

## 3.12 PUBLIC SERVICES

This section provides an overview of existing public services in the City and evaluates the potential for implementation of the New Zoo Project to affect availability, service level, and/or capacity of public services, including fire-protection services, police-protection services, parks and recreation, and public schools, and, if such an effect is determined to occur, whether new or expanded facilities would be required that could result in a potentially significant impact to the environment. Other publicly provided utility services, such as water and wastewater treatment, stormwater management, solid waste management, electricity, and natural-gas services, are addressed in Section 3.14, "Utilities and Service Systems."

A single comment regarding public services was received in response to the NOP. The comment was from an individual regarding the need to enhance existing public services through thoughtful engineering design and construction techniques to adequately provide services within the site's rural setting. This issue is addressed in Section 3.14, "Utilities and Service Systems."

### 3.12.1 Regulatory Setting

#### FEDERAL

##### Uniform Fire Code

The Uniform Fire Code includes specialized technical fire and life safety regulations that apply to the construction and maintenance of buildings and land uses. The Uniform Fire Code addresses 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.

##### Code of Federal Regulations

Under 29 Code of Federal Regulations (CFR) 1910.38, when required by an Occupational Safety and Health Administration standard, an employer must have an Emergency Action Plan in writing, kept in the workplace, and available to employees for review. Minimum elements of an Emergency Action Plan include the following procedures: reporting a fire or other emergency; emergency evacuation, including type of evacuation and exit route assignments; employees who remain to operate critical plant operations before they evacuate; accounting for all employees after evacuation; and employees performing rescue or medical duties.

Under 29 CFR 1910.39, an employer must have a Fire Prevention Plan. The Fire Prevention Plan must be in writing, be kept in the workplace, and be made available to employees for review. Under 29 CFR 1910.155, Subpart L, Fire Protection, employers are required to place and keep in proper working order, fire safety equipment within facilities.

#### STATE

##### California Occupational Safety and Health Administration

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

## Uniform Fire Code

The 2022 Uniform Fire Code (Fire Code) (California Code of Regulations, Title 24, Part 9), effective January 1, 2023, contains regulations relating to construction, maintenance, and use of buildings. Topics addressed in the Fire 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 Fire Code also contains specialized technical regulations related to fire and life safety.

## California Health and Safety Code

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

## Leroy F. Greene School Facilities Act

The Leroy F. Greene School Facilities Act (Chapter 407, Statutes of 1998) places limitations on cities and counties with respect to mitigation requirements for school facilities. It permits school districts to levy fees, based on justification studies, for the purposes of funding construction of school facilities, subject to established limits. The act further states that payment of these fees by a development project is considered adequate to reduce impacts of that project on schools to a less-than-significant level for the purposes of CEQA review and compliance.

School districts that can establish a need by completing an annually updated fee justification study are authorized to collect school impact fees on new residential and commercial/industrial development in accordance with Education Code Section 17620 and Government Code Section 65995. The development school impact fees are intended to provide the local school district's 50 percent share of the cost of new school construction.

The Elk Grove Unified School District (EGUSD) has established school mitigation fees for residential development at \$7.04 per square foot and \$0.78 per square foot for commercial/industrial development (EGUSD 2023a).

## Quimby Act

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

Originally, the Quimby Act was designed to ensure "adequate" open space acreage in jurisdictions adopting Quimby Act standards (e.g., 3 to 5 acres per 1,000 residents). In some California communities, the acreage fee was very high where property values were high, and many local governments did not differentiate on their Quimby fees between infill projects and greenbelt developments. In 1982, the Quimby Act was substantially amended via AB 1600. The amendments further defined acceptable uses of or restrictions on Quimby funds, provided acreage/population standards and formulas for determining the exaction, and indicated that the exactions must be closely tied (nexus) to a project's impacts as identified through traffic studies required by CEQA. AB 1600 requires agencies to clearly show a reasonable relationship between the public need for the recreation facility or parkland and the type of development project on which the fee is imposed. Cities or counties with a high ratio of parkland to inhabitants can set a standard of 5 acres per 1,000 residents for new development; those with a lower ratio can only require the provision of up to 3 acres of parkland per 1,000 residents. The calculation of this parkland-to-population ratio is based on a comparison of the population count of the last federal census to the amount of city- or county-owned parkland.

## LOCAL

### City of Elk Grove General Plan

The City General Plan (City of Elk Grove 2022; Chapter 8) contains the following policies relevant to public services and the Project:

- ▶ **Policy ER-4-1:** Cooperate with the Cosumnes Community Services District (CCSD) Fire Department to reduce fire hazards, assist in fire suppression, and promote fire safety in Elk Grove.
- ▶ **Policy ER-4-2:** Work with the [Cosumnes Community Services District (CCSD)] to develop a fire prevention plan that lists major fire hazards, proper handling and storage procedures for hazardous materials, potential ignition sources and their control, and the type of fire protection equipment necessary to control each major hazard.
- ▶ **Policy SAF-1-2:** Encourage the use of Crime Prevention Through Environmental Design (CPTED) principles in the design of projects and buildings, as well as parks and trails.
- ▶ **Policy SAF-1-3:** Coordinate with the CCSD Fire Department to ensure that new station siting and resources are available to serve local needs.
- ▶ **Policy SAF-1-4:** Expand emergency response services as needed due to community growth.
- ▶ **Policy IFP-1-7:** New development shall fund its fair share portion of impacts to all public facilities and infrastructure as provided for in State law.
- ▶ **Policy IFP-1-8:** Infrastructure improvements must be financed and/or constructed concurrent with or prior to completion of new development.
- ▶ **Policy IFP-1-10:** Except when prohibited by state law, the City will endeavor to ensure 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.

### City of Elk Grove Municipal Code

#### Chapter 17.04: California Fire Code

The City adopted the 2019 California Fire Code with some local amendments as set forth in Section 17.04.010. Section 17.04.020 designates the chief of the CCSD Fire Department or authorized designee the authority to enforce this chapter of the EGMC.

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

The Parks and Recreation Master Plan is a joint document prepared and approved by the CCSD and the City. The Master Plan was developed to guide both agencies in providing parks and recreation opportunities for residents in the City and in the CCSD boundaries. The Master Plan establishes a clear direction for the CCSD's core services and responsibilities, defines service priorities and capital investments, and outlines the manner in which the parks and recreation facilities and program services will be funded and delivered (CCSD Parks and Recreation Department 2018).

## 3.12.2 Environmental Setting

### FIRE PROTECTION

The CCSD Fire Department provides fire prevention, fire protection, and emergency medical and rescue services to the City, including the Project site; the City of Galt; and surrounding southern Sacramento County communities. The department's service area covers more than 157 square miles and a population of more than 207,000 persons. The CCSD has 180 personnel in its Operations Division and operates out of eight fire stations and three facilities (CCSD Fire Department 2023a). In 2021, the CCSD responded to 22,936 incidents, a 12.9 percent increase from 2020 (Gomez, pers. comm., 2022). The CCSD operates fire stations at the following locations (CCSD Fire Department 2023b):

- ▶ Fire Station 45, 229 5th Street, central Galt
- ▶ Fire Station 46, 1050 Walnut Avenue, northeast Galt
- ▶ Fire Station 71, 8760 Elk Grove Boulevard
- ▶ Fire Station 72, 10035 Atkins Drive
- ▶ Fire Station 73, 9607 Bond Road
- ▶ Fire Station 74, 6501 Laguna Park Drive
- ▶ Fire Station 75, 2300 Maritime Drive
- ▶ Fire Station 76, 8545 Sheldon Road
- ▶ Fire Station 77, 83500 Poppy Ridge Road (Under Construction)

In addition, two new fire stations are planned: (1) Station 78, to be located along the southern boundary of the City limits near Promenade Parkway and Kammerer Road; and (2) Station 79 to be located within the Eastern Elk Grove Community Plan Area near Grant Line Road along Bradshaw Road. Station 71 is the closest existing station to the Project site, located approximately 1.8 miles north. However, proposed Station 77, located approximately one mile northwest of the Project site, is currently under construction and would be operational prior to the opening of the proposed New Zoo.

## LAW ENFORCEMENT

### California Highway Patrol

The California Highway Patrol Valley Division provides services to the south Sacramento region from the division's South Sacramento office located at 6 Massie Court, Sacramento, approximately 6.5 miles northeast of the Project site. The office patrols sections of Interstate 5, State Route 99, US Highway 50, and Business 80, as well as 500 miles of unincorporated county roadways. In addition, the office provides programs such as child restraint seat checks, smart start classes, and age well drive smart classes to keep residents safe on highways and roadways (CHP 2023).

### Elk Grove Police Department

Police protection services are provided by the Elk Grove Police Department (EGPD) for areas within the City. EGPD is headquartered at 8400 Laguna Palms Way. EGPD is divided into four divisions: the Operations Division, the Investigations Division, the Administrative Services Division, and the Support Services Division. The Operations Division (Patrol) is responsible for responding to calls for services and is made up of eight patrol teams, canine officers, school resource officers, and the crisis response team (EGPD 2023).

The EGPD has an authorized strength of 153 sworn officers and 115 civilian employees. The Police Department responds to approximately 85,000 calls for service each year. Note that calls for service and staffing related to animal services have been excluded from this analysis (EGPD 2023).

EGPD's officer-to-resident population ratio standard is 0.81 sworn police officers per 1,000 residents, and EGPD's response time goal is 5 minutes for Priority 1 calls, which are emergency calls that require immediate assistance from police to prevent serious injury, death, and/or to arrest a violent felon. In 2022, EGPD's actual response time was 5.4 minutes for Priority 1 calls, with 48 percent of calls for service under 5 minutes (Jacobson, pers. comm., 2023).

## SCHOOLS

EGUSD provides educational services, including elementary, middle, and high schools, to the City. EGUSD operates 43 elementary schools, nine middle schools, nine high schools, three continuation schools, one K-12 independent study program, one charter school, one virtual online K-8 program and one special education school. In addition, the

EGUSD offers preschool programs, an adult education program and a career training center for adults (EGUSD 2023b; California Department of Education 2023).

To identify school needs, EGUSD has developed a comprehensive districtwide Facilities Master Plan (FMP). The FMP is the blueprint for investments in the educational infrastructure. The FMP indicates that during the 2015-16 school year, there were a total of 63,232 students enrolled. The total number of students projected to be enrolled in EGUSD in 2025-26 is 76,859. This represents a projected increase of 13,600 students. Based on the projected District-wide increase of 13,600 students through 2025, the FMP forecasts the need for ten to twelve new schools through 2025, of which eight to ten are elementary schools with one middle school and one high school (EGUSD 2016).

## LIBRARIES

The Sacramento Public Library system serves the Elk Grove community and provides services at the Elk Grove Library, located at 8900 Elk Grove Boulevard, approximately 2 miles northeast of the Project site, and at the Franklin Community Library, located at 10055 Franklin High Road, approximately 3 miles northwest of the site. The Elk Grove Library, which was established in 1908 and relocated to the current location in 2008, provides study and meeting rooms, book collections, and public computers. The Elk Grove Library will be relocated in 2025 to an existing building at the corner of Elk Grove Boulevard and Waterman Road, approximately 1 mile east of its existing site. The Franklin Community Library was opened in 2002 at Franklin High School. The facility, jointly managed by EGUSD and the Sacramento Public Library, provides book collections and public computers to EGUSD and the community (Sacramento Public Library 2022).

## PARKS AND RECREATION

The CCSD Parks and Recreation Department provides park and recreational services to the City and maintains more than 101 parks that, together, encompass more than 1,000 acres of parks, corridors, creeks, and trails in the Elk Grove community. According to *Plan for Play: Parks, Recreation and Facilities Master Plan*, approximately 5.26 acres of parkland were available per 1,000 population in 2017, and planned parklands would result in a park acreage standard of less than 5 acres per 1,000 population. The master plan concluded that community needs included visitor experiences (restrooms, shade, gathering places), off-street trails, major facilities (multipurpose recreation centers and aquatic centers), sports fields, and park facilities (CCSD Parks and Recreation Department 2018). According to the City's Capital Improvement Plan, an additional 30 parks are proposed for development (CCSD Parks and Recreation Department 2022).

The City and CCSD have entered into a Memorandum of Understanding (MOU) concerning the development of park and recreation facilities in the City. The MOU addresses funding, programming, construction, ownership, and maintenance of park and recreational facilities in the geographic limits of the City. The most recent MOU was approved through Resolution 2019-214 (City of Elk Grove 2019).

### 3.12.3 Impacts and Mitigation Measures

#### METHODOLOGY

Evaluation of potential public service impacts is based on applicable City standards and policies and a review of documents pertaining to the Project, including the *City of Elk Grove General Plan* and *Plan for Play: Parks, Recreation and Facilities Master Plan*; consultation with appropriate public service providers, such as CCSD Fire Department and EGPD; and review of aerial photographs of the Project area and surroundings. Impacts on public services that would result from implementing the Project were identified by comparing existing service capacity and facilities against future demand associated with Project implementation.

## THRESHOLDS OF SIGNIFICANCE

A public services impact would be significant if implementation of the Project would:

- ▶ result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities or the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any of the public services:
  - fire,
  - police protection,
  - schools,
  - parks, and
  - other public facilities.

## ISSUES NOT DISCUSSED FURTHER

The Project does not include a residential component and would not accommodate additional population in the City. It is anticipated that both employees and construction workers who would support the Project may come from within the Sacramento region and would not require any relocations. The Sacramento Zoo employs approximately 100 people. The New Zoo would require 150–300 employees at full buildout. Therefore, the Project is estimated to create approximately 50–200 new jobs that would be filled by residents in the region.

### Schools

The Project is not expected to induce population growth and would not directly increase school enrollment in the City or the surrounding area. Furthermore, because implementing the Project would not result in student population growth, the Project would not affect performance objectives for schools and would not require the construction or expansion of educational facilities. This issue is not discussed further.

### Parks

As discussed above, implementing the Project would not result in population growth. Therefore, the Project would not affect existing parks such that adverse physical impacts would result, and no additional parks would be needed or constructed as a result of implementing this Project. Further, no public parks exist on the Project site or in the immediate vicinity; therefore, none would be affected by the Project. Moreover, the Project would create additional recreation and entertainment opportunities in the region. This issue is not discussed further.

### Libraries and Other Public Facilities

As discussed above, implementing the Project would not result in population growth. Therefore, the Project would not affect performance objectives for libraries or other public facilities, and no additional facilities would be needed or constructed as a result of implementing the Project. Further, no public libraries exist on the Project site or in the immediate vicinity; therefore, none would be affected by the Project. This issue is not discussed further.

## ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

### Impact 3.12-1: Result in Substantial Adverse Physical Construction-Related Impacts Associated with the Provision or the Need for New or Physically Altered Fire Facilities, to Maintain Acceptable Service Ratios and Response Times

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Implementing the Project would result in the construction and operation of new structures, including a zoological park with various facilities and buildings, parking areas, and off-site infrastructure improvements. The CCSD Fire Department has adequate facilities and staff to provide fire protection services for the New Zoo. Construction or expansion of fire protection facilities would not be required to service the Project. The impact related to fire facilities would be **less than significant**.

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The Project involves construction of the New Zoo, along with several parking facilities and off-site infrastructure improvements, such as roadway improvements, new pedestrian and bicycle facilities, and the Animal Browse Program. The Project site is located in a semirural/suburban area of Elk Grove in the CCSD Fire Department's service area and would not require any changes to the department's service area boundary. Therefore, the location of the Project would not directly affect CCSD Fire Department response times. In addition, the Project would be designed to comply with current building and fire codes (Office of Statewide Health Planning and Development and Federal Aviation Administration standards) and include appropriate fire safety measures and equipment, such as fire hydrants and sprinkler systems, smoke detectors, and fire extinguishers. Adequate access and egress for emergency vehicles would be provided on the Project site. Six vehicle gates would be located along the southern and northwestern perimeters of the Project site, as illustrated in Figure 2-15 in Chapter 2, "Project Description." Furthermore, a truck route for deliveries and distribution proposed along the inside perimeter of the site also would provide access for emergency vehicles throughout the New Zoo. Section 6.13.03 of the City Standard Construction Specifications would require that construction include construction traffic controls and allow uninterrupted passage of emergency vehicles.

Implementing the Project would not result in direct population growth. However, the Project would result in an average annual attendance of between 1.1 and 1.6 million visitors upon Project completion. The proposed Project also would include the hiring of approximately 50–200 new employees, for a total of 150–300 employees at the New Zoo. As a result, implementation of the Project would increase the number of persons in the Project area at any given time compared to existing conditions. Project implementation consequently has the potential to result in increases in the frequency of incidents with commensurate increases in demand for fire protection and emergency medical services from CCSD Fire Department.

CCSD Fire Department is constructing Fire Station 77, which will be located 1 mile northeast of the Project site. Fire Station 77 is being constructed to provide fire support facilities for anticipated growth in southern Elk Grove, which includes development of the New Zoo. Because Fire Station 77 would be located close to the Project site, emergency response times to the site would be improved. In addition, Fire Station 77 would provide additional fire support services in southern Elk Grove, relieving response demand on other nearby fire stations.

Fire Station 77, located immediately north of the Project site along Poppy Ridge Road would service the New Zoo. The fire station will be operational prior to opening of the New Zoo (scheduled opening is spring 2024) and would contain equipment and firefighters to maintain existing service ratios. As part of the plan check requirement the City is coordinating directly with CCSD Fire Department to ensure all fire protection measures are met prior to operation of the New Zoo. Currently, Station 71 is closest to the Project site, located approximately 1.8 miles north, and includes two fire engines, an ambulance, and a water tender that would serve the Project site prior to opening of Station 77 (CCSD Fire Department 2023c). The Project is exempt from the Elk Grove Fire Fee (EGMC Chapter 16.85).

In accordance with CCSD Fire Department requirements the New Zoo would include three entrance points specifically for emergency access to allow fire protection vehicles to enter the site. The perimeter road would be designed for fire access with enough space for vehicle turnaround as shown in Figure 3.8-1 in Section 3.8, "Hazards and Hazardous Materials."

In summary, CCSD's current facilities, along with operation of Fire Station 77, and Project design features, would be adequate to address fire protection. Construction or expansion of fire facilities that may result in physical environmental impacts would not be required. Therefore, this impact would be **less than significant**.

### **Mitigation Measures**

No mitigation is required.

### **Impact 3.12-2: Result in Substantial Adverse Physical Construction-Related Impacts Associated with the Provision or the Need for New or Physically Altered Police Facilities, to Maintain Acceptable Service Ratios and Response Times**

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Implementation of the Project would result in an increased demand for law enforcement services. Because the Project would include private on-site security services, it would require minimal local police support. On-site security would reduce the need for local police support, maintaining acceptable service ratios and response times without the need for additional police facilities. Therefore, the impact related to police facilities would be **less than significant**.

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#### **Construction**

Construction sites can be vulnerable to theft when they are left unattended; therefore, incidents on-site have the potential to increase demand for police services. During construction of Phase 1, construction areas would include security cameras at storage areas and would be fenced and screened to prevent access and avoid potential construction-related safety hazards. Nighttime lighting would be provided, and access would be controlled to deter theft.

Construction of Phases 2–4 would occur after the New Zoo is open to the public. Construction areas associated with these subsequent phases would be fenced off from the open portions of the zoo, and proper signage would be posted, to prevent pedestrian and visitor access. Existing zoo security personnel, including additional new hires, would provide continuous patrol of the Project site during subsequent construction phases to help ensure that visitors remain outside the construction zone. The use of these on-site security staff would minimize the need for EGPD services.

As discussed in Section 3.13, "Transportation," EGPD and Public Works would be required to sign off on any traffic control plans for the New Zoo, including construction-related traffic control plans if necessary. EGPD and Public Works approval of construction traffic control plans would ensure the presence of emergency response routing and emergency access during construction.

The construction area of each Project phase would be fenced for safety and security. Construction during Phases 2–4 would be subject to periodic patrol by security personnel employed by the New Zoo. Therefore, thefts or other issues that would require EGPD support would likely be avoided or minimized during Project construction. Any temporary road closures during construction would also require approval by EGPD to maintain access to the site. Section 6.13.03 of the City Standard Construction Specifications would require that construction include construction traffic controls and allow uninterrupted passage of emergency vehicles. Therefore, the impact on law enforcement services during construction would be **less than significant**.

#### **Operation**

During operation, security at the New Zoo would be provided by an on-site security team that would assume policing and first-aid responsibilities, with additional support from the off-site EGPD when required. Security personnel employed by the New Zoo would make up a portion of the anticipated 300 staff. Security staffing at the New Zoo would vary depending on the time of day. Security staffing would be higher during daytime hours when the New Zoo would be open to the public, with additional staffing during peak attendance days, such as summer weekends. Security personnel would be on the site during nighttime hours to patrol the New Zoo and be available for any incidents involving overnight guests and staff that may occur. However, the number of nighttime security personnel would be fewer than during the daytime opening hours.



The New Zoo would be designed for safety to reduce the need for EGPD services. Access to the New Zoo would be controlled by security fencing around the perimeter of the site. Pursuant to USDA and AZA standards, all facilities would be enclosed by a minimum 8-foot-high perimeter fence. Site access would be limited to locked gates or the ticketed entrance. Furthermore, the New Zoo would provide nighttime lighting, including security lighting, back-of-house lighting, and lighting along the perimeter ring road, thereby reducing nighttime theft or other incidents that would require police involvement. As part of the plan check requirement the City is coordinating directly with EGPD to ensure all security and protection measures are met prior to operation.

The New Zoo would be developed in phases over several years. As each phase of the New Zoo is constructed and visitation increases, demand for law enforcement services also would increase. It is anticipated at full buildout the New Zoo there would be 4 to 8 private security personnel on the site during opening hours and 2 to 4 when the New Zoo is closed. For evening or special events additional private security staff would be added as needed. Therefore, the number of security personnel employed by the New Zoo would increase over time as the demand for services increases. The increase of security personnel on the site as future phases are developed would continue to reduce the need for EGPD response to the site. Therefore, the Project would not result in an increase in EGPD response times or require expansion of EGPD facilities. The impact on law enforcement services during operation would be **less than significant**.

#### Summary

The Project site would be fenced for security during construction and operation reducing theft or incidents and the need for police protection services. The New Zoo would be served by an on-site security team that would assume policing and first-aid responsibilities, further reducing the need for additional support from EGPD. Impacts to police protection services would be **less than significant**.

#### **Mitigation Measures**

No mitigation is required.

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