

G. PUBLIC SERVICES

This section provides a discussion of law enforcement, fire protection and emergency medical services, schools, libraries, social services, and parks and recreation facilities provided in Yolo County. Potential environmental impacts related to the provision of services associated with build-out of the Draft General Plan are primarily determined based on the need for new facilities and whether construction of these facilities could generate physical environmental impacts. The analysis section is based on information provided in the Draft General Plan,¹ and on consultations with public service providers.

The significance criteria, which are utilized to determine whether build-out of the Draft General Plan would result in significant impacts related to each of the public services described above, are listed in each impacts and mitigation measures subsection for each service topic section, below.

1. Law Enforcement

Law enforcement services and facilities in the unincorporated communities of Yolo County are described, and the potential for build-out of the Draft General Plan to impact law enforcement services in the County is analyzed in this section.

a. Existing Conditions. The Yolo County Sheriff–Coroner Department (Sheriff’s Department) provides law enforcement services to the unincorporated areas of Yolo County. The Sheriff’s Department is responsible for patrolling the County, administering the County jail and work program, providing security to the Yolo County Court System, providing animal services, and serving as the County coroner. Sheriff Department headquarters is located at 2500 East Gibson Road in Woodland, though there are satellite offices throughout the County. The Department has 276 full time employees, 96 of which are sworn officers, including one sheriff, one undersheriff, three captains, three lieutenants, 10 sergeants, 72 deputies, one chief deputy coroner, and four deputy coroners. The 181 full-time non-sworn employees include correctional officers, management and administrative professionals, and animal care workers. The Sheriff’s Department has 22 patrol vehicles, 19 unmarked vehicles, 4 pickups, 7 vans, 8 SUVs, 1 bus, 3 boats, 2 jet skis and 3 all terrain vehicles in its fleet. The Sheriff’s Department also hosts of the Yolo County Command Vehicle which is shared by all emergency agencies within the County.²

According to data extrapolated from statistics in the FBI Report “Crime in the United States,” there were a total of 26,641 sworn officers in the 37 counties designated as metropolitan, including Yolo County.³ The total unincorporated population of the metropolitan counties in 2006 was approximately 6,822,000, resulting in an average of 3.9 sworn officers per 1,000 people. In 2006, Yolo County had 91 sworn officers and an unincorporated population of 22,800, for a ratio of 4.0 officers per 1,000 people. Nationwide, the ratio was 2.4 sworn officers per 1,000 people. In general, counties tend to have higher levels of staffing due to their responsibility for maintaining jail facilities and a larger patrol territory.

¹ Yolo County, 2008. *Draft 2030 Countywide General Plan*. September.

² Yolo County, 2006. *Draft Public Facilities Development Impact Fee Study*. March 22.

³ Federal Bureau of Investigation, 2008. *Crime in the United States*. Website: www.fbi.gov/ucr/cius2007/index.html

The patrol unit of the Sheriff's Department receives approximately 38,000 calls annually, which includes requests for assistance by other agencies and jurisdictions.⁴ The primary law enforcement issues in Yolo County are homicides, gang violence, drug violations, domestic violence violations and theft.⁵ Currently, data is not available regarding average response times for emergency and non-emergency calls.⁶

(1) Crime Statistics. Yolo County generally experiences a low rate of crime and violent crimes, and crime and violent crime rates in Yolo County are decreasing. The number of violent crimes per year declined steadily from 1,038 in 1996 to 778 in 2005. This represented a rate of 680.7 violent crimes per 100,000 people in 1996 and 411.9 violent crimes per 100,000 people in 2005. Statewide, 848.2 violent crimes per 100,000 people were committed in 1996 and 512.3 violent crimes per 100,000 people were committed in 2005.⁷ The declining crime rate in Yolo County is consistent with national trends.

(2) Correctional Facilities. The Sheriff's Department is also charged with maintaining detention facilities for the County. The detention facilities include the Monroe Detention Center and Walter J. Leinberger Memorial Minimum Security Detention Facility, both of which are located at 2420 East Gibson Road in the City of Woodland. These facilities house 452 incarcerated inmates, and the largest portion of the Sheriff's Department's workforce staffs the detention facilities. Monroe Detention Center is the main jail for Yolo County.⁸ It is a medium/maximum security facility equipped to house prisoners of virtually every security classification. The detention center is a type of "new generation" jail that features designs to maximize fresh air and sunlight, includes carpeting, muted colors, televisions, and services provided directly to the inmate's housing unit.⁹ The Leinberger Center is primarily a working facility, designed to house sentenced inmates and serve as an overflow facility for Monroe Center.

According to the Sheriff's Department, a jail expansion project is planned, which is estimated to cost \$42,000,000. The expansion project will include adding 157 new beds, visitors center, kitchen, and laundry facility, along with remodeling and expanding the booking/release administration area of the Monroe facility.¹⁰ The expansion project will be started as soon as adequate funding is secured.¹¹ In addition, the State Department of Corrections is considering the development of a State reentry facility on a portion of a parcel near Madison. If built by the State, this facility would provide intensive treatment and rehabilitation programs to up to 500 inmates during their last 12 to 18 months of incarceration. The programs provided by the reentry facility would be designed to: allow a

⁴ Yolo County Sheriff-Coroner, 2008. Website: <http://www.yolosherriffs.com/pdf/locrime.pdf>. November 8.

⁵ Williams, Rich, 2008. Captain, Yolo County Sheriff-Coroner's Department. Written communication with LSA Associates, Inc. November 6.

⁶ Ibid.

⁷ Criminal Justice Statistics Center, 2007. *Crime in California*. May.

⁸ Yolo County Sheriff-Coroner, 2008. Detention Centers. Website: <http://www.yolosherriffs.com/denctr.html>. November 17.

⁹ Ibid. Division Website: <http://www.yolosherriffs.com/prog.html>. November 17.

¹⁰ Yolo County, 2008. *Cooperation to Locate a Reentry Facility and Application for Jail Expansion Funding*. October 14.

¹¹ Williams, Rich, 2008. op cit.

transition period to connect the inmate to community services and support programs; provide an evidence-based continuity of care; and develop a plan for a crime-free life upon release. CDCR is currently conducting due diligence to evaluate whether the proposed site near Madison is adequate for its purposes. When a site has been chosen for the facility, CDCR will perform environmental review of the project under CEQA and conduct additional studies. The outcome of CDCR's planning process is unknown as of March 2009 and the reentry facility is therefore considered speculative and not included in the Draft General Plan 2030 build-out for the purposes of this EIR.

(3) Programs. A variety of special programs are operated by the Sheriff's Department, including a group of carefully selected officers trained with Special Weapons and Tactics (SWAT). Since the Sheriff's Department does not have sufficient resources to operate an independent SWAT team, the Sheriff's Department has entered into a written agreement with the City of West Sacramento, the City of Woodland, the University of California at Davis, and the City of Winters in the formation of County-wide Area Law Enforcement Response Team (ALERT). ALERT serves as an emergency law enforcement labor resource for Yolo County communities.

The Sheriff's Department also runs the Inmate Work Program, which allows individuals to work for the Yolo County Probation Department instead of serving jail time.

In addition, the Sheriff's Department is the lead agency in the Yolo County Gang Task Force which is comprised of one Sheriff's Sergeant, 2 Deputy Sheriff's, one California Highway Patrolman, one Probation Officer, one D.A. Investigator and a D.A. Enforcement Officer. This team's mission is to eradicate criminal activity of street gangs whose members commit a multitude of crimes against the citizens of the community's neighborhoods, school and businesses through education, identification, apprehension and prosecution.

b. Draft 2030 Countywide General Plan for Yolo County. The following is a list of relevant Draft General Plan policies that relate to law enforcement services.

Land Use and Community Character Element

- Policy LU-3.6 Avoid or minimize conflicts and/or incompatibilities between land uses.
- Policy LU-5.5 Ensure that public facilities, services and amenities are distributed equitably and in locations that enhance the quality of life for the broadest number of county residents.
- Policy LU-5.6 Assist existing communities to obtain the services, support and infrastructure needed to thrive and be successful.
- Policy CC-2.2 Ensure that the appropriate base level of rural services and infrastructure for existing development in each community is required in connection with new development.
- Policy CC-2.16: Require the following sustainable design standards as appropriate for projects located within the growth boundaries of the unincorporated communities: D. The fiscal impacts of development projects shall be revenue neutral or positive in terms of impacts to the County General Fund. Appropriate exceptions for socially beneficial projects such as affordable housing, parks, etc. may be allowed.

Public Facilities and Services Element

- Policy PF-4.1 Ensure the provision of appropriate law enforcement service and facilities to serve existing and planned land uses.
- Policy PF-4.2 Strive to maintain an average response time of 12 minutes for 90 percent of priority law enforcement calls in the rural areas.

- Policy PF-4.3 Maintain a minimum ratio of 3.9 sworn officers per 1,000 people, including the necessary facilities, equipment and non-uniformed personnel to support that ratio.
- Policy PF-4.4 Incorporate law enforcement concerns into land use planning, including the following measures:
 - Identify and mitigate potential law enforcement hazards of new development during the project review and approval process.
 - Work with local community groups to prevent crime.
 - Promote the creation of Neighborhood Watch Groups in residential areas.
 - Coordinate with Chambers of Commerce, business associations, and others to increase public safety within commercial areas.
- Policy PF-4.5 Strive to maintain Corrections Standards Authority (CSA) standards for staffing in operating the Monroe Detention Center.
- Policy PF-4.6 Work with the State to locate and operate the proposed re-entry facility.
- Policy PF-4.7 Improve emergency communications technologies to provide interoperable service in rural areas.
- Policy PF-4.8 Work with the school districts to reduce truancy as a means of addressing gang-related violence and improving community safety.
- Action PF-A23 Ensure that new development in Dunnigan includes a satellite Sheriff's station and related facilities, established and (to the extent feasible) maintained through the use of development impact fees, development agreements, special districts, and/or other enforceable mechanisms.
- Policy PF-12.6 Provide the public facilities and services necessary to meet community needs, in an efficient manner.
- Policy PF-12.10 Ensure that all basic community services (e.g. septic/sewage, water, drainage, roads, power, parks, schools, libraries, etc.) for new planned development, including all Specific Plan areas, are made available consistent with the target service levels established in this General Plan, prior to or concurrent with need, to the extent feasible.
- Policy PF-12.14 Identify appropriate locations for infrastructure sites, in consultation with the Community Service Districts, as early in the planning process as possible.

c. **Impacts and Mitigation Measures**

This section provides an assessment of the potential adverse impacts related to law enforcement associated with build-out of the Draft General Plan, the proposed project. First the thresholds of significance are identified; the effects of build-out of the Draft General Plan are then evaluated, and where potentially significant impacts of the proposed project are identified, mitigation measures are recommended.

(1) **Significance Criteria.** Build-out of the Draft General Plan would result in significant adverse impacts on public services if it would:

- Fail to provide, achieve, or maintain acceptable facilities, service ratios, response times, or other performance objectives for law enforcement.

(2) **Impacts Analysis.** Build-out of the Draft General Plan would result in an estimated total population of up to 64,700 residents over the current population (23,265) in the unincorporated portion of the County, which is an increase of 41,435 residents. In addition, build-out of the Draft General Plan would result in additional commercial and industrial development, all of which would increase the need for law enforcement services provided by the Sheriff's Department.

While the 1983 General Plan does not require a specific staffing ratio, in 2006, Yolo County had a ratio of 4.0 officers per 1,000 people.¹² Draft General Plan Policy PF-4.2 calls for striving to maintain an average response time of 12 minutes for 90 percent of priority law enforcement calls in the rural areas, and Policy PF-4.3 requires the Sheriff's Department to maintain a minimum of 3.9 sworn officers for every 1,000 residents. The new residential and commercial growth in the County would require approximately 150 additional sworn officers, equipment, and facilities to maintain the response time and staffing ratio established by the Draft General Plan.¹³

Under the Draft General Plan, the majority of residential and commercial growth is directed to the communities of Dunnigan (24,139 total build-out population), Esparto (6,751 total build-out population), Knights Landing (5,020 total build-out population), and Madison (4,573 total build-out population), as shown in Table IV.G-1. Per policies CC-3.5, CC-3.6, CC-3.7, CC-3.8, CC-3.9, and CC-3.10, Dunnigan, Knights Landing, and Madison (as well as Elkhorn) have been designated as Specific Plan areas, and specific plans (and an associated CEQA evaluation) must be prepared before development is allowed to occur in those communities. The specific plans must detail how new or expanded law enforcement services and facilities would be provided to serve the new growth being proposed and allowed under the Draft General Plan, ensuring that that new law enforcement services, equipment, and facilities would be provided concurrent with new growth in these areas. Table LU-10 (reproduced in this section as Table IV.G-2) of the Draft General Plan provides community planning guidelines for growth in the Specific Plan areas (as supported by Policies CC-3.5, CC-3.6, CC-3.7, CC-3.8, CC-3.9, and CC-3.10). As noted in the table, additional Sheriff's services would need to be provided in Dunnigan, Knights Landing, and Madison as a necessary service for existing and new residents and commercial and industrial growth. As described below, Draft General Plan policies also address the provision of law enforcement services in unincorporated community areas not designated as Specific Plan areas (a build-out population of approximately 30,968 which would require approximately 121 sworn officers assuming 3.9 officers per thousand).

The Sheriff's Department has stated that a new 10,000 square foot law enforcement facility would be required to serve the projected population growth identified in the Draft General Plan; particularly in Dunnigan the community with the largest percent of population at build-out with a population of 24,139 or 37 percent of the total.¹⁴ As part of the Draft General Plan update process, 382 acres of Public/Quasi- Public land has been identified in the Dunnigan Specific Plan area which includes 5 acres of civic use which is sufficient to support a new law enforcement facility should one be identified there as part of the Specific Plan process.

¹² William, Rich, 2008. op cit.

¹³ Ibid.

¹⁴ Ibid.

Table IV.G-1: Total Build-out Population in Areas with Largest Residential Growth

Community Areas with Largest Residential Build-out Under the Draft General Plan	Existing Population	Dwelling Units at Build-out	Population for Build-out Units ^a	Total Build-out Population (Existing+Build-out)
Dunnigan	952	8,281	23,187	24,139
Esparto	2,534	1,506	4,217	6,751
Madison	384	1,496	4,189	4,573
Knights Landing	1,064	1,413	3,956	5,020

^a Additional population growth under the Draft General Plan based on 2.8 persons per residential unit.

Source: County of Yolo, Planning and Public Works Department, 2009.

Table IV.G-2: Table LU-10 of Draft General Plan (Community Planning Guidelines)

	Dunnigan	Knights Landing	Madison
Draft General Plan land use designation	Specific Plan	Specific Plan	Specific Plan
Proposed range of new residential development	Buildout of 173 planned units + up to 8,108 new units	Buildout of 993 planned units + up to 420 new units	Buildout of 83 planned units + up to 1,413 new units
Proposed new commercial/ industrial development	Buildout of 250 planned acres + 817 new acres	Buildout of 62 planned acres	Buildout of 5 planned acre + 158 new acres
“Specific Plan” acreage	2,312 new acres	212 infill acres	413 new acres
Target average residential density	8 units/acre	8 units/acre	8 units/acre
Target average jobs density	16 jobs/acre	16 jobs/acre	16 jobs/acre
Minimum “quality of life” services	5 ac. park/1,000 pop.	5 ac. park/1,000 pop.	5 ac. park/1,000 pop.
	New library	Expand/replace library	Library, grocery store, and basic medical exist nearby in Esparto
	Grocery store	Grocery store	
	Basic medical	Basic medical	
	K-12 schools	Retain elementary school	New elementary school
	Professional fire department	Professional fire department	Professional fire department
Sheriff’s services	Sheriff’s services	Sheriff’s services	
Minimum “sustainability” standards for infrastructure	Municipal water system serving entire town	Upgraded water system for commercial fire flow to entire town	Upgraded water system serving entire town
	Tertiary sewer system serving entire town	Upgraded sewer system (tertiary treatment) for entire town	Upgraded sewer system (tertiary treatment) for entire town
	Municipal storm drainage system serving entire town	Municipal storm drainage system serving entire town	Municipal storm drainage system serving entire town
	Provide minimum 200-year flood protection for affected areas of town	Provide minimum 100-year flood protection for entire town	Provide minimum 100-year flood protection for entire town

Source: Yolo County, 2008. *Draft 2030 Countywide General Plan*.

The Draft General Plan contains policies that would reduce impacts on law enforcement services related to the projected population growth for Yolo County anticipated at build-out of the Draft General Plan for all of the community areas in the unincorporated County. Implementation of the following policies would reduce impacts to law enforcement service and facilities by: ensuring the provision of appropriate law enforcement services and facilities to serve existing and planned land uses (Policy PF-4.1); striving to maintain average response times (Policy PF-4.2); establishing minimum staffing ratios (Policy PF-4.3); incorporating law enforcement concerns into land use planning (Policy PF-4.4); minimizing conflicts and/or incompatibilities between land uses (Policy LU-3.6); ensuring that public facilities, services and amenities are distributed equitably and in locations that enhance the quality of life for the broadest number of County residents (Policy LU-5.5); providing the public facilities and services necessary to meet community needs (Policy PF-12.6); ensuring that all basic community services are provided to or concurrent with new planned development (Policy PF-12.10); identifying appropriate locations for infrastructure sites (Policy PF-12.14); and ensuring that the appropriate base level of rural services and infrastructure for existing development in each community is required in connection with new development (Policy CC-2.2).

Implementation of these policies would ensure that planned Draft General Plan development would not cause the County to fail to provide, achieve, or maintain acceptable facilities, service ratios, or response times. Therefore, build-out of the Draft General Plan would have a less-than-significant impact on law enforcement services in the County.

2. Fire Protection and Emergency Medical Services

This section describes fire protection and emergency medical services (EMS) services and facilities in the unincorporated areas of Yolo County, and evaluates the potential impacts of the Draft General Plan on these services.

a. Existing Conditions. Following is a description of the fire protection and EMS services and facilities that serve the unincorporated parts of the County.

(1) Fire Protection Agencies. A number of State and local entities provide fire protection and EMS to the unincorporated areas of Yolo County. These fire protection entities are described below.

California Department of Forestry and Fire Protection. At the State level, the California Department of Forestry and Fire Protection (CAL FIRE) is responsible for fire protection in State Responsibility Areas (SRAs), along with providing some fire protection in Local Responsibility Areas (LRAs). CAL FIRE is also required by law to respond to and abate uncontrolled fires that threaten to destroy life, property, or natural resources outside of SRAs. Statewide, CAL FIRE has a force of nearly 4,000 full-time fire fighting professionals, operates 806 fire stations, and 1,095 fire engines.¹⁵

As of 2008, 183,127 acres, 1,564 residents, and 611 homes are located in the Yolo County SRA.¹⁶ Yolo County SRA falls in the North Division of CAL FIRE's Sonoma-Lake-Napa Unit (LNU). CAL

¹⁵ California Department of Forestry and Fire Protection, 2008. *Fire and Emergency Response Fact Sheet*. http://www.fire.ca.gov/communications/downloads/fact_sheets/Glance.pdf. November 18.

¹⁶ Ibid.

FIRE has staff and equipment available in Yolo County during fire season (May to October). Battalion 1419 operates three one-engine fire stations near Leesville, Wilbur Springs, and Brooks.¹⁷ During this time, CAL FIRE has one engine, a minimum of three fire fighters and a battalion chief in Brooks. Highway 16, which runs from Highway 20 to Interstate 505, has an above average number of fire ignitions in the area referred to as Rumsey Canyon. In 2004, the largest wildfire in California started in the Rumsey Canyon and burned south to Lake Berryessa.

Fire Protection Districts. A large number of local fire districts (FPDs) provide fire protection, rescue, and emergency medical services within the unincorporated areas of Yolo County. There are 18 fire protection districts (FPDs) in Yolo County. Three of which are municipal fire departments run by the Cities of Davis, West Sacramento, and Woodland. No Man's Land FPD contracts with the City of Davis to provide service, while Garcia Bend FPD contracts with the City of West Sacramento. The City of Winters contracts with the Winters Fire Protection District. The service areas of local FPDs are shown in Figure IV.G-1. All of the districts rely primarily on a staff of volunteer fire fighters. There are Mutual Aid agreements between most of the districts to ensure that adequate manpower and equipment can be provided when a fire occurs. The FPDs are responsible for responding to structural fires and wildland fires, as well as providing emergency medical services within their assigned areas.

Although not an FPD, the Rumsey Band of Wintun Indians maintains the Rumsey Rancheria Fire Department (Rumsey Rancheria FD), which provides fire protection, rescue, and emergency medical services for the Cache Creek Casino Resort and tribal housing. The Rumsey Rancheria FD has mutual aid agreements with the surrounding Fire Protection Districts. The department runs one fire station on the resort property that houses two Type I engines and one Type III engine.¹⁸ In addition, the department has three firefighters/paramedics, two engineers, two captains, and one battalion chief per shift.

Similarly, UC Davis maintains its own fire department that serves the campus, and also has mutual aid agreements with nearby FPDs. The UC Davis Fire Department has two captains, one to two engineers, and three firefighters per shift. In addition, the department has two fire engines, one truck, and the only hazardous material response vehicle in the entire County.¹⁹

Each FPD is assigned an Insurance Service Organization (ISO) rating in order to determine insurance costs. The rating reflects fire suppression response times based on 10 public protection classifications. Classifications range from Class 1, which indicates the highest level of protection and usually results in the lowest insurance premiums for property, to Class 10, which indicates the lowest level of protection and generally leads to higher insurance premiums. The ISO rating in Yolo County ranges from 6 to 10, with most achieving a rating of 8, though each district generally has different ISO ratings for the different areas within their jurisdictions. For example, the developed areas surrounding a station may have an ISO rating of 8, while outlying agricultural lands have a rating of 9. Table IV.G-3 provides a summary of the ISO rating, average response times, number of stations, and staffing for each of the FPDs in Yolo County. Each fire district is described in more detail below.

¹⁷ California Department of Forestry and Fire Protection. 2005. *Sonoma-Lake-Napa Unit: Fire Management Plan 2005*.

¹⁸ Rumsey Band of Wintun Indians, 2008. Cache Creek Resort Tribal Environmental Impact Report. April.

¹⁹ University of California, Davis, Fire Department, 2007. *Annual Report 2007*.

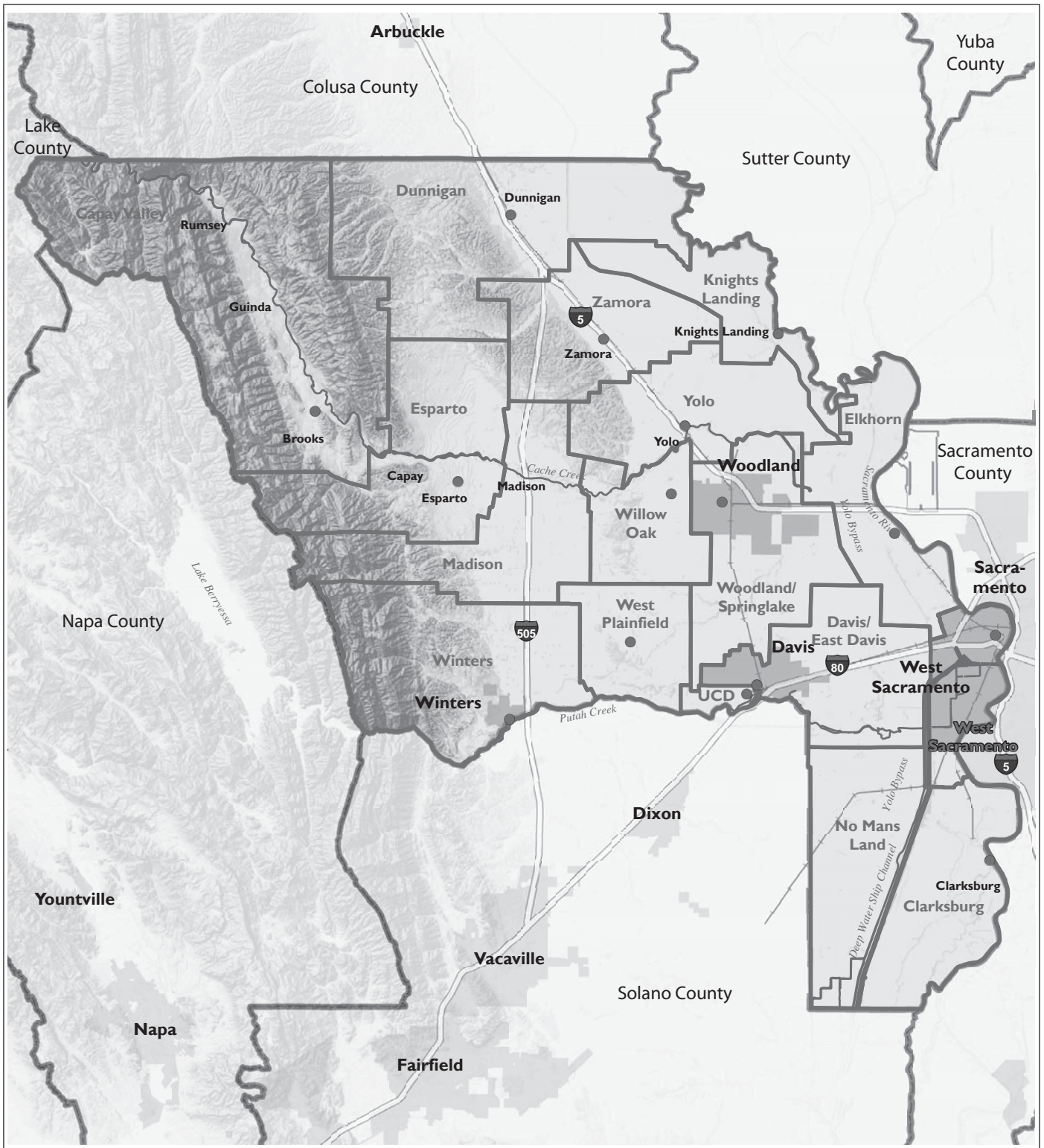
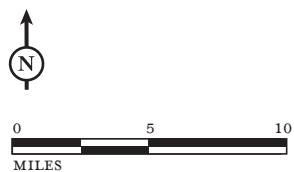


FIGURE IV.G-1

LSA



- Fire Department
- Fire Protection District Boundary

Yolo County 2030 Countywide
General Plan EIR
Fire Protection Districts

SOURCE: COUNTY OF YOLO, GIS, 2009.

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Table IV.G-3: Summary of Fire Protection Districts

District	ISO Rating	Average Response Times	Stations	Staffing
Capay Valley FPD	8B; 8 (Rural)	7.5 minutes	1	17 volunteer firefighters; and one paid chief
Clarksburg FPD	6	6 minutes and outside the town is 13 minutes. The goal is 8 minutes 90 percent of the time	1	19 volunteer firefighters, one paid chief; and one paid secretary
Dunnigan FPD	6; 8 (Rural)	7 minutes 90 percent of the time	1	20 volunteer firefighters; and one paid firefighter
Elkhorn FPD	10 ^a	NA	1	12 volunteer firefighters
Esparto FPD	6; 8 (Rural)	4 minutes to the community and 8 minutes to the rural areas.	1	25 volunteer firefighters, one paid chief, and one paid office manager
Knights Landing FPD	6; 8B (Rural)	3 to 5 minutes.	1	14 volunteer firefighters; five non-firefighting employees
Madison FPD	6; 8 (Rural)	Less than 5 minutes to the community and 10 minutes to the rural areas.	1	16 volunteer firefighters; one paid mechanic; and one paid secretary
West Plainfield FPD	8B; 10 (Rural)	7 to 9 minutes.	1	Two paid firefighters; 18 volunteer firefighters; one paid chief; and one paid secretary
Willow Oak FPD	8; 9 (Rural)	3 to 4 minutes to the community and 5 minutes to the rural areas	1	Two paid firefighters; 25 volunteer firefighters; one paid chief and one paid office manager
Winters FPD	8B	6 minutes	1	Three paid firefighters; one paid fire chief, 21 volunteer firefighters, and one paid secretary
Yolo FPD	6; 8 (Rural)	Less than 2 minutes	1	24 volunteer firefighters; and three independently elected Fire Commissioners
Zamora FPD	8; 10 (Rural)	7 to 10 minutes.	1	21 volunteer firefighters

^a According to the Municipal Services Review and Sphere of Influence Study conducted for the Elkhorn FPD, the district does not have an ISO rating. As a result, Elkhorn is designated as a 10, which represents no fire service.

Source: LSA Associates, Inc., 2008

Capay Valley Fire Protection District. The Capay Valley FPD serves the northwest corner of Yolo County, with all the communities in the district concentrated along Highway 16. The Capay Valley FPD is located entirely within the State Responsibility Area. The district has an “automatic aid” agreement with Esparto FPD and Rumsey Rancheria Fire Department. There are 17 volunteer firefighters and one paid chief. The district also has two fire engines, two water tenders, and two grass trucks. Based on available information, from 2000 to 2003 the type and number of emergency calls to the district have been fairly consistent. There were a total of 193 calls in 2000, which increased to around 240 in 2001 and 2002, but then call volume decreased to 167 in 2003.²⁰ The majority of calls over that time period were for medical aid. The decrease in call volume can be attributed to the fact that the Capay FPD ended its contract with the Cache Creek Casino, and is no longer a responder to

²⁰ Yolo County Local Agency Formation Commission, 2004. *Capay Valley Fire Protection District Final MSR/SOI*. December 2.

medical aid calls on tribal land. However, traffic incidents have steadily increased over the same time period. Capay Valley FPD responds to all medical emergencies that occur within the FPD.²¹

Clarksburg Fire Protection District. The Clarksburg FPD covers 53.39 square miles and is located in southeastern Yolo County. Clarksburg, with a population of approximately 426, is the only town in the district. It has an “automatic aid” agreement with the City of West Sacramento Fire Department. It is also part of a Mutual Aid agreement that includes all fire districts and city fire departments in Yolo County. The Clarksburg FPD has 19 volunteer firefighters, one paid chief, and one paid secretary, along with two fire engines, one water tender, one grass truck, and one squad car.

The Clarksburg FPD is able to provide one firefighter for every 68 residents. All of the equipment is in good condition, but the FPD is operating at maximum levels.²² Although existing volunteers and equipment adequately serve Clarksburg’s fire protection and EMS needs, a new fire station has been planned for the FPD since 1992. The expanded station is needed to accommodate all of the district’s equipment, some of which does not fit in the current storage space.²³ The Clarksburg FPD primarily responds to medical aid calls and vehicle accidents. Emergency calls have remained fairly constant from 2002, when there were 185 calls, to 2006, when there were 175 calls. Over this time period, the majority of calls were for other emergencies, followed by calls for medical aid and vehicle accidents.²⁴

Dunnigan Fire Protection District. The Dunnigan FPD is located in the northeastern portion of Yolo County, and while Dunnigan is the only town in the district, the FPD provides fire and emergency medical services to 1,369 residents throughout a 112 square mile area, which is the second largest response area of all Yolo County fire districts.²⁵ The Dunnigan FPD has an “automatic aid” agreement with Zamora FPD along the I-5 corridor, and Mutual Aid agreements with Capay, Esparto, and Knights Landing. The Dunnigan FPD has 20 volunteer firefighters and one paid firefighter, along with one fire engine, one water tender, two grass trucks, and one squad car. All equipment is in good-to-excellent condition, though several engines are older and are nearing the end of their capabilities.²⁶ The Dunnigan FPD averages over 250 calls per year, the majority of emergency calls concern vehicle accidents along Interstate 5, freeway fires, and wildland fires.²⁷

Elkhorn Fire Protection District. The Elkhorn FPD is adjacent to the Knights Landing, Yolo, Woodland/Springlelake, and East Davis FPDs. The district has a Mutual Aid agreement with all fire departments in Yolo County, and Automatic Aid agreements with Woodland FPD and West Sacramento Fire Department. The Elkhorn FPD has 12 volunteer fire fighters, along with two

²¹ Eubank, Clay, 2009. Fire Chief, Capay Valley Fire Protection District. Written communication with LSA Associates, Inc. January 20.

²² Yolo County Local Agency Formation Commission, 2007. *Draft Clarksburg Fire Protection District Municipal Services Review and Sphere of Influence*. June 25.

²³ Yolo County, 2004. *Old Sugar Mill Specific Plan, Draft EIR*. August 2004.

²⁴ Ibid.

²⁵ Hunt, David, 2008. Fire Chief, Dunnigan Fire Protection District. Written communication with LSA Associates, Inc. November 10.

²⁶ Yolo County Local Agency Formation Commission, 2005. *Dunnigan Fire Protection District Final MSR/SOII*. September 19.

²⁷ Hunt, David, 2008. op cit.

engines, one water tender, and three grass fire trucks.²⁸ The equipment is in generally good to excellent condition, however, three of the FPD's six vehicles are over 30 years old. The Elkhorn FPD purchased used equipment from other fire protection districts, and is currently negotiating the purchase of a used grass truck, which would replace two of the grass trucks currently on the property. The Elkhorn FPD's call volume has remained fairly constant from 2002 to 2006; however, calls regarding grass fires have decreased by 71 percent since 2002. During the same time frame, calls regarding vehicle accidents have generally increased.²⁹

Esparto Fire Protection District. The Esparto FPD is located in the midwestern section of Yolo County and covers approximately 81 square miles surrounding the town of Esparto. The FPD has a "First Alarm" agreement with Madison FPD and Mutual Aid agreements with Capay Valley, Dunnigan, and Zamora FPDs. The Esparto FPD has 25 volunteer firefighters, one paid chief, and one paid office manager, along with two fire engines (one with a 1,500 gallon per minute pump that holds 700 gallons and the other with a 1,000 gallon per minute pump) and two tenders, one grass rig, and one squad car.³⁰ While the Esparto FPD does have one new truck, aging equipment is an issue, with over half the equipment over 20 years old. The Esparto FPD also provides medical aid services to Esparto.

Despite a significant increase in traffic and population, the Esparto FPD's call volume only increased at a moderate rate from 2000 through 2003 (from 182 to 229 calls). Over this time period, the majority of calls were regarding calls for medical aid, vehicle accidents, and grass fires. As of 2007, the Esparto FPD has been able to meet the demand,³¹ however, the water distribution pipes in the town core are too small to maintain acceptable fire flows and will need replacement. The FPD has indicated that the addition of homes to the town could have an impact on the level of service currently provided.

Knights Landing Fire Protection District. The Knights Landing FPD is located in eastern Yolo County next to the Sacramento River. It has "automatic aid" agreements with Dunnigan, Elkhorn, Sutter Basin, and Zamora FPDs. The Knights Landing FPD has 14 volunteer fire fighters and five non-firefighting employees, two fire engines, one squad truck, and one jet boat. All of the vehicles owned by the FPD are expected to operate adequately in the short term; however, as all vehicles are at least 10 years old, some will need replacement in the future to maintain service levels. Emergency call volume has significantly increased over the last three years for emergencies along Interstate 5 and Highway 113, due to increased traffic flows on those roadways.³² In addition, the Knights Landing water distribution system is not able to meet non-residential fire flow requirements and the pipes are in need of expansion to provide adequate pressures for fire flows.

²⁸ An off-road firefighting vehicle

²⁹ Yolo County Local Agency Formation Commission, 2006. *Draft Elkhorn Fire Protection District Municipal Services Review and Sphere of Influence*. February.

³⁰ Burns, Barry, 2008. Fire Chief, Esparto Fire Protection District. Written communication with LSA Associates, Inc. November 12.

³¹ Yolo County Local Agency Formation Commission, 2004. *Esparto Fire Protection District Final MSR/SOI*. October 25.

³² Weiss, Steve, 2008. Fire Chief, Yolo Fire Protection District. Written communication with LSA Associates, Inc. November 13.

Madison Fire Protection District. The Madison FPD is located in the southwest central portion of the County and covers 64 square miles. Half of the residents served by the district live in rural areas outside of the town of Madison. The Madison FPD has a “First Alarm” structure fire agreement with Esparto FPD and Mutual Aid agreements with West Plainfield, Willow Oak, Winters, Yolo, and Zamora FPDs. The Madison FPD has 18 volunteer firefighters, one unpaid chief, and paid mechanic, along with four fire engines, two water tenders, one brush truck, and a command vehicle. Aging equipment and facilities are an issue for the FPD, with over half the equipment over 20 years old and the fire station over 75 years old. The Madison FPD provides medical aid services to the areas in the district. From 2000 to 2003, the Madison FPD’s call volume decreased from 228 to 187, and in 2003, the highest volume of calls were for grass fires.³³ In addition, the wells that supply water to the area and the water distribution system is severely limited in capacity, and fire flows do not meet requirements. The wells cannot produce the gallons per minute (gpm) water flow requirement to meet Insurance Service Organization (ISO) rating fire standards of 1,500 gpm for residential uses or 2,000 gpm for commercial uses.³⁴

West Plainfield Fire Protection District. The West Plainfield FPD is located between Davis, Winters, and Woodland, and currently serves approximately 300 households, as well as the County Airport. The West Plainfield FPD has 18 paid-per-call firefighters, one paid chief, and one paid office manager, along with three fire engines, two water tenders, two grass trucks, and one rescue truck. Emergency calls to the West Plainfield FPD have decreased slightly from 2004 (162 calls) to 2006 (124 calls).

Willow Oak Fire Protection District. The Willow Oak FPD is located in the central section of Yolo County adjacent to the City of Woodland. There are no cities or towns within this fire district. It has a “second alarm” agreement with Madison FPD and a Mutual Aid agreement with Woodland, Springlake, and West Plainfield FPDs. The district has 25 volunteer firefighters, one paid chief, and one paid office manager, along with three fire engines, two water tenders, two grass trucks, and one rescue truck. From 2001 to 2003, emergency call volume remained fairly constant, though it decreased slightly from 250 in 2001 to 227 calls in 2003, with the majority of calls concerning request for medical aid.³⁵

Winters Fire Protection District. The City of Winters contracts with the Winters Fire Protection District for fire protection services. The fire district, which is headquartered in the City of Winters, has an overall service area of 90 square miles. The district signed a mutual aid agreement with the other fire authorities in Yolo County in 2007, and maintains informal agreements with Solano County fire agencies (in particular the Dixon and Vacaville fire departments).³⁶ The fire district employs three paid fire fighters, one paid chief, one paid secretary, 21 volunteer firefighters and emergency medical technicians. The district responds to structural and wildland fires, and also provides first response for medical aid. The Winters FPD has one fire station, along with 2 fire engines, one squad car, and two

³³ Yolo County Local Agency Formation Commission, 2004. *Madison Fire Protection District MSR/SOI*. December 2.

³⁴ Ibid.

³⁵ Yolo County Local Agency Formation Commission, 2004. *Willow Oak Fire Protection District MSR/SOI*. December 2.

³⁶ Yolo County Local Agency Formation Commission, 2008. *City of Winters Municipal Services Review and Sphere of Influence Study*. September 26.

water tenders. During 2006, the district responded to 626 service calls, the majority of which were for medical aid. City of Winters is currently exploring the potential to establish its own fire department and eventually to provide contract services to the Winters FPD.³⁷

Yolo Fire Protection District. The Yolo FPD is located in northeastern Yolo County and is the only independent fire district in the County. As an independent fire district, the Yolo FPD's governing body is elected directly by the voters. Yolo is the only town within the district. It has an "automatic aid" agreement with Zamora FPD and Knights Landing FPD along County Road 102. The Yolo FPD has 24 volunteer firefighters and one Fire Commissioner, along with four fire engines, one water tender, and one rescue truck. All of the equipment is in good to excellent condition, though the engines are over 30 years old and are close to the end of their capabilities. Some vehicles will need replacement in the next 10 years. Emergency calls generally involve vehicle accidents and medical aid emergency calls, and these have only slightly increased from 2003 (150 calls) to 2005 (186 calls).³⁸ The Yolo water distribution system is not able to meet fire flow requirements and the pipes are in need of expansion to provide adequate pressures for fire flows.³⁹

Zamora Fire Protection District. The Zamora FPD is located in northern Yolo County and Zamora is the only town within its jurisdiction. It has "automatic aid" agreements with Dunnigan and Yolo FPDs and Mutual Aid agreements with Esparto, Knights Landing, and Madison FPDs. The Zamora FPD has 21 volunteer firefighters, along with three fire engines, one water tender, one grass truck, and one squad car with medical aid. In the short term, all equipment is in good condition, though in the long term some of the vehicles will require replacement. The Zamora FPD has experienced a slight decline in call volume from 2000 to 2003, from 106 to 68, with the majority of calls regarding grass fires, vehicle accidents, and medical aid.⁴⁰

Municipal Fire Departments. The following describes fire protection services provided by the cities of Davis, Woodland, and West Sacramento. While these municipal services generally serve the incorporated cities listed above, they also provide fire protection services to some portions of the unincorporated County.

Davis Fire Department. The Davis Fire Department serves 68,138 people in a 133 square mile area, which includes the City of Davis along with outlying districts in the Unincorporated County (e.g., Covell Pole Line, El Macero Willow Bank, Binning Farms, North Davis Meadows, Jury Industrial Area and Chiles Road).⁴¹ The fire department provides pre-hospital emergency medical services, and minimizes loss from fires, hazardous materials, natural disasters, and other emergency situations. The fire department has a staff of 45 shift personnel, including nine captains and 36 firefighters, one fire chief, three division chiefs, one fire prevention captain, and three administrative staff. The department consists of three fire stations located in Central, West, and South Davis. The department also has three fire engines, one rescue, one squad, two grass/wildland units, one water

³⁷ Ibid.

³⁸ Yolo County Local Agency Formation Commission, 2005. *Yolo Fire Protection District MSR/SOI*. September 19.

³⁹ Ibid.

⁴⁰ Yolo County Local Agency Formation Commission, 2005. *Zamora Fire Protection District MSR/SOI*. September 19.

⁴¹ Davis, City of, 2009. *General Information*. Website: cityofdavis.org/Fire/GeneralInfo.cfm. March 5.

tender, and two reserve engines. In 2008, the fire department responded to 4,270 calls for emergency services.⁴²

West Sacramento Fire Department. The West Sacramento Fire Department provides fire protection services to the City of West Sacramento, as well as to the unincorporated area south of the city boundary to Babel Slough Road and across to the old Arcade Station on Jefferson Boulevard. The fire department has Automatic Aid agreements with several Yolo County fire departments including Clarksburg FPD and Elkhorn FPD, and with the City of Sacramento Fire Department.⁴³ The West Sacramento fire department employs 60 full-time personnel that are divided into three shifts of 20 personnel each day. The department runs five fire stations located throughout the city, each of which houses one front line fire engine equipped to handle a variety of emergency calls. Emergency calls responded to by the department have increased between 2005 to 2007, from 5,773 to 6,193.⁴⁴

Woodland Fire Department. The Woodland Fire Department serves 56,000 people within 64 square miles, which includes the City of Woodland and surrounding unincorporated portions of the County (e.g., North Woodland, East Woodland and Spreckles).⁴⁵ The fire department employs three administrative, four fire prevention, 42 operations, 10 reserves, and two training positions. The fire department has three fire stations located throughout the city, which house six fire engines, two grass engines, one hazardous materials vehicle, one water tender, five fire prevention units, two rescue units, one command vehicle, and five support vehicles. In 2008, the fire department responded to a total of 4,809 emergency calls, the majority of which (3,127) were for emergency medical services.⁴⁶

(2) Emergency Medical Services Agency. The Sierra-Sacramento Valley Medical Services Agency (SSVEMS) is designated as the local EMS Agency for Yolo County, and acts as the regional Joint Powers EMS Agency for the counties of Nevada, Placer, Sutter, Yolo and Yuba.⁴⁷ The SSVEMS performs emergency transportation monitoring and related administrative functions in accordance with the Yolo County Ambulance Service and Medical Transportation Ordinance. Other responsibilities include the planning, development, and implementation of all EMS components, including regional trauma system planning.

The SSVEMS has partnered with American Medical Response (AMR) to provide 9-1-1 emergency services throughout Yolo County. In accordance with federal and State regulations and guidelines, including those administered by the California Emergency Medical Services Authority, the SSVEMS has established response-time goals across various locations throughout Yolo County, which are shown in Table IV.G-4.⁴⁸

⁴² Ibid.

⁴³ West Sacramento, City of, 2009. *West Sacramento Fire Department*. Website: www.cityofwestsacramento.org/cityhall/departments/fire/default.cfm. March 9.

⁴⁴ West Sacramento, City of, 2009. *Department Statistics*. Website: www.cityofwestsacramento.org/cityhall/departments/fire/stats.cfm. March 9.

⁴⁵ Woodland, City of, 2009. *Yearly Statistics; Facts About the Woodland Fire Department*. Website: www.cityofwoodland.org/gov/depts/fire/stats.asp. March 9.

⁴⁶ Ibid

⁴⁷ Sierra-Sacramento Valley EMS Agency, 2008. Website: www.ssvems.com. December 13.

⁴⁸ Sierra-Sacramento Valley EMS Agency, 2006. *911 Response Time Criteria – Yolo County*. January 1.

Table IV.G-4: AMR Response Standards For Yolo County

Area of Yolo County	Response Time Standard
Davis, Woodland, and West Sacramento	AMR service within 8 minutes 90 percent of the time
West Plainfield, Willow Oak, and Yolo FPDs	AMR service within 15 minutes 90 percent of the time
Winters FPD	AMR service within 18 minutes 90 percent of the time
Elkhorn, Knights Landing, Madison, Zamora, Esparto, Dunnigan, and Clarksburg FPDs	AMR service within 20 minutes 90 percent of the time
Capay FPD and Rumsey Rancheria Fire Department	AMR service within 25 minutes 90 percent of the time
Wilderness	As soon as possible

Source: Sierra-Sacramento Valley EMS Agency, 2006.

Emergency Healthcare. The primary emergency medical facilities serving Yolo County are the Woodland Memorial Hospital and the Sutter Davis Hospital. Both hospitals have “basic” emergency rooms, indicating that the medical care is provided in a specifically designated area of the hospital that is staffed and equipped at all times to provide prompt care for any patient presenting urgent medical problems.⁴⁹ Woodland Memorial is a 120-bed facility, located in the City of Woodland, that provides a full range of surgical and acute care medical services for both inpatient and outpatient visits. The 20-acre Sutter Davis Hospital is a 48-bed facility that offers acute care, outpatient services, and community outreach programs to residents of Davis, Dixon, Winters, Woodland, West Sacramento, Vacaville, and rural communities throughout Yolo County.⁵⁰ As future developments increase the demand for emergency medical services in the County, additional facilities may need to be constructed in new locations, along with the procurement of additional ambulances to comply with response-time requirements. However, new development in rural and wilderness areas may not warrant the construction of new emergency medical facilities due to financial constraints associated with providing services in areas with low development densities

b. Regulatory Framework. The following ordinances regulate fire protection and emergency medical services in Yolo County.

(1) The Yolo County Emergency Medical Service and Medical Transportation Ordinance (Ambulance Ordinance). The Ambulance Ordinance ensures a consistent level of service that meets the minimum acceptable standards established by the State of California. This ordinance sets the standards and definitions for emergency medical services and medical transport, personnel and training requirements, equipment and supply requirements, response times, communication requirements and medical transportation service requirements. The ordinance requires the availability of ambulance service at all times to all portions of the County.

(2) Yolo County Code. Title 7, Chapter 1, Section 7-1.04 of the Yolo County Code is requires fire sprinkler systems in all new residential buildings, as well as all new non-residential buildings over 5,000 square feet, over 25 feet, or three stories in height. Most existing water systems do not operate at pressures sufficient to operate a fire sprinkler system for commercial structures and

⁴⁹ Office of Statewide Health Planning and Development, 2001. Hospital Financial Data Disclosure Report. www.calphys.org/assets/applets/County_all_sum.pdf, November 18.

⁵⁰ Yolo County, 2003. Yolo County Administrative office, Economic Development Council. *Yolo County Business Matters 2003 Profile*. April.

consequently, every area in the County will need to upgrade their water systems in order to fulfill this requirement.

c. Draft 2030 Countywide General Plan for Yolo County. The following is a list of relevant Draft General Plan policies regarding fire services and facilities in Yolo County.

Land Use and Community Character Element

- Policy LU-3.6: Avoid or minimize conflicts and/or incompatibilities between land uses.
- Policy LU-5.5: Ensure that public facilities, services and amenities are distributed equitably and in locations that enhance the quality of life for the broadest number of county residents.
- Policy LU-5.6: Assist existing communities to obtain the services, support and infrastructure needed to thrive and be successful.
- Policy CC-2.2: Ensure that the appropriate base level of rural services and infrastructure for existing development in each community is required in connection with new development.

Public Facilities and Services Element

- Policy PF-5.1: Improve the performance and efficiency of fire protection and emergency medical services.
- Policy PF-5.2: Maintain mutual aid agreements between fire districts and other emergency medical service providers to ensure efficient use of available resources.
- Policy PF-5.3: Require assertive fire protection measures in all development to supplement limited rural fire district resources.
- Policy PF-5.4: Encourage fire districts and other emergency medical service providers to achieve National Fire Protection Association standards of an average response time for emergency calls of nine minutes at least 90 percent of the time in the unincorporated communities and 15 minutes at least 80 percent of the time in rural areas, with the exception of remote areas (requiring a travel distance of more than 8 miles).
- Policy PF-5.5: Encourage fire districts to maintain an overall fire insurance (ISO) public protection classification (PPC) rating of Rural 7 or better for fire protection service within the unincorporated communities.
- Policy PF-5.6: Work with each community to upgrade its water system to meet sprinkler requirements. Support/require improvements to water infrastructure to achieve appropriate water pressure to adequately fight fires and operate sprinkler systems.
- Policy PF-5.7: Encourage fire districts to support narrow streets and other desirable community design features promoted by this General Plan.
- Policy PF-5.8: Anticipate and adapt to potential changes in frequency and severity of wildfires resulting from predicted effects of global warming.
- Action PF-A28: Amend the County Code to incorporate measures such as fire-safe building materials, clear spaces and fuel reduction, fire breaks, and fire suppression systems for all new development located in high fire hazard areas.
- Policy PF-12.6: Provide the public facilities and services necessary to meet community needs, in an efficient manner.
- Policy PF-12.10: Ensure that all basic community services (e.g. septic/sewage, water, drainage, roads, power, parks, schools, libraries, etc.) for new planned development, including all Specific Plan areas, are made available consistent with the target service levels established in this General Plan, prior to or concurrent with need, to the extent feasible.

- Policy PF-12.14: Identify appropriate locations for infrastructure sites, in consultation with the Community Service Districts, as early in the planning process as possible.

d. Impacts and Mitigation Measures. This section provides an assessment of the potential adverse impacts related to fire protection associated with build-out of growth under the Draft General Plan, the proposed project. It establishes the thresholds of significance for impacts and then evaluates the Draft General Plan. Where potentially significant impacts of the proposed project are identified, mitigation measures are recommended.

(1) Significance Criteria. The Draft General Plan would result in significant adverse impacts on fire and emergency services if it would:

- Fail to provide, achieve, or maintain acceptable facilities, service ratios, response times, or other performance objectives for fire protection.

(2) Impacts Analysis. Build-out of the Draft General Plan would result in additional residents, business, and other development, which would increase the need for fire protection and emergency services in the unincorporated areas of Yolo County.

Implementation of Policy PF-5.4 of the Draft General Plan would encourage fire districts to achieve a response standard of 9 minutes at least 90 percent of the time in the unincorporated communities and 15 minutes at least 80 percent of the time in rural areas of the County. The increased growth in the County would require new fire and emergency medical personnel, equipment, and facilities in order to maintain or achieve this standard, especially in the communities of Dunnigan, Knights Landing, Madison, and Esparto where most of the new growth would occur. The impact on fire protection services in each of these communities is discussed below.

The Dunnigan FPD is currently able to respond to emergency calls within 7 minutes, 90 percent of the time on average. Build-out of the Draft General Plan would increase the population of Dunnigan by up to approximately 23,187 residents as compared to the existing population of 952. In addition, approximately 790.5 acres of commercial and industrial land could be developed. The additional growth would require expanded fire protection services in Dunnigan in order to achieve acceptable emergency response times. The Dunnigan FPD's 20 Year Plan has identified two milestones that would guide expansion of fire protection facilities in the FPD. The first milestone would occur when 500 units are built, 300 units are sold/occupied, *or* commercial and industrial building totaling more than 250,000 square feet have been built in the area between Road 5 and 1,000 feet south of Road 6, west of Interstate 5.⁵¹ Once this milestone has been reached, a new fire station would need to be constructed before any additional development can occur. The new station would be designated as Station 12, and the existing station would be reassigned as Station 14. Station 12 would be the primary responder to FPD calls, and Station 14 would not be staffed. The second milestone would occur when 500 units are built, 300 units are sold/occupied, *or* commercial and industrial building totaling more than 250,000 square feet have been built in the area between Road 7 and 1,000 feet south of Road 8, west of Interstate 5.⁵² Before any additional development is allowed to proceed, a new fire station and apparatus would be required to serve the new growth. The station would replace Station 14 in Dunnigan. The Draft General Plan also includes an assumption of a 5-acre civic use

⁵¹ Hunt, David, 2008. *op cit*.

⁵² *Ibid*.

within the planned public and quasi-public (PQ) acreage to accommodate a future fire station and/or other necessary civic uses to serve the future population in Dunnigan. Per Table IV.G-2, a professional fire department is considered a necessary service to be provided as part of the Specific Plan planning and development process to maintain the quality of life at build-out of Dunnigan.

In Knights Landing, the Knights Landing FPD is currently able to respond to emergency calls within 3 to 5 minutes on average. The Draft General Plan anticipates that there will be up to an additional 1,413 residential units and an additional 3,956 residents in the town at build-out, as compared to the existing population of 1,064. In addition, the Draft General Plan allows an additional 51.1 acres of commercial and industrial growth. This development would require expanded fire protection services in Knights Landing in order to achieve acceptable emergency response times. The Knights Landing FPD has stated that to serve new growth and achieve response time standards, new facilities, equipment, and personnel would be required.⁵³ In particular, the FPD would likely need a new fire station (including associated equipment), a new rescue engine, approximately six new volunteer firefighters, and approximately two paid captains to work day shifts. In addition, a fueling area may be required at the new fire station and two more water wells may be needed to maintain fire flows. Per Table IV.G-2, a professional fire department is considered a necessary service to be provided as part of the Specific Plan planning and development process to maintain the quality of life at build-out of Knights Landing.

The Madison FPD is currently able to respond to emergency calls within 5 minutes to the town and 10 minutes to the rural areas on average. Build-out of the Draft General Plan, would increase the population of Madison by up to approximately 4,189 residents. In addition approximately 138.6 acres of additional commercial and industrial land uses could also be developed. The additional growth would require expanded fire protection services in Madison in order to achieve acceptable emergency response times. The Madison FPD stated that in order to serve growth generated by the build-out of the Draft General Plan, the FPD would require new personnel, equipment, and facilities in Madison. In particular, it would require at least two full time, paid personnel to work daytime shifts, since they are currently lacking daytime personnel, a new Type 1 engine, and a new fire station.⁵⁴ Per Table IV.G-2, a professional fire department is considered a necessary service to be provided as part of the Specific Plan planning and development process to maintain the quality of life at build-out of Madison.

The Esparto FPD is currently able to respond to emergency calls within 4 minutes to the town and 8 minutes to the rural areas on average. Build-out of the Draft General Plan would increase the population of Esparto by up to approximately 4,217 residents. In addition, the Draft General Plan would allow an additional 53.3 acres of commercial and industrial growth. This additional development would require expanded fire protection services in Esparto in order to achieve response times established by the Draft General Plan. The Esparto FPD has indicated that in order to serve increased demand for fire protection services while achieving response time standards, the FPD would require new equipment, expanded facilities, and additional staffing.⁵⁵

⁵³ Frank, Tim, 2008. Commissioner and Volunteer Firefighter, Knights Land Fire Protection District. Personal communication with LSA Associates Inc. November 14.

⁵⁴ Lopez, Tom, 2008. Fire Chief, Madison Fire Protection District. Written communication with LSA Associates, Inc. November 4.

⁵⁵ Burns, Barry, 2008. *op. cit.*

The Draft General Plan would also allow residential and/or commercial growth in the communities of Capay Valley, Clarksburg, Monument Hill, Yolo, Zamora, and at Elkhorn. The new residential and commercial and industrial growth would increase demand for fire protection services in all of these communities, and would require the expansion of fire protection services to achieve response time goals and meet demand. For example, the Yolo FPD anticipates that new paid personnel and one new Type I engine would be required,⁵⁶ and the Capay Valley FPD could require dedicated Fire Prevention personal at build-out of the commercial and industrial expansion.⁵⁷

As previously described, Table LU-10 (reproduced in the law enforcement section above) of the Draft General Plan provides community planning guidelines for additional growth in Dunnigan, Knights Landing, and Madison (as supported by Policies CC-3.5, CC-3.6, CC-3.7, CC-3.8, CC-3.9, and CC-3.10). As noted in the table, additional professional fire department services would be provided in these communities as necessary to support the proposed service levels for existing and new residents.

The preparation of specific plans would be required for Dunnigan, Knights Landing, and Madison before any development is allowed to occur in these communities. The specific plans must detail how new or expanded fire protection services and facilities would be provided to serve the new growth being proposed and allowed under the Draft General Plan. In addition, any new discretionary development would require review by the applicable fire protection district. This would ensure that new fire protection services, equipment, and facilities are provided concurrent with new growth.

For the other unincorporated communities of Yolo County, the Draft General Plan includes policies that would encourage new fire protection services and facilities be developed in conjunction with the with new development. Implementation of the following Draft General Plan policies would reduce impacts to fire protection services in all areas of the County described above to a less-than-significant level by ensuring the fire protection facilities and infrastructure are provided concurrent with new development. These policies include the following: PF-5.2; PF-5.3; PF-5.6; PF-12.10; PF-12.6; PF-12.14; CC-2.2; LU-3.6; LU-5.5; and LU-5.6, as described further below.

The Draft General Plan policies are intended to address impacts related to the projected population growth for Yolo County anticipated at build-out of the Draft General Plan. Implementation of the above policies would ensure that new land uses, including infrastructure and public services, are sited appropriately and that fire protection services are provided concurrent with growth. In particular, implementation of Draft General Plan policies would reduce impacts related to fire protection by improving the performance and efficiency of fire protection and emergency medical services (Policy PF-5.1), maintaining mutual aid agreements between fire districts and other emergency medical service providers to ensure efficient use of available resources (Policy PF-5.2), requiring fire protection measures in all development to supplement limited rural fire district resources (Policy PF-5.3), encouraging fire districts to achieve response times standards (Policy PF-5.4), encouraging fire districts to maintain an ISO rating of Rural 7 or better for fire protection service within the unincorporated communities, and working with each town to upgrade its water system to meet the Yolo County Code Section 7-1.04 that requires sprinklers (Policy PF-5.6).

⁵⁶ Weiss, Steve, 2008. *op. cit.*

⁵⁷ Eubank, Clay, 2009. *op. cit.*

In addition, implementation of policies from other sections of the Draft General Plan would reduce impacts related to fire protection by: avoiding and minimizing conflicts and/or incompatibilities between land uses (Policy LU-3.6); ensuring that public facilities, services and amenities are distributed equitably and in locations that enhance the quality of life for the broadest number of County residents (Policy LU-5.5); providing the public facilities and services necessary to meet community needs (Policy PF-12.6); ensuring that all basic community services are provided to or concurrent with new planned development (Policy PF-12.10); identifying appropriate locations for infrastructure sites (Policy PF-12.14); and ensuring that the appropriate base level of rural services and infrastructure for existing development in each community is required in connection with new development (Policy CC-2.2).

Under existing procedures and practices, the fire districts/departments already review all discretionary land use applications and their recommendations become requirements of the project. Implementation of the Mitigation Measure identified below would formalize this practice.

Implementation of the policies of the Draft General Plan and the mitigation measure below would ensure that planned Draft General Plan development would provide, achieve, or maintain acceptable facilities, service ratios, and response times. Therefore, implementation of the Draft General Plan would have a less-than-significant impact on fire protection services in the County.

Impact PUB-1: Growth associated with build-out of the Draft General Plan would generate a demand for fire protection and emergency services that may exceed the ability of the fire districts and departments to meet established service thresholds. (S)

Mitigation Measure PUB-1: The Draft General Plan shall be amended to include the following new policy in the Public Services and Facilities Element:

Policy PF-#: The County shall require, and applicants must provide, a will-serve letter from the appropriate fire district/department confirming the ability to provide fire protection services to the project and any required terms of service. (LTS)

3. Schools and Childcare

The following subsection describes school services and facilities Yolo County, relevant policies, and evaluates the Draft General Plan's potential impact on school services and facilities.

a. Existing Conditions. Yolo County is served by seven school districts that run a total of 82 schools, including special-education programs and continuation schools. According to the California Department of Finance, there were approximately 29,507 students enrolled in the Yolo County public school system at the start of the 2007/2008 school year.⁵⁸ Each school district is described below. In addition, the County has 17 private and parochial schools, primarily located in the unincorporated cities.

⁵⁸ California Department of Education, 2008. Educational Demographics Unit, *DataQuest*. Website: dq.cde.ca.gov/dataquest. October.

(1) Public Schools. The service areas of the County's public school districts are shown in Figure IV.G-2. The enrollment and school capacity data for the 2007/2008 school year (the most recent year information is available) for each school district is summarized in Table IV.G-5. Each school district is described in greater detail below.

Davis Joint School District. In the 2007/2008 school year, the Davis Joint Unified School District (DJUSD) had a total enrollment of approximately 8,484 students in grades K-12 across 10 elementary schools, three junior high schools, two comprehensive high schools, and one independent (home study) school.⁵⁹ The DJUSD has experienced varying levels of declining enrollment over the past five school years. Enrollment is projected to stabilize and stay generally consistent over the next five years.⁶⁰ There are no new facilities or expansion projects planned at this time.

Senate Bill 50 (Government Code 65995), which is discussed in greater detail later in this subsection, authorizes school districts to collect fees from new development in order to impacts on school facilities, and to help fund the construction of new or expanded facilities. In order to fund the development of new school facilities, the DJUSD charges a Level I Fee of \$2.63 per square foot of residential development and \$0.42 per square foot of commercial or industrial development. The DJUSD is also in the process of completing a Developer Justification Fee Study to assess the increased Level I Fee of \$2.97 for residential of residential development and \$0.47 per square foot of commercial or industrial development. These changes could go into effect by Summer 2009.

Esparto Unified School District. The Esparto Unified School District (EUSD) is located in the unincorporated town of Esparto and is considered a small rural school district. Although the number of students may be small, the district is one of the largest geographically in the State, serving the Capay Valley and Madison. EUSD had an enrollment of approximately 1,063 students in grades K-12 in the 2007/2008 school year, and operates one elementary school, one middle school, one high school, and one alternative high school. Currently there is a shortfall of classrooms needed to meet demand, and nine additional classrooms are needed. The EUSD's long range school facilities plan includes constructing a new high school to accommodate all of the district's current and projected high school students. However, the EUSD estimates that it will not have funds available for construction of the new school until approximately the 2010/2011 school year.⁶¹ When the high school is eventually completed, all middle school students will be moved to the current high school site and the old middle school will then be converted into a second elementary school.

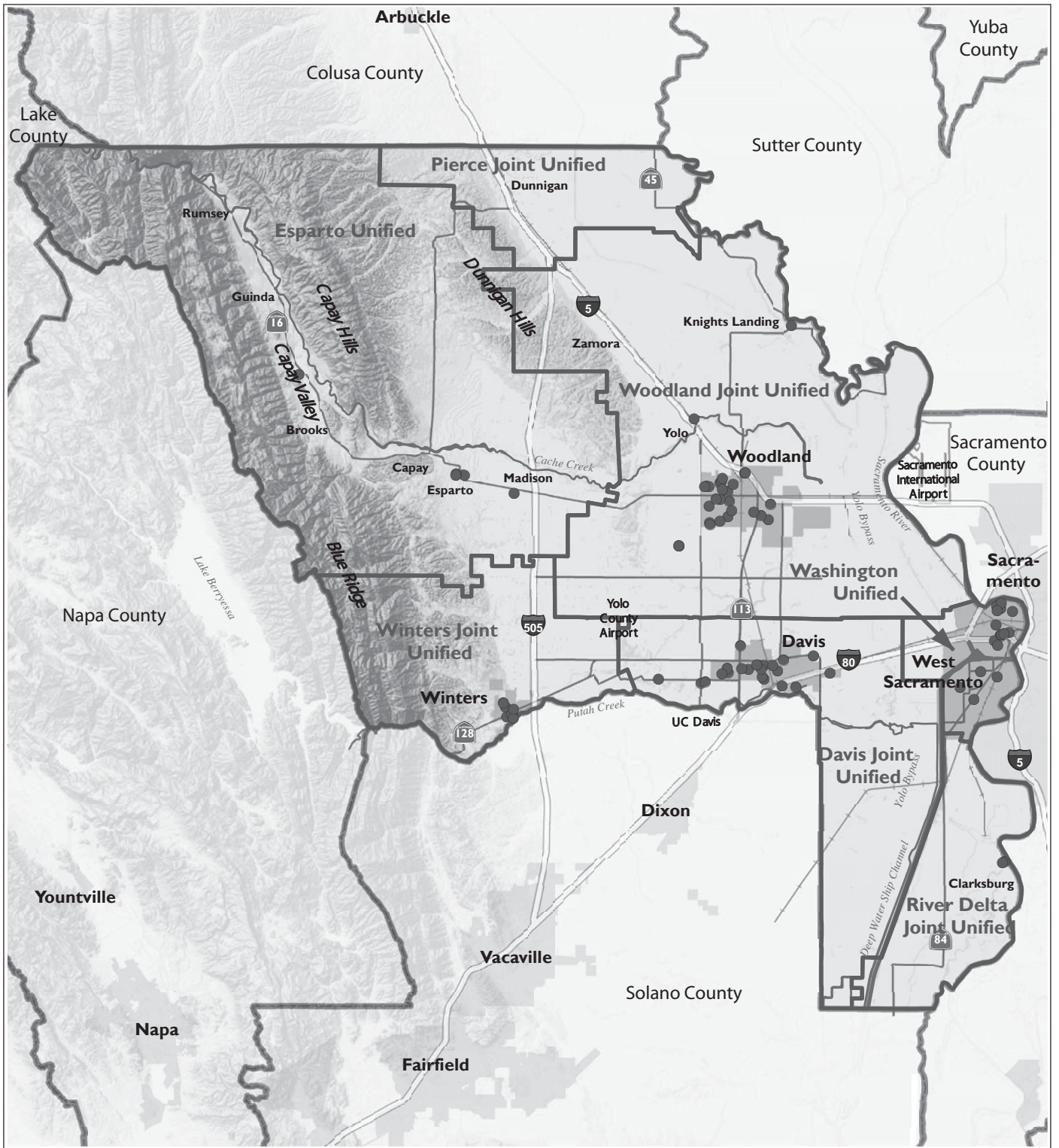
Currently, the EUSD charges the maximum Level I Fee of \$2.97 per square foot of residential development and \$0.47 per square foot of commercial and industrial development.

Pierce Joint Unified School District. Pierce Joint Unified School District (PJUSD) is a rural school district encompassing approximately 435 square miles in the southern one third of Colusa County and extends 6 miles into the northern part of Yolo County. The district had an enrollment of approximately 1,359 students in the 2007/2008 school year and operates one K-5 elementary school,

⁵⁹ Adell, Michael, 2008. Director of Facilities, Davis Joint Unified School District. Written communication with LSA Associates, Inc. December 12.

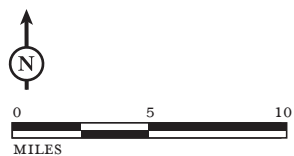
⁶⁰ Ibid.

⁶¹ Brock, Timothy, 2008. Assistant Superintendent of Business Services, Esparto Unified School District. Written communication with LSA Associates, Inc. November 7.



LSA

FIGURE IV.G-2



- Schools
- School District Boundaries

*Yolo County 2030 Countywide
General Plan EIR
School Districts*

Table IV.G-5: School District Enrollment And Capacity In Yolo County (2007/2008)

District	Enrollment	Capacity	Remaining Capacity?
Davis Joint School District	8,484	10,003	Yes
Esparto Unified School District	1,063	854	No
Pierce Joint Unified School District	1,346	1,470	Yes
River Delta Joint Unified School District	2,213	3,043	Yes
Washington Unified School District	7,237	7,164	No
Winters Joint Unified School District	1,739	2,545	Yes
Woodland Joint Unified School District	10,657	13,521	Yes

Source: LSA Associates, Inc. 2008

one K-6 elementary school, one 6-8 junior high, one 9-12 senior high school, and one continuation high school. None of these facilities are located within Yolo County. These schools serve the educational needs of the communities of Arbuckle, College City, Dunnigan, Grimes, and the surrounding areas. PJUSD projects that their five year enrollment will increase to 1,731 students, which would exceed current capacity (1,470).

In order to fund the development of new school facilities, the PJUSD charges a Level II Fee of \$4.43 per square foot of residential development and \$0.47 per square foot of commercial and industrial development. In addition, the District has adopted of Level III Fee of \$8.86 per square foot of residential development that can only be charged when State funding for new construction is not available. Since State funding is currently available, the PJUSD charges the Level II Fee for new residential development.⁶²

River Delta Joint Unified School District. The River Delta School Joint Unified District (RDJUSD) encompasses more than 500 square miles and 10 separate communities. The district, which had a total student enrollment of approximately 2,213 in the 2007/2008 school year, operates five elementary schools, two junior high schools, three high schools, and one adult school. Delta High School, Clarksburg Middle School, and Bates Elementary School are the only schools in the district located in Yolo County (Clarksburg) and the rest are located in Solano and Sacramento Counties. Due to the large size of RDJUSD, the district is divided in the north area and the south area. Since the north area contains the Clarksburg area and the south area does not contain any portion of Yolo County, only information pertaining to the north area is discussed in this EIR.⁶³

The RDJUSD pays for school facilities with a combination of local bonds, developer fees, and State bonds. State bonds pay for almost half of the costs of new schools, and are an important part of the district's plan to fund new schools. Construction of new or expanded facilities is also paid for through development impacts fees. The RDJUSD charges the maximum Level I Fee of \$2.97 per square foot of residential development and \$0.47 per square foot of commercial and industrial development.⁶⁴

⁶² Bailey, Duffy, 2008. Director of Facilities, Pierce Joint Unified School District. Written communication with LSA Associates, Inc. November 7.

⁶³ Rebstock, Wayne, 2009. Director of Facilities, River Delta Joint Unified School District. Personal communication with LSA Associates, Inc. March 10.

⁶⁴ Ibid.

Washington Unified School District. The Washington Unified School District serves the City of West Sacramento and covers a 23 square mile area in eastern Yolo County. As of the 2007/2008 school year, the district had a total enrollment of approximately 7,237 students and operated 8 elementary schools, one junior high school, one high school, and one alternative program. The district is separated into northern and southern areas by the Barge Canal. The majority of the school facilities are in the northern part of the district, and this area is expected to continue to experience housing growth due to infill development. The southern part of the district has fewer existing facilities, but it is under the greatest development pressure in the district. In order to accommodate future population growth, this area will receive the majority of new facilities. The district has recently completed a K-8 conversion of four school sites and construction of a new high school facility. The district plans to modify the old high school into a K-8 facility for the 2009-2010 school year.⁶⁵ The district pays for school facilities with a combination of local bonds, developer fees, and State bonds.

Construction of new or expanded facilities is also paid for through development impact fees. The District charges a Level II Fee of \$3.84 per square foot of residential development and \$0.47 per square foot of commercial and industrial development.⁶⁶

Winters Joint Unified School District. The Winters Joint Unified School District (WJUSD) is located in and around the City of Winters, which is 15 minutes west of the City of Davis. In the 2007/2008 school year, the district had an enrollment of 1,739 students and operates one elementary school (grades K-3), one intermediate school (grades 4-5), one middle school (grades 6-8), one high school (grades 9-12) and one continuation high school. A new library is currently being constructed on the Winters High School campus, which is a joint venture with the WJUSD, City of Winters, and Yolo County, with Yolo County acting as lead agency on the construction project.⁶⁷ There are no other facilities or expansion projects planned at this time. The district funds construction and maintenance of school facilities through State and federal funding sources.

Construction of new or expanded facilities is also paid for through development impact fees. The WJUSD charges the maximum Level I Fee of \$2.97 per square foot of residential development and \$0.47 per square foot of commercial and industrial development.

Woodland Joint Unified School District. The Woodland Joint Unified School District serves the City of Woodland and the surrounding areas, including the towns of Knights Landing, Yolo, and Zamora. The district had an enrollment of 10,657 students in the 2007/2008 school year, and operates twelve elementary schools, two middle schools, two high schools, a continuation high school, and an adult school. The district has a student population growth rate of approximately 0.5 percent. A \$40 million construction bond allowed the district to build its second four year high school that opened in the fall of 2003 and was at capacity in 2005. The bond also allowed the district to modernize most of their existing facilities.

⁶⁵ Jones, Clifford, 2008. Director of the Facilities and Planning Department, Washington Unified School District. Written communication with LSA Associates, Inc. November 18.

⁶⁶ Jones, Clifford, 2009. Director of the Facilities and Planning Department, Washington Unified School District. Written communication with LSA Associates, Inc. March 9

⁶⁷ Smith, Laura, 2008. Administrative Assistant to the Superintendent, Winters Joint Unified School District. Written communication with LSA Associates, Inc. November 14.

In order to fund the construction of new or expanded facilities, the RDJUSD charges the maximum Level II of \$5.28 per square foot of residential development and \$0.47 per square foot of commercial and industrial development.

Yolo County Office of Education. The Yolo County Office of Education provides services to the children, parents, and school districts of Yolo County that range from operating schools for severely disabled children to providing payroll, computing, and budgetary oversight services to K-12 school districts. Currently, the Office of Education runs special educational programs on more than 40 sites/schools located in five school districts within the entire County. The special education program has 106 staff members serving 341 students, which includes 217 students in special day classes, and 124 students in designated instructional services (includes speech and occupations/physical therapy).⁶⁸

The Office of Education also runs four alternative education schools, which includes the Einstein Education Center, Dan Jacobs School, Midtown Community School, and Yolo County Conservation Partnership (YCCP). The Office of Education sponsors the Einstein Education Center, located in Woodland, which is an alternative school that had an enrollment of 123 students in the 2007-2008 school year.⁶⁹ The Office of Education operates the Dan Jacobs School within Juvenile Hall, which has four classrooms and operates year round five days a week. Enrollment at the Dan Jacobs School fluctuates daily because of students entering and leaving the Hall.⁷⁰ The two-classroom Midtown Community School is located in Woodland, and is available for students that have been expelled, truant, or have frequent behavior problems. Typically, there are 23 students enrolled for the semester-long program.⁷¹ The YCCP, located in Woodland, only enrolls students that have been adjudicated through the juvenile court system. There are on average 15 students enrolled for the semester long program.⁷²

(2) Private Schools. A variety of parochial and other private schools are also located in Yolo County, primarily within the incorporated cities. D-Q University (DQU) is a private, independent, nonprofit, two-year college. Located on 640 acres conditionally granted to the college by the federal government, it is the only tribal university in California and the only off-reservation Native tribal college in the United States. D-Q stands for Deganawidah-Quetzalcoatl, named for a prominent Iroquois and an Aztec prophet. Deganawidah is known as the "Great Peacemaker" who inspired the founding of the Iroquois Confederacy. Quetzalcoatl ("feathered snake") is the major Aztec God. Founded in 1971, its mission is to unite indigenous people on both sides of the U.S.-Mexican border through education. DQU has faced severe financial challenges and lost accreditation in 2005. The future of this community college remains uncertain.

Since private schools are not considered public facilities, they will not be discussed further in this EIR.

⁶⁸ Yolo County Office of Education, 2009. *Special Education Services*. Website: www.ycoe.org/depts/special_ed/index.html. March 3.

⁶⁹ California Department of Education, 2008. pp cit.

⁷⁰ Yolo County Office of Education, 2009. *English Language Learner/Student Services*. Website: www.ycoe.org/depts/ssis/#1. March 3.

⁷¹ Ibid.

⁷² Ibid.

(3) Institutions of Higher Education. Yolo County is served by two Community College Districts. Woodland Community College is a campus of the Yuba Community College District. Located in the incorporated City of Woodland, this facility offers two-year educational programs within the area. Los Rios Community College District has an existing satellite campus in Davis and is currently constructing a second satellite campus in West Sacramento.

The County is also home to the University of California, Davis campus (UC Davis). UC Davis is one of the 10 campuses that comprise the University of California system. Created as the University Farm in 1905, it was formally established as the third general UC campus by the Regents of the University of California in 1959. UC Davis is a four-year university enrolling students from California and abroad, offering undergraduate and graduate degrees. It is the largest campus in the UC system and is world-renowned for its programs in the arts, humanities, life sciences, veterinary medicine, health sciences, and engineering.

UC Davis is plans to increase enrollment to 32,000 by 2015, which translates into an annual growth of 2.2 percent.⁷³ To accommodate increased enrollment, and increases in on-campus faculty and staff, areas for up to 2.5 million square feet of new academic and administrative buildings have been designated by UC Davis. New student housing will be provided both within the central campus and in a new neighborhood west of State Route 113.

(4) Childcare. Yolo County has a Childcare Planning Council, which reports to the State on Yolo County's childcare needs and assists families with childcare and development services. The Yolo County Board of Supervisors and the Yolo County Superintendent of Schools appoint members to the Childcare and Development Planning Council. They also approve major council decisions. There is equal representation among childcare consumers, childcare providers, community representatives, public agency representatives and discretionary members. The council is overseen by the California Department of Education, Child Development Division, and provides services in five broad categories:

- Assess the County's childcare needs and plan to address those needs.
- Advise the Yolo County Board of Supervisors and the Yolo County Office of Education of the need for childcare.
- Make recommendations to the California Department of Education, when funding becomes available, about how and why funding should be used in Yolo County.
- Facilitate communication and cooperation between various childcare and development related agencies, businesses and individuals in the County.
- Participate in the community as volunteers.

In addition to the Childcare Planning Council, Yolo County has an agency that focuses on the County's youngest residents. Yolo County's First 5 Yolo Children and Families Commission provides services throughout the County to children aged 0 to 5 years. The Commission's main programs include Access to Childcare and Early Education, Access to Quality Healthcare, School

⁷³ University of California, Davis, 2003. *Long Range Development Plan*. Website: www.ormp.ucdavis.edu/environreview/lrdp.html#2003LRDP. October.

Readiness, Universal Preschool for West Sacramento, and Community Engagement. Funds for this program come from the State through Proposition 10 funds. Proposition 10 was passed by California voters in 1998 and places a 50-cent tax on every pack of cigarettes. The funds are used to promote early childhood development for children ages 0-5 and their families.

b. Regulatory Framework. The focus of the regulatory discussion regarding school services is on funding mechanisms that enable the construction and maintenance of school facilities. Proposition 13 and Senate Bill 50 (also known as Leroy F. Green School Facilities Act) have both impacted the way public schools in California have received funding for new construction and maintenance. Before the passage of Proposition 13 in 1978, funding for the construction of new school facilities was mostly provided for at the local level through property tax levies. Proposition 13 severely restricted the ability of local governments to enact tax levies and resulted in funding shortfalls for schools throughout California. Since 1978, numerous programs have been passed at the State level resulting in a shift in funding for school facility construction from largely local sources to a closer split between State and local funding. The two largest segments of funding for school facilities come from State funding obtained through voter-approved bond measures, which generally fund up to 50 percent of the cost of new construction, and fees paid by property developers to local school districts where impacts from development occur.

Funding through State bond measures has always been highly competitive, and the pool of available dollars has never been sufficient to meet local needs. Further, State funding requires a local matching fund. Developer fee funding has been inconsistent and legislative actions have capped the funding available from this source. Developer fees have typically funded less than 50 percent of the costs of new facilities. Other funding sources have included community facilities districts (e.g., Mello-Roos districts), which require passage by a vote of two-thirds of the landowners, or a School Facility Improvement District (SFID). SFIDs were given a boost in 2000 with the passage of State Proposition 39, which reduced the percentage needed to pass a school bond from 75 to 55 percent of the votes. This reduction in voting requirement has made local funding of schools through SFIDs more easily attainable than Mello-Roos districts.⁷⁴

In 1998, the Leroy F. Green School Facilities Act was signed into law with the passage of SB 50, which also put Proposition 1A (California Government Code Sections 65995, et seq) on the ballot. Approval of Prop 1A made \$9.2 billion in bonds available to K-12 schools for new construction, modernization of older schools, funding for districts in hardship situations, and funding for classroom size reductions. According to Government Code Section 65995, three levels of developer fees may be imposed upon new development by the governing board of the school district, depending on certain conditions within the district. As of January 30, 2008, the State Allocation Board allows school districts to levy statutory fees for K-12 facilities, which cannot exceed \$2.97 per square foot of assessable space on residential construction and \$0.47 per square foot of chargeable covered enclosed space on commercial/industrial construction.⁷⁵ These fees are referred to as “Level I Fees.” A district must prepare a fee justification study, which must include four specific components, including determining that there is a reasonable relationship between the fee’s use and the type of development project on which the fee is imposed. Government Code Section 65995 allows school districts to

⁷⁴ Ibid.

⁷⁵ California School Finance, 2008. *California’s School Finance System*. Website: www.californiaschoolfinance.org/FinanceSystem/FacilitiesFunding/tabid/88/Default.aspx. November 18.

impose additional fee requirements, known as “Level II Fees” and “Level III Fees.” These fees are applicable only to residential developments under specific circumstances. In addition, the school district must prepare a school facilities needs analysis on an annual basis before imposing Level II and Level III fees. Level II Fees are intended to fund approximately 50 percent of a school district’s school facility costs. In these circumstances, the State Allocation Board (SAB) would match the remaining 50 percent if State funds are available. Level III Fees are implemented if the SAB determines that the State Schools Facilities Program has run out of bond funding. In these circumstances, Level III Fees can pay for up to 100 percent of the cost of the school facility. Per the provisions of Government Code Section 65995 payment of these developer fees is considered to be full and complete impact mitigation.

c. Draft 2030 Countywide General Plan for Yolo County. The following is a list of relevant Draft General Plan policies related to schools and childcare in Yolo County.

Land Use and Community Character Element

- Policy LU-3.6: Avoid or minimize conflicts and/or incompatibilities between land uses.
- Policy LU-5.5: Ensure that public facilities, services and amenities are distributed equitably and in locations that enhance the quality of life for the broadest number of county residents.
- Policy LU-5.6: Assist existing communities to obtain the services, support and infrastructure needed to thrive and be successful.
- Policy LU-6.9: Require that development agreements, tribal agreements, memoranda of understanding and other similar arrangements add community value by securing “net” public benefits over and above CEQA mitigation requirements and conditions of approval.
- Policy CC-2.2: Ensure that the appropriate base level of rural services and infrastructure for existing development in each community is required in connection with new development.
- Policy CC-2.9: Locate County offices and other civic facilities in the downtown area of the unincorporated communities, whenever appropriate.
- Action CC-A2: Continue to implement the County Development Agreement ordinance which requires net gains from new development.
- Action LU-A5: Annually review revenue sharing agreements, redevelopment pass-through agreements, annexation agreements, development agreements, tribal agreements and other existing agreements to ensure that they accurately respond to changing County circumstances.

Public Facilities and Services Element

- Policy PF-6.1: Encourage school districts to service each community with local schools, where feasible.
- Policy PF-6.2: Work to ensure that schools serving new development are constructed concurrent with the needs of the community, to the extent allowed by State law.
- Policy PF-6.3: Include school districts in the County’s development review process for new residential development and provide them with adequate time to review and evaluate proposals that could impact school facilities and services.
- Policy PF-6.4: Identify appropriate locations for school sites within community growth boundaries, in consultation with the local school district, as early in the planning process as possible.
- Policy PF-6.5: Support infrastructure and programs that encourage children to safely walk or ride a bicycle to school.

- Policy PF-6.6: Encourage schools, community colleges, and universities to provide educational programs that facilitate life-long learning.
- Action PF-A33: Locate school sites in Specific Plan areas central to the population being served.
- Policy PF-8.1: Encourage the location of dependent care facilities in areas with compatible land uses and character, such as employment centers, homes, schools, community centers, places of worship and recreation facilities.
- Policy PF-8.2: Require mitigation for the impact of development on the available supply of dependent care.
- Policy PF-8.3: Support existing dependent care opportunities in Yolo County, and coordinate with community partners to expand such opportunities where possible.
- Policy PF-12.6: Provide the public facilities and services necessary to meet community needs, in an efficient manner.
- Policy PF-12.10: Ensure that all basic community services (e.g. septic/sewage, water, drainage, roads, power, parks, schools, libraries, etc.) for new planned development, including all Specific Plan areas, are made available consistent with the target service levels established in this General Plan, prior to or concurrent with need, to the extent feasible.
- Policy PF-12.14: Identify appropriate locations for infrastructure sites, in consultation with the Community Service Districts, as early in the planning process as possible.

d. Impacts and Mitigation Measures. This section provides an assessment of the potential adverse impacts related to school services associated with growth associated with build-out of the Draft General Plan, the proposed project. It establishes the thresholds of significance for impacts and then evaluates the Draft General Plan. Where potentially significant impacts of the proposed project are identified, mitigation measures are recommended.

(1) **Significance Criteria.** The Draft General Plan would result in significant adverse impacts on schools and childcare services if it would:

- Fail to provide, achieve, or maintain acceptable facilities, service ratios, or other performance objectives for schools and childcare. (Note: Government Code Section 65995e supersedes the County's authority related to mitigation for impacts to schools, although this EIR still examines and discloses impacts. Also, school districts are separately responsible for impacts from school siting, constructions, and operations.)

(3) **Impacts Analysis.** Build-out of the Draft General Plan would increase the residential population in Yolo County, and as stated earlier per Table IV.G-1, the majority of new residential growth would occur in Dunnigan, Knights Landing, Madison, and Esparto. Other community areas where residential growth would occur are Capay Valley, Clarksburg, Monument Hills, Yolo and Zamora. This section first describes the potential student generation associated with build-out of the Draft General Plan and the effects on individual school districts, and then identifies Draft General Plan policies that address the provision of school facilities on a county-wide basis for the unincorporated area.

Impact PUB-2: Growth occurring under the Draft General Plan would generate a demand for school services beyond the existing public school capacity and may result in the need for additional facilities to the degree that acceptable services ratios may not be met concurrent with new growth. (S)

Table IV.G-6 shows the projected number of students associated with new housing that would be generated in each school district at build-out of the Draft General Plan. Student generation rates used by each school district to predict the number of students that would be generated by new residential development are different for single family and multi-family dwelling units. Multi-family units generally have a lower student generation rate than single family units, as shown in Table IV.G-6. Table IV.G-7 shows how many additional classrooms will be needed to serve the additional students generated in each school district.⁷⁶

The Pierce Joint Unified School District (PJUSD) provides public school services to the town of Dunnigan, where the majority of new growth would occur under the Draft General Plan. The PJUSD is currently under-capacity, with a district-wide enrollment of 1,359 students and a capacity of 1,470. Based on a student generation rate of 0.72 students per single family detached housing unit,⁷⁷ the addition of up to 8,281 new residential units would generate approximately 5,621 new students in the PJUSD. The additional 5,621 future students generated by new growth in Dunnigan would exceed existing capacity, and would require the construction of new facilities to serve the increase in student population; an estimated additional 225 classrooms would be needed, as shown in Table IV.G-7. As part of the Draft General Plan update and planning for the Dunnigan Specific Plan area, the County identified 382 acres of land designated as Public and Quasi-Public (PQ) that is sufficient land for the construction of a high school (assumed to be 40 acres), a middle school (25 acres), and four elementary schools (10 acres each). As part of the preparation and evaluation of the required Specific Plan the County and developers would coordinate with the school district to ensure that this plan would satisfy the District's needs, or if not the Specific Plan could be modified to do so. In order to fund the development and construction of new school facilities the PJUSD would impose a Level II Fee of \$4.43 per square foot of residential development and \$0.47 per square foot of commercial and industrial development.

The Esparto Unified School District (EUSD) provides public school services to the communities of Esparto, Madison, and Capay Valley. New residential growth would occur under the Draft General Plan within these communities, and in total, build-out of the Draft General Plan would result in 3,055 new residential units in the EUSD (1,506 in Esparto, 1,496 in Madison, and 53 in the Capay Valley). As shown in Table IV.G-6, these new units would generate approximately 2,062 new students (1,047 students in Esparto, 977 students in Madison, and 38 students in Capay Valley). Currently, the middle and high schools are over-capacity, but the elementary school has 45 spaces available.⁷⁸ Since build-out of the Draft General Plan would result in more than 45 elementary school students, the capacity of existing schools would likely be exceeded. The majority of new students would live in Esparto and Madison, and these communities would require new or expanded school facilities to serve the increased student population.⁷⁹ As shown in Table IV.G-7, this level of projected future growth would trigger the need for up to 82 new classrooms, which does not include the current district-wide

⁷⁶ Because the size of schools in Yolo County vary depending on the school level (e.g., high school, middle school, elementary) and the size of the community being served, and because schools can add additional classrooms via portable classrooms or additional construction, this analysis identifies the needed number of classrooms associated with new residential growth, assuming 25 students per classroom.

⁷⁷ Hamilton, Patricia, 2008. *School Facility Needs Analysis for Pierce Joint Unified School District*. August 21.

⁷⁸ *Ibid.*

⁷⁹ *Ibid.*

Table IV.G-6: Student Generation Yield By School District

District	Towns Served	Additional Dwelling Units at Build-out of Draft General Plan ^a	Student Generation Rate Used by District (students/du)	Additional Students Generated at Build-out of Draft General Plan ^b	Total ^c
Esparto Unified School District	Capay Valley	SF: 53 MF: 0	SF: 0.71 MF: 0.37	38	2,062
	Esparto	SF: 64 MF: ^d 1,442		1,047	
	Madison	SF: 250 MF: 1,246		977	
Pierce Joint Unified School District	Dunnigan	SF: 7,306 MF: 975	SF: 0.72 MF: 0.37	5,621	5,621
River Delta Joint Unified School District	Clarksburg	SF: 22 MF: 0	SF: 0.70 MF: NA	16	16
Woodland Joint Unified School District	Knights Landing	SF: 1,173 MF: ^e 240	SF: 0.28 MF: 0.20	376	403
	Monument Hills	SF: 25 MF: 0		7	
	Yolo	SF: 53 MF: 0		16	
	Zamora	SF: 14 MF: 0		4	

^a For the purposes of this analysis, R-Rural, R-Low, and R-Med are assumed to allow only single family (SF) units and R-High is assumed to allow only multi-family (MF) units.

^b Sub-total is derived for each town by adding the students generated by SF development to the students generated by MF development.

^c Total is derived by adding the sub-total for each town in the district.

^d The number of MF units allowed under the 1983 General Plan was calculated using the assumption that MF units would be 6.5 percent of the total residential growth allowed.

Source: LSA Associates, Inc., 2009.

Table IV.G-7: School Facility Yield by District

District	Additional Students and Build-out of Draft General Plan	Additional Facilities Required (students / 25) ^a
Esparto Unified School District	2,062	82 classrooms
Pierce Joint Unified School District	5,621	225 classrooms
River Delta Joint Unified School District	16	0 classrooms
Woodland Joint Unified School District	403	16 classrooms

^a Assumes a classroom generate rate of 25 students per classroom.

Source: LSA Associates, Inc., 2009.

shortfall of nine classrooms. In addition to new classrooms, the EUSD would require ancillary facilities such as restrooms, cafeterias, libraries, and offices to serve new students.⁸⁰ The County has identified 50 acres of land within the Madison Specific Plan for PQ uses. This assumes the need for one elementary school (and associated facilities) on 10 acres. For the other communities served by the EUSD, the Draft General Plan contains policies that address the provision of school facilities as discussed below. In order to fund the development and construction of new school facilities the EUSD would impose a Level I Fee of \$2.97 per square foot of residential development and \$0.47 per square foot of commercial and industrial development.

The Woodland Joint Unified School District (WJUSD) serves the unincorporated communities of Knights Landing, Monument Hills, Yolo, and Zamora. The Draft General Plan would allow new residential growth in these communities. In total, build-out of the Draft General Plan would result in 1,508 new residential units in the WJUSD (1,413 in Knights Landing, 25 in Monument Hills, 56 in Yolo, and 14 in Zamora), and as shown in Table IV.G-6, the growth would result in up to approximately 403 new students (376 students in Knights Landing, 7 students in Monument Hills, 16 students in Yolo, and 4 students in Zamora).⁸¹ Currently, the WJUSD has remaining capacity to serve approximately 2,645 students. While the district as a whole would be able to accommodate the students associated with growth under the Draft General Plan, the majority of new students would live in Knights Landing, which would not have adequate space. As shown in Table IV.G-7, students generated at build-out of the Draft General Plan would require approximately 16 additional classrooms. The WJUSD has stated that 10 of these classrooms (five of which would be constructed and the other five would be obtained through re-purposing existing facilities) would be needed at Grafton Elementary School, located in Knights Landing, to accommodate new residential growth.⁸² As part of the preparation and evaluation of the required Specific Plan the County and developers would coordinate with the school district to ensure that the needs of the district are being met. In order to fund development and construction of the school facilities, the WJUSD would impose a Level II Fee of \$5.28 per square foot of residential development and \$0.47 per square foot of commercial and industrial development.

The River Delta Joint Unified School District (RDJUSD) serves the town of Clarksburg. The Draft General Plan would allow 22 residential units in the RDJUSD. As shown in Table IV.G-6, these new units would result in up to approximately 16 new students. Currently, the three schools located in Yolo County each have a remaining capacity of more than 16 students (Bates Elementary School can accommodate 60 additional students, Clarksburg Middle School can accommodate 18 additional students, and Delta High School can accommodate approximately 100 additional students). As such, students associated with growth under the Draft General Plan would be accommodated in existing facilities, and would not require the construction of additional school facilities.

The Draft General Plan would also allow an additional 1,932 residential units in other portions of Yolo County. The majority of these residential units would be built outside of community areas, mostly likely in agricultural areas. Assuming that all of these units would be single-family homes, and a student generation rate of 0.71 students per dwelling unit, the allowed development would result in

⁸⁰ Brock, Timothy, 2008. op cit.

⁸¹ Morgan, Kelley, 2008. Assistant Superintendent, Business Services, Woodland Joint Unified School District. Written communication with LSA Associates, Inc. November 6.

⁸² Ibid.

approximately 1,372 students. Assuming 25 students per classroom, these additional students would require 54 new classrooms. As it is unknown exactly where these units would be built, it is not possible to determine which school districts would serve the new development at this time. However, any new residential development would be required to pay school impact fees, and as indicated earlier, this is considered under State law to constitute full mitigation.

The Draft General Plan supports the provision of school services in the areas where the greatest growth under build-out would occur by ensuring that sufficient land is designated PQ and locations for new schools are included in the Specific Plan areas. For the community areas where Specific Plan areas are not identified and the school districts do not have adequate capacity, the Draft General Plan contains policies that support the adequate provision of schools to serve new students associated with new growth generated at build-out. However, State law preempts the County's ability to affect timing or quality of schools. Once funded, the school district is responsible for identifying the location of schools and for undertaking acquisition, design, construction, and operations.

Implementation of the following Draft General Plan policies in the Public Facilities and Services Element address schools and education: Policies PF-6.1; PF-6.2; PF-6.3; PF-6.4; PF-8.1; PF-8.2; PF-12.10; PF-12.6; PF-12.14; CC-2.2; LU-3.6; LU-5.5; and LU-5.6. These policies would reduce growth-related impacts to school districts in the County by: encouraging school districts to serve each community with local schools (Policy PF-6.1) to the extent possible under State law, seeking to ensure that schools to serve new development are constructed concurrent with the need (Policy PF-6.2); including school districts in the County's development review process for new residential development and providing them with opportunities to review and evaluate proposals that could impact school facilities and services (Policy PF-6.3); identifying appropriate locations for school sites (Policy PF-6.4); encouraging the location of childcare facilities in areas with compatible land uses (Policy PF-8.1); and requiring mitigation for the impact of development on the available supply of childcare (Policy PF-8.2).

Implementation of policies from other sections of the Draft General Plan would also reduce impacts to school districts by avoiding or minimizing conflicts and/or incompatibilities between land uses (Policy LU-3.6), ensuring that public facilities, services and amenities are distributed equitably and in locations that enhance the quality of life for the broadest number of county residents (Policy LU-5.5), providing the public facilities and services necessary to meet community needs (Policy PF-12.6), ensuring that all basic community services are provided to or concurrent with new planned development (Policy PF-12.10), identifying appropriate locations for infrastructure sites (Policy PF-12.14), and ensuring that the appropriate base level of rural services and infrastructure for existing development in each community is required in connection with new development (Policy CC-2.2).

While build-out of the Draft General Plan would increase enrollment within the school districts that are already near or over capacity, potentially significant impacts that may result from increased enrollment would be mitigated through the implementation of the Draft General Plan goals, policies, and actions and through the required payment of impact fees. As noted above, for each of the school districts serving unincorporated Yolo County, all future residential, commercial, and industrial development projects would be assessed impact fees in accordance with SB 50 to finance capital improvement projects as a means of financing new school facilities. State law precludes any assignment of future mitigation beyond payment of the impact fee.

Lack of concurrency between the need for schools and the ability to fund and construct schools is a direct result of the State funding process. To the extent that an individual developer agrees through a development agreement to advance funds to expand or construct needed school facilities earlier than would otherwise result through the State funding process, this would be a beneficial outcome. Policy LU-6.9, Action LU-A5, and Action CC-A2 in the Draft General Plan encourage and promote the use of such development agreements to achieve public service benefits for the County residents.

Pursuant to State law, the payment of statutory fees is “deemed to be full and complete mitigation of the impacts of any legislative or adjudicative act, or both, involving, but not limited to, the planning use, or development of real property on the provision of adequate school facilities.”⁸³ Therefore, impacts to schools are considered less than significant. In addition to the policies in the Draft General Plan described above, implementation of the following mitigation measure would assist in reducing impacts associated with the need for additional school facilities to serve new students associated with build-out growth under the Draft General Plan.

Mitigation Measure PUB-2a: The Draft General Plan shall be amended to include the following policy to the Public Facilities and Services Element of the Draft General Plan:

Policy PF-#: Require coordination with school districts during the preparation of specific plans to ensure to the greatest feasible extent that specific sites for new school facilities are identified and located within the residential neighborhoods they will serve.

Mitigation Measure PUB-2b: The Draft General Plan shall be amended to include the following policy to the Public Facilities and Services Element of the Draft General Plan:

Policy PF-#: Require that the associated environmental review for all specific plans include and incorporate the planning, design and siting of new school and education facilities to the greatest feasible extent with the intent that subsequent school construction consistent with the specific plans, can proceed without additional subsequent environmental review and clearance.

Mitigation Measure PUB-2c: The Draft General Plan shall be amended to include the following policy to the Public Facilities and Services Element of the Draft General Plan:

Policy PF-#: Encourage the use of development agreements to pay for infrastructure and fees for school sites with the intent of helping to defray costs of school construction. (LTS)

4. Libraries

The following subsection describes library services and facilities in Yolo County, relevant policies, and evaluates the Draft General Plan’s potential impact on existing facilities.

⁸³ Government Code 65995 (h).

a. Existing Conditions. The following describes the existing conditions of the Yolo County library system.

(1) Library System. The Yolo County library system provides library services throughout the County, including all incorporated cities. The library system is composed of the administrative and technical services department and seven branch libraries, which are shown in Figure IV.G-3. There is no central library in the Yolo County library system. As of 2009, there are 11 full-time librarians and 21 other staff members.⁸⁴ New libraries are being constructed in the cities of West Sacramento and Winters, which are scheduled for completion at the end of 2009.⁸⁵

In total, the library system contains over 370,000 volumes, with 2.5 volumes provided per capita. In addition, there are a total of approximately 347,000 library visits to the seven library branches annually. Property taxes, State funds, library fines and fees, and donations fund the library system. A development impact fee is used to partially fund future library expansions,⁸⁶ and as of 2005, the impact fee for the unincorporated area is \$810.41 for a single family unit; \$622.63 for multifamily units; and \$480.98 for larger multi-family units (5 or more units). A special tax paid by Davis residents funds additional services at the Davis Branch including Sunday hours.

(2) Branch Library Facilities. All communities and cities in Yolo County are part of the library system, except for the City of Woodland. The library administrative center and County archives are located in Woodland.

The Clarksburg Branch Library is 1,850 square feet and serves the town of Clarksburg and the surrounding area, as well as serving as the main library for the Clarksburg Charter School. The Clarksburg library supports the highest per capita circulation of books in Yolo County. The library's operations are funded by the County and the Friends of the Clarksburg Library, which donate profits from the Purple Thread thrift shop and an annual art auction.⁸⁷

The Davis Branch Library serves the City of Davis and the surrounding unincorporated communities in the County. It is a 29,975 square foot facility. Unlike the other libraries in the Yolo County Library System, the Davis library is partially funded through a parcel tax that was first passed by Davis voters in 1989. Originally the tax was \$3.50 per parcel per month; however due to rising population and increased usage of the facility, the parcel tax was not able to meet all of the funding needs of the library. Consequently, Davis voters passed Measure 9 in 2007, which raised the tax to \$7.00 per parcel per month. The Davis library is currently undergoing a significant remodel.

The Esparto Branch Library is a 5,590 square foot facility, located at 17065 Yolo Avenue in Esparto, and serves the towns of Esparto, Madison, and surrounding rural areas. The library was constructed in 1999 and was financed through donations from various local civic and private organizations, a Federal Library Services and Construction Act grant, and County funds, including development

⁸⁴ Education Bug, 2007. Website: california.educationbug.org/public-library/County-yolo.html. Assessed December 14.

⁸⁵ Yolo County, 2008. *Library Building Projects*. Website: www.yoloCounty.org/Index.aspx?page=1242. November 7.

⁸⁶ Yolo County, 2005. *Orciuoli Property Residential Development Draft Environmental Impact Report*. October

⁸⁷ Yolo County, 2004. *Old Sugar Mill Specific Plan, Draft EIR*. August 2004.

impact fees. The library employs one full time librarian, one part-time position, and receives volunteer participation from Friends of Esparto Library. As of 2004, about 53 percent of Esparto's population (5,491) were registered borrowers (2,905).

The A.F. Turner West Sacramento Library is an 8,419 square foot facility that serves the City of West Sacramento and outlying areas. The library is currently located at a temporary site at 840 Jefferson Boulevard while a new building is constructed. The new library will be 18,244 square feet, and completion of the building is scheduled for the end of 2009.⁸⁸ Funding for the expansion came from County Development Impact Fees, the West Sacramento RDA Reserves, and donations from the West Sacramento Friends of the Library.

The Winters Branch Library is a 3,700 square foot facility located in the City of Winters. The County of Yolo has partnered with the Winters Joint Unified School District, the Winters Friends of the Library, the Margaret Parsons Trust, and the town of Winters to build a new joint use (community and high school) library on the Winters High School campus. The approximately 10,000 square foot library will be located on Railroad Avenue. Funding for the new library was obtained from a variety of sources including the County, City of Winters, Margaret Parsons' Trust, Winters Joint Unified School District, Winters Friends of the Library, and the Winters Capital Campaign.⁸⁹

The Knights Landing Branch Library is a 2,232 square foot facility that serves the town of Knights Landing and surrounding areas. The library is located in the old Knights Landing Public Works Corporation Yard building that was renovated in the 1985. The Friends of Knights Landing Library and the County provided the funding for the renovation. The library employs one part-time librarian and one part-time library assistant. Approximately 41 percent of the residents of Knights Landing are registered borrowers.⁹⁰

The Yolo Branch Library, a 1,000 foot facility that is located in the town of Yolo, was built in 1918 with a grant from the Carnegie Corporation. The branch library currently employs one part-time librarian and one part-time library assistant. Approximately 15 percent of the residents of Yolo are registered borrowers.⁹¹

b. Draft 2030 Countywide General Plan for Yolo County. The following lists Draft General Plan policies and actions that relate to library facilities and services in Yolo County.

Land Use and Community Character Element

- Policy LU-5.5: Ensure that public facilities, services and amenities are distributed equitably and in locations that enhance the quality of life for the broadest number of county residents.
- Policy LU-5.6: Assist existing communities to obtain the services, support and infrastructure needed to thrive and be successful.

⁸⁸ Yolo County, 2009. *West Sacramento Library Building Project Overview – July 17, 2008*. Website: www.yolocounty.org/Index.aspx?page=1499. March 4.

⁸⁹ Yolo County, 2009. *Winters Branch Building Program*. Website: www.yolocounty.org/Index.aspx?page=277. March 4.

⁹⁰ Crist, Chris, 2009. Business Services Manager, Yolo County Library. Written communication with LSA Associates, Inc. March 9.

⁹¹ Ibid.

- Policy CC-2.2: Ensure that the appropriate base level of rural services and infrastructure for existing development in each community is required in connection with new development.
- Policy CC-2.9: Locate County offices and other civic facilities in the downtown area of the unincorporated communities, whenever appropriate.
- Policy CC-2.16: Require the following sustainable design standards as appropriate for projects located within the growth boundaries of the unincorporated communities: D. The fiscal impacts of development projects shall be revenue neutral or positive in terms of impacts to the County General Fund. Appropriate exceptions for socially beneficial projects such as affordable housing, parks, etc. may be allowed.

Public Facilities and Services Element

- Policy PF-7.1: Develop and maintain library facilities and/or services in every city and community where services are not otherwise provided. New public library service should be established in communities with populations of 5,000 or more.
- Policy PF-7.2: Locate library facilities in areas easily accessible by motorized vehicles, bicycles and other non-motorized vehicles, pedestrians, and public transportation, such as downtown shopping areas or neighborhood business districts.
- Policy PF-7.3: Pursue joint-use agreements with schools, social service agencies, cultural institutions, and other organizations in communities to provide services where County library facilities are infeasible.
- Action PF-A36: Ensure that new development in Dunnigan includes a library facility and related services, through the use of development impact fees, development agreements, or other enforceable mechanisms.
- Action PF-A38: Meet the following minimum standards for new and existing libraries:
 - 2,875 volumes per capita, with a minimum collection of 6,000 volumes;
 - 0.75 to 1.0 square feet of library space per capita with a minimum size of 1,000 square feet;
 - 3,000 audio and video recordings per branch library;
 - 10 magazine and newspaper subscriptions per 1,000 residents;
 - 2.5 reader seats per 1,000 residents;
 - One computer per 750 to 1,250 residents (minimum 10 computer workstations per branch library);
 - Trained staff to provide visitor-focused library programs and services.
- Policy PF-12.6: Provide the public facilities and services necessary to meet community needs, in an efficient manner.
- Policy PF-12.10: Ensure that all basic community services (e.g. septic/sewage, water, drainage, roads, power, parks, schools, libraries, etc.) for new planned development, including all Specific Plan areas, are made available consistent with the target service levels established in this General Plan, prior to or concurrent with need, to the extent feasible.
- Policy PF-12.14: Identify appropriate locations for infrastructure sites, in consultation with the Community Service Districts, as early in the planning process as possible.

c. Impacts and Mitigation Measures. This section provides an assessment of the potential adverse impacts related to library services associated with growth associated with build-out of the Draft General Plan, the proposed project. It establishes the thresholds of significance for impacts and then evaluates the Draft General Plan. Where potentially significant impacts of the proposed project are identified, mitigation measures are recommended.

(1) **Significance Criteria.** The Draft General Plan would result in significant adverse impacts on library services if it would:

- Fail to provide, achieve, or maintain acceptable facilities, service ratios, response times, or other performance objectives for libraries.

(2) **Impacts Analysis.** Build-out of the Draft General Plan would result in increased population growth in certain areas of the County, which would increase the demand for library services. The Draft General Plan establishes minimum standards for new and existing libraries in Action PF-A38, which is listed above. In order to achieve these minimum standards, new or expanded library facilities would be required, particularly in the communities of Dunnigan, Knights Landing, Madison, and Esparto, where the most growth would occur under the Draft General Plan (see Table IV.G-1). Specific plans must be prepared for Dunnigan, Knights Landing and Madison before new growth occurs in these specific plan areas. The specific plans must detail how new or expanded library services and facilities would be provided to serve the new growth being proposed and allowed under the Draft General Plan. Table LU-10 of the Draft General Plan provides community planning guidelines for additional growth (as supported by Policies CC-3.5, CC-3.6, CC-3.7, CC-3.8, CC-3.9, and CC-3.10) in the Specific Plan areas. Dunnigan currently does not have any library facilities, and the construction or provision of a new facility would be required to serve increased demand from build-out population for library services per Table LU-10 (see Table IV.G-2 in this section), Policy PF-7.1, PF-12.10, and Action PF-A36. While Knights Landing has a branch library, per Table LU-10 and Policy PF-12.10, the library would need to be either expanded or replaced in order to meet the service levels. Implementation of these policies would ensure that library services are provided concurrent with growth in these Specific Plan areas.

Madison receives library services from the nearby Esparto Branch. The Esparto Branch would need to provide services to the build-out population in both Esparto and Madison, and as a result, may require some expansion of services. If that is not feasible, new library services may need to be provided in Madison. The provision of library services for growth in Madison would be considered and evaluated as part of the Specific Plan process required for development in that community area.

Additional residential growth and development would also be allowed in other community areas in Yolo County. In order to achieve the service goals outlined in the Draft General Plan, some communities may need to expand library services, which could include the construction of new facilities or services such as a bookmobile. Implementation of the following Draft General Plan policies from the Public Facilities and Services Element would reduce build-out growth-related impacts on library services by: developing and maintaining library facilities and/or services in every city and town where services are not otherwise provided (Policy PF-7.1); locating library facilities in areas easily accessible by motorized vehicles, bicycles and other non-motorized vehicles, pedestrians, and public transportation (Policy PF-7.2); and by pursuing joint-use agreements with schools, social service agencies, cultural institutions, and other organizations in communities to provide services where County library facilities are infeasible (Policy PF-7.3). In addition, implementation of policies from other sections of the Draft General Plan would also reduce impacts to library services by: ensuring that public facilities, services and amenities are distributed equitably and in locations that enhance the quality of life for the broadest number of County residents (Policy LU-5.5); providing the public facilities and services necessary to meet community needs (Policy PF-12.6); ensuring that all basic community services are provided to or concurrent with new planned development (Policy PF-12.10); and ensuring that the appropriate base level of rural services and infrastructure for existing development in each community is required in connection with new development (Policy CC-2.2).

Additionally, the continued implementation of the development impact fee for libraries would assist in the provision of new or expanded library services to meet Draft General Plan standard and serve new growth.

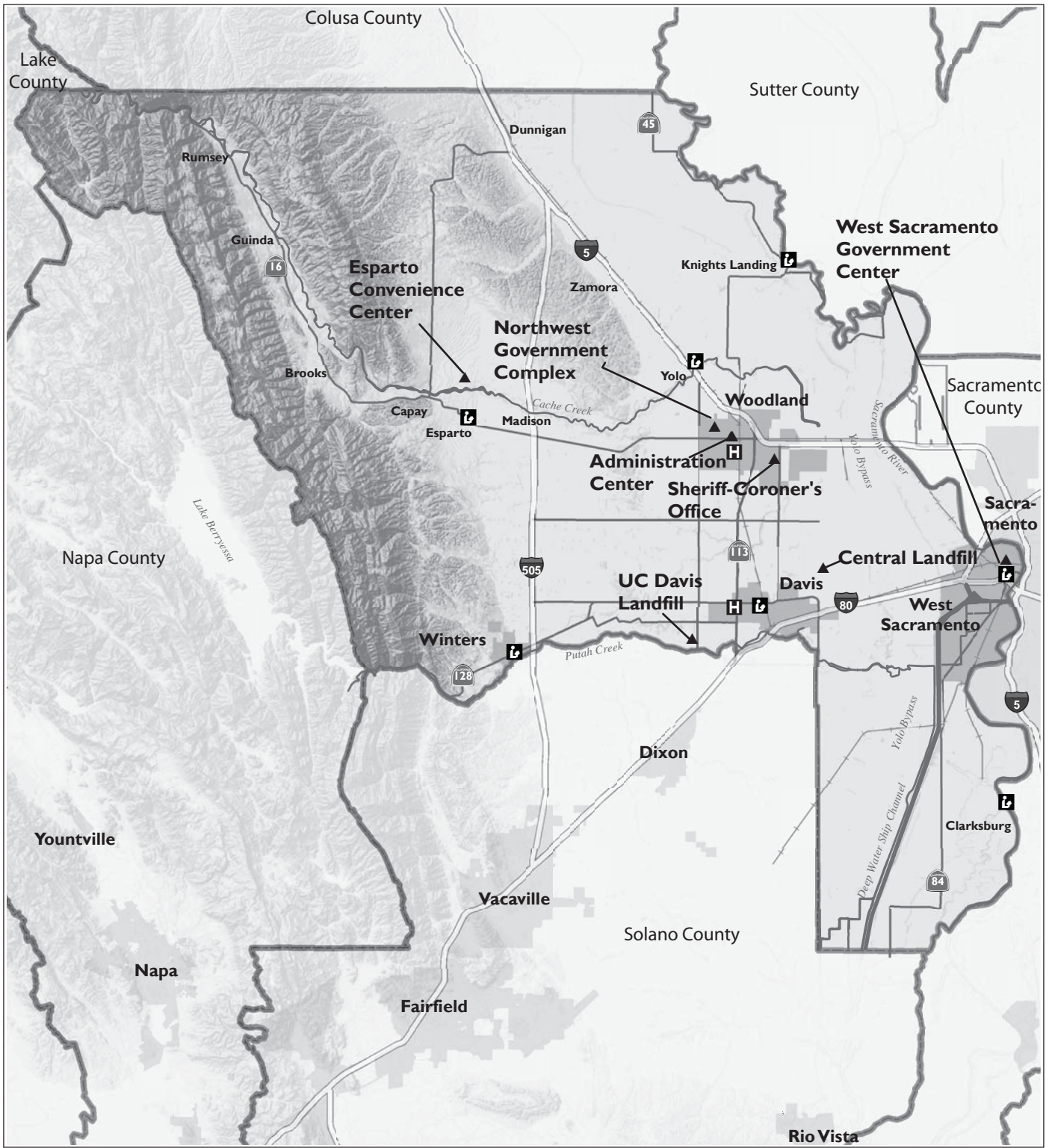
While growth under the Draft General Plan would result in an increase in the population of the County, and a related increase in demand for library services, implementation of the policies and the development impact fee identified above would ensure that planned Draft General Plan development would result in planned library services at identified service levels. Therefore, build-out of the Draft General Plan would have a less-than-significant impact on library services in the County.

5. Social Services

The following subsection describes other County government services that are not discussed in other sections of this EIR.

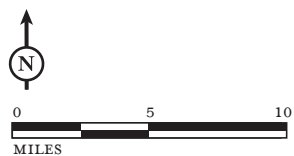
a. Existing Conditions. The County provides a variety of general government service functions that improve quality of life for County residents. Government buildings are shown in Figure IV.G-3. Major functions (that are not separately addressed elsewhere in the Draft General Plan) include:

- Alcohol, Drug, and Mental Health Services. Provides alcohol and drug abuse prevention and treatment services to adults and juveniles, and mental health services to seriously mentally ill adults, youth, and their families.
- Assessor. Provides appraisal of real property values and presents the tax roll to the Auditor-Controller annually.
- Auditor-Controller/Treasurer-Tax Collector. Provides treasury management, general accounting, property tax collection, financial reporting, auditing, cost accounting, budgeting, property tax accounting, payroll, debt management and countywide collection services.
- Clerk-Recorder/Elections. Files and records various records, issues marriage licenses and processes passport applications, issues certified copies of vital records and performs marriage ceremonies. The Elections Office maintains the roll of registered voters and is responsible for setup and oversight of elections affecting Yolo County.
- Child Support Services. Determines parentage, establishes orders for support and medical coverage, and collects and distributes funds from absent parents who have a financial responsibility to support their children.
- Cooperative Extension. Provides research and education regarding agricultural science, nutrition, urban horticulture, youth development, and the 4-H Club.
- County Administrator. Responsible for the implementation of policies of the Board of Supervisors as well as providing executive management for County departments and agencies. Direct responsibility includes: intergovernmental relations (including tribal relations), economic development and the community development block grant (CDBG) program, Office of Emergency Services, and staff for the Local Agency Formation Commission (LAFCO). This function is addressed throughout the Draft General Plan document.
- County Counsel. Provides civil legal representation to the Board of Supervisors, the County Administrator's Office, and County departments and agencies, as well as to the boards and staff of several special districts and other specified public entities.
- District Attorney. Conducts prosecutions for public offenses, detects crime, investigates criminal activity, and is advisory to the Grand Jury.



LSA

FIGURE IV.G-3



-  Library
-  Hospital
-  Government Building, Facility

*Yolo County 2030 Countywide
General Plan EIR
Other Public Facilities*

- In Home Supportive Services. Promotes safety, stability, and self-sufficiency by administering transitional assistance programs, employment and training programs, child welfare services, adult protective services, and special investigations of welfare fraud. Also partners with the community to develop and strengthen the workforce.
- General Services. Provides internal support services for County departments and agencies, including planning, construction, maintenance and repair of County facilities, printing and copying services and purchasing. General Services also manages an intergovernmental courier service, the Yolo County Airport and Fleet Services. This department is addressed in this element.
- Health. Provides programs for the medically indigent, older adults and detainees; communicable disease prevention and control; protection of food and water; waste and vector control; emergency preparedness and response; vital records; nutrition and safety education; and public health nursing services. This department is addressed in the Health and Safety Element.
- Human Resources. Responsible for recruiting, selecting, developing and retaining a high quality workforce for County government.
- Information Technology. Oversees the operations and maintenance of the County's technology infrastructure, including hardware, software and telecommunications support. The department also provides these services to several client districts and agencies.
- Public Guardian/Public Administrator. Manages the estate and/or affairs of persons who cannot care for themselves due to serious physical illness, mental illness or other disability. Manages the indigent burial/cremation program and handles the estates of persons who die in Yolo County without a will, or without an administrator. Also assists veterans and their eligible dependents in accessing Veterans Administration benefits.

b. Draft 2030 General Plan for Yolo County. The following is a list of Draft General Plan related to other government services.

Land Use and Community Character Element

- Policy LU-3.8: Prohibit the designation of new urban development in places with some or all of the following characteristics:
 - Areas without adequate emergency services and utility capacity and where there are no capital improvement plans to pay for and construct new facilities that can accommodate the proposed development.
 - Areas where there are significant hazards and where there are no plans to adequately mitigate the risk (e.g. floodplains, high fire hazard areas, unstable soils, known seismic faults, etc.).
 - Areas where there are significant natural resources (e.g. groundwater recharge, wildlife habitat, mineral or timber resources, scenic areas, etc.).
 - Areas not contiguous to existing urban development.
- Policy LU-5.5: Ensure that public facilities, services and amenities are distributed equitably and in locations that enhance the quality of life for the broadest number of County residents.
- Policy LU-5.6: Assist existing communities to obtain the services, support and infrastructure needed to thrive and be successful.

- Policy CC-2.2: Ensure that the appropriate base level of rural services and infrastructure for existing development in each community is required in connection with new development.
- Policy CC-2.9: Locate County offices and other civic facilities in the downtown area of the unincorporated communities, whenever appropriate.
- Policy CC-2.16: Require the following sustainable design standards as appropriate for projects located within the growth boundaries of the unincorporated communities: D. The fiscal impacts of development projects shall be revenue neutral or positive in terms of impacts to the County General Fund. Appropriate exceptions for socially beneficial projects such as affordable housing, parks, etc. may be allowed.

Public Facilities and Services Element

- Policy PF-12.1: Design, construct, and operate County facilities to be environmentally sustainable, and beneficial to the community and/or region.
- Policy PF-12.2: Use life cycle analysis (taking into consideration all costs involved in production, transport, and disposal of a product) in decision making for materials and construction techniques.
- Policy PF-12.3: Design, construct, and operate facilities that employ renewable energy resources, or reduce the use of fossil fuel for their operations and transport needs.
- Policy PF-12.4: Encourage the development of governmental and civic facilities (e.g. school yards, special district meeting rooms, etc.) that can accommodate multiple community uses.
- Policy PF-12.5: Within the Delta Primary Zone, ensure consistency of permitted land use activities with adopted public and services policies of the Land Use and Resource Management Plan of the Delta Protection Commission.
- Policy PF-12.6: Provide the public facilities and services necessary to meet community needs, in an efficient manner.
- Policy PF-12.7: Encourage consolidation of special districts and responsibilities, wherever feasible.
- Policy PF-12.8: Ensure that fees and assessments used to fund facilities and services are paid for by those who benefit.
- Policy PF-12.9: Provide all service providers with appropriate opportunity to comment on pending development applications.
- Policy PF-12.10: Ensure that all basic community services (e.g. septic/sewage, water, drainage, roads, power, parks, schools, libraries, etc.) for new planned development, including all Specific Plan areas, are made available consistent with the target service levels established in this General Plan, prior to or concurrent with need, to the extent feasible.
- Policy PF-12.11: Centralize government facilities in consolidated satellite service centers when community populations reach appropriate thresholds.
- Policy PF-12.12: Work to ensure that Community Service Districts' facilities to serve new development are constructed concurrent with the need, to the extent allowed by State law.
- Policy PF-12.13: Include Community Service Districts in the County's development review process for new residential developments and provide them with adequate time to review and evaluate proposals that could impact infrastructure and/or service facilities.
- Policy PF-12.14: Identify appropriate locations for infrastructure sites, in consultation with the Community Service Districts, as early in the planning process as possible.
- Action PF-A21: Adopt appropriate regulations to require park land dedication and adopt park impact fees for all new development projects in both the incorporated and unincorporated areas to pay for the planning, acquisition, and development of parks and open space.

- Action PF-A77: Maintain and update a system of countywide development impact fees to pay for the development and construction of public facilities.

c. Impacts and Mitigation Measures. This section provides an assessment of the potential adverse impacts related to other government services associated with build-out of the Draft General Plan, the proposed project. It establishes the thresholds of significance for impacts and then evaluates the Draft General Plan. Where potentially significant impacts of the proposed project are identified, mitigation measures are recommended.

(1) Significance Criteria. The Draft General Plan would result in significant adverse impacts on other government services if it would:

- Fail to provide, achieve, or maintain acceptable facilities, service ratios, or other performance objectives for other government social services.

(2) Impacts Analysis. Build-out of the Draft General Plan would increase the residential population in Yolo County by approximately 41,435 persons, with the majority of new growth occurring in Dunnigan, Knights Landing, Madison, and Esparto (see Table IV.G-1). Other areas of build-out growth are Capay Valley, Clarksburg, Monument Hills, Yolo and Zamora.

These new residents would increase demand for services provided by the County. For example, increases in crime would not only increase demands on the Sheriff Department, but would also require expanded services for the District Attorney, Public Defender, and Probation. More residents would also require more County employees, which would place additional demands on General Services to build and maintain new facilities, along with demand on Human Resources to hire more workers, and on Information Technology to expand the computer network to serve the larger workforce. New development also would require more Assessors, Tax Collectors, and Auditors. All of the additional activity would also impact the Chief Administrative Officer's Office and County Counsel. Development impact fees, encouraged in Policy LU-6.9, Action LU-A5, and Action CC-A2, would cover the costs of new facilities, but would not address personnel, maintenance, or operation costs of the new facilities. These costs are covered by the general fund which relies primarily on the County's share of various tax revenues. In addition, Policy CC-2.16D generally requires projects to be fiscally neutral in terms of impacts on the County general fund.

As discussed in the previous sections, the following policies would reduce public service impacts to a less-than-significant level: Policies PF-12.1; PF-12.2; PF-12.3; PF-12.4; PF-12.6; PF-12.10; PF-12.14; CC-2.2; LU-3.6; LU-5.5; and LU-5.6.

The following the Draft General Plan policies in the Public Facilities and Services Element would address impacts on County government social services related to the projected population growth for Yolo County by resulting in County facilities being designed, constructed, and operated in an environmentally sustainable manner that uses renewable energy resources or reduces the use of fossil fuels (Policies PF-12.1 and PF-12.3), and that use life cycle analysis in the decision making for materials and construction techniques (Policy PF-12.2). These policies would require that new County facilities would be developed in a manner that would result in fewer environmental impacts than traditional development, through the use of sustainable principals.

As discussed in the previous sections, implementation of the following policies from the Draft General Plan would also reduce impacts to government social services related to build-out growth and ensure that County services are provided in an equitable manner that meets the identified service standards by: minimizing conflicts and/or incompatibilities between land uses (Policy LU-3.6); ensuring that public facilities, services and amenities are distributed equitably and in locations that enhance the quality of life for the broadest number of county residents (Policy LU-5.5); providing the public facilities and services necessary to meet community needs (Policy PF-12.6); ensuring that all basic community services are provided to or concurrent with new planned development (Policy PF-12.10); identifying appropriate locations for infrastructure sites (Policy PF-12.14); and ensuring that the appropriate base level of rural services and infrastructure for existing development in each community is required in connection with new development (Policy CC-2.2).

Implementation of these policies would ensure that planned Draft General Plan development would result in access to government services at identified service levels. In addition, Policy CC-2.16D generally requires projects to be fiscally neutral in terms of impacts on the County general fund. Therefore, build-out of the Draft General Plan would have a less-than-significant impact on other government services in the County.

6. Community Parks and Resource Areas

The following subsection describes community parks and resource areas in Yolo County, relevant policies, and evaluates the General Plan's potential impact on existing facilities.

a. Existing Conditions. The following section describes existing community parks and resource areas in Yolo County.

(1) Service Providers. The resource areas (open space parks) in Yolo County are managed by a variety of entities. The Yolo County Parks and Natural Resources Department is the responsible managing agency for County resource parks, campgrounds, and several boat launches and fishing accesses. The resource parks in Yolo County are planned and maintained through several federal, State, and County agencies. While there are no State parks in the unincorporated County, the Federal Bureau of Land Management (BLM) and the California State Department of Fish and Game own several properties that are managed by the County under inter-agency agreements.

The Esparto Community Park, Dunnigan Community Park, and Gibson Historical Museum, discussed in greater detail below, are maintained and improved by the Yolo County Parks and Natural Resources Department.

(2) Existing Facilities. There are a total of 17 parks in Yolo County, totaling approximately 1,976.5 acres. Existing and future parks in Yolo County are classified in the following general categories for management purposes: community parks and resource parks. Existing parks and trails are shown in Figure IV.G-4. A complete list of existing County parks is provided in Table IV.G-8.

Community (or neighborhood) parks are small in area (less than 10 acres), usually located in or near small population centers, and developed for a variety of community uses, gatherings, and events. These parks are intended to provide active recreational areas, such as playgrounds, sports fields, and sports courts.

Table IV.G-8: Summary of Existing Parks

Park	Acreage	Location
Dunnigan Community Park	0.5	3640 County Road 89A, Dunnigan
Esparto Community Park	1	17001 Yolo Avenue, Esparto
Cache Creek Canyon Regional Park, Trail System and Campground	685	1475 State Route 16, Rumsey
Cache Creek Nature Preserve	119	Southwest corner of County Road 20X and 94B, north of Cache Creek, Woodland
Camp Haswell Park	7	1999 State Route 16, Rumsey
Capay Open Space Park and Trail System	41	15560 County Road 85, Capay
Clarksburg River Access Facility	4	38125 Old River Road, Clarksburg
Correll-Rodgers Habitat Area	40	East of County Road 96 and south of Cache Creek, Woodland
Elkhorn Regional Park	49	18989 Old River Road, West Sacramento
Gibson House Museum	2	512 Gibson Road, Woodland
Grasslands Regional Park and Trail System	313	30475 County Road 104, Davis
Helvetia Oak Grove	12	20470 Old River Road, West Sacramento
Knights Landing River Access Park	4	9350 State Route 45, Knights Landing
Nichols Park	21	17195 County Road 57, Guinda
Otis Ranch Open Space and Trail System	587	West of State Route 16, Rumsey
Putah Creek Fishing Access	87	24135 State Route 128, Winters
Wild Wings Park	17	North of Goldeneye Street and south of Cache Creek, Woodland
Total	1,976.5	

Source: Yolo County, 2008. *Draft 2030 Countywide General Plan*.

The two existing community parks in Yolo County are the Esparto Community Park and the Dunnigan Community Park. The Esparto Community Park is a 1-acre site with picnic tables, a barbecue, a turf area, a playground, restrooms and large trees providing shade. The Dunnigan Community Park is a ½-acre site with picnic tables, barbecues, a playground, a basketball court, a restroom and drinking fountain. Madison has a park (approximately 2.5 acres in size) that is owned and maintained by the Madison Community Services District.

The Gibson Historical Museum, located in Woodland, is also classified as a community park, although it serves the entire County. The museum consists of a history museum on a 2.5-acre site containing both permanent and rotating exhibits regarding local history, gardens, outbuildings containing agricultural historical exhibits, and the offices of the Yolo County Historical Society. It also serves as a venue for community and private events.

In contrast to community parks, resource parks include regional parks and open spaces, and are managed for multiple objectives. The term resource park is used herein to refer to regional parks and/or open spaces, typically much larger in size than a community park, characterized by passive and/or very low-management uses, which are intended to serve the County populations rather than an individual community. Yolo County owns and/or manages a number of resource parks; however, the vast majority of open space in the County remains in private ownership.

There are also a number of other informal recreation opportunities within the County. Several stormwater detention basins in Esparto provide passive recreation activities. In addition, local elementary schools serve in place of community parks for Clarksburg and Knights Landing.

(3) Future Parks. As shown in Figure IV.G-5, the County currently plans to add new community parks to support residents in existing and planned communities, particularly in Dunnigan, Esparto, Knights Landing, and Madison. For instance, a 3-acre community park is planned for

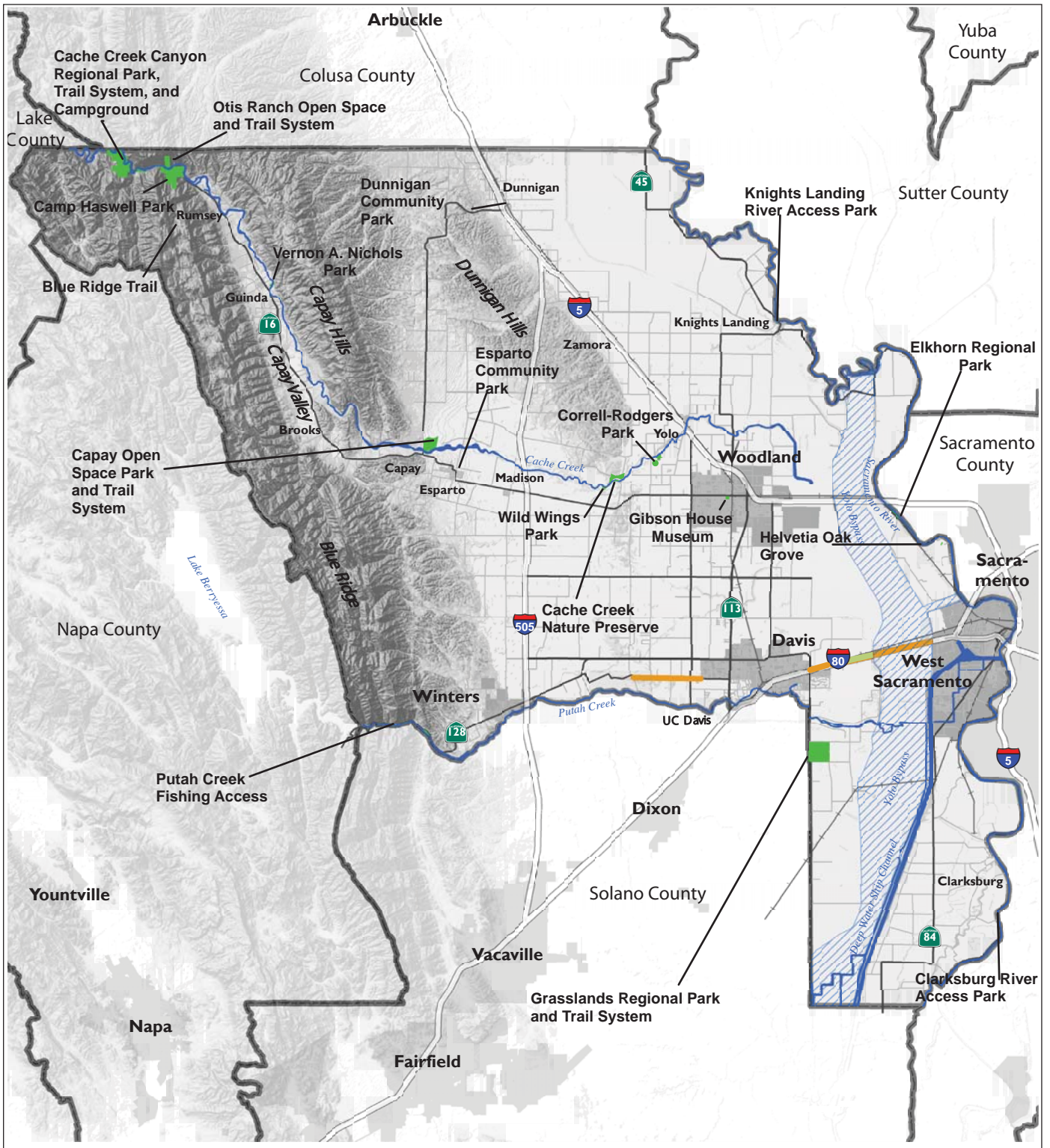
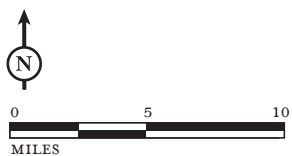


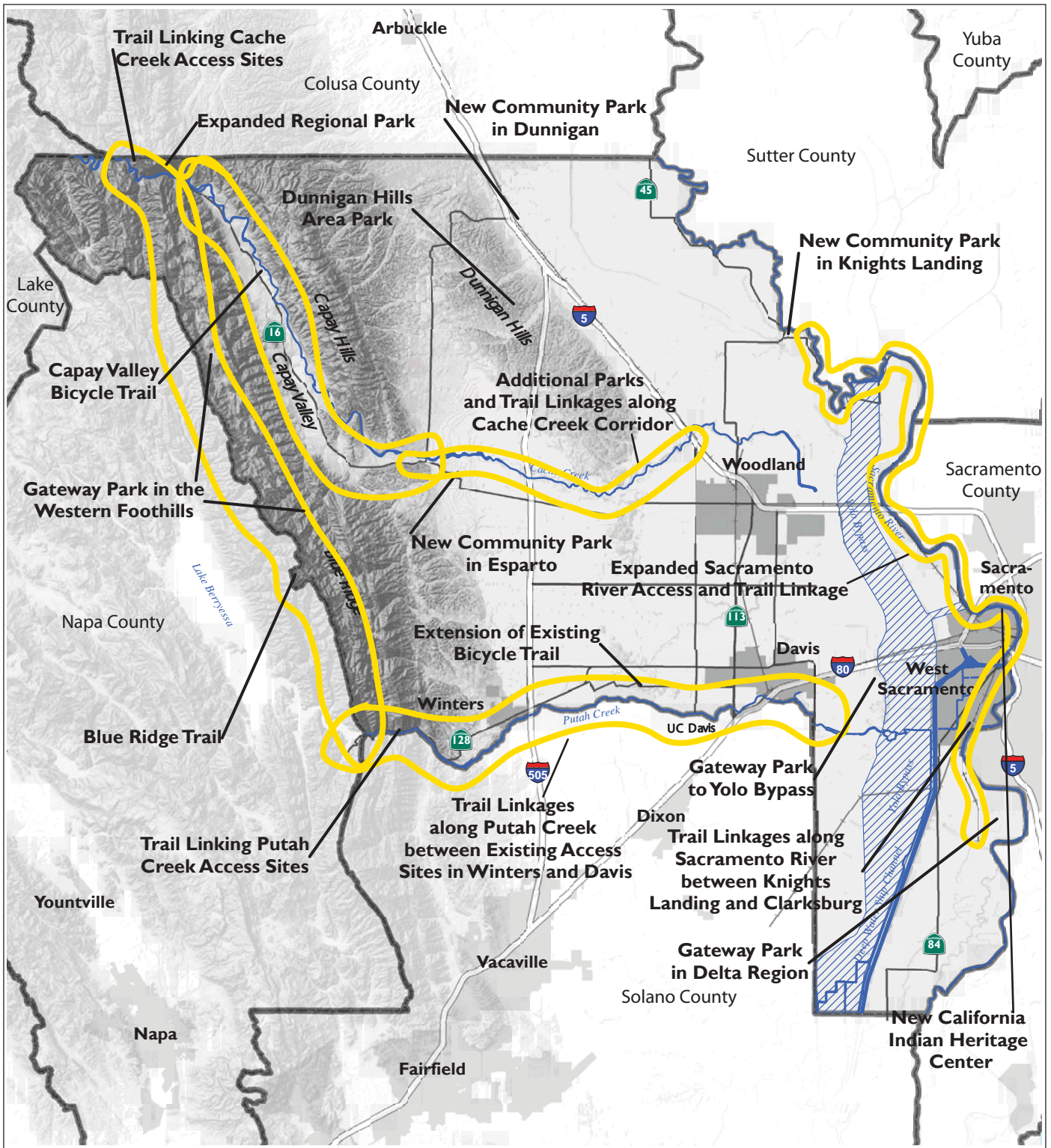
FIGURE IV.G-4

LSA



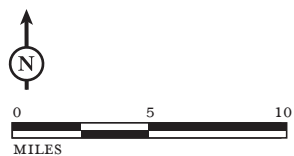
- Existing Class I Bicycle Trails
- Resource and Community Parks

*Yolo County 2030 Countywide
General Plan EIR*
Existing Public Parks and Trails



LSA

FIGURE IV.G-5



— Future Trails

Yolo County 2030 Countywide
General Plan EIR
Future Parks and Trails

Esparto in the northwest part of town, with a gazebo, basketball court, picnic tables, playground, and restrooms. The new park may also include a community swimming pool.

The Esparto General Plan also calls for a pedestrian/bicycle trail to encircle the town, separated from local streets with a minimum of street crossings. To date over a mile of this trail has been constructed within a network of greenbelts, with another mile to be built concurrent with pending residential development.

Yolo County has great potential for new open space acquisitions in the future. Expanding resource park opportunities and other open space is important to the values of the County. As shown in Figure IV.G-5, the County plans to add new resource parks and other open space throughout the County.

(4) Funding Sources. Parks and recreational facilities throughout the County require a variety of funding mechanisms in order to address different operational issues. All facilities and infrastructure require some general upkeep maintenance and upgrades. Existing funding sources for required maintenance comes from general funds, concessionaire revenues, and user fees. Unincorporated community parks in areas such as Dunnigan and Esparto, are expected to experience increased recreation demand with population growth. Currently, existing funding sources include general funds, Proposition 40 (California Government Code Section 5096.600) per capita developer impact fees, and local community initiatives. However, in the future new funding sources may need to be explored, including new project exactions, such as a Quimby Act (California Government Code Section 66477) ordinance, which would allow a legislative body to require land dedication or require in lieu-of fees for park and recreational purposes as a condition to the approval of a tentative map or parcel map. Other new park acquisition and improvements, including new “gateway” sites have access to funding through Proposition 40 per capita funds. New assessment district funding, federal transportation funds, and existing and future bond act funds also have been identified by the County as possible future sources of funding.

b. Regulatory Framework. The following describes the Quimby Act, existing recreation plans, and Draft General Plan policies relating to parks and recreational facilities.

(1) Quimby Act. The Quimby Act states that “the legislative body of a city or County may, by ordinance, require the dedication of land or impose a requirement of the payment of fees in lieu thereof, or a combination of both, for park and recreational purposes as a condition of approval of a tentative map or parcel map.”

The Quimby Act gives authority for passage of a land dedication ordinance that requires developers to mitigate the impacts of property improvements to cities and counties. The fees must be paid and land conveyed directly to local public agencies that provide park and recreation services community-wide. Currently, the County has not adopted any such land dedication ordinance; however, Action PF-A21 of the Draft General Plan requires that one be adopted.

Recreation Plans. The Yolo County Parks and Resources Department is responsible for implementing plans that guide the management of recreational resources in the County. Two of these plans are the Yolo County Parks and Open Space Master Plan and the Yolo County Oak Woodland Conservation and Enhancement Plan. The Parks and Open Space Master Plan was adopted by the Board of Supervisors in 2006 and establishes a detailed framework for the management primarily of

resource parks and open space recreation in Yolo County.⁹² The plan establishes programmatic policies and guidelines for the management, use, and future development of County park facilities through 2025. The plan provides goals and future actions specific to each individual park. In addition, it focuses on key countywide strategies that promote long-term planning with the goal of increasing the overall amount of parkland and open space. It also promotes policies that seek to increase the range and availability of outdoor recreation activities. A primary goal of the plan is to increase the existing inventory of park and open space, and a related policy is to increase the provision of essential public services, including parking areas, signage, and drinking water, at all existing and future recreation areas. In addition the plan recommends that the County focus on Joint Powers Authorities and relationships with private landowners to create new opportunities and mechanisms for creating new recreation opportunities.

The County Oak Woodland Conservation and Enhancement Plan seeks to promote voluntary efforts to conserve and enhance the County's existing oak woodlands, which provide significant aesthetic, ecological, and economic benefits to the entire County.⁹³ Oak woodlands cover approximately 107,000 acres of the County's 650,000 acres of land, and are primarily located in the western portion of the County.⁹⁴ Blue oak-foothill pine woodlands are the dominant community type, consisting of almost 78,000 acres or 74 percent of all oak woodland acreage. Approximately 87 percent of the County's oak woodlands are privately owned, while Yolo County, the U.S. BLM, and other public entities own approximately 12 percent. One goal of the plan is to minimize effects of land conversion, and other factors, that disturb the health and longevity of existing oak woodlands. The plan presents a system to help identify high-priority voluntary oak woodlands conservation and enhancement opportunities, it also provides access to State funding and assists with State efforts to conserve and enhance oak woodlands in the County. Success of the program is dependant on voluntary participation by landowners and public agencies that own oak woodlands. Therefore, plan implementation relies heavily on public outreach and education strategies to encourage willing landowners and public agencies to participate in the program.

In addition to the two plans prepared by the Parks and Resources Department, the Integrated Regional Water Management Plan (IRWMP) includes several recreational objectives.⁹⁵ One of these objectives is to maintain, improve, and expand public access for recreational use of publicly owned water, waterfronts, and open space. Another objective is to obtain joint funding and to develop methods to leverage investments across recreational, flood control, water supply, natural resource conservation, water quality, and other IRWMP project objectives. The plan also recommends the establishment of public recreation benefits as a performance standard for public investment in projects that protect private property from hazards such as flooding or provide for private property development.

c. Draft 2030 General Plan for Yolo County. The following is a list of Draft General Plan policies regarding parks, open space, and recreational facilities in Yolo County.

⁹² Yolo County, Parks and Natural Resources Management Division, 2004. *Parks and Recreation Master Plan*.

⁹³ Yolo County, 2007. Parks and Natural Resources Management Division, *Yolo County Oak Woodland Conservation Enhancement Plan*. January 16.

⁹⁴ Ibid.

⁹⁵ Water Resources Association of Yolo County, 2007. *Integrated Regional Water Management Plan*. April.

Land Use and Community Character Element

- Goal LU-4: Within the Delta Primary Zone, ensure the compatibility of land uses and decision-making with applicable policies of the Land Use and Resource Management Plan of the Delta Protection Commission.
- Policy LU-5.5: Ensure that public facilities, services and amenities are distributed equitably and in locations that enhance the quality of life for the broadest number of County residents.
- Policy LU-5.6: Assist existing communities to obtain the services, support and infrastructure needed to thrive and be successful.
- Policy CC-1.11: Require the development of open space corridors, bicycle paths and trails integrating waterways, scenic areas and County parks where appropriate, in collaboration with affected land owners as a part of project approval. The intent is to connect each community and city and other special places and corridors, throughout the County.
- Policy CC-2.2: Ensure that the appropriate base level of rural services and infrastructure for existing development in each community is required in connection with new development.
- Policy CC-2.3: Include open space corridors and trails throughout each community to provide off-street bicycle and pedestrian access, as well as connections to intra-County corridors and trails.
- Policy CC-2.13: Require 5 acres of neighborhood parks for every 1,000 people within each unincorporated community.
- Policy CC-2.15: Develop all services, parks, buffers and infrastructure within identified community growth boundaries. Mitigation lands for the loss of agricultural land and wildlife habitat are the only component of community development that are allowed to be located outside of the growth boundaries.

Public Facilities and Services Element

- Policy PF-3.1: Establish a service threshold of 5 acres of community (neighborhood) park per 1,000 people in each unincorporated community.
- Policy PF-3.2: Design sustainable parks and recreational facilities that complement nearby land uses and serve all segments of the community.
- Policy PF-3.3: Design community parks to ensure equal opportunities for access for all residents, including the handicapped and senior populations.
- Policy PF-3.4: Create greenbelts to connect schools, community parks, and residential areas in unincorporated communities wherever possible. Connect community parks to existing trails, walkways, and bikeways where feasible.
- Policy PF-3.5: Include buffers, hedgerows, directed lighting, and other features to ensure the compatibility of recreational activities with surrounding land uses.
- Policy PF-3.6: Construct neighborhood and community parks within walking and bicycling distance of residential areas.
- Policy PF-3.7: Ensure that community parks and recreational facilities have stable and self-sufficient funding resources, paid by those who derive benefit.
- Action PF-A16: New development shall be required to provide “turnkey” (built and operational) community parks at the required standard of 5 acres per 1,000 people to serve existing and new residents, at locations within unincorporated communities within planned residential neighborhoods. An appropriate service district shall be formed to provide operation and maintenance.

- Action PF-A20: Establish new or expand existing special districts to provide operation and maintenance costs for community parks. Also consider transferring existing Esparto and Dunnigan community parks into special districts.
- Action PF-A21: Adopt appropriate regulations to require park land dedication and adopt park impact fees for all new development projects in both the incorporated and unincorporated areas to pay for the planning, acquisition, and development of parks and open space.
- Policy PF-12.5: Within the Delta Primary Zone, ensure consistency of permitted land use activities with applicable public and services policies of the Land Use and Resource Management Plan of the Delta Protection Commission.
- Policy PF-12.6: Provide the public facilities and services necessary to meet community needs, in an efficient manner.
- Policy PF-12.10: Ensure that all basic community services (e.g. septic/sewage, water, drainage, roads, power, parks, schools, libraries, etc.) for new planned development, including all Specific Plan areas, are made available consistent with the target service levels established in this General Plan, prior to or concurrent with need, to the extent feasible.
- Policy PF-12.14: Identify appropriate locations for infrastructure sites, in consultation with the Community Service Districts, as early in the planning process as possible.

Agricultural and Economic Development Element

- Policy AG-6.3: Within the Delta Primary Zone, ensure compatibility of permitted land use activities with applicable agricultural policies of the Land Use and Resource Management Plan of the Delta Protection Commission.

Conservation and Open Space Element

- Policy CO-1.1: Expand and enhance an integrated network of open space to support recreation, natural resources, historic and tribal resources, habitat, water management, aesthetics, and other beneficial uses.
- Policy CO-1.5: Establish future resource parks close to population centers, where feasible.
- Policy CO-1.9: Promote the conservation of environmental resources in new and existing park and open space facilities.
- Policy CO-1.10: The target threshold for resource parks (regional and open space parks) shall be 20 acres per 1,000 total County population (both unincorporated and incorporated). Larger ratios may be appropriate in Specific Plan areas to accommodate important natural features and/or safety areas.
- Policy CO-1.13: Within the Delta Primary Zone, ensure compatibility of permitted land use activities with applicable, properly adopted, natural open space policies of the Land Use and Resource Management Plan of the Delta Protection Commission.
- Policy CO-1.19: Support the development of a new State Park in Yolo County, with emphasis on expanding opportunities for family camping and water-related recreation, protecting new lands, and incorporating the Great Central Valley initiative to create an agricultural heritage park.
- Policy CO-3.4: Within the Delta Primary Zone, ensure compatibility of permitted land use activities with applicable, natural gas policies of the Land Use and Resource Management Plan of the Delta Protection Commission.
- Policy CO-4.14: Within the Delta Primary Zone, ensure compatibility of permitted land use activities with applicable cultural resources policies of the Land Use and Resource Management Plan of the Delta Protection Commission.

- Policy CO-5.9: Within the Delta Primary Zone, ensure compatibility of permitted land use activities with applicable, water policies of the Land Use and Resource Management Plan of the Delta Protection Commission.

Health and Safety Element

- Policy HS-2.5: Within the Delta Primary Zone, ensure compatibility of permitted land use activities with applicable flood control and protection policies of the Land Use and Resource Management Plan of the Delta Protection Commission.
- Policy HS-5.4: Within the Delta Primary Zone, ensure compatibility of permitted land use activities with applicable airport policies of the Land Use and Resource Management Plan of the Delta Protection Commission.
- Policy HS-6.3: Ensure the compatibility of permitted land use activities within the Delta Primary Zone with applicable emergency preparedness policies of the Land Use and Resource Management Plan of the Delta Protection Commission.
- Policy HS-7.2: Ensure the compatibility of permitted land use activities within the Primary Delta Zone with applicable noise policies of the Land Use and Resource Management Plan of the Delta Protection Commission.
- Action HS-A43: Coordinate with the Clarksburg Fire District to ensure compatibility of permitted land use activities within the Delta Primary Zone with applicable fire safe policies of the Land Use and Resource Management Plan of the Delta Protection Commission

Housing Element

- Goal HO-7 Within the Delta Primary Zone, ensure the compatibility of new discretionary housing units with applicable policies of the Land Use and Resource Management Plan of the Delta Protection Commission.
- Policy HO-7.1 Provide affordable housing and farmworker housing within the Clarksburg region, consistent with the Land Use and Resource Management Plan.

c. Impacts and Mitigation Measures. This section provides an assessment of the potential adverse impacts related to community parks and resource areas associated with build-out of the Draft General Plan, the proposed project. It establishes the thresholds of significance for impacts and then evaluates the effects of the growth associated with build-out of the Draft General Plan on community parks and resource areas. Where potentially significant impacts of the proposed project are identified, mitigation measures are recommended.

(1) **Significance Criteria.** The Draft General Plan would result in significant adverse impacts on community parks and resource areas if it would:

- Fail to provide, achieve, or maintain acceptable facilities, service ratios, or other performance objectives for community and resource parks.

(2) **Impacts Analysis.** Build-out of the Draft General Plan would increase the population of the County, particularly in the communities of Dunnigan, Knights Landing, Madison, and Esparto, which would result in increased demand for or use of community parks in the unincorporated community areas and for the provision and use of resource parks and open space countywide.

Impact PUB-3: Growth occurring under the Draft General Plan would generate a demand for community parks and resource parks to the degree that service thresholds may not be met concurrent with new growth. (S)

The Draft General Plan establishes a service threshold of 5 acres of community park per 1,000 people in each town (Policy PF-3.1 and CC-2.13) and a target threshold of 20 acres of resource parks per 1,000 residents of the County's total population including both unincorporated and incorporated areas (Policy CO-1.10). Currently, the two community parks in the County are the 0.5 acre Dunnigan Community Park and the 1-acre Esparto Community Park. Build-out of the Draft General Plan would result in a population increase of 41,435 in communities throughout the unincorporated County, which would subsequently require an increase in the amount of community park space to be provided in each community by approximately 207 acres ($41,435 \div 1,000 \times 5$). The community park acreage required in selected communities where substantial growth would occur or where a community park is needed is shown in Table IV.G-9.

Table IV.G-9 shows that the greatest amount of community park space (120.7 acres) would be required in Dunnigan, since this town would experience the most residential development under the Draft General Plan. The Draft General Plan states that the County would add new community parks to support population in existing and planned communities, particularly in Dunnigan, Esparto, Knights Landing, and Madison. As shown in Table IV.G-9, the County identifies 115.0 acres for park uses in Dunnigan, 22 acres in Knights Landing, 20.0 acres in Madison, and 3.0 acres in Esparto at build-out of the Draft General Plan; however, this is not a sufficient acreage of community parks to meet the threshold. Some of these future parks are shown in Figure IV.G-5.

The future parks identified in the Draft General Plan, along with the following Draft General Plan policies would help reduce impacts associated with the provision of community parks and resource areas: Policies PF-3.1; PF-3.2; PF-3.3; PF-3.4; PF-3.5; PF-3.6; PF-3.7; Action PF-A21; PF-12.10; PF-12.6; CO-1.1; CO-1.5; CO-1.9; CO-1.10; CC-2.2; LU-3.6; LU-5.5; and LU-5.6.

Implementation of the Draft General Plan policies listed above would reduce some impacts related to community parks by: establishing a service threshold (Policies PF-3.1, CC-2.13 and CC-1.11); designing sustainable parks and recreation facilities that serve all segments of the community and ensure equal opportunities for access (Policies PF-3.2 and PF-3.3); creating greenbelts that connect community parks to existing trails, walkways and bikeways (Policy PF-3.4); ensuring the compatibility of recreational activities with surrounding land uses (Policy PF-3.5); by avoiding long-term degradation of environmental resources in new and existing regional park and open space areas (CO-1.9). Implementation of actions PF-A16, that requires new development to provide community parks on a proportional basis; PF-A20 that strives for the establishment of special districts to operate and maintain parks; and PF-A21 that requires the adoption of regulations to require park land dedication and adopt impact fees for all new development in the County would ensure that existing communities that experience new growth would require developers to provide parks or funding to a special park district on a proportional basis to meet the service threshold.

Table IV.G-9: Community Park Acreage Required At Build-out of Draft General Plan

Town	Total Population Under Draft General Plan	Required Community Park (5 acres/1,000 residents)	Provided/Planned Community Park ^a	Community Park Deficit (acres)
Clarksburg	558	2.8	none	2.8
Dunnigan	24,139	120.7	0.5 acre/115.0 acre	5.2
Esparto	6,751	33.8	1.0 acre/3.0 acres	29.8
Knights Landing	5,020	25.1	none/ 22.0 acres	3.1
Madison	4,573	22.9	none/ 20.0 acres	2.9
Yolo	591	3.0	none	3.0
Zamora	78	0.4	none	0.4

^a Includes existing parks and recreation land and land designated for community park uses in the Draft General Plan.

Note: The Capay Valley is served informally by the park facilities at Nichols Park. Wildwings in the Monument Hills community is served by the Wildwings Park along Cache Creek and by other private facilities.

Source: County of Yolo, Planning and Public Works Department, 2009.

In addition, implementation of policies from other sections of the Draft General Plan would also reduce impacts to community parks and resource areas by avoiding or minimizing conflicts and/or incompatibilities between land uses (Policy LU-3.6), ensuring that public facilities, services and amenities are distributed equitably and in locations that enhance the quality of life for the broadest number of county residents (Policy LU-5.5), providing the public facilities and services necessary to meet community needs (Policy PF-12.6), ensuring that all basic community services are provided to or concurrent with new planned development (Policy PF-12.10), identifying appropriate locations for infrastructure sites (Policy PF-12.14), collaborating with land owners to integrate County parks where appropriate (Policy CC-1.11), ensuring that the appropriate base level of rural services and infrastructure for existing development in each community is required in connection with new development (Policy CC-2.2), and forming appropriate service districts to provide operation and maintenance of community parks (Actions PF-A16 and PF-A20).

Implementation of these policies would ensure that planned Draft General Plan development would result in access to community parks at identified service ratios. However, as described above, there would be a deficit in the amount of land designated for Parks and Recreation (PR) on the Draft General Plan land use map as compared to the required ratio in each town. Therefore, build-out of the Draft General Plan would result in a significant impact related to the provision of community parks in Yolo County.

Implementation of the following mitigation measure would reduce this impact regarding the provision of community parks to less than significant levels.

Mitigation Measure PUB-3a: Implement Mitigation Measure LU-2a that amends Policy CC-3.1 to address the provision of community parks in the specific plan areas.

Mitigation Measure PUB-3b: The Draft General Plan shall be amended to include the following new policy in the Land Use and Community Character Element.

Policy CC-3#: Ensure that the provision of community parks is phased concurrently with residential growth in the Specific Plan and Community Plan areas to meet and maintain the service threshold of 5 acres/1,000 population.

Mitigation Measure PUB-3c: Amend Action PF-A20 of The Draft General Plan as follows:

Action PF-A20: Establish new or expand existing special districts, especially in those areas which have a deficit in community parks, to provide funding opportunities and operation and maintenance costs for community parks. Also consider transferring existing Esparto and Dunnigan community parks into special districts. (LTS)

In addition to new community parks, build-out of the Draft General Plan would require the provision of additional resource parks in order to serve new residents. The Draft General Plan would result in an additional 64,700 residents in the unincorporated County. Build-out in the cities (through 2030) would result in 257,886 residents in the incorporated area. In order to achieve the resource park acreage threshold identified in Policy CO-1.11, an estimated additional 4,103⁹⁶ acres of resource parkland would need to be permanently preserved.

The Draft General Plan includes the following policies and actions that would allow for the provision of resource parks to serve the projected build-out population. Policy CO-1.19 supports establishment of a new State park in Yolo County which would provide a portion of the required resource park acreage by 2030. Action CO-A4 supports development of a recreation plan for the Cache Creek Parkway to address and direct the management of the existing and future open space dedications that will result from that program. By 2027, the County anticipates that approximately 800 acres of open space will be dedicated to the County, which will also assist in meeting the resource parks service goal. Action CO-A10 supports a countywide tax or bond to acquire and maintain resource parks, and Policy LU-6.4 supports the establishment of countywide impact fees for funding of resource parks. In addition to the implementation of these policies, imposition of the 20 acre per 1,000 threshold for resources parks on a project by project basis would ensure that planned Draft General Plan development would result in resource park acquisition and development at the identified service levels. With implementation of these policies, build-out of the Draft General Plan would result in a less-than-significant impact in regards to the provision of resource parks.

⁹⁶ The requirement of 4,103 acres of resource parks was estimated by the County assuming a total build-out population for the entire County of 322,586 residents (assuming 64,700 for the unincorporated County and 257,886 for the four cities, using the 2025 SACOG Projections adopted by the Board of Directors on December 16, 2004 and factored up by 9.6 percent for a 2030 projection). The open space acres needed to satisfy the requirement for 20 acres/1,000 residents (per Policy CO-1.10) would be 6,452 acres ($322,586 \div 1,000 \times 20 = 6,452$). Since there are currently 1,973 acres in the County's resource park inventory (not including the Dunnigan and Esparto acres of community parks and the Gibson House Museum), and the open space assumed in the four specific plan areas for either agricultural buffer, habitat buffer, and/or buffer from known waterways is 376 acres, an additional 4,103 acres of open space acquisitions would be required through 2030 ($6,452 - 1,973 - 376 = 4,103$ acres).

7. Other Significance Criteria

The following are additional significance criteria that address the impacts of the Draft General Plan on public services more generally. The Draft General Plan would have a significant impact related to public services if it would:

- Conflict with applicable plans and policies of other agencies.
- Result in new policies that would result in significant adverse physical impacts as compared to the 1983 General Plan policies.

a. Conflict with Plans or Policies of Other Agencies. Approximately 22 residential units and 3 acres of commercial and industrial land uses could be constructed under build-out of the 1983 General Plan in Clarksburg which is within the Primary Delta Protection Zone under the jurisdiction of the Delta Protection Commission as guided by its Land Use and Resource Management Plan (LURMP). As described in this EIR section, existing County public services, including schools, are available to serve these units such that their construction and the provision of services would not result in conflicts with LURMP policies. Additional agricultural commercial/industrial growth would occur in Clarksburg under build-out of the Draft General Plan in the form of a winery and grape crushing facilities on one of three sites, two of which are in the Primary Zone). With the inclusion of Draft General Plan goals, policies and actions: Goal LU-4, Policies PF-12.5, AG-6.3, CO-1.13, CO-3.4, CO-4.14, CO-5.9, HS-2.5, HS-5.4, and HS-6.3, HS-7.2, HO-7.1, Goal HO-7, and Action HS-A43, that require ongoing compatibility and consistency with the LURMP policies for all new development and the provision of public services within the Delta Primary Zone, the Draft General Plan would not conflict with the policies of the LURMP. As a result, implementation of the Draft General Plan would result in a less-than-significant impact related to public service policy conflicts with the LURMP.

b. Result in Adverse Impacts from Draft General Plan Policies Compared to 1983 General Plan Policies. The 1983 General Plan did not establish minimum staffing thresholds or ratios for law enforcement services, response time recommendations for fire protection services, or other service thresholds for schools, resources parks, community parks, or libraries as does the Draft General Plan in policies PF-4.2, PF-5.4, PF-6.2, CO-1.10, PF-3.1, and Action PF-A40, respectively. Under the 1983 General Plan, development could occur in community areas within the County without a requirement for the concurrent increase in the provision of public services needed to meet increased demand. While build-out of the Draft General Plan would allow more growth in the County, implementation of the goals, policies, and actions would provide a benefit to the County by establishing specific service thresholds to be achieved for any development.. The Draft General Plan also would allow for more orderly growth than the 1983 General Plan. Therefore, the Draft General Plan would not result in significant adverse physical impacts as compared to the 1983 General Plan.

However, as described previously, build-out of the Draft General Plan would require the provision of public services that would result in land dedication, acquisition and construction of buildings associated with law enforcement, fire protection, schools, County administration, and for community and resource parks needed through 2030. The new service level for open space is expected to result in the conversion of agricultural lands outside of established growth boundaries. Loss of agricultural land in the County has been identified as a significant and unavoidable impact (Impact AG-3) related to implementation of the Draft General Plan policies as compared to the policies found in the 1983 General Plan, and is discussed in Section IV.B Agricultural Resources in this EIR.

