-16 in the recently adopted budget. Projections indicate that the General Fund is strained for the foreseeable future due to the current economic slowdown. The forecast assumes current service levels and minimal revenue growth. To help offset the projected shortfall, the City is actively engaging nonrepresented employees and bargaining units to reduce salary and benefit expenses. If these cost reduction measures are implemented, the General Fund will return to a breakeven or surplus over the projected years.

### Long Term Debts

The City continues to pay off its long term debt obligations. For the FY ending in 2010-11, the City has total primary government debt totaling \$113 million, \$67.1 million special assessment bonds and \$10.7 million in Enterprise debt. The City incurred new (Enterprise) debt during the FY 2010-11 increasing the total debt by \$10.7 million.

These current long-term debt obligations are not a significant burden for the City and do not indicate financial trouble. Cities generally incur long-term debt to finance projects or purchase assets, which will have useful lives equal to or greater than the related debt. The City has not defaulted on any of these debts and is able to continue making regular payments.

### Future Growth Impacts

Future growth is not expected to have a significant negative impact on the City's financing of needed infrastructure. Although future growth areas will require municipal services, they will also contribute funds to the City and affected agencies to construct the required infrastructure to serve new development, offsetting costs. Future growth is required to pay its fair share to upgrade and expand municipal utilities to adequately serve new development, resulting in no negative financial impacts to current residents regarding the expansion of new infrastructure. The City has established comprehensive finance programs to allow the City to collect sufficient funds on time in order to allow major new projects. As the City is currently financially stable, it is anticipated that the City will remain financially stable as new growth occurs.

The City has the following General Plan policies to ensure adequate financing for development projects:

**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.

**PF-20:** The City shall require secure financing for all components of the transportation system through the use of special taxes, assessment districts, developer dedications, or other appropriate mechanisms in order to provide for the completion of required major public facilities at their full planned widths or capacities in one phase.

**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.

**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.

### DETERMINATION

The Commission will make this determination after the Draft MSR public circulation and review period.



## 6.0 SHARING OF FACILITIES

This section evaluates sharing of facilities for needed infrastructure and improvements, including utilized opportunities and potential opportunities for shared facilities for City Departments and other agencies to reduce costs.

### CITY OF ELK GROVE

#### **Law Enforcement**

Prior to 2005, the City of Elk Grove contracted for law enforcement services from Sacramento County's Sheriff Department. The City now provides its own law enforcement services. Both agencies provide mutual aid and collaborate on several operational areas. The Elk Grove Police Department has not identified any other existing or potential opportunities for the sharing of facilities with the County.

#### **Solid Waste and Public Transit**

The City currently contracts with private providers for solid waste and public transit services. The Public Works Department has not identified any potential opportunities for the sharing of facilities with another agency.

### COSUMNES COMMUNITY SERVICES DISTRICT

#### **Fire Protection and Emergency Medical Response**

As the only fire and emergency services provider for the area, there are no opportunities for the CCSD to share facilities with another agency. However, 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 JPA is comprised of the City of Sacramento Fire Department, Sacramento Metropolitan Fire District, Folsom Fire District, and CCSD Fire Department. The Wilton Fire Protection District (WFPD) is located southeast of the SOIA, south of the Cosumnes River, and is staffed primarily with volunteers. Both CCSD Fire and WFPD participate in mutual aid agreements.

### COSUMNES COMMUNITY SERVICES DISTRICT/CITY OF ELK GROVE

#### **Parks and Recreation**

Both CCSD and the City currently provide parks and recreational services. Currently, CCSD and the City do not share any parks and recreational facilities with exception to those located in the Laguna Ridge Specific Plan (LRSP). The City and CCSD have adopted an agreement resulting in the joint ownership of all parks, including land and facilities, within the LRSP. The only exception is the Civic Center Community Park, which will be owned and maintained by the City. Both agencies do not have a formal agreement in place to share facilities outside of the LRSP.

**SACRAMENTO AREA SEWER DISTRICT / SACRAMENTO REGIONAL COUNTY SANITATION DISTRICT****Wastewater**

Areas served by the Sacramento Area Sewer District (SASD), which includes the City of Elk Grove, City of Rancho Cordova, City of Citrus Heights, City of Folsom, and City of Sacramento are benefiting from SRCSD through the cost and administrative benefits of sharing one regional network and facility, rather than operating their own treatment plants. Services are more efficient and costs are shared among a larger population who benefit.

The service providers are benefiting from a cost avoidance opportunity by contracting with the County's Water Quality Department for employees to maintain and operate their facilities. Sacramento Regional County Sanitation District (SRCSD) and SASD do not have any employees in their agencies. The contract workers from the County are already skilled, and because they are from the same department, they both benefit from information sharing and training. The two agencies also benefit from facility sharing, as some of the workers operate out of the same building. The two agencies maintain separate equipment.

The two agencies have a Master Interagency Agreement with other agencies regarding wastewater management. The facilities are already being shared across multiple agencies and jurisdictions. SASD provides services to unincorporated areas of Sacramento County, the cities of Citrus Heights, Elk Grove, Rancho Cordova, as well as portions of the cities of Folsom and Sacramento. SRCSD provides wastewater treatment for SASD and the cities of Elk Grove, Folsom, Sacramento, and West Sacramento.

**SACRAMENTO COUNTY WATER AGENCY/ELK GROVE WATER DISTRICT****Water**

The Sacramento County Water Agency (SWCA) works closely with Sacramento County's Municipal Service Agency, Department of Water Resources. SWCA is considered a dependent special district that is overseen by the County Board of Supervisors. SWCA frequently utilizes the County's staff and resources, including various facilities and equipment.

In addition, SCWA works with the Elk Grove Water District (EGWD) by providing wholesale water to EGWD's Tariff Area No. 2. EGWD is utilizing SCWA's services and infrastructure to obtain water.

In addition, EGWD has multiple emergency inter-tie connections throughout the perimeter along SCWA's service area. SWCA can supply emergency water to the other portion of EGWD's service area, known as Tariff Area No. 1. During an emergency, the inter-ties would be opened to allow one agency to supply water to another agency. Tariff Area No. 1 currently depends on groundwater.

**DETERMINATION**

The Commission will make this determination after the Draft MSR public circulation and review period.

## 7.0 ACCOUNTABILITY, STRUCTURE, AND OPERATIONS

This section examines how well the City makes its processes transparent to the public and invites and encourages public participation. Overall management practices are discussed and considered. This section includes a discussion of the City's ability to meet its demands under its existing government structure, alternatives to the current government structure, boundaries, and future service areas.

### ACCOUNTABILITY AND GOVERNANCE

#### City Council

The City is able to operate effectively under a City Council-Manager form of government. The City Council serves as the legislative, policy making body for the City. The duties of the City Council include the review and approval of an annual budget, establishing community goals and objectives, approving the City's General Plan and proposed sphere of influence, reviewing and approving major projects and hearing community problems and concerns. The City Council is also responsible for appointing a City Manager and City Clerk.

The current City Council is shown below.

James Cooper, Mayor	District 1
Patrick Hume, Mayor Pro Tem	District 2
Gary Davis, Councilmember	District 4
Steven Detrick, Councilmember	District 3
Sophia Scherman, Councilmember	District 5

The City Council is able to adequately represent its residents. The City Council is composed of five members, which are elected citywide (at-large) to serve four-year terms. The City Council selects the Mayor from among its members. Each Council Member elected must reside within their district for election, but does not specifically represent residents within their district. Each district is a separate geographical area, each with a population of over 10,000 residents. The District boundaries were last updated and adopted by the City Council on June 2, 2004. The City Council elections are held with staggered terms (two positions are filled in one election, three positions in the next election).

In November 2010, Measure K was on the ballot for voters in Elk Grove to decide if the mayor shall be directly elected rather than the mayor being appointed by the City Council. It was approved and the City's first direct election of its mayor will occur in the 2012 general municipal election for a two-year term. In addition, the number of council districts will be reduced from five to four with elected council members still serving a four-year term. The districts will each have a population of over 38,000 residents.

#### Public Participation

The City Council welcomes and encourages participation by Elk Grove residents in City Council meetings. The City Council holds regular meetings on the second and fourth Wednesday of each month at City Hall, located at 8400 Laguna Palms Way. City Council meetings are noticed and published accordingly. Agendas for the City Council meetings and Council committee

meetings are available on the City's website and in City Hall. Public meetings are held in compliance with Brown Act requirements, which govern open meetings for local government bodies.

The City provides many other ways to view City Council meetings. City Council meetings are broadcasted live on the cable television government channel, Channel 14. The meetings are then rebroadcast days after the meeting. Live and archived broadcasts of the Council meetings are also available on the City's website at [www.elkgrovecity.org](http://www.elkgrovecity.org).

Extensive public information is readily accessible through the City's website, at [elkgrovecity.org](http://elkgrovecity.org). Residents may also contact the City at 8401 Laguna Palms Way, or by telephone at (916) 683-7111.

## **GOVERNMENT STRUCTURE**

### **General Law City**

The City is able to operate effectively under the current General Law statutes. The City of Elk Grove was incorporated as a general law city on July 1, 2000 and operates under the general law statutes defined under the California Government Codes, which enumerates their powers and specifies their structure. This form of government allows the City to provide the following services: public safety, streets, sanitation, culture, parks and recreation, public improvements, land use planning and zoning, general administrative services. Services provided by others include: utilities, electricity, and other general governmental services. No change in the current government structure is necessary to continue the adequate provision of municipal services in consultation and coordination with affected agencies and service providers. As a City, Elk Grove is a legally separate and fiscally independent agency. It can issue debt, set and modify budgets and fees, and sue or be sued.

### **Charter City Considerations**

The City Council has expressed interest in considering becoming a Charter City. In 2007, the City Council appointed five persons to a Charter Exploratory and Election Reform Committee to "research and enumerate the advantages or disadvantages of the General Law and City Charter forms of government", and to "study election reform issues". The Committee completed their report in December 2007, which provided the City Council with an overview of the issues, advantages, and disadvantages of each form of government. As a charter city, the City can have more autonomy over the City's municipal affairs. On March 26, 2008, the Elk Grove City Council formally established the Charter Commission. The Charter Commission was tasked with creating a City Charter for consideration by the Elk Grove City Council. The Charter Commission submitted its final report and proposed charter language to the Elk Grove City Council in January 2010. At that meeting, the City Council chose to postpone indefinitely the matter of the Elk Grove City Charter and disbanded the Commission. Regardless, a change from a General Law City to a Charter City would not cause a significant adverse affect to the provision of municipal services.

## **INTERNAL MANAGEMENT STRUCTURE AND OPERATIONS**

The City has a sufficient organizational structure to efficiently provide services and remain accountable. The City is organized into five groups, which include: Executive Group, Police Department, Neighborhood Services Group, Development Services Group, and Administrative

Services Group. No significant management deficiencies in each group or department were identified, relative to coordination or oversight of the public services provided by the City, other agencies, and contracted service providers.

The City budget is usually an indicator of management efficiency. According to information contained in the approved budgets and financial audits, as analyzed in section 5.0, Financing Ability, the City is financially stable. Contained in the budget is the purpose of each department and division, goals, and accomplishments. The current organizational structure is currently effective and no significant changes are proposed.

#### **DETERMINATION**

The Commission will make this determination after the Draft MSR public circulation and review period.

**DETERMINATION**

The Commission will make these determinations after the Draft MSR public circulation and review period.

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