

4.13 PUBLIC SERVICES

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INTRODUCTION

This section addresses the effects of the project and alternatives on the provision of public services including law enforcement, fire protection, and other government services.

The potential impact to County Roads resulting from implementation of the proposed project, and provisions for their long-term maintenance, are examined in Section 4.8 (Transportation and Circulation) of this EIR.

SETTING

Law Enforcement

The project area is within the service area of the Yolo County Sheriff's Department, located in the City of Woodland. The Department has a total of 207 employees, 75 of whom are sworn officers (total of all ranks). In its last reporting year (calendar year 1994) the Department responded to approximately 9,820 total incidents. These included 2,487 incidents categorized as miscellaneous, 1,120 disturbing the peace calls, 691 suspicious circumstance calls, 580 traffic-related incidence calls, 551 assistance to outside agency calls, and 290 burglary calls.

Demand on the Sheriff's office from the project vicinity is relatively low given the remote and unpopulated character of the area. Typical calls for services in rural areas involve domestic violence and thefts. While the Department does not tabulate calls relating to the existing mining operations in the area, experienced officers report that such calls represent a very small proportion of total calls the Department responds to (i.e., less than 10 per year on average).

Fire

Due to the size and location of the project area, portions of the area are served by different fire departments. From west to east, these include Esparto Fire Protection District, Madison Fire District, Willow Oak Fire Protection District, and Yolo Fire Protection District. The Capay Fire Protection District is located to the immediate east of the project area. The portion of the Esparto Fire Protection District area east of County Road 85 (including the town of Capay), is designated as an area of very high fire hazard severity.

Each of the districts serving the project area has between 20 and 30 volunteer fire fighters, and one to two paid staff (an office secretary and/or vehicle mechanic). The range of equipment varies from district to district, but generally includes one squad car, one tanker

truck, and two engine trucks. Willow Oak, Yolo and Madison have maintained mutual aid agreements since the 1950s. Esparto and Madison are currently preparing an automatic aid agreement, whereby simultaneous responses would occur under certain circumstances. The districts also work with AMR Ambulance, the only ambulance service contractor in Yolo County.

Each of the fire protection districts responds to an average of approximately 150 calls per year, including medical emergencies and fires resulting from electrical power surges. Once a call is received it takes between one and five minutes to assemble a response team, and one to ten minutes for the team to arrive at the scene. Total response times vary primarily due to the size of the service area and the rural characteristics of this part of Yolo County. For medical emergencies, the primary and secondary medical facilities for ground transportation are, respectively, Woodland Memorial Hospital (Woodland, CA) and Sutter-Davis Hospital (Davis, CA); the primary medical facility for air transport is UCD Medical Center (Sacramento, CA).

Fire district representatives report that, on average, less than five response calls (three percent of all calls) occur annually to mining operations in the lower Cache Creek area. These calls have typically included medical emergencies and vehicle/equipment fires.

IMPACTS AND MITIGATION MEASURES

Standard of Significance

The project would have a significant effect on public services and utilities if it would:

- create a hazardous situation beyond the capacity of the available emergency services; or
- require additional fire and police protection staff or equipment to maintain an acceptable level of service.

Impact 4.13-1

Potential Increase in Demand for Public Services

Draft CCRMP

Law Enforcement

The proposed project would not result in a need for new or altered law enforcement services. Neither additional Sheriff Department staff or equipment would be required to maintain an acceptable level of service. The CCRMP states that future recreational sites should be acquired by the County, or other non-profit entity, so that facilities may be appropriately managed for public use. Over time, Cache Creek may support a variety of resources, including riparian habitat, off-channel mining, flood control and groundwater

management facilities, agriculture, and private homes. Potentially incompatible recreational uses such as large-scale, high-intensity recreational activities and facilities (i.e., amusement parks, off-road vehicle parks, motorized watercraft and hunting) would be prohibited under the CCRMP. The CCRMP includes several performance standards which regulate access to and the siting of recreational uses within the CCRMP planning area, which would also minimize impacts on law enforcement. These standards are listed below.

- 5.4-3 Physically control access with gates and collect user fees to support operations and deter inappropriate activities. Limited public access will also reduce impacts to sensitive habitat and adjoining private uses. Additional options include permits, volunteer docents to patrol the site, and escorted tours.
- 5.5-4 Recreational facilities shall be located a minimum of one-hundred and fifty (150) feet from private dwellings, with a landscaped buffer provided to reduce noise and maintain privacy.

The proposed project is therefore not considered to generate activities that would result in incidents requiring Sheriff Department response; nor would they create hazardous situations beyond the capacity of the available emergency service providers.

Fire Protection

Creek improvement and restoration activities under the CCRMP would involve the use of a variety of mechanically driven equipment. The potential for one of these pieces of equipment to start a fire through failure or accident, including human error, is the most probable fire hazard associated with implementation of the CCRMP. Other potential fire hazards include electrical power surges (which have occurred regularly in the past) which could cause electrical fires to ignite, and off-site accidents or fires associated with haul truck activity on rural County roads.

It should be noted that in-channel mining activities have been occurring for years within and adjacent to lower Cache Creek, and have a history of infrequent calls for fire protection services. Based on the frequency of past incidents at aggregate mining operations that required fire district responses, the implementation of the CCRMP is not expected to generate a substantial increase in demand for services. The proposed project would not result in a need for new or altered fire protection services, either in the form of additional staff or equipment, to maintain an acceptable level of service.

Government Services Required to Implement the CCRMP

The draft CCRMP contains a number of policies regarding the long-term monitoring of plan implementation and coordination with other responsible agencies. These include:

- 2.2-3 Coordinate land uses and improvements along Cache Creek so that the adverse effects of flooding and erosion are minimized.
- 2.3-1 Provide flood management as required to protect the public health and safety.

- 2.3-2 Integrate the Cache Creek Resources Management Plan with other planning efforts to create a comprehensive, multi-agency management plan for the entire Cache Creek watershed.
- 2.3-6 Establish monitoring programs for the continued collection of data and information, to be used in managing the resources of Cache Creek.
- 2.3-7 Manage Cache Creek so that the needs of the various uses dependent upon the creek, such as flood protection, wildlife, groundwater, structural protection, and drainage are balanced.
- 2.4-6 Work with other agencies having jurisdiction over Cache Creek including, but not limited to, the Yolo County Flood Control and Water Conservation District, the U.S. Army Corps of Engineers, the State Reclamation Board, and the Federal Emergency Management Agency in developing a coordinated solution for managing flood events throughout the watershed of Cache Creek.

As a part of this effort, the County should coordinate with the U.S. Army Corps to make appropriate sedimentation and channel stability assessments in conjunction with the development of flood control alternatives near the downstream end of the study area. This would ensure that both agencies are using the same sets of assumptions when making recommendations about the management of Cache Creek.

- 2.4-7 Manage activities and development within the floodplain to avoid hazards and adverse impacts on surrounding properties. This shall be accomplished through enforcement of the County Flood Ordinance and ensuring that new development complies with the requirements of the State Reclamation Board.
- 2.4-8 Enter into a Memorandum of Understanding with the Yolo County Flood Control and Water Conservation District to provide a regular source of surface water flow in Cache Creek throughout the year, when annual precipitation is sufficient. The timing and volume of flows should be established consistent with the Technical Studies, in order to create a stable low-flow channel and allow for the natural revegetation of the streambed, where appropriate.
- 2.4-10 Monitor and collect the information necessary to make informed decisions about the management of Cache Creek, including: regular water and sediment discharge data at Capay and Yolo gauge sites, water and sediment discharge data at other sites during high flow events, and topographic data showing the erosion, aggradation, and the alignment of the low-flow channel within the creek. This data should be maintained in the County Geographic Information System, so that staff and the Technical Advisory Committee can coordinate this information with the results of other monitoring programs to develop a comprehensive and integrated approach to resource management. Monitoring may be conducted by either consultants or trained volunteers, including landowners, public interest groups, the aggregate industry, and students, as a part of future public education programs associated with Cache Creek.
- 2.4-11 Create a Technical Advisory Committee (TAC) to provide the County with specific expertise and knowledge in implementing the CCRMP. The TAC will also provide advice during emergency situations, such as flooding, and will assist the County in carrying out its responsibilities under this plan, as well as recommending changes to the CCRMP and implementing ordinances.
- 2.4-13 Update the Cache Creek Resources Management Plan a minimum of every ten years. This will allow the plan to be amended on a regular basis so that the results of monitoring programs and reclamation efforts can be taken into account.
- 2.5-5 The Technical Advisory Committee shall review topographic data and such other information as is appropriate, to determine the amount and location of aggregate to be removed from the channel. Aggregate removal from the channel shall only be recommended in order to provide flood control,

protect existing structures, minimize bank erosion, or implement the Test 3 Run Boundary. Except for bank excavation to widen the channel, annual aggregate removal shall not exceed the amount of sand and gravel deposited the previous year, as determined by aerial photography analysis. Recommendations shall take into consideration the desires of the property owner where excavation is to take place, as well as the concerns of property owners in the immediate vicinity.

- 3.2-1 Improve the gathering and coordination of information about water resources so that effective policy decisions can be made.
- 3.3-2 Use the CCRMP as a basis for developing a comprehensive watershed plan for Cache Creek, that eventually integrates the area above Clear Lake to the Yolo Bypass, relying on coordinated interagency management.
- 3.3-3 Promote public education programs that encourage the use of innovative methods and practices for enhancing the water quality of Cache Creek, through the voluntary cooperation of local landowners.
- 3.3-4 Establish monitoring programs for the continued collection of data and information, to be used in managing surface and groundwater resources.
- 3.4-2 Negotiate cooperative agreements with the Yolo County Flood Control and Water Conservation District, U.S. Army Corps of Engineers, Yolo County Resource Conservation District, and U.S. Bureau of Land Management, among others, to extend the provisions of the CCRMP outside of the plan area and incorporate the requirements of other agencies of jurisdiction into the County's planning efforts.
- 3.4-3 Provide for an annual test of the water quality at various sites along Cache Creek. The County should enlist the assistance of other government agencies in carrying out the measurements, to reduce costs and provide accurate information. Testing should include such components as pH, dissolved oxygen, nitrogen, phosphorus, herbicides and insecticides, suspended and floating matter, odor, and opacity. This information would improve habitat restoration efforts and allow the County to monitor potential water quality.
- 3.4-5 Coordinate with the Yolo County Flood Control and Water Conservation District in locating groundwater management facilities in accordance with the Recommended Management Activity Zones shown in Figure 5 [of the CCRMP]. Groundwater recharge basins are best located in Zones 1 and 4.
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- 4.2-5 Establish monitoring programs for the continued collection of data and information, to be used in measuring the success of revegetation efforts.
- 4.3-6 Coordinate restoration programs with relevant planning efforts of both the County and other private and public agencies.
- 4.4-4 Coordinate with the Cache Creek Conservancy, the H.A.W.K. program, the Yolo County Flood Control and Water Conservation District, and the U.S. Army Corps of Engineers to ensure that habitat restoration projects proposed by other entities are consistent with the Cache Creek Resources Management Plan. Ensure that revegetation plans are consistent with the efforts of the Yolo County Habitat Management Program.

- 4.4-11 Assist the aggregate industry in developing a Mitigation Banking Program, whereby habitat developed as a part of a reclamation plan may be dedicated for preservation to offset development projects elsewhere.
- 5.4-2 Develop a future recreation plan for Cache Creek, in consultation with the County Parks Administrator, to provide a range of public activities and uses. Suggested recreational uses may include, but are not limited to: hiking, horseback riding, fishing, picnic grounds, boating, educational exhibits, and birdwatching.
- 5.4-4 Designate identified recreational areas as "Open Space" in the Cache Creek Resources Management Plan.
- 5.5-5 Educational and interpretive curricula shall be developed that will reach all segments of the community. The County shall rely heavily on compatible programs already developed by volunteers, schools, and nonprofit organizations.
- 6.2-2 Provide for effective and systematic monitoring and reclamation of aggregate removal activities within Cache Creek.
- 6.4-3 Pursue joint regulatory efforts with other agencies of jurisdiction in order to streamline and standardize conditions for performing work within the creek. The County shall coordinate with other government agencies that have permit authority over Cache Creek to obtain "blanket" permits for the entire reach of the stream located within the plan area. This will give the County more local control over management of the creek, while providing certainty for the Technical Advisory Committee as to what activities may or may not occur.

Mining operators currently comply with resource management and mitigation requirements contained in the CCRMP, including spill prevention and containment facilities, business emergency response plans, settling ponds, dust control, and other air pollution reduction programs and activities. In nearly all cases, these costs would continue and expand as mining shifts from in-channel to off-channel deposits. Thus, some portion of the costs estimated for the proposed CCRMP are already being absorbed by the industry, or will be as off-channel mining expands. The CCRMP would impose a range of regulatory activities upon mining operations, including data gathering and analysis, monitoring, land use regulation, special mitigation programs, and new operational requirements. The aggregate industry currently pays for the administrative costs incurred by the County in monitoring and regulating surface mining activities in the County. Payments to the County by the aggregate industry totalled approximately \$156,000 for the 1995-1996 fiscal year. The County will need to identify the costs of implementing the policies contained in the CCRMP, and determine a fair-share cost program for reimbursement by gravel operators and any other affected parties.

Alternative 1a: No Project (Existing Conditions)

Under this alternative the County would not adopt the CCRMP, and mining would continue based on 1995 actual production for each producer. Continuation of all regulations in place as of December 31, 1995 would be assumed, including the 1979 regulatory channel boundary and existing "interim" regulations.

Law Enforcement

Alternative 1a would not result in a need for new or altered law enforcement services. Neither additional Sheriff Department staff or equipment would be required to maintain an acceptable level of service.

Fire Protection

Based on the frequency of past incidents at aggregate operations that required fire district responses, the implementation of Alternative 1a is not expected to generate a substantial increase in demand for services.

Government Services

At present, the majority of operational costs internalized by the mining operators pertain to conformance with State laws, and instances where operational efficiencies are enhanced or where they must meet the County's existing monitoring requirements for in-channel mining. Under this alternative, no additional regulations would be imposed for in-channel mining operations and consequently, no additional staff time would be required. Existing agreements are also flexible enough to increase payment should additional staff time be needed.

Alternative 1b: No Project (Existing Permits and Regulatory Condition)

Under this alternative the County would not adopt the CCRMP. Currently approved maximum annual allocations would establish the maximum intensity of mining that would be allowed. It would be assumed that all regulations in place as of December 31, 1995 would remain in place, including the 1979 regulatory channel boundary and existing "interim" regulations.

Law Enforcement

Same as Alternative 1a described above.

Fire Protection

Same as Alternative 1a described above.

Government Services

Same as Alternative 1a described above.

Alternative 2: No Mining (Alternative Site)

Under this alternative, the County would not adopt the CCRMP, and would not take a proactive role in managing the creek. It would be assumed that existing permits to mine in- or off-channel for all producers would be voided as of December 31, 1995. The County would not implement a program for in-channel maintenance, nor would blanket permits be solicited from state and federal agencies. Individual property owners would continue to have responsibility for erosion control or other activities within the creek. Mining would occur elsewhere and be trucked into the County in response to market demand.

Law Enforcement

Alternative 2 would not result in a need for new or altered law enforcement services. Neither additional Sheriff Department staff or equipment would be required to maintain an acceptable level of service.

Fire Protection

Based on the frequency of past incidents at aggregate operations that required fire district responses, the implementation of Alternative 2 is not expected to generate a substantial increase in demand for services.

Government Services

At present, the majority of operational costs internalized by the mining operators pertain to conformance with State laws, and instances where operational efficiencies are enhanced or where they must meet the County's existing requirements for in-channel mining. No additional staff time or demand for government services is anticipated.

Alternative 3: Channel Bank Widening (Implement Streamway Influence Boundary)

Under this alternative, the CCRMP would establish a wider channel similar to the streamway influence boundary which describes the historical width of the creek. Local bridge structures would be extended to span the historical creek width. Commercial mining within the creek would be prohibited and the natural forces of the creek would be allowed to occur without active management (e.g., erosion control). Flood easements to accommodate this alternative would have to be acquired. Off-channel mining, outside the streamway influence boundary and some appropriate buffer, would be allowed.

Law Enforcement

Based on the frequency of past incidents at aggregate operations that required fire district responses, the implementation of Alternative 3 is not expected to generate a substantial increase in demand for services.

Fire Protection

Based on the frequency of past incidents at aggregate operations that required fire district responses, the implementation of Alternative 3 is not expected to generate a substantial increase in demand for services.

Government Services

At present, the majority of operational costs internalized by the mining operators pertain to conformance with State laws, and instances where operational efficiencies are enhanced or where they must meet the County's existing requirements for in-channel mining. No additional staff time or demand for government services is anticipated.

Mitigation Measure 4.13-1a (CCRMP)

None required, however, the following is recommended.

The County will need to identify the costs of implementing the policies contained in the CCRMP, and determine a fair-share cost program for reimbursement by gravel operators and other affected parties.

Mitigation Measure 4.13-1b (A-1a, A-1b, A-2, A-3)

None required.