

SECTION 4.11

Public Services

This section of the SEIR discusses existing public services available in the vicinity of the RSP Area and examines the effects of implementation of the proposed RSPU on those services. The services evaluated in this section include police protection, fire protection, schools, parks and recreational facilities, and libraries.

Public services would be funded through a variety of mechanisms, which could include RSP Area fees, citywide impact fees, school district impact fees, establishment of special districts and assessments, developer financing, property taxes, federal, state, and regional financing, and other methods.

Comments relating to public services that were received during the NOP comment period for the SEIR expressed concern with the increased demand at the neighboring West Sacramento Riverwalk Park resulting from the increases to employment and general activities associated with the operation of the RSPU, the number of educational facilities within the central city area, and the provision of public services during events involving large crowds, namely at the MLS Stadium (see Appendix B). These issues are addressed within this section.

Issues Addressed in the 2007 RSP EIR

In the 2007 RSP EIR, these public services were analyzed in two sections – Section 6.9 (“Parks and Open Space”) for parks and recreational facilities and Section 6.10 (“Public Services”) for police protection, fire protection, schools and libraries. Overall, the project-specific and cumulative impacts for police protection, fire protection, schools, and libraries were less than significant and required no mitigation measures. However, for parks and recreational facilities in the 2007 RSP EIR, the two project-specific impacts (i.e., increase in demand for parks and recreational facilities and increase in demand for and the use of the bicycle network) and the cumulative impact for parks and recreational facilities were less than significant with mitigation. All of these impacts are addressed in this section.

4.11.1 Police Protection

Introduction

This section describes the provision of police protection services to the RSP Area. Potential impacts to police protection services as a result of the RSPU are evaluated based on analyses of service levels and project data.

Information for this section was obtained from project plans, the City of Sacramento 2035 General Plan, the City of Sacramento 2035 General Plan Master Environmental Impact Report (MEIR), the Central City Community Plan (CCCP), the Sacramento Police Department (Sacramento PD) 2014 Annual Report, communication with Sacramento PD staff, and other environmental documentation for the RSP Area.

Environmental Setting

The environmental setting for police protection services was described on pages 6.10-1 and 6.10-2 of the 2007 RSP Draft EIR. The following setting is based on the 2007 RSP Draft EIR, updated to reflect current information.

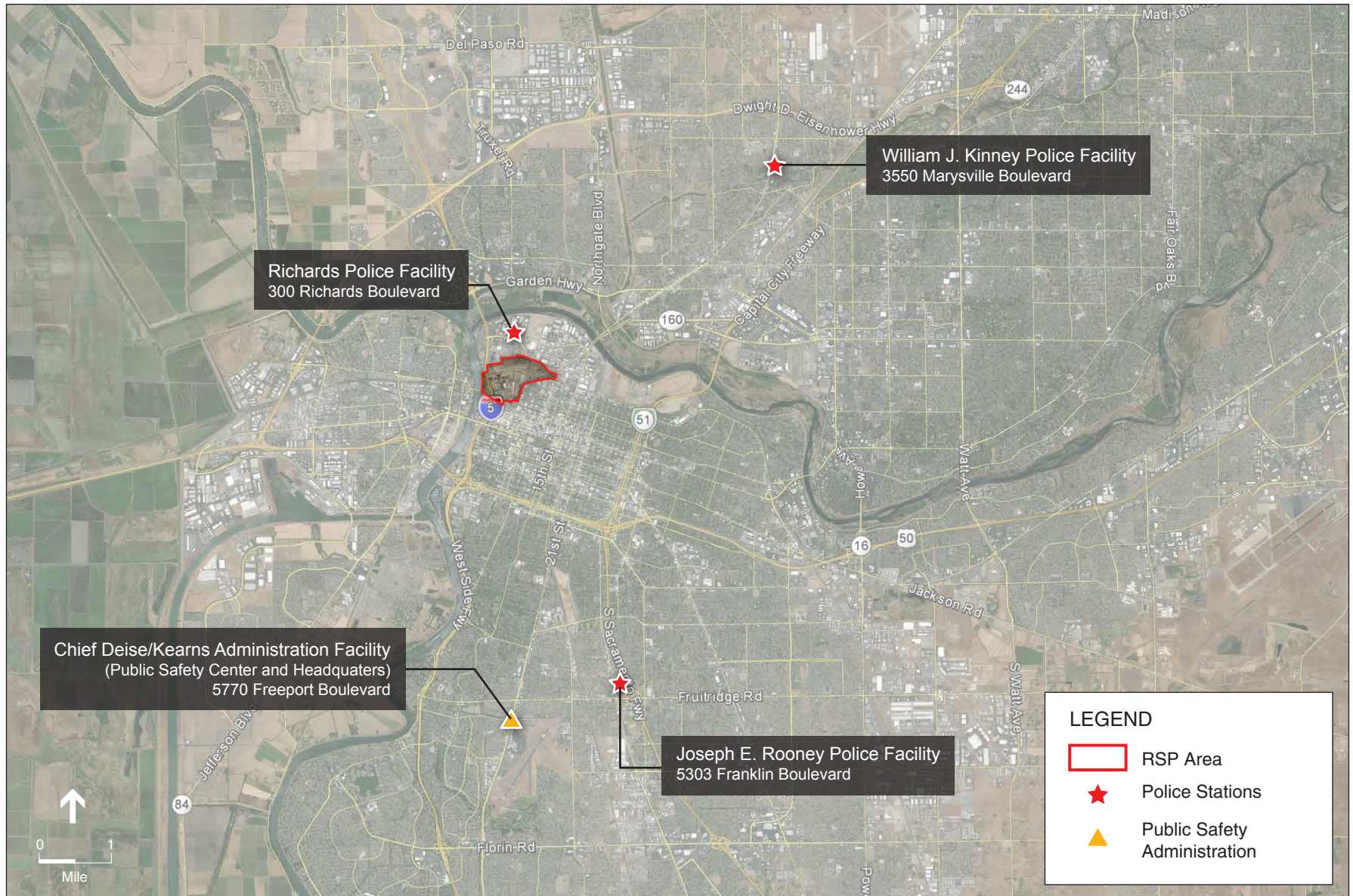
The RSP Area would be served by Sacramento PD for law enforcement services. Sacramento PD is staffed by approximately 620 sworn police officers and 302 civilian staff¹ and received 617,931 calls for service in 2014,² with 329,273 of those calls dispatched.³ Sacramento PD currently houses its main headquarters at the Public Safety Center and Headquarters, Chief Deise/Kearns Administration Facility, which is located at 5770 Freeport Boulevard. There is also an Evidence and Property facility that is located at 555 Sequoia Pacific Boulevard. Sacramento PD has three substations from which patrol divisions operate for four command areas. The substation that currently serves the RSP Area is the Richards Police Facility, which is located about 0.5 miles directly to the north of the RSP Area at 300 Richards Boulevard in the River District. This substation also serves the Eastern Command, which includes many portions of East Sacramento and southeastern communities of Sacramento. The other two substations, the William J. Kinney Police Facility at 3550 Marysville Boulevard and the Joseph E. Rooney Police Facility located at 5303 Franklin Boulevard, serve the North Command (Northwest District 1 and Northeast District 2) and the South Command (Southwest District 4 and Southeast District 5), respectively. **Figure 4.11-1** provides an illustration of these facilities.

The RSP Area is located within District 3, Beat A, which is part of the Sacramento PD's Central Command. The Central Command and District 3 are bounded by the American River to the north, Highway 50 to the south, the Sacramento River to the west, and Interstate 80 Business (Business 80) to the east. Beat A, within District 3, consists of two areas, with Beat M in the core of Downtown located between them. One area consists largely of the RSP Area, bounded by the American River to the north, portions of 16th Street and the Union Pacific railway line to the east, portions of H Street and Government Alley to the south, and the Sacramento River to the west. The second area within Beat A is bounded by N Street to the north, portions of 16th Street and the Union Pacific railway line to the east, the US 50 freeway to the south, and the Sacramento River to the west. The Central Command has a staff of 1 police captain, 2 police lieutenants, 11

¹ Sacramento Police Department. 2015. 2014 Annual Report. Page 10.

² Sacramento Police Department. 2015. 2014 Annual Report. Page 22.

³ Sacramento Police Department. 2015. 2014 Annual Report. Page 23.



SOURCE: Google Earth Pro, basemap 2016; ESA 2016

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Figure 4.11-1
Sacramento Police Department Stations

sergeants, and 57 officers, of which two are community service officers, three are assigned to the Crime Suppression Team, four assigned to the Mounted Unit, two assigned to the Marine Unit, and 14 are assigned to the Bike Unit.⁴ The Central Command is co-located with the Eastern Command at the Richards Police Facility. For Beat A within District 3, there is a total of 17 assigned staff, consisting of one lieutenant and 16 officers.⁵

The Sacramento 2035 Master EIR uses a goal of 2.0 to 2.5 sworn police officers per 1,000 residents and one civilian support staff per two sworn officers.⁶

Sacramento PD maintains mutual aid agreements as part of a statewide emergency response system. On a local level, Sacramento PD maintains memoranda of understanding (MOUs) for the provision of services with RT Police and school districts. Sacramento PD has specialized staff to work with Regional Transit and in City high schools.

For the existing and proposed portions of the RT Green Line that fall within the project site, RT Police would provide police protection services for RT, although the Sacramento PD has primary law enforcement duties at and around transit stations. RT Police patrol the RT system by car, on foot, and via light rail trains.⁷ The RT Green Line travels through the project site and currently terminates at the 7th and Richards/Township 9 Station to the north of the project site. Along with the proposed RT Green Line extension to Sacramento International Airport, an infill station is proposed along 7th Street within the project site to service the RSP Area.⁸

Regulatory Setting

The regulatory setting for police protection services was described on pages 6.10-2 and 6.10-5 of the 2007 RSP Draft EIR. The following setting is based on the 2007 RSP Draft EIR, updated to reflect current information.

Federal

There are no federal regulations regarding police protection services that pertain to the RSPU.

State

Essential Services Building Act

The Essential Services Building Act of 1986, found in Chapter 2, Section 16000 of the California

⁴ Brown, Justin, Sergeant, Sacramento Police Department. email communication with Matthew Pruter of ESA. January 11, 2016, 12:13pm.

⁵ Brown, Justin, Sergeant, Sacramento Police Department. email communication with Matthew Pruter of ESA. January 11, 2016, 12:13pm.

⁶ City of Sacramento. 2015. *City of Sacramento 2035 General Plan Master Environmental Impact Report*. Certified March 3, 2015. p. 4.10-2.

⁷ Sacramento Regional Transit, 2015. Sacramento Regional Transit District – Police Services. Available: <http://www.sact.com/police/index.stm>. Accessed December 7, 2015.

⁸ Sacramento Regional Transit. 2015. Green Line to the Airport. February 2015.

Health and Safety Code, applies to fire stations, police stations and other public facilities that respond to emergencies. The Act does not apply to hospitals. It is intended to ensure that essential services buildings are capable of providing essential services to the public after a disaster, are designed and constructed to minimize fire hazards and to resist, insofar as practical, the forces generated by earthquakes, gravity and winds. In addition, nonstructural components vital to the operation of essential services buildings must be able to resist, insofar as practical, the forces created by earthquakes, gravity, fire and wind.

Local

City of Sacramento 2035 General Plan

The following goals and policies from the 2035 General Plan are relevant to police protection.

Goal PHS 1.1 Crime and Law Enforcement. Work cooperatively with the community, regional law enforcement agencies, local government and other entities to provide quality police service that protects the long-term health, safety, and well-being of our city, reduce current and future criminal activity, and incorporate design strategies into new development.

Policies

- PHS 1.1.1 **Police Master Plan.** The City shall maintain and implement a Police Master Plan to address staffing and facility needs, service goals, and deployment strategies.
- PHS 1.1.2 **Response Time Standards.** The City shall strive to achieve and maintain optimal response times for all call priority levels to provide adequate police services for the safety of all city residents and visitors.
- PHS 1.1.3 **Staffing Standards.** The City shall maintain optimum staffing levels for both sworn police officers and civilian support staff in order to provide quality police services to the community.
- PHS 1.1.4 **Timing of Services.** The City shall ensure that development of police facilities and delivery of services keeps pace with development and growth in the city.
- PHS 1.1.5 **Distribution of Facilities.** The City shall expand the distribution of police substation type facilities to allow deployment from several smaller facilities located strategically throughout the city and provide facilities in underserved and new growth areas in order to provide optimum response to all city residents.
- PHS 1.1.6 **Co-Location of Facilities.** The City shall seek to co-locate police facilities with other City facilities, such as fire stations, to promote efficient use of space and provision of police protection services within dense, urban portions of the city.
- PHS 1.1.7 **Development Review.** The City shall continue to include the Police Department in the review of development proposals to ensure that projects adequately address crime and safety, and promote the implementation of Crime Prevention through Environmental Design principles. (
- PHS 1.1.8 **Development Fees for Facilities and Services.** The City shall require development projects to contribute fees for police facilities.
- PHS 1.1.12 **Cooperative Delivery of Services.** The City shall work with local, State, and Federal criminal justice agencies to promote regional cooperation in the delivery of services.

Goal PHS 4.1 Response to Natural and Human-Made Disasters. Promote public safety through planning, preparedness, and emergency response to natural and human-made disasters.

Policies

PHS 4.1.5 **Mutual Aid Agreements.** The City shall continue to participate in mutual aid agreements to ensure adequate resources, facilities, and other support for emergency response.

The RSPU would be consistent with each of the General Plan goals and policies listed above. The RSPU provides for a joint-use police and fire station, consistent with Policy PHS 1.1.6. Consistent with Policy PHS 1.1.7, each project within the RSP Area would be subject to design review. Also, consistent with Policy PHS 1.1.8, the RSPU would pay all required development impact fees in order to pay for the expansion of police services.

Analysis, Impacts, and Mitigation

Significance Criteria

This EIR assumes implementation of the RSPU would have a significant impact related to police protection services if it would:

- Require, or result in, the construction of new or expanded facilities related to the provision of police protection, such that a significant environmental impact could result.

This significance criterion for the provision of police protection services has not changed since the 2007 RSP EIR. The City of Sacramento also uses the same standard of significance in its Initial Study Checklist to determine police protection impacts.

Methodology and Assumptions

As analyzed previously in the 2007 RSP EIR, the impact analysis for the provision of police protection services evaluates whether the RSPU would require new or expanded police protection facilities, of which such construction would result in physical environmental effects. Increases in development have the potential to create the need for additional staff and/or police facilities. Maintaining adequate staffing levels ensures appropriate service levels and response times for police protection.

This analysis uses a ratio of two sworn officers for every 1,000 residents and a ratio of one civilian support staff for every two sworn officers to determine staffing needs to serve the RSPU. This ratio was also used in the 2007 RSP EIR and the 2035 General Plan Master EIR. According to the Sacramento PD, the actual number of officers needed to serve the City is more dependent on the growth and size of the City than an “officer per 1,000 population” ratio.⁹ The Sacramento PD’s goal is to have 1,000 officers by 2035, based on hiring 15 officers per year. Using the General Plan’s projected population of 640,000 residents by 2035, this would result in a ratio of 1.56 officers per 1,000 residents. This SEIR uses the 2035 General Plan and 2007 RSP EIR ratio of 2.0 to 2.5 officers per 1,000 residents because it is more conservative.

⁹ Brown, Justin, Sergeant, Sacramento Police Department. email communication with Matthew Pruter of ESA. January 11, 2016, 12:13pm.

The 2007 RSP EIR assumed that additional police protection services could have been needed to serve retail and hotel uses. While the mixture of office, retail, museum, and hotel uses may present different policing needs than residential uses, this SEIR uses the one ratio, concerning residents, to determine police staffing needs. This reasoning is based on the view expressed in the 2035 General Plan Master EIR, which uses one ratio to capture all police demand. A qualitative discussion of how non-residential uses could affect policing is provided in the impact analysis.

Table 4.11-1 provides the projected police staffing numbers for the 2007 RSP EIR, 2015 RSPU, and 2015 RSPU Land Use Variant, based on the population projections provided in Chapter 3, Land Use, Population and Housing.

**TABLE 4.11-1.
2007 AND 2015 RAILYARDS SPECIFIC PLAN POLICE ESTIMATES**

	Projected Population	Sworn Officers/ 1,000 Residents	Officers	Non-sworn Staff/Officers	Non-sworn Staff
2007 RSP EIR	26,252	2/1,000	53	0.5	26
2016 RSPU	12,600-21,000	2/1,000	26-42	0.5	13-21
KP Medical Center	0	2/1,000	0	0.5	0
MLS Stadium	0	2/1,000	0	0.5	0
2016 Land Use Variant	14,700-21,000	2/1,000	29.4-42	0.5	14.7-21

NOTE:

Because the demand for police officers and staff is based on population, no increased demand for the KP Medical Center or MLS Stadium is shown. However, the extent to which these projects would affect police services is discussed qualitatively in the impacts.

SOURCE: City of Sacramento. 2014. Draft Master Environmental Impact Report for the City of Sacramento 2035 General Plan Update. August 2014. Page 4.10-2.

Issues Not Discussed in Impacts

All impacts related to police protection services are analyzed in this section.

Impacts and Mitigation Measures

Impact 4.11-1: The proposed projects would increase demand for police protection services within the City of Sacramento.

The 2007 RSP EIR discusses the impact of the RSPU to police protection services under Impact 6.10-1, on pages 6.10-6 to 6.10-9. Impact 6.10-1 of the 2007 RSP EIR determined that impacts stemming from the demand for police protection services would be less than significant, because the Sacramento PD would add sworn and non-sworn staff on an as-needed basis as the project builds out. In addition, two potential locations were identified within the 2007 RSP project site for a police substation, and the 2007 RSP EIR indicated that such facilities built within the RSP Area would be funded through the City's General Fund.

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As discussed in the 2007 RSP EIR, Sacramento PD would be responsible for police protection services throughout the RSP Area. The MLS Stadium and KP Medical Center would provide additional private security onsite, which would minimize Sacramento PD's role at these sites.

The RSPU would include up to 6,000 to 10,000 housing units and yield 12,600 to 21,000 residents, in addition to 18,985 to 22,903 employees. This increase in population and employees would create an additional demand for police protection services within the RSP Area and, more generally, the Central City area. Based on these projected residential numbers, the RSPU would require a total of 26 to 42 sworn police officers and 13 to 21 non-sworn staff. This total is roughly half the number of sworn and non-sworn residents that were required in the 2007 RSP EIR, which estimated 53 sworn officers and 27 non-sworn staff would be required due to the higher number of residential units within the 2007 RSP.

The 2007 RSP EIR stated that a new police substation was needed within the RSP Area due to two factors. First, the increase in police staffing demand necessitated a new facility, and second, the existing police stations that existed at the time of the 2007 RSP EIR were not adequately located within or near the Central City area. However, since that analysis was done the Richards Police Facility is located only 0.5 miles to the north of the RSP Area. This police substation serves both the Central and East Commands for Sacramento PD and would serve the RSP Area. In addition, under the RSPU, the number of new officers that would be needed to serve the increased population would be lower (approximately 20 to 50 percent less) than needed for the 2007 RSP. Therefore, the amount of space needed for officers and staff would be less. Nonetheless, the RSPU provides for a police substation to be jointly constructed with a fire station in the RSP Area. All environmental impacts associated with the construction and operation of this new police substation are addressed in the other sections of this SEIR, including locating an essential service in an area subject to seismic activity. Further, the new residential units and businesses within the RSP Area, along with KP Medical Center and the MLS Stadium would pay the appropriate taxes and fees to finance the City's General Fund. The General Fund would provide the necessary funding to compensate for the police staffing increases.

Because the RSPU would reduce the RSP Area population by 20 to 52 percent compared to the 2007 RSP, the demand for police staff and the policing needs for the 2015 RSPU would be reduced by a similar magnitude. The RSPU would pay the appropriate fees to provide adequate funding for police services. In addition, the Richards Police Facility is located 0.5 miles north of the RSP Area, and a new police substation is proposed for the RSP Area. Therefore, no additional police facilities would be needed to serve the proposed projects, and this would remain a **less-than-significant** impact.

Railyards Specific Plan Update Land Use Variant

The RSPU Land Use Variant would result in an increase of 7,000 to 10,000 housing units. As a result, the population would increase from 12,600 to 14,000 residents. In addition, the projected

employment would decrease from 22,652 to 22,578 jobs under the RSPU Land Use Variant. Based on this population increase, the RSPU Land Use Variant would require a total of 28 to 42 sworn police officers and 14 to 21 non-sworn staff, only a minor increase of staffing in relation to the RSPU. As a result, no additional police facilities would need to be constructed. As with the RSPU, for the increase in staffing generated by the RSPU Land Use Variant, the new residential units and businesses within the RSP Area would pay the appropriate taxes and fees to finance the City's General Fund. In the case of the RSPU Land Use Variant, the General Fund would also provide the necessary funding to compensate for the police staffing increases.

Because the RSPU Land Use Variant could reduce the number of residents compared to the 2007 RSP, the demand for police staff and the policing needs for the 2015 RSPU would be reduced by a similar magnitude. Like the RSPU, the RSPU Land Use Variant provides for a police substation within the RSP Area. All environmental impacts associated with the substation are addressed in this SEIR. The RSPU would pay the appropriate fees to fund the necessary increases in staffing and service provision. For these reasons, the RSPU Land Use Variant would also create a lesser impact than the impact found in the 2007 RSP. Therefore, this would be a **less-than-significant** impact.

KP Medical Center

The proposed KP Medical Center would generate additional population to the identified geography; however, the additional population would only produce security issues equal to, or less than, those associated with similar urban residential and typical commercial (e.g., office and retail) uses, relative to the need for law enforcement resources. As is true in policing the general population, there is the potential for encountering persons suffering from a variety of psychiatric conditions (who could potentially be or become violent or incapacitated). As discussed in Chapter 2, Project Description, the KP Medical Center would include a security center on the hospital campus that would offer 24-hour private security for all of the KP Medical Center facilities. These security staff would be the first responders for the protection services of staff, assets and property and provide supplemental assistance to Sacramento PD. Sacramento PD is the agency responsible for responding to the KP Medical Center and the RSP Area, as a whole. The security company that KP uses is trained to provide proactive patrolling as a deterrent, responds to situations that require de-escalation of aggressive behaviors, prepared to invoke citizen arrest and when needed report matters of serious criminal nature to Sacramento PD. That means that they will respond proactively to staff requests for assistance which might otherwise be initially directed to Sacramento PD. KP security would also patrol their area and de-escalate situations requiring verbal techniques. And, for some situations, KP security would call the police for matters requiring police powers for intervention. Typically the demand for law enforcement services at a hospital is related to the levels of reported crime in the surrounding neighborhood. Thus, the use of land for a hospital is not the exclusive driver of calls for service. Instead, the hospital reflects the broader crime trends occurring in the surrounding neighborhood. The KP Morse Avenue Hospital maintains a contract with the City for requested supplemental community policing services. There is no guarantee that this contract would continue at the new KP Medical

Center. This decision would be based on what type of criminal behavior occurs on the new campus. Sacramento area hospitals typically generate higher calls for service, and the contracted private security officer sometimes is not enough to cover the sporadic demands. However, the presence of the proposed private security detail would serve to lessen the demand for police protection at KP Medical Center. Therefore, no additional police facilities are anticipated to serve the KP Medical Center, and this impact would be **less than significant**.

MLS Stadium

The MLS Stadium would not result in additional residents, but would have specialized security needs. In order to accommodate a variety of sports and entertainment events that would occur, the MLS Stadium would need to consistently provide adequate security. To provide the security needed for these fluctuating crowds at events, the proposed MLS Stadium would include an event transportation management plan (TMP) that would be in coordination with the MLS Stadium operator, the City of Sacramento, and other agencies responsible for its implementation. Sacramento PD, in collaboration with the MLS Stadium operator, would be contractually obligated to assist with traffic enforcement before, during, and after events, and would assist with a variety of vehicular, transit, and pedestrian traffic controls. These traffic control strategies would therefore provide additional security on several streets near the MLS Stadium on event days.

The MLS Stadium would provide 24-hour security whether the stadium is in use or not. There would be three layers of security – Guest Services Personnel, Club Security Personnel and a third party security company. Guest Services would be trained to respond first to any incidents, and would call on additional security and/or City police as warranted. If necessary, individuals would be brought to Guest Services to await police.¹⁰ These security staff would be the first responders to disturbances, and would provide supplemental assistance to Sacramento PD. Sacramento PD is the agency responsible for policing the MLS Stadium and the RSP Area as a whole. For these reasons, the presence of the private security detail would serve to reduce the demand for police protection at the MLS Stadium. The MLS Stadium would also pay the appropriate taxes and fees to finance the City’s General Fund and thereby fund Sacramento PD. For these reasons, the MLS this impact would be **less than significant**.

Stormwater Outfall

The Stormwater Outfall would generate a new population or other activities that would create demand for police protection services. Therefore, **no impact** would occur.

Summary

The RSPU and RSPU Land Use Variant would generate demand for additional police protection services due to the increases in population resulting from RSPU housing development. Compared

¹⁰ Warren Smith, Sacramento Republic FC, electronic communication, April 7, 2016.

to the 2007 RSP, Sacramento PD would need to add only 50 to 80 percent as many additional staff to serve the RSPU or RSPU Land Use Variant. Since the 2007 RSP EIR was certified, the Richards Police Facility is located 0.5 miles to the north of the RSP Area, and could provide services to proposed projects. Thus, no new police facilities would need to be built. Nonetheless, the RSPU provides for a police substation within the RSP Area, further improving the availability of police services. The KP Medical Center and MLS Stadium would also require police services, but would provide additional security staff and facilities. In addition, the proposed projects' residences and businesses, including the KP Medical Center and MLS Stadium, would pay the appropriate taxes and fees to finance the City's General Fund and thereby fund Sacramento PD. For these reasons, this impact would be **less than significant**, similar to the 2007 RSP.

Mitigation Measures

None required.

Cumulative Impacts

Similar to the 2007 RSP EIR, the geographic context for the analysis of cumulative police protection impacts is based on the boundaries of Sacramento PD, which is coterminous with the boundaries of the City of Sacramento. Also in concert with the 2007 RSP EIR, the cumulative analysis for this SEIR places emphasis on the Central City area of Sacramento, an area that continues to feature similar densities and land uses relative to the RSPU, and the development of the RSPU would directly affect the Central City. The cumulative analysis for police protection services in this SEIR also assumes the buildout of the 2035 General Plan.

Impact 4.11-2: The proposed projects would contribute to cumulative increase in demand for police protection services within the Central City.

The RSPU would add up to approximately 12,600 to 21,000 new residents, as well as office, retail, and other uses, including KP Medical Center and the MLS Stadium, to the Central City. The proposed projects would create a similar increased need for police protection services that would be provided by Sacramento PD. This has the potential to cause a decrease in service to other communities served by the Richards Police Facility. Other development within the service area could further increase the demand on police protection services in the Central City portion of Sacramento. If new police facilities were needed to serve this increased demand, this could be a significant cumulative impact.

While the 2007 RSP EIR identifies a future 2030 Central City population, the 2035 General Plan does not provide a 2035 population for this area of the City. However, the 2013-2021 Housing Element stated that the Central City area would grow the most among other communities within the City through 2035.¹¹ In addition, the 2035 General Plan gives a 2035 buildout population for

¹¹ City of Sacramento, 2015. *City of Sacramento 2035 General Plan*. Adopted March 3, 2015. p. H 3-3.

the entire City of Sacramento of 640,381 residents. This presents an increase of 160,275 from the 2015 count of 480,105 residents.¹² Over the past few years, the City has begun working toward higher intensity uses within the Central City, with consequent increases in population.

The 2035 General Plan includes policies aimed at ensuring adequate police facilities are provided to accommodate the increase in new residents. For example, Policy PHS 1.1.1 calls for the City to prepare a Police Master Plan to address staffing needs, facility needs, deployment strategies, and service goals. The Master Plan would be the guiding document for police services in the city and would consider all demands for police protection in the city, including those generated by the RSPU. Policy PHS 1.1.4 mandates that the City keep pace with all development and growth within the city to ensure facilities and staffing are available to serve residents prior to occupation of new development. Increased staffing for Sacramento PD would be funded through the City's General Fund. Policies PHS 1.1.2 and PHS 1.1.3 require that the City maintain optimum response times and staffing levels, respectively, in order to provide quality police services to the community. In the event that response times rise in certain areas of the city, Sacramento PD is capable of reallocating resources to ensure staffing levels and response times are at an acceptable level. Policies PHS 1.1.5 and PHS 1.1.12 also deal with the distribution and cooperative delivery of services to residents within the city to ensure optimal police response to all city residents. Reallocation of police resources throughout the city would reduce the need to construct new police facilities because police units are mobile. If needed, Policy PHS 1.1.6 is designed to co-locate police facilities with other City facilities, such as fire stations, when appropriate, to promote the efficient use of space and efficient provision of police protection services within dense, urban portions of the city. Policy PHS 1.1.7 seeks to prevent crime by implementing Crime Prevention through Environmental Design (CPTED) strategies.

Growth and development in the downtown area, including the development of the RSPU, would require additional police staff. Residential and commercial projects within the downtown would pay fees and taxes, which the City could use as needed to augment police staffing and services and facilities. In addition to paying taxes and fees, the RSPU provides for a police substation.

For the above reasons, the cumulative increase in demand for police services would be less than significant, and the proposed projects' contribution to cumulative demand for police services would not be considerable. Therefore, this would be a **less-than-significant cumulative** impact.

Mitigation Measure

None required.

¹² California Department of Finance. 2015. E-4 Population Estimates for Cities, Counties, and the State, 2011-2015, with 2010 Benchmark. Released May 1, 2015.

4.11.2 Fire Protection

Introduction

This section describes existing fire protection services in the RSP Area, and presents existing fire protection plans and policies associated with implementation of the RSPU. Potential impacts to fire protection services are evaluated based on the examination of service levels and data pertaining to the RSPU.

At the time of the 2007 RSP EIR, similar to police protection, the analysis of fire protection services was based on unofficial goals. In the case of fire protection, the 2007 RSP EIR used the unofficial goals of one fire station per 20,000 residents and an unofficial service standard of less than five minutes for emergency medical response and less than seven minutes for fire suppression response. The analysis in the 2007 RSP EIR anticipated a fire station to be built and co-located with the then-proposed police substation.

Information for this section was obtained from project plans, the City of Sacramento General Plan, the CCCP, the Railyards Specific Plan Update, the Sacramento Fire Department (SFD) website, and communication with SFD staff.

Environmental Setting

The environmental setting for fire protection services was described on pages 6.10-11 and 6.10-15 of the 2007 RSP Draft EIR. The following setting is based on the 2007 RSP Draft EIR, updated to reflect current information.

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SFD provides fire protection services within the City of Sacramento, which covers approximately 99 square miles within the city boundaries. The SFD serves approximately 466,500 residents within the city, based on 2010 census data. In addition, SFD is contracted by Pacific/Fruitridge Fire Protection District (FPD) and Natomas FPD to provide fire protection service to an additional 50,000 residents in unincorporated Sacramento County.¹³

Currently, SFD is divided into three divisions: Emergency Medical Services (EMS), Suppression, and Special Operations.¹⁴ The EMS Division collaborates with variety of agencies, including the Sacramento County EMS Authority, local hospitals, and community organizations, to participate

¹³ Sacramento Local Agency Formation Commission. 2014. Final Municipal Service Review and Sphere of Influence Update: Natomas Fire Protection District Contract with the City of Sacramento for Fires and Emergency Medical Services. June 4, 2014. Page 12.

¹⁴ Sacramento Fire Department. 2015. Office of Operations. Available: <http://portal.cityofsacramento.org/Fire/Operations>. Accessed December 28, 2015.

in pre-hospital care operations.¹⁵ The EMS Divisions delivers Basic Life Support (BLS) and Advanced Life Support (ALS) first responder and transportation services. All SFD Engine and Truck Companies are used as EMS first responders and staffed with Firefighter-Emergency Medical Technicians (EMTs) and/or Firefighter-Paramedics, with at least (BLS) capabilities. SFD currently deploys thirteen 24-hour ALS ambulances and up to three flex ALS ambulances when additional staffing and equipment are available. Each ambulance is staffed by two Firefighters, with at least one also being a licensed Paramedic.

The structure of fire suppression services within SFD involves the collaboration of several leaders within SFD. Under the direction of the Fire Chief, the Deputy Chief of Operations supervises three Shift Assistant Chiefs, who in turn oversee daily personnel activity within SFD. Currently, SFD's Fire Suppression Division operates 24 fire engines, 8 ladder trucks, and one heavy rescue at a total of 24 fire stations.¹⁶ The stations are organized into three battalions, with each battalion led by a battalion chief that coordinates operations at emergency scenes.

The Special Operations Division provides a multi-pronged approach for a variety of programs, which include: Hazardous Materials, Domestic Preparedness, Technical Rescue and Urban Search and Rescue.¹⁷ In addition, a battalion chief is co-located with the Urban Area Security Initiative's Home Land Security Unit through a grant from the Department of Homeland Security while two other battalion chiefs manage boat and heavy rescue programs.

Although SFD does not have an official staffing ratio goal, SFD uses a number of measures to determine the need for fire protection services, which include the provision of one station for every 1.5 mile service radius, one station for every 16,000 residents, and one station where a company experiences call volumes exceeding 3,500 in a year.¹⁸

In the 2013-2014 fiscal year, SFD employed approximately 654 employees, comprising the following staffing levels: four staff in the Fire Chief Division, 47 staff in the Office of Administrative Services Division, 588 staff in the Office of Emergency Operations Division, seven staff in the Office of Fiscal Services Division, and nine staff in the Office of Logistical Support Division.¹⁹

The SFD has automatic, or mutual, aid agreements with all the fire departments and fire protection districts that receive dispatch services from the Sacramento Regional Fire/EMS

¹⁵ Sacramento Fire Department. 2015. Emergency Medical Services. Available: <http://portal.cityofsacramento.org/Fire/Operations/Emergency-Medical-Services>. Accessed December 28, 2015.

¹⁶ Sacramento Fire Department. 2015. Fire Suppression. Available: <http://portal.cityofsacramento.org/Fire/Operations/Fire-Suppression>. Accessed December 28, 2015.

¹⁷ Sacramento Fire Department. 2015. Fire Suppression. Available: <http://portal.cityofsacramento.org/Fire/Operations/Special-Operations>. Accessed December 28, 2015.

¹⁸ City of Sacramento. 2015. *City of Sacramento 2035 General Plan Master Environmental Impact Report*. August 2014. Page 4.10-5.

¹⁹ City of Sacramento. 2015. Approved City of Sacramento Fiscal Year 2015/16 Budget. p. 164: "Staffing Levels."

Communications Center (SRFECC). The SRFECC is a Joint Powers Authority comprised of the SFD, Consumnes Community Services District, Courtland Fire Department, Folsom Fire Department, Herald Fire Protection District, Sacramento Metropolitan Fire District, Walnut Grove Fire Protection District, and Wilton Fire Protection District.²⁰ In 2013, SFD responded to more than 68,396 calls for service, of which 64,799 were completed.²¹ The average response time for all SFD engine companies in 2014 was five minutes and 38 seconds.²²

The RSP Area is currently served by multiple stations within or near Downtown Sacramento (see **Figure 4.11-2**). Station 14 is located at 1341 North C Street and is approximately 0.5 miles to the northeast of the project site. Station 14 currently experiences a call volume of approximately 2,962 calls per year, and has additional capacity to provide emergency response.²³ Station 2 is located at 1229 I Street and is approximately 0.6 miles to the southeast of the project site. Station 2 currently experiences a call volume of approximately 3,809 calls per year, and does not have capacity to provide additional emergency response.²⁴ Station 1 is located at 624 Q Street and is approximately one mile to the south of the RSP Area. Station 1 currently experiences a call volume of approximately 2,627 calls per year, and has some additional capacity to provide emergency response.²⁵ Lastly, Station 5 is located at 731 Broadway, approximately 1.6 miles to the south of the project site. Station 5 currently experiences a call volume of approximately 2,141 calls per year, and has some additional capacity to provide emergency response.²⁶

Regulatory Setting

The regulatory setting for fire protection services was described on pages 6.10-15 through 6.10-17 of the 2007 RSP Draft EIR. The following setting is based on the 2007 RSP Draft EIR, updated to reflect current information.

Federal

There are no federal regulations regarding fire protection services that pertain to the RSPU.

State

California Department of Forestry and Fire Protection (CAL FIRE)

California Department of Forestry and Fire Protection (CAL FIRE) provides fire protection services for areas within the State Responsibility Areas (SRAs) as well as some local jurisdictions

²⁰ Sacramento Regional Fire/EMS Communications Center. 2015. The JPA. Available: <http://www.srfecc.ca.gov/JPA/default.aspx>. Accessed January 5, 2016.

²¹ Sacramento Fire Department. 2014. Sacramento Fire Department 2013 Annual Report.

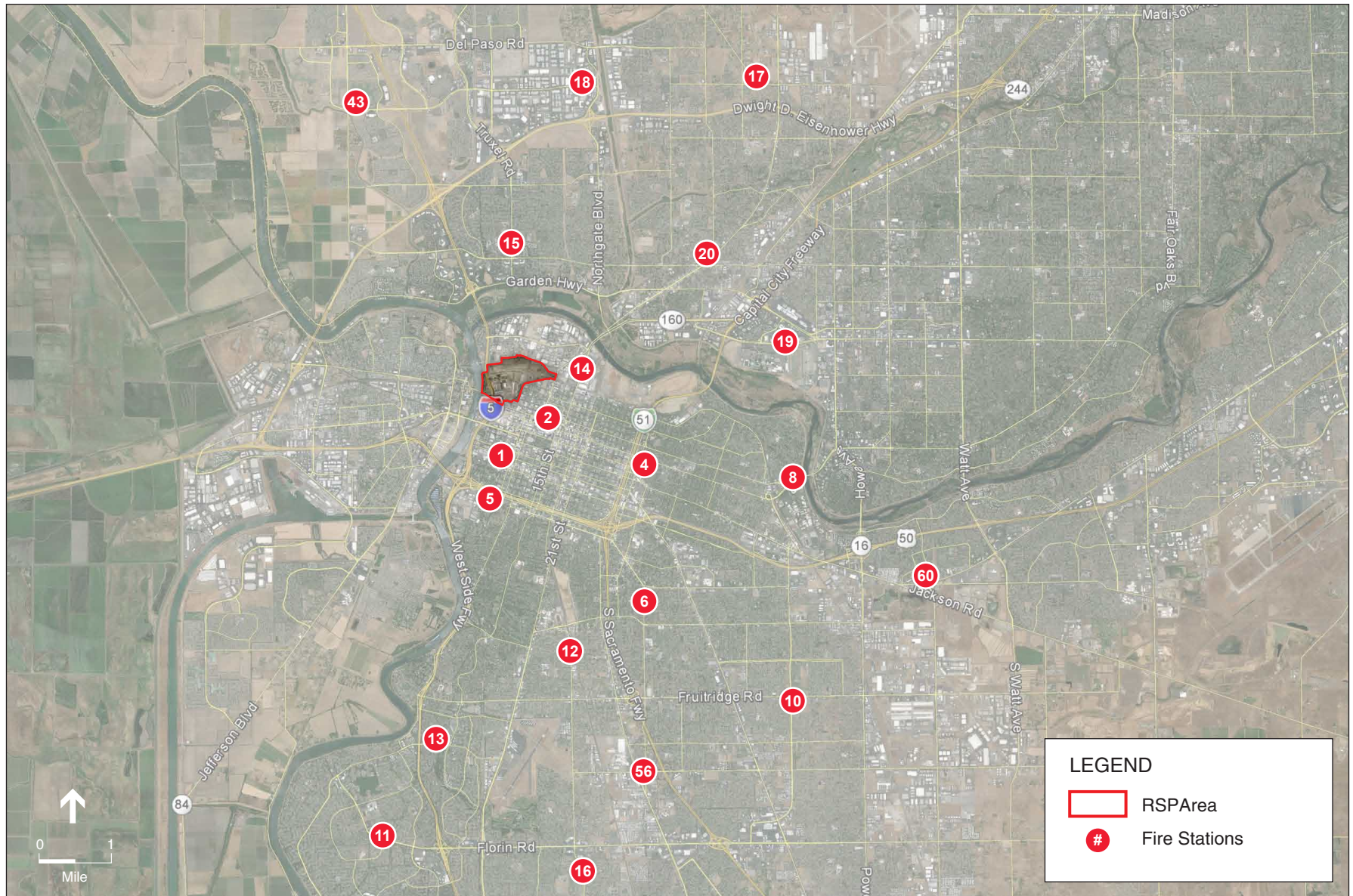
²² Basurto, Michelle, Program Specialist, Sacramento Fire Department. Personal communication with Matthew Pruter, ESA, January 25, 2016.

²³ Sacramento Fire Department. 2014. Sacramento Fire Department 2013 Annual Report. Page 9.

²⁴ Sacramento Fire Department. 2014. Sacramento Fire Department 2013 Annual Report. Page 9.

²⁵ Sacramento Fire Department. 2014. Sacramento Fire Department 2013 Annual Report. Page 9.

²⁶ Sacramento Fire Department. 2014. Sacramento Fire Department 2013 Annual Report. Page 9.



SOURCE: Google Earth Pro, basemap 2016; ESA 2016

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Figure 4.11-2
Sacramento Fire Department Stations

with which CAL FIRE maintains contracts to provide services. In addition, CAL FIRE assists local fire departments through mutual and automatic aid agreements to provide wildfire protection services for incidents occurring within their jurisdictions. CAL FIRE is responsible for the implementation of state-legislated fire safety standards and conducts fuel management activities and also performs annual inspections. By law, CAL FIRE policy requires that any uncontrolled fire that threatens to destroy life, property, or natural resources will be responded to and abated by CAL FIRE.

California Occupational Safety and Health Administration

In accordance with the California Code of Regulations, Title 8, Sections 1270 (“Fire Prevention”) and 6773 (“Fire Protection and Fire Equipment”), California Occupational Safety and Health Administration (OSHA) has established minimum standards for fire suppression and EMS. The standards include, but are not limited to, guidelines on the handling of highly combustible materials, requirements for the sizing of fire hoses, restrictions on the use of compressed air, access roads, and the testing, maintenance, and use of all firefighting and emergency medical equipment.

Uniform Fire Code

The Uniform Fire Code (UFC) provides regulations involving construction, maintenance, and the use of buildings. Topics addressed in the UFC include fire department access, fire hydrants, automatic sprinkler systems, fire alarm systems, fire and explosion hazards safety, hazardous materials storage and use, provisions intended to protect and assist fire responders, industrial processes, and many other general and specialized fire-safety requirements for new and existing buildings and the surrounding premises. The UFC contains specialized technical regulations related to fire and life safety. Sprinkler system standards and requirements for different types of buildings, including hospitals, are provided in the UFC.

California Fire Code

A few sections of the California Fire Code (CFC) address specific safety requirements for the prevention of fires at hospitals and supporting hospital facilities. Section 5306 requires the storage of medical gas systems to occur within dedicated areas that involve no other uses or storage. Section 1103 provides fire safety requirements for existing buildings and Section 1103.7.3.1 additionally states that hospital facilities that do not have an automatic sprinkler system must provide automatic fire alarm system that responds to the products of combustion other than heat. All buildings are also now required to provide automatic sprinkler systems.

Essential Services Building Act

The Essential Services Building Act of 1986, found in Chapter 2, Section 16000 of the California Health and Safety Code, applies to fire stations, police stations and other public facilities that respond to emergencies. The Act does not apply to hospitals. It is intended to ensure that essential services buildings are capable of providing essential services to the public after a disaster, are designed and constructed to minimize fire hazards and to resist, insofar as practical, the forces

generated by earthquakes, gravity and winds. In addition, nonstructural components vital to the operation of essential services buildings must be able to resist, insofar as practical, the forces created by earthquakes, gravity, fire and wind.

California Health and Safety Code

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

Local

City of Sacramento 2035 General Plan

The following goals and policies from the 2035 General Plan are relevant to fire protection.

Goal PHS 2.1 Fire Protection and Emergency Medical Services. Provide coordinated fire protection and emergency medical services that address the needs of Sacramento residents and businesses and maintain a safe and healthy community.

Policies

- PHS 2.1.1 **Fire Department Strategic Plan.** The City shall maintain and implement a Fire Department Strategic Plan.
- PHS 2.1.2 **Response Time Standards.** The City shall strive to maintain emergency response times that provide optimal fire protection and emergency medical services to the community.
- PHS 2.1.3 **Staffing Standards.** The City shall maintain optimum staffing levels for sworn, civilian, and support staff, in order to provide quality fire protection and emergency medical services to the community.
- PHS 2.1.4 **Response Units and Facilities.** The City shall provide additional response units, staffing, and related capital improvements, including constructing new fire stations, as necessary, in areas where a fire company experiences call volumes exceeding 3,500 in a year to prevent compromising emergency response and ensure optimum service to the community.
- PHS 2.1.5 **Timing of Services.** The City shall ensure that the development of fire facilities and delivery of services keeps pace with development and growth of the city.
- PHS 2.1.6 **Locations of New Stations.** The City shall ensure that new fire station facilities are located strategically throughout the city to provide optimum response times to all areas.
- PHS 2.1.7 **Future Station Locations.** The City shall require developers to set aside land with adequate space for future fire station locations in areas of new development.
- PHS 2.1.8 **Co-Location of Facilities.** The City shall seek to co-locate fire facilities with other City facilities, such as police stations, to promote efficient use of space and provision of fire protection and emergency medical services within dense, urban portions of the city.
- PHS 2.1.10 **Regional Cooperative Delivery.** The City shall work with the various fire protection districts and other agencies to promote regional cooperative delivery of fire protection and emergency medical services.
- PHS 2.1.11 **Development Fees for Facilities and Services.** The City shall require development projects to contribute fees for fire protection services and facilities.

Goal PHS 2.2 Fire Prevention Programs and Suppression. The City shall deliver fire prevention programs that protect the public through education, adequate inspection of existing development, and incorporation of fire safety features in new development.

Policies

- PHS 2.2.2 **Development Review.** The City shall continue to include the Fire Department in the review of development proposals to ensure projects adequately address safe design and on-site fire protection and comply with applicable fire and building codes.
- PHS 2.2.3 **Fire Sprinkler Systems.** The City shall promote installation of fire sprinkler systems in new commercial and residential development, and shall encourage the installation of sprinklers in existing structures when it is reasonable and not cost prohibitive.
- PHS 2.2.4 **Water Supply for Fire Suppression.** The City shall ensure that adequate water supplies are available for fire-suppression throughout the city, and shall require development to construct all necessary fire suppression infrastructure and equipment.
- PHS 2.2.5 **High-Rise Development.** The City shall require that high rise structures include sprinkler systems and on-site fire suppression equipment and materials, and be served by fire stations containing truck companies with specialized equipment for high-rise fire and/or emergency incidents.

Goal PHS 4.1 Response to Natural and Human-Made Disasters. Promote public safety through planning, preparedness, and emergency response to natural and human-made disasters.

Policies

- PHS 4.1.5 **Mutual Aid Agreements.** The City shall continue to participate in mutual aid agreements to ensure adequate resources, facilities, and other support for emergency response.

The RSPU would be consistent with the General Plan goals and policies listed above. Consistent with Policy PHS 2.1.11, the RSPU would pay all required development impact fees to assist with the funding of expanded fire protection services. In accordance with PHS 2.1.2 through 2.1.5, with the supporting funding from the RSPU, fire protection facilities, staffing, and service levels would be maintained within the RSP Area and across Sacramento. Consistent with Policy PHS 2.2.2, the RSPU would go through development review in order to ensure it adequately addresses fire safety. The RSPU would be required to meet water pressure and fire flow requirements, consistent with Policy PHS 2.2.4. Consistent with Policies 2.2.3 and 2.2.5, the project would include sprinkler systems and appropriate fire suppression equipment as required by City Code and the UFC. Finally, consistent with PHS 2.1.6, 2.1.7 and 2.1.8, the RSPU identifies potential sites within the RSP Area where, if needed, a fire station could be co-located with a police substation. The remaining policies (2.1.1 and 4.1.5) are specific to Fire Department actions, and so are not directly applicable to the proposed project. Nonetheless, these policies would help to ensure that services are adequate.

Analysis, Impacts, and Mitigation

Significance Criteria

This Draft SEIR assumes implementation of the RSPU would have a significant impact related to fire protection if it would:

- Require, or result in, the construction of new or expanded facilities related to the provision of fire protection, such that a significant environmental impact could result.

These significance criteria for the provision of police protection services have not changed since the 2007 RSP EIR. The City of Sacramento still uses the same standard of significance in its initial study checklist to determine fire protection impacts.

Methodology and Assumptions

As analyzed previously in the 2007 RSP EIR, the impact analysis for the provision of fire protection services determines whether the RSPU would require new or expanded fire protection facilities, construction of which would result in physical environmental effects. The proposed projects would increase the number of residents, employees and commercial (retail and office), cultural, hospital and other uses. Increases in population and commercial activity on the site could result in a need for additional staff, and a resulting need for fire protection facilities. This analysis is based on the number of calls per fire station to determine the impact of the proposed projects. This is different than the methodology used in the 2007 RSP EIR, which used a response time goal of five minutes or less for calls as its standard. Response calls are used in this methodology because there are several stations within the requisite response time of the RSP Area, but their ability to respond depends largely on how many total calls they must respond to, rather than distance to the site.

Issues Not Discussed in Impacts

All impacts related to fire protection services are addressed in this section, except for the gas pipeline, which is addressed in Section 4.8, Hazards and Hazardous Materials.

Impacts and Mitigation Measures

Impact 4.11-3: The proposed projects would increase the demand for fire protection services.

The 2007 RSP EIR discusses the impact of the RSPU to fire protection services under Impact 6.10-3, on pages 6.10-18 to 6.10-19. Impact 6.10-3 of the 2007 RSP EIR concluded that the demand for fire protection services would be less than significant, because the SFD would add a fire station, to be co-located with a police substation. This station was considered adequate as long as long as it would be constructed with the capacity to house two companies (one engine company and one truck company), a medic unit, and a battalion chief quarters. The 2007 RSP EIR indicated that such facilities built within the RSP Area would meet these requirements and be funded through the City's General Fund.

Railyards Specific Plan Update

The RSPU would result in new employees, residents and visitors within the RSP Area, and this increased activity would increase demand for fire protection and emergency services. These activities and new uses could result in an incremental increase in calls for fire and emergency

medical services beyond the amount currently experienced in the RSP Area. As discussed in the Environmental Setting, the four fire stations with the Central City area—Stations 14, 2, 1 and 5-- could collectively respond to the additional calls and activities needed to serve the RSPU. An increased demand for medical services would also result from the increase in pedestrian activity and population density with events at the MLS Stadium, as well as the increase in residential and commercial activity that would occur across the RSP Area.

The RSPU would be required to meet SFD standards related to access, fire hydrants, automatic sprinkler systems, fire alarm systems, water flow, and other UFC/CFC requirements. SFD would review project construction plans and inspect the construction work as it progresses to ensure that project meets State and local Building and Fire Code requirements. In addition, the site would be paved, and surrounded by developed urban uses so the fire hazard is low.

The RSPU provides for a fire station at one of two locations within the RSP Area, either the southeast corner of Railyards Boulevard and 7th Street or the northeast corner of Railyards Boulevard and 10th Street. Either location could also involve the co-location of a police substation. A new station would improve response times within the RSP Area, and provide an additional facility to respond to call volume. In addition, there are a number of funding mechanisms in place, including the City's General Fund, which could be used to fund additional fire and medical equipment, vehicles, and personnel. The reallocation of existing resources between existing fire stations in Downtown Sacramento, in addition to securing additional equipment and resources placed at existing fire stations, would aid in providing sufficient emergency fire and medical response for the RSP Area. Therefore, this impact would be **less than significant**, similar to the 2007 RSP.

Railyards Specific Plan Update Land Use Variant

In the case of the RSPU Land Use Variant, SFD would also be responsible for fire protection services throughout the RSP Area. The RSPU Land Use Variant would also result in new employees, residents, and visitors at the project site. While the absence of the MLS Stadium could reduce the number of calls for events, the RSPU Land Use Variant would still result in an incremental increase in calls for fire and emergency medical services beyond the number currently experienced in the RSP Area. SFD anticipates that call within the RSP Area would increase incrementally for medical aid, auto accidents, and similar situations. As with the RSPU, a fire station could be located within the RSP Area at one of two locations, which would provide for faster response times and an additional facility to handle the SFD's call volume within the Central City. In addition, development under the RSPU Land Use Variant would be subject to the same fees and taxes as the RSPU. For these reasons, the impact would be the same, and would be **less than significant**.

KP Medical Center

The operation of the proposed KP Medical Center would involve the provision of a new, large medical facility within the RSP Area, providing a range of health care services to patients within

the Greater Sacramento region. While a variety of qualified staff would be available to serve patients, fire protection services could be needed for emergencies. Several existing fire stations are located within less than a two-mile radius of the KP Medical Center site: Station 14, Station 2, Station 1, and Station 5. These stations could therefore respond to emergencies at the new Medical Center.

The SFD is the agency that would be responsible for fire protection and emergency response for KP Medical Center. Medical staff at KP Medical Center would be the first responder for emergency services within the hospital. The presence of qualified medical personnel could lessen the number of calls the SFD's emergency services at the KP Medical Center. There are also a number of funding mechanisms in place, including the City's General Fund, which could be used to fund additional fire and medical equipment, vehicles, and personnel needed to meet the demand for increased fire protection services. The reallocation of existing resources between existing fire stations in Downtown Sacramento, in addition to securing additional equipment and resources placed at existing fire stations, would aid in providing sufficient emergency fire and medical response within and surrounding KP Medical Center. The KP Medical Center would be required to meet UFC and CFC standards related for access, fire hydrants, automatic sprinkler systems, fire alarm systems, water flow, and other requirements pertaining to hospital fire safety standards. For these reasons, this impact would be **less than significant**.

MLS Stadium

As described above, the operation of the proposed MLS Stadium would result in the increased demand for fire protection services. The increased demand for medical services would also result from the increase in pedestrian activity and population density associated with events at the MLS Stadium. The MLS Stadium would provide a first aid room to assist with emergency services. The medical staff in the first aid room would be the first to respond to medical emergencies, thereby lessening the demand for emergency services at the MLS Stadium. The MLS Stadium would require additional fire protection services from the SFD. Several existing fire stations are located within less than a two-mile radius of the stadium site: Station 14, Station 2, Station 1, and Station 5. These stations could therefore respond to emergencies at the new stadium.

There are also a number of funding mechanisms in place, including the City's General Fund, which could be used to fund additional fire and medical equipment, vehicles, and personnel. The reallocation of existing resources between existing fire stations in Downtown Sacramento, in addition to securing additional equipment and resources placed at existing fire stations, would aid in providing sufficient emergency fire and medical response for the RSP Area. Therefore, this impact would be **less than significant**.

Stormwater Outfall

The Outfall would not result in flammable structures, or a new population. Therefore, it would not increase demand for fire protection or emergency services, and there would be **no impact**.

Summary

The proposed projects would yield approximately 12,600 to 21,000 residents, along with non-residential uses, and therefore increase demand for fire protection services. As a result, an increase in fire staff, equipment, and vehicles would be required to service the RSP Area in both scenarios. While the 2007 RSP EIR stated that fire protection impacts would be resolved through the addition of a new onsite station, the 2007 RSP EIR used the assumption of 1 station per 20,000 residents. The RSPU also provides for a new fire station in the RSP Area. This SEIR bases its analysis of the ability of the SFD to provide fire protection services to the proposed project on the number of calls received by each station. Although Station 2 currently receives a call volume of 3,809 calls, 309 calls above its capacity, Stations 14, 2, 1, and 5 could collectively accommodate a total of 2,461 additional calls. The new fire station would also provide additional capacity to respond to calls. Therefore, as with the 2007 RSP, this impact would be **less than significant**.

Mitigation Measure

None required.

Cumulative Impacts

Similar to the 2007 RSP EIR, the geographic context for the analysis of cumulative police protection impacts is based on the boundaries of SFD, which includes the City of Sacramento. Also in concert with the 2007 RSP EIR, the cumulative analysis for this SEIR places emphasis on the Central City area of Sacramento, an area that continues to feature similar densities and land uses relative to the RSPU, and the development of the RSPU would more directly affect the Central City. The cumulative analysis for fire protection services in this SEIR also utilizes the buildout of the 2035 General Plan.

Impact 4.11-4: The proposed projects would contribute to cumulative increases in demand for fire protection services within the Central City.

The proposed projects would add up to approximately 12,600 to 21,000 new residents and office, retail, and other uses to the Central City area of Sacramento, which would require additional fire protection services. This could result in increases in response times throughout the Central City, as calls for service would increase and fire stations within the area would be responsible for the protection of more developed areas and additional residents. Other development within the service area could further increase the demand on police protection services in the Central City area of Sacramento.

While the 2007 RSP EIR notes a future 2030 Central City population, the 2035 General Plan does not provide a 2035 population for this area of the City. However, the 2013-2021 Housing Element stated that the Central City area would grow the most among other communities within the City through 2035. In addition, the 2035 General Plan gives a 2035 buildout population for the entire City of Sacramento of 640,381 residents. This presents an increase of 160,275 from the

2015 count of 480,105 residents. Over the past few years, the City has begun working toward higher intensity uses within the Central City, subsequently causing increases in population, which could in turn increase demand for fire and emergency services. However, the 2035 General Plan contains policies aimed at ensuring adequate fire facilities are provided to accommodate the increase in new residents. For example, Policy PHS 2.1.1 calls for the City to prepare a Fire Master Plan to address staffing needs, facility needs, and service goals. The Master Plan would be the guiding document for the provision of fire services in the city. Policies PHS 2.1.2 and PHS 2.1.3 require that the City maintain appropriate emergency response times and staffing levels, respectively, to ensure optimum fire protection in the community. Policy PHS 2.1.4 further requires additional fire protection resources be supplied when a fire station/company experiences call volumes exceeding 3,500 in a year and Policy PHS 2.1.6 requires that new fire stations are located strategically throughout the city to provide optimal response times to all areas. Policies PHS 2.1.5 and PHS 2.1.7 require new development to set aside land for future fire stations and ensure that adequate fire protection and emergency medical response facilities, equipment, and staffing are available prior to occupation of new development and redevelopment areas. Policy PHS 2.2.4 ensures that adequate water supplies and infrastructure are available throughout the City. In addition, Policy PHS 2.1.10 requires that the City work with other agencies to provide regional cooperative delivery of fire protection and emergency medical services.

Due to the increase in development in the downtown area, it is anticipated that Station 14 could experience reductions in service levels as the planned downtown development occurs. Growth and development in the Central City area, including the development of the RSPU, would remain in conformance with the 2035 General Plan policies described above to ensure service impacts are reduced. Existing facilities would be used until such time any new facilities in Sacramento become operational, including the new fire station that could be built within the RSP Area. New facilities and staff would be funded largely through the City's General Fund, to which new development would contribute through taxes and fees. Therefore, this cumulative impact would be less than significant. Because the RSPU provides for an additional fire station, and project-related development would pay taxes and fees that could be used to provide fire protection and emergency services, the proposed projects' contribution to the cumulative impact would not be considerable and the cumulative impact would be **less than significant**.

Mitigation Measure

None required.

4.11.3 Schools

Introduction

This section addresses schools that would serve the RSP Area, which is covered by two school districts, Sacramento City Unified School District (SCUSD) and Twin Rivers Unified School District (TRUSD). Existing facilities are described and planned expansion of existing facilities or

the construction of new facilities is also discussed. Potential impacts on schools as a result of proposed projects are evaluated based on whether the RSPU would create a demand for schools that would exceed the current or projected capacity such that new school facilities would need to be constructed. Existing plans and policies relevant to schools are also provided. Information was obtained from personal communication with the two school districts and the SCUSD and TRUSD websites.

One comment letter related to public schools was provided by SCUSD in response to the NOP, expressing specific concerns about project-related school development. In particular, the comment letter expressed concern that only two elementary schools currently operate in the Central City, and that any increase in population due to the proposed projects would increase vehicle miles traveled and related pollution. The extent to which school facilities might need to be expanded is discussed in this section. The effects on vehicle miles traveled and vehicle emissions due to transporting project children to schools are addressed in Sections 4.2, Air Quality, 4.7, Global Climate Change and 4.12, Transportation and Circulation.

Issues Addressed in the 2007 RSP EIR

The 2007 RSP EIR discussion of schools recognized only one school district that would serve the RSP Area, because all residential units were located within the SCUSD boundary. This SEIR also discusses the TRUSD, because under the RSPU Land Use Variant, a small portion of the residential development would be served by TRUSD. The student generation rates used for the 2007 RSP EIR, which were 0.1, 0.02, and 0.03 for elementary, middle, and high school students respectively, have changed for this SEIR based on consultation with the school districts. The 2015 rates, which are used below for both school districts, are 0.19 for elementary school students, 0.03 for middle school students, and 0.04 for high school students.

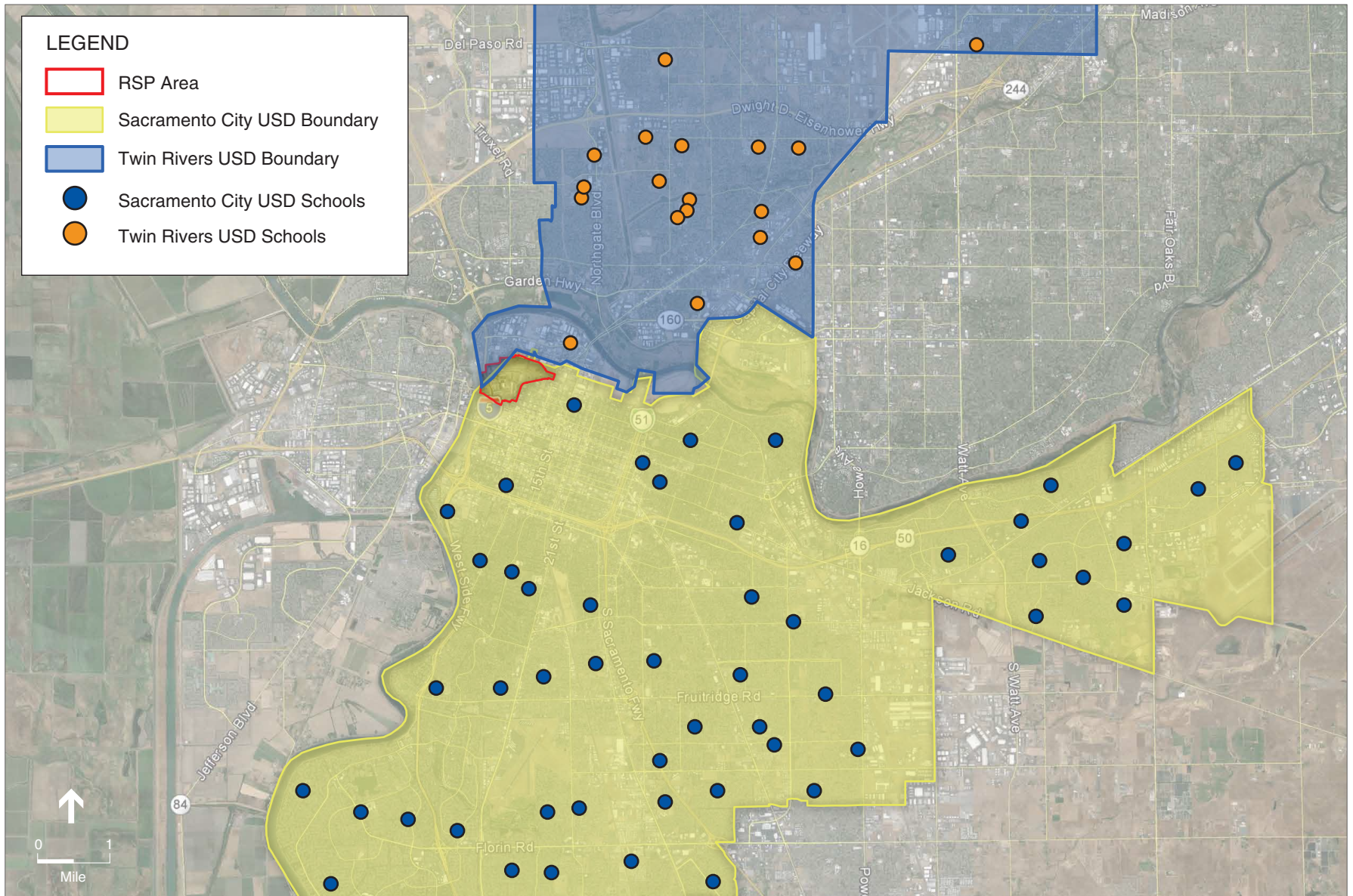
Environmental Setting

The environmental setting for schools was described on pages 6.10-31, 6.10-41, and 6.10-42 of the 2007 RSP Draft EIR. The following setting is based on the 2007 RSP Draft EIR, updated to reflect current information.

Sacramento City Unified School District

The majority of the RSP Area is within SCUSD (see **Figure 4.11-3**).²⁷ The SCUSD currently has a total of 81 school sites, including 49 elementary schools (of which six are independent charter schools), nine K-8 schools, seven middle schools, 14 high schools (of which one is an

²⁷ Lots 2a, 2b, 07a, 33a, and 33b and portions of Lots 2c, 07b, 07c, 07d, 33c, and 35 are within the Twin Rivers Unified School District. Under the RSPU none of these lots would include residential units. Under the land use variant, Lots 2b1 through 2b3 are entirely within the TRUSD, and Lot 2b4 is partially within the TRUSD. These lots would include residential units under the land use variant).



SOURCE: Google Earth Pro, basemap 2016; ESA 2016

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Figure 4.11-3
Sacramento City and Twin Rivers Unified School Districts

independent charter school), and two adult education sites.²⁸ SCUSD has a design capacity for 28,018 primary grade students and 21,157 secondary students (7-12), and currently has 24,280 primary grade students (K-6) and 18,205 secondary grade students.²⁹

The RSP Area is within the current attendance boundaries for William Land Elementary School, which is located at 2120 12th Street, Sutter Middle School, located at 3150 I Street, and C.K. McClatchy High School, located at 3066 Freeport Boulevard (see Figure 4.11-3). The SCUSD plans to reopen Washington Elementary School, located at 520 18th Street in September.³⁰ Students in the RSP Area may also attend Arthur Benjamin Health Professions High School, located at 451 McClatchy Way, the MET Charter High School at 810 V Street, or the Success Academy Alternative School at 5601 47th Ave.

William Land Elementary School (ES) serves students in grades K-6. William Land ES has a design capacity of 641 students, and 436 students were enrolled there for the 2015-16 academic year (see **Table 4.11-2**). The academic focus of the school is literacy in both Chinese (Mandarin) and English.³¹ This language immersion program allows students to continue their bilingualism into adulthood. William Land ES is one of the six elementary schools in SCUSD to feature a bilingual program. This elementary school currently serves the RSP Area.

**TABLE 4.11-2.
SACRAMENTO CITY USD SCHOOLS AND CAPACITIES IN THE RSP AREA VICINITY**

School Name	Design Capacity	Current Enrollment	Excess Capacity
William Land Elementary School	641	436	205
Washington Elementary School ¹	706	n/a	n/a
Sutter Middle School	1,403	1,118	285
C.K. McClatchy High School	2,775	2,285	490

NOTES:

1. Washington Elementary School is anticipated to be reopened for the 2016-2017 school year.

SOURCES:

1. Design capacity from City of Sacramento, Sacramento Entertainment and Sports Center & Related Development Draft Environmental Impact Report, December 2013, Table 4.9-1.
2. Current enrollment from www.scusd.edu/school, accessed March 26, 2016.

Washington Elementary School is currently not in service but SCUSD plans to reopen this school site for students in grades K-6 in the 2016-2017 school year. Following this opening, Washington ES would be the closest SCUSD school to the RSP Area. SCUSD plans for Washington ES to serve as a neighborhood school with a focus on a STEAM (Science, Technology, Engineering,

²⁸ Dobson, Jim, Director, Facilities Management and Operations, Sacramento City Unified School District. email communication with Matthew Pruter, ESA, January 22, 2016.

²⁹ Sacramento City Unified School District. 2015. SCUSD by the Numbers: Important Facts and Information.

³⁰ Sacramento City Unified School District, <http://www.scusd.edu/school/washington>, accessed March 26, 2016.

³¹ Dobson, Jim, Director, Facilities Management and Operations, Sacramento City Unified School District. email communication with Matthew Pruter, ESA, January 22, 2016.

Art and Mathematics).³² Upon its reopening, this school is assumed to have the same capacity, 706 students, as when it closed.

Sutter Middle School (MS) serves students in grades 7-8. Sutter MS has a design capacity of 1,293 students, and 1,118 students were enrolled there for academic year 2015-16³³ (see Table 4.11-2). Sutter MS promotes a rigorous curriculum coupled with extra-curricular activities.

McClatchy High School (HS) serves students in grades 9-12. McClatchy HS has a design capacity of 1,754 students, and 2,285 students were enrolled there for academic year 2015-16³⁴ (see Table 4.11-2). McClatchy HS houses the Humanities and International Studies Program (HISP) magnet school. McClatchy HS houses other specialty programs that include an Air Force Junior ROTC program, a Law and Public Policy Academy, a Criminal Justice Academy, and a Culinary Academy.³⁵

Health Professions High School is an Education for the 21st Century (e21) small high school serving students in grades 9-12. The e21 high schools are smaller, student-centered, high performance, and public charter high schools that enroll no more than 500 students each. Health Professions High School opened during the 2015-2016 school year offering a healthcare-based curriculum. Attendance is through open enrollment within the SCUSD, or an intra-district transfer is required for students residing outside of the District to attend. The school's current enrollment is 263 students,³⁶ and the school's capacity is 500 students. There is no ability for the school to grow beyond 500 students because the e21 designation places a cap on enrollment at 500 students to maintain the small school environment.

The MET Charter School, established in 2003, serves grades 9-12 and is an open enrollment school, 50 students from inside and outside the District attend the MET. The capacity of the school is 300 students, and the school currently enrolls 300.³⁷

Twin Rivers Unified School District

In the case of the RSPU Land Use Variant, Lot 2a and portions of Lots 2b and 2c would be located within the TRUSD (see Figure 4.11-3). The District currently has 28 elementary schools, five junior high schools, five high schools (when counting Grant Union High School's Main and

³² Sacramento City Unified School District, Available: <http://www.scusd.edu/school/washington>, accessed March 26, 2016.

³³ Sacramento City Unified School District, Available: <http://www.scusd.edu/school/sutter>, accessed March 26, 2016.

³⁴ Sacramento City Unified School District, Available: <http://www.scusd.edu/school/ck-mclatchy>, accessed March 26, 2016.

³⁵ Sacramento City Unified School District. 2015c. C.K. McClatchy High School. Sacramento City Unified School District. Available: <http://www.scusd.edu/school/ck-mcclatchy>. Accessed December 28, 2015.

³⁶ Sacramento City Unified School District, Available: <http://www.scusd.edu/school/arthur-benjamin-health-professions>, accessed March 26, 2016.

³⁷ Sacramento City Unified School District, Available: <http://www.scusd.edu/school/met-sacramento>, accessed March 26, 2016.

West Campuses as separate schools), three dependent charter schools, one independent charter school, and eight alternative/special program facilities. TRUSD is currently building a new elementary school in the south part of the city, and a new high school in eastern Sacramento, both of which recently opened. The District has a design capacity for 18,117 elementary, 5,521 middle school, and 9,999 high school students, and currently has 14,497 elementary, 3,107 middle school, and 5,561 high school students enrolled District-wide.³⁸

The portion of the RSP Area that is in TRUSD is within the attendance boundaries for Woodlake Elementary School (grades K-6), which is located at 700 Southgate Road, Rio Tierra Junior High School (grades 7-8), located at 3201 Northstead Drive, and for grades 9-12 either Grant Union High School – Main Campus at 1400 Grand Avenue or Grant Union High School – West Campus at 1333 South Avenue (see Figure 4.11-3). Students would attend either the main campus or west campus based on particular classes and student needs.³⁹ Students in the RSP Area may also attend several alternative school sites, which include Creative Connections Arts Academy, Smythe Academy of Arts and Sciences, Westside Preparatory Charter School, Keema High School, NOVA Opportunity Program, Pacific Career and Technology High School, and Vista Nueva High School. Special education students aged 18-22 would attend Richmond School.⁴⁰ **Table 4.11-3** provides capacities and enrollment numbers at these schools for the 2015-2016 academic year.

**TABLE 4.11-3.
TWIN RIVERS USD SCHOOLS AND CAPACITIES IN THE RSP AREA VICINITY**

School Name	Design Capacity	Current Enrollment	Excess Capacity
Woodlake Elementary School	674	479	195
Rio Tierra Junior High School	762	516	246
Grant Union High School – West Campus ¹	--	--	--
Grant Union High School – Main Campus	2,684	1,925	759

NOTES:
1. Grant Union High School – West Campus capacity and enrollment combined with Grant Union High School – Main Campus capacity and enrollment.
SOURCE: Twin Rivers Unified School District. 2015. 2015 Long-Range Facility Master Plan. September 2015. Pages 3.16 and 3.17; Tables 3-9, 3-10, and 3-11.

Woodlake Elementary School serves students in grades K-6. Woodlake ES has a design capacity of 674 students, and 479 students were enrolled there for the 2015-16 academic year. The school offers an afterschool program known as M.A.S.T.E.R.S. (Making After School Time Enriching,

³⁸ Twin Rivers Unified School District. 2015. 2015 Long-Range Facility Master Plan. September 2015. pp. 3.16 and 3.17; Tables 3-9, 3-10, and 3-11.

³⁹ Jenkins, Gordon, Manager, Facility Planning and Energy Management, Twin Rivers Unified School District. email communication with Matthew Pruter, ESA, December 18, 2015.

⁴⁰ Jenkins, Gordon, Manager, Facility Planning and Energy Management, Twin Rivers Unified School District. email communication with Matthew Pruter, ESA, December 18, 2015.

Rewarding, and Successful) that is aimed at providing students with academic support, behavior modification, and enrichment opportunities.⁴¹

Rio Tierra Junior High School (JHS) serves students in grades 6-8. Students from the RSP Area would attend Woodlake ES for grade 6 and Rio Tierra JHS for grades 7 and 8.⁴² Rio Tierra JHS has a design capacity of 762 students, and 516 students were enrolled there for the 2015-16 academic year (see Table 4.11-3). Sutter promotes a rigorous curriculum coupled with extra-curricular activities.

Grant Union High School (HS), comprising a main campus and a west campus, serves students in grades 9-12. Based on particular classes and student needs, students in the RSP Area would attend either the main campus or west campus.⁴³ Grant Union HS has a design capacity of 2,684 students, and 1,925 students were enrolled there for the 2015-16 academic year (see Table 4.11-3). Grant Union HS provides an Academy of Rhythm, Technology, and Stage Production (ARTS). Grant Union HS also offers other specialty programs including an Air Force Junior ROTC program, a Criminal Justice Academy, an Environmental Science Academy, and a Sports Health Academy.

Regulatory Setting

The regulatory setting for schools was described on pages 6.10-42 through 6.10-44 of the 2007 RSP Draft EIR. The following setting is based on the 2007 RSP Draft EIR, updated to reflect current information.

Federal

There are no federal regulations regarding fire protection services that pertain to the RSPU.

State

Proposition 1A/Senate Bill 50

Proposition 1A/Senate Bill (SB) 50 (Chapter 407, Statutes of 1998) is a school construction funding measure that was approved by the voters on the November 3, 1998 ballot. SB 50 created the School Facility Program enabling eligible school districts to obtain state bond funds. State funding requires matching local funds that generally come from developer fees. The passage of SB 50 eliminated the ability of cities and counties to require full mitigation of school impacts and replaced it with the ability for school districts to assess fees directly to offset the costs associated with increasing school capacity as a result of new development. The old "Stirling" fees were

⁴¹ Woodlake Elementary School. 2015. MASTERS. Woodlake Elementary School. Available: <https://woodlake-trust-ca.schoolloop.com/MASTERS>. Accessed December 28, 2015.

⁴² Jenkins, Gordon, Manager, Facility Planning and Energy Management, Twin Rivers Unified School District. email communication with Matthew Pruter, ESA, December 18, 2015.

⁴³ Jenkins, Gordon, Manager, Facility Planning and Energy Management, Twin Rivers Unified School District. email communication with Matthew Pruter, ESA, December 18, 2015.

incorporated into SB 50 and are referred to as Level 1 fees. As of January 2012, the State Allocation Board (SAB) authorized an adjustment in the Statutory School Fee amounts (Level 1 fees) for unified school districts pursuant to Government Code Section 65995(b)(3) to \$3.20 per square foot for new residential development and \$0.51 per square foot for commercial and industrial (non-residential) development. Districts meeting certain criteria may collect Level 2 fees as an alternative to Level 1 fees. Level 2 fees are calculated under a formula in SB 50. Level 3 fees are approximately double Level 2 fees and are implemented only when the State Allocation Board is not apportioning state bond funds. The passage of Proposition 1D on November 7, 2006 precludes the implementation of Level 3 fees for the foreseeable future. Although SB 50 states that payment of developer fees are "deemed to be complete and full mitigation" of the impacts of new development, fees and state funding do not fully fund new school facilities. Both SCUSD and TRUSC receive Level 1 fees.

California Education Code

The California Education Code authorizes the California Department of Education ("Department") to develop site selection standards for school districts. These standards are found in the California Code of Regulations and require that districts select a site that conforms to certain net acreage requirements established in the Department's 2000 "School Site Analysis and Development" guidebook. The Guide includes the assumption that the land purchased for school sites will be in a ratio of approximately 2 to 1 between the developed grounds and the building area. For example, for a school that houses kindergarten through sixth grade and has an enrollment of 600 children, the recommended acreage is 9.2 acres.

The Department's 2000 Guide includes exceptions to its recommended site size that allow smaller school sites. Additionally, the Department has the policy that if the "availability of land is scarce and real estate prices are exorbitant" the site size may be reduced. It is the Department's policy that if a school site is less than the recommended acreage required, the district shall demonstrate how the students will be provided an adequate educational program including physical education as described in the district's adopted course of study. Through careful planning, a reduced project area school site could follow the recent trend of school downsizing and meet the Department's criteria.

California Code of Regulations

The California Code of Regulations (CCR), Title 5, Education Code governs all aspects of education within the state. Title 5, Division 1, Chapter 13, Subchapter 1, Article 2 outlines minimum requirements for the placement of schools, and specifically addresses placement of school sites in proximity to railroad tracks, as shown below.

Section 14010. Standards for School Site Selection

All districts shall select a school site that provides safety and that supports learning. The following standards shall apply:

- d. If the proposed site is within 1,500 feet of a railroad track easement, a safety study shall be done by a competent professional trained in assessing cargo manifests, frequency, speed, and schedule of railroad traffic, grade, curves, type and condition of track, need for sound or safety barriers, need for pedestrian and vehicle safeguards at railroad crossings, presence of high pressure gas lines near the tracks that could rupture in the event of a derailment, preparation of an evacuation plan. In addition to the analysis, possible and reasonable mitigation measures must be identified.

Section 14011. Procedures for Site Acquisition State-Funded School Districts

This section requires that the Department of Education provide written approval of new school sites for state-funded school districts. Among the findings that must be made is that the school site does not contain a natural gas line.

Local

City of Sacramento 2035 General Plan

The 2035 General Plan contains goals and policies related to the location of schools and coordination with school districts.

Goal ERC 1.1 Efficient and Equitable Distribution of Facilities. Provide efficient and equitable distribution of quality educational facilities for life-long learning and development of a highly skilled workforce that will strengthen Sacramento's economic prosperity.

Policies

- ERC 1.1.1 **School Locations.** The City shall work with school districts at the earliest possible opportunity to provide school sites and facilities that are located in the neighborhoods they serve.
- ERC 1.1.2 **Locational Criteria.** The City shall continue to assist in reserving school sites based on each school district's criteria and the school siting guidelines of the California Department of Education and on the City's following location criteria:
- Locate elementary schools on sites that are safely and conveniently accessible, and away from heavy traffic, excessive noise, and incompatible land uses.
 - Locate school sites centrally with respect to their planned attendance areas.
 - Locate schools in areas where established and/or planned walkways, bicycle paths, or greenways link schools with surrounding uses.
 - Locate, plan, and design new schools to be compatible with adjacent uses.
- ERC 1.1.3 **Schools in Urban Areas.** The City shall work with school districts in urban areas to explore the use of existing smaller sites to accommodate lower enrollments, and/ or higher intensity facilities (e.g., multi-story buildings, underground parking, and playgrounds on roofs).
- ERC 1.1.4 **Joint-Use Development.** The City shall work with school districts and institutions of higher education to explore opportunities for joint-use development that integrates uses for recreation, cultural, and non-school related activities at new and existing facilities.

The Proposed Projects would be consistent with each of the General Plan goals and policies listed above. The RUSP provides for an urban school within the SCUSD portion of the RSP Area. Consistent with Policies ERC 1.1.1 through ERC 1.1.3, the developer would coordinate school

needs with SCUSD to achieve optimum school siting. In addition, developers would pay the appropriate fees and consult with the two school districts to ensure adequate school needs are met. A joint-use facility could be developed if consistent with the type of school that would be developed in the RSP Area.

Central City Community Plan

The CCCP, first adopted in 1980, is an additional guiding document within the City of Sacramento 2035 General Plan that provides guidance for the Central City area. This area, as described earlier, is bounded by the Sacramento River on the west, American River to the north, the Business 80 Freeway and Alhambra Boulevard to the east, and Broadway to the south. The Central City area also includes properties on the eastern side of Alhambra Boulevard and the southern side of Broadway. This document identifies this area as the core of Sacramento, and as such presents more specialized, supplemental policies to further guide the community while remaining consistent with citywide goals and policies. The following policy from the adopted CCCP relates to new development and is applicable to the RSPU:

Policies

CC.ERC 1.6 **Joint-Use Urban School.** The City and School District should collaborate to create a joint-use urban school or enhance one or more existing schools off site that can serve the needs of the Railyards and Sacramento residents. (IGC)

The RSPU would also be in accordance with the CCCP. In the event that a school would be needed onsite or near the RSP Area, the City would collaborate with the school districts to additionally develop or enhance joint-use capabilities.

Analysis, Impacts, and Mitigation

Significance Criteria

This EIR assumes implementation of the RSPU would have a significant impact related to schools if it would:

- Generate students that would exceed the design capacity of existing or planned schools that would result in the need for new or physically altered school facilities, the construction of which could cause significant environmental impacts.

This significance criterion for the provision of schools has not changed since the 2007 RSP EIR. The City of Sacramento still uses the same standard of significance in its Initial Study Checklist to determine school impacts.

Methodology and Assumptions

Generally, the methodology for the generation of students and estimation of school site is the same as used in the 2007 RSP EIR. However, the generation rates have been updated. In the 2007 RSP EIR, the generation rates were 0.1 for elementary school students, 0.02 for middle school students, and 0.03 for high school students. In this SEIR, based on direction from the SCUSD and

TRUSD, the following rates are used for student generation: 0.19 for elementary school students, 0.03 for middle school students, and 0.04 for high school students (see **Table 4.11-4**).^{44,45}

**TABLE 4.11-4.
2007 AND 2016 RAILYARDS SPECIFIC PLAN STUDENT GENERATION**

	Generation Rate	Number of Dwelling Units	Students Generated
2007 RSP¹			
Elementary School	0.1	12,501	1,250
Middle School	0.02	12,501	250
High School	0.03	12,501	375
Total	--	--	1,875
2016 RSPU²			
Elementary School	0.19	6,000-10,000	1,140-1,900
Middle School	0.03	6,000-10,000	180-300
High School	0.04	6,000-10,000	240-400
Total	--	--	1,560-2,600
2016 Land Use Variant			
SCUSD³			
Elementary School	0.19	6,923-9,923	1,315-1,885
Middle School	0.03	6,923-9,923	208-298
High School	0.04	6,923-9,923	277-397
Total	--	--	1,800-2,580
TRUSD⁴			
Elementary School	0.19	77	15
Middle School	0.03	77	2
High School	0.04	77	3
Total	--	--	20

SOURCES:

1. PBS&J/EIP, 2007. Railyards Specific Plan Draft Environmental Impact Report. August 2007. Page 6.10-45. Table 6.10-4.
2. Jenkins, Gordon, Manager, Facility Planning and Energy Management, Twin Rivers Unified School District, email communication with Matthew Pruter, ESA, December 18, 2015.
Dobson, Jim, Director, Facilities Management and Operations, Sacramento City Unified School District, email communication with Matthew Pruter, ESA, January 22, 2016.
3. Dobson, Jim, Director, Facilities Management and Operations, Sacramento City Unified School District, email communication with Matthew Pruter, ESA, January 22, 2016.
4. Jenkins, Gordon, Manager, Facility Planning and Energy Management, Twin Rivers Unified School District, email communication with Matthew Pruter, ESA, December 18, 2015.

The entire RSP Area is within the SCUSD, with the exception of Lot 2a and portions of Lots 2b and 2c. While Lot 2a and portions of Lots 2b and 2c are located within TRUSD, these parcels are planned for the KP Medical Center and would only feature residential units in the event that the RSPU Land Use Variant was to occur. In the case of the RSPU, the entire maximum proposed

⁴⁴ Jenkins, Gordon, Manager, Facility Planning and Energy Management, Twin Rivers Unified School District. email communication with Matthew Pruter, ESA, December 18, 2015.

⁴⁵ Dobson, Jim, Director, Facilities Management and Operations, Sacramento City Unified School District, email communication with Matthew Pruter, ESA, January 22, 2016.

6,000 to 10,000 housing units would be developed within the SCUSD. In the case of the RSPU Land Use Variant, 7,000 to 10,000 housing units would be built (with 250 to be built at the site of the proposed KP Medical Center and 750 to be built at the proposed MLS Stadium). The 250 housing units would be located within TRUSD whereas the remaining 6,750 to 9,750 housing units would be located within SCUSD. The development of residential units would occur over many years, so the growth in students would be spread across the next two decades.

Table 4.11-4 provides the student generation details for the 2007 RSP, RSPU, and RSPU Land Use Variant.

Enrollment levels increase and decrease over time, depending on the demographics of the residential areas within each schools boundaries. School districts typically respond to these changes by shifting students to other schools with additional capacity, adding or removing temporary buildings and/or constructing new schools or closing under-enrolled schools. For this analysis, it is assumed that the current available capacity at the schools being discussed would be consistent with 2015-16 enrollment levels.

Issues Not Discussed in Impacts

All schools impacts addressed in the 2007 RSP EIR are included in this analysis.

Impacts and Mitigation Measures

Impact 4.11-5: The proposed projects would generate additional students in Sacramento City Unified School District and Twin Rivers Unified School District.

The 2007 RSP EIR discusses the impact of the RSPU to elementary schools under Impact 6.10-7 (on pages 6.10-45 to 6.10-46), middle schools under Impact 6.10-8 (on page 6.10-46), and high schools under Impact 6.10-9 (on page 6.10-47). Although there were three separate project impacts for each of the public school types, this RSPU analysis analyzes the three types under one impact to provide a more consolidated and consistent discussion. Impact 6.10-7 of the 2007 RSP EIR determined that approximately 1,250 elementary students would be generated, with approximately 31 students to be accommodated at Washington Elementary School (which has since closed, but is scheduled to be reopened for the 2016-2017 school year) and the remaining 1,219 students to be accommodated at additional facilities at Washington ES and/or additional school sites within SCUSD. The 2007 RSP EIR also explained that a school could be built within the RSP Area to accommodate a portion of the excess number of elementary school students. In addition, the developers would be required to pay the statutory fees outlined in AB 50. Based on these actions, Impact 6.10-7 was determined to be less than significant.

In Impacts 6.10-8 (middle schools) and 6.10-9 (high schools), the 2007 RSP EIR found that there be approximately 250 middle school students and 375 high school students generated by the 2007 RSP. For both of these impacts, students would need to be accommodated at additional facilities or school sites, which the developers would pay for through school fees, as outlined in AB 50. Based on these actions, Impacts 6.10-8 and 6.10-9 were determined to be less than significant.

Railyards Specific Plan Update

The RSPU is estimated to result in a total of 1,560 to 2,600 students, compared to 1,875 under the 2007 RSP. It should be noted that the 2016 rates are based on district-wide averages, and therefore may overstate the actual number of students that would live in a high-density, urban development like the RSPU. Using the current generation rates, the 2007 RSP would generate even more students, because it assumed 12,500 residential units, compared to 6,000 to 10,000 units under the RSPU.

Approximately 1,140 to 1,900 elementary school students, 180 to 300 middle school students, and 240 to 400 high school students are estimated to be generated by the RSPU within the SCUSD. As shown in Table 4.11-2, William Land ES is 205 students below its design capacity and the reopened Washington ES is expected to have a capacity of approximately 706 students, so these schools could not accommodate all RSPU students under existing conditions. The shortfall under existing conditions would be 229 to 911 students. As discussed in Methods, the RSPU will take approximately two decades to build out, and school enrollments and facilities would change over this period. In addition, one or more schools could be constructed within the RSP Area, although the size of onsite school(s) would need to be determined in consultation with the SCUSD and in consideration of the District's long-term enrollment projections and facility planning efforts.

Sutter Middle School is 285 students below its design capacity, so it almost all of the RSPU middle school students, even if the higher number of residential units was constructed. The additional 15 students could likely be accommodated by increasing capacity at Sutter Middle School, or shifting some students to another middle school McClatchy High School is 490 students below its design capacity, so it could accommodate the approximately 240 to 400 high school students generated by the RSPU.

Pursuant to SB 50, the RSPU development would be required to pay applicable school fees is deemed full and complete mitigation for impacts on schools, reducing the impact to a **less-than-significant** level. In addition, the RSPU provides for a school onsite. The environmental effects of locating a school within the RSP Area are addressed within this SEIR, as are the indirect effects of RSPU students attending other schools (for example, the traffic analysis assumes that there will be school trips associated with residential units). If the SCUSD decided to accommodate RSPU enrollments by expanding facilities on existing school sites and/or develop new school sites, there could be additional environmental effects associated with construction and operation of such schools. The nature and extent of those environmental effects would depend on where the schools were located, their size and other factors. Because these factors are unknown at this time, it would be speculative to attempt to evaluate such impacts within the context of this EIR. Expanded and new school facilities would be subject to environmental review by the SCUSD pursuant to CEQA.

The impact on schools would be similar to the 2007 RSP because there would be new students and a school could be built within the RSP Area. Because fewer residential units would be developed under the RSPU than under the 2007 RSP, the impact would be reduced.

Railyards Specific Plan Update Land Use Variant

The RSPU Land Use Variant would result in 7,000 to 10,000 residential units, generating a total of 6,923 to 9,923 housing units within the SCUSD and 77 housing units within the TRUSD. The 250 housing units would all be located on Lot 2a and portions of Lots 2b and 2c, which comprise some of the lots that KP Medical Center could occupy under the RSPU. As a result of this breakdown, the RSPU Land Use Variant would result in 1,315 to 1,885 elementary school students, 208 to 298 middle school students, and 277 to 397 high school students would be generated within the RSP Area for SCUSD. It should be noted that these rates are based on district-wide averages, and therefore may overstate the actual number of students that would live in a high-density, urban development like the RSPU. As shown in Table 4.11-2, the two elementary schools and Sutter Middle School may not have enough capacity to accommodate all RSPU Land Use Variant students under existing conditions. As with the RSPU, an elementary school could be built within the RSP Area to accommodate some of these students.

The RSPU Land Use Variant would also yield 15 elementary school students, 2 middle school students, and 3 high school students for TRUSD. Currently, as Table 4.11-3 indicates, Woodlake ES has an additional capacity for 195 students, Rio Tierra JHS has an additional capacity of 246 students, and Grant Union High School (both Main and West Campuses) has an additional capacity of 759 students.⁴⁶ Therefore, these schools would have sufficient capacity to accommodate the increase in students that would occur as a result of the RSPU Land Use Variant. In the event that enrollment figures change before the time that the RSPU Land Use Variant is developed, students could be sent to other sites. In addition, TRUSD has an open enrollment policy with neighboring school districts like SCUSD.⁴⁷ Parents would have the opportunity to select a chosen school, in coordination with SCUSD and TRUSD.

As with the RSPU, the payment of school fees has been deemed adequate mitigation for impacts on schools. Therefore, the impact on schools would be **less than significant**. If the SCUSD decided to accommodate RSPU enrollments by expanding facilities on existing school sites and/or develop new school sites, there could be additional environmental effects associated with construction and operation of such schools. The nature and extent of those environmental effects would depend on where the schools were located, their size and other factors. Because these factors are unknown at this time, it would be speculative to attempt to evaluate such impacts within the context of this EIR. Expanded and new school facilities would be subject to

⁴⁶ Twin Rivers Unified School District. 2015. 2015 Long-Range Facility Master Plan. September 2015. Pages 3.16 and 3.17; Tables 3-9, 3-10, and 3-11.

⁴⁷ Jenkins, Gordon, Manager, Facility Planning and Energy Management, Twin Rivers Unified School District, email communication with Matthew Pruter, ESA, December 18, 2015.

environmental review by the SCUSD pursuant to CEQA. The environmental effects of locating a school within the RSP Area are addressed within this SEIR, as are the indirect effects of RSPU students attending other schools (for example, the traffic analysis assumes that there will be school trips associated with residential units).

KP Medical Center

KP Medical Center would not generate any students or create any demand for schools. Therefore, **no impact** would occur.

MLS Stadium

The MLS Stadium would not generate any students or create any demand for schools. Therefore, **no impact** would occur.

Stormwater Outfall

The Outfall would not generate any students or create any demand for schools. Therefore, **no impact** would occur.

Summary

The RSPU and land use variant would yield between approximately 1,875 and 2,600 students, which would need to be accommodated at SCUSD schools, and, in the case of the land use variant, TRUSD schools. Existing elementary schools could not accommodate all of the new students under existing conditions, even if a school is built within the RSP Area. As a result, additional school facilities and equipment would be required to serve both scenarios. Pursuant to SB 50, project developers would be required to pay applicable school impact fees. SCUSD and TRUSD have the ability to incorporate additional capacity at existing schools (through, for example, portables) and to build new schools over time, if needed to serve increased enrollment. Further, an elementary school could be constructed within the RSP Area. All environmental impacts associated with the construction and operation of this new school are addressed in this SEIR. The State legislature has deemed impacts on schools less than significant with payment of school developer fees. Therefore, the impact on schools would be less than significant for both the RSPU and the land use variant. The 2007 RSP EIR identified a similar impact, although the 2007 RSP would generate more students if current generation rates are used. The KP Medical Center, MLS Stadium and Stormwater Outfall do not propose any residential units, so they would not generate any students. Therefore, no impact would result from these three projects.

Mitigation Measure

None required.

Impact 4.11-6: The proposed projects could result in a school located in proximity to existing hazards, specifically railroad tracks.

The 2007 RSP EIR proposed to build a school within the RSP Area. As a result, the 2007 RSP EIR discussed the possibility of the RSPU placing a school within 1,500 feet of a railroad track and discussed this issue Impact 6.10-10 on page 6.10-47. It was determined that a school site would be located within 1,500 feet of a railroad track and that the impact would be significant. As a result, the 2007 RSP EIR provided Mitigation Measure 6.10-10 to provide the appropriate safety study and general precautions to protect future students from hazards associated with the neighboring railway activity. This mitigation measure was determined to reduce the impact to less than significant.

Railyards Specific Plan Update

The RSPU provides for a new school within the RSP Area, on a parcel located southeast of the intersection of Railyards Boulevard and Seventh Street, adjacent to the railroad tracks (see Figure 8-4 of the RSPU). This is the same location that was identified in the 2007 RSP. As discussed in the 2007 RSP EIR, any school within the RSP Area would likely be an urban-style school with multi-story classrooms and rooftop or courtyard recreation areas, rather than play fields. This would be true of the RSPU as well.

The California Education Code establishes threshold for development of new school sites. Section 14010(d) specifically outlines measures to be taken if a school is proposed within 1,500 feet of a railroad track due to the potential risk to students. The site shown in Figure 8-4 is identified as a potential location, but there are a number of parcels that are in proximity to the tracks. Placement of a school on any parcel within 1,500 of the tracks would be considered a significant impact. The impact of locating a school near a railroad track is identical to the 2007 RSP.

The Education Code also requires that certain findings be made for new school sites within State-funded school districts, including a finding that a natural gas pipeline does not run through the school site. Previously, a natural gas transmission line did transect the RSP Area. However, the gas line has been relocated so that it is no longer located within the RSP Area.

Railyards Specific Plan Update Land Use Variant

Like the RSPU, the RSPU Land Use Variant would provide for a new school, which could be located in proximity to the railroad tracks and/or the natural gas line. This would be a **significant** impact.

KP Medical Center

KP Medical Center would not generate any students or provide a new school site. Therefore, **no impact** would occur.

MLS Stadium

The MLS Stadium would not generate any students or provide a new school site. Therefore, **no impact** would occur.

Stormwater Outfall

The Outfall would not generate any students or provide a new school site. Therefore, **no impact** would occur.

Summary

The RSPU and land use variant would have the same impacts related to the location of schools near railroad tracks and/or a natural gas line as the 2007 RSP, because these features were present in 2007 and the potential school site was the same, although the 2007 RSP EIR did not disclose the presence of the gas line. The impact would be reduced to a less-than-significant level with implementation of Mitigation Measure 4.11-6 for both the RSPU and the land use variant. The KP Medical Center, MLS Stadium and Stormwater Outfall would not have any impact related to school location because these projects would not include a school, nor generate new students.

Mitigation Measure

Mitigation Measure 4.11-6, below, is identical to Mitigation Measure 6.10-10 of the 2007 RSP EIR, regarding locating a school near railroad tracks. This measure would apply to the RSPU and RSPU Land Use Variant. The measure would not apply to the KP Medical Center, MLS Stadium or Stormwater Outfall, because these projects would not result in construction of a school.

Mitigation Measure 4.11-6 (RSPU)

Prior to school site approval within 1,500 feet of the railroad tracks, the SCUSD shall retain a competent professional to prepare a safety study that assesses cargo manifests, frequency, speed, and schedule of railroad traffic, grade, curves, type and condition of track, need for sound or safety barriers, need for pedestrian and vehicle safeguards at railroad crossings, presence of high pressure gas lines near the tracks that could rupture in the event of a derailment, and preparation of an evacuation plan. Based on this information and the proposed location and design of the school, the study shall demonstrate that the school design and construction would not expose students to risks associated with train accidents. In the event these conditions cannot be satisfied, SCUSD shall proceed in a manner that complies with California Education Code section 14010(d).

Impact Significance After Mitigation: Implementation of Mitigation Measure 4.11-6 would reduce the impact to a **less-than-significant** level by ensuring that proper precautions are taken to protect students from potential hazards resulting from placing a school near a railroad track.

Cumulative Impacts

The cumulative and geographic context for impacts to schools involves the areas served by SCUSD and TRUSD, particularly the schools that would serve the RSPU. SCUSD covers

approximately 70 square miles⁴⁸ TRUSD includes nearly 120 square miles largely within northern Sacramento County, extending from the northern edge of the RSP Area through North Sacramento and the communities of Dos Rios, Northgate, Gardenland, Arden Fair, Strawberry Manor, Del Paso Heights, Hagginwood, Robla, McClellan Park, Foothill Farms, North Highlands, Rio Linda, and Elverta.⁴⁹

Impact 4.11-7: The proposed projects would contribute to the cumulative increases in student enrollment in the Sacramento City Unified School District and the Twin Rivers Unified School District.

The effects of increased development in the SCUSD and TRUSD, including buildout of the Sacramento 2035 General Plan, and the associated increase in population, would increase enrollments within these districts. Enrollment levels at individual schools would ebb and flow as demographics within the districts change. For example, young families moving into a new neighborhood will initially increase enrollments at elementary schools, but as those students age, the enrollments at local elementary schools may drop.

SCUSD and TRUSD incorporate a wide range of temporary measures to respond to changes in student enrollment at city schools that include but are not limited to splitting grade levels, temporarily transferring students to other schools with additional capacity, installing temporary facilities, and sending students to other neighboring school districts when appropriate. In addition, the 2035 General Plan contains policies have been developed to ensure adequate school facilities are provided to accommodate the increase in new students. Furthermore, in accordance with SB 50, project applicants across these school districts, including the developers of the RSPU, must pay school impact fees established to offset potential impacts on school facilities. The payment of these fees is recognized by the State as full and complete mitigation for impacts on schools. All new development within the RSP Area would be required to pay these fees. Therefore, the cumulative impact is considered **less than significant**.

Mitigation Measure

None required.

4.11.4 Parks and Recreational Facilities

Introduction

This section discusses parks and open space issues related to implementation of the RSPU. Existing parks, open space, and recreational facilities in the vicinity of the RSP Area are documented. This section also examines the potential need to expand or enhance existing

⁴⁸ Sacramento City Unified School District. 2015. SCUSD by the Numbers: Important Facts and Information.

⁴⁹ Twin Rivers Unified School District. 2015. 2015 Long-Range Facility Master Plan. September 2015. Page 1.1.

facilities or the construction of new facilities. The evaluation addresses potential effects of the RSPU development on parks and open space resources within the vicinity of the RSP Area, primarily the Central City (as defined in the CCCP), and also analyzes the RSPU's support of applicable goals and policies of local park-related planning documents.

Information was obtained from the City of Sacramento General Plan, the City of Sacramento Municipal Code, the Sacramento River Parkway Plan, the 2005-2010 Parks and Recreation Master Plan (PRMP), and the Riverfront Master Plan, the latter of which was prepared jointly by the cities of Sacramento and West Sacramento.

Environmental Setting

The environmental setting for parks was described on pages 6.9-1 through 6.9-7 of the 2007 RSP Draft EIR. The following setting is based on the 2007 RSP Draft EIR, updated to reflect current information.

Parks

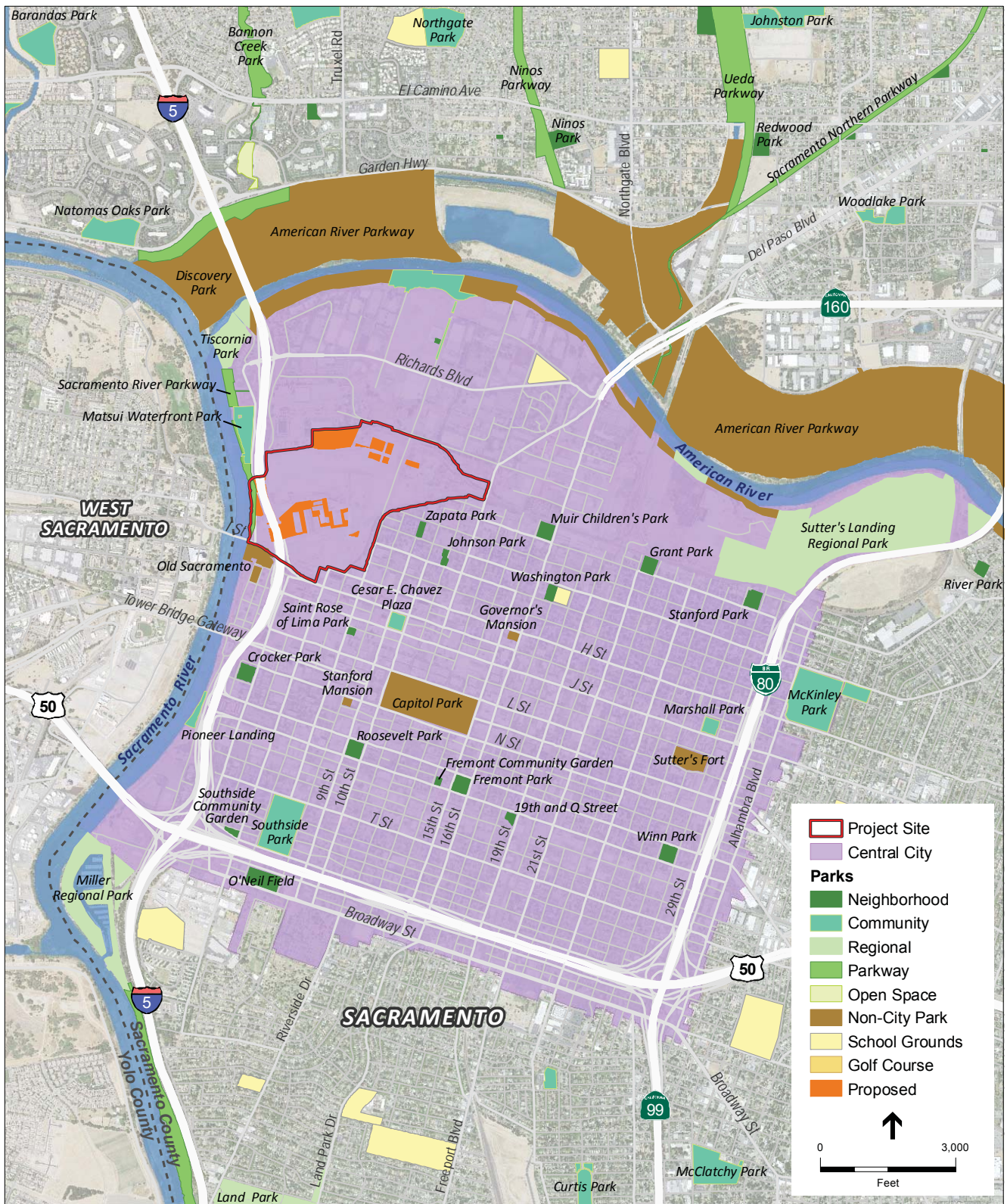
The City of Sacramento Department of Parks and Recreation (Sacramento DPR) maintains approximately 3,200 acres of developed parkland, and manages more than 222 parks and numerous other community centers and recreational facilities within the City of Sacramento.⁵⁰ There are a total of 21 parks located in the Central City area (see **Figure 4.11-4**).⁵¹ Several facilities within the City of Sacramento are owned or operated by other jurisdictions, such as the County of Sacramento and the State of California. The City of Sacramento Parks and Recreation Master Plan (PRMP) guides park development in the city.

The City's parks contain a variety of recreational facilities, with areas available for active organized sports, including soccer fields, baseball and softball diamonds, tennis courts, volleyball courts, and basketball courts. Additionally, benches, picnic tables, playgrounds, and barbecue pits are available for informal recreation activities. There are many play areas for children in the City's parks. Biking and walking trails also exist across the City's many parks and natural areas. In addition, swimming pools and wading and play pool facilities are available to the public. Additional recreational facilities include community centers, bocce ball courts and equestrian trails.

Sacramento DPR also provides community services as well as recreational and leisure time opportunities. Sacramento DPR offers adult and youth sports classes; special events; after-school, summer, and aquatic programs; community classes and enrichment programs; and coordinates reservations for baseball and softball fields, picnics, and facilities.

⁵⁰ City of Sacramento. 2015. Sacramento Parks. Available: <http://www.cityofsacramento.org/ParksandRec/Parks>. Accessed December 29, 2015.

⁵¹ City of Sacramento. 2015. Central City Park Directory. Available: <http://www.cityofsacramento.org/ParksandRec/Parks/Park-Directory/Central-City>. Accessed December 29, 2015.



SOURCE: USDA, 2014; City of Sacramento, 2015; Kimley-Horn, 2016; ESA, 2016

Sacramento Railyards Specific Plan Update . 150286
Figure 4.11-6
 Parks Located in Proximity to the Railyards

In addition to the city parks located within the Central City, there are two large parks that are owned and managed by the State: Capitol Park encompasses 36 acres and Old Sacramento State Historic Park occupies 28 acres. There are also public plazas throughout the downtown that are privately owned, but accessible to the public.

Open Space Areas

Along with parks, various open space areas exist throughout and in the vicinity of the Central City area, including the Sacramento River Parkway and the American River Parkway.

Open space in Sacramento is maintained for several reasons, including natural resource preservation, recreational use, community agriculture, and plant and wildlife preservation. Open space areas in the RSP Area currently include portions of the Sacramento River Parkway.

Sacramento River Parkway

The City adopted the Sacramento River Parkway Plan in 1997 to guide development of a multi-use trail corridor along the Sacramento River within the City limits. This document was borne out of the Parkway Concept provided in the 1975 Feasibility Study and Master Plan and emphasizes the preservation of riparian vegetation and the provision of public access both to and along the Sacramento River as its major features.⁵² The Sacramento River is classified as an "urban" river, with limited natural habitat areas. Improvements such as picnic benches and restrooms can be found in parks on the land side of the levee.

The Sacramento River is a popular location for recreational fishing and boating activities. Access via motorized vehicle to the Sacramento River is limited by the Union Pacific Railroad right of way and yard, private industrial properties, I-5, and the nature of the river itself. Although access to the levee along urbanized portions is difficult due to the proximity of adjacent uses, fishing and other natural recreational uses continue to be popular in the area.⁵³ The Sacramento River Parkway currently exists as a walking and bicycling trail that runs from the confluence of the American River, where it connects with the Jedediah Smith Memorial Trail, in the north, and extends to Captains Table Road in the Little Pocket neighborhood to the south. Portions of the Sacramento River levee in the Pocket neighborhood also contain a bicycle and walking trail, but these stretches of the Sacramento River Parkway are not continuous.⁵⁴

The Sacramento River Parkway near the RSP Area can be accessed on foot or by bicycle, or by vehicle at Discovery Park or Miller Park, both of which also have boat launches. Minor river access points providing pedestrian access only are found at a variety of points throughout the Parkway; most of these have no public improvements.

⁵² City of Sacramento. 1997. *Sacramento River Parkway Plan*. Adopted October 21, 1997. Page 2.

⁵³ City of Sacramento. 1997. *Sacramento River Parkway Plan*. Adopted October 21, 1997. Page 25.

⁵⁴ City of Sacramento. 1997. *Sacramento River Parkway Plan*. Adopted October 21, 1997. Page 25.

The Sacramento River Parkway Plan recognizes the portion of the Sacramento River Parkway situated near the RSP Area as a high use area, suitable for developed parkland uses. This category roughly corresponds to the Developed Recreation Area designation used in the American River Parkway Plan, and permits amenities similar to those found in a neighborhood park. A portion of the parkway, including an approximately 3-acre parcel in the RSP Area is owned by the State.

A paved multi-use trail extends along the east bank of Sacramento River and along the edge of the RSP Area, providing a recreational resource and connection between Old Sacramento and the Jedediah Smith National Recreation Trail on the north bank of the American River and the Two Rivers Trail on the south bank of the American River. Bicycle trails are discussed in greater detail in Section 4.12, Transportation and Circulation, of this document.

Additional Recreational Resources in the Planning Area Vicinity

In the Central City, there are a total of 21 parks that are operated by Sacramento DPR, and five parks are located within a 0.5-mile radius from the RSP Area: Cesar Chavez Plaza, J. Neely Johnson Park, Robert Matsui Waterfront Park, Muir Children's Park, and Zapata Park.

Table 4.11-5 provides information about City of Sacramento parks in the Central City. In addition, there are other parks within proximity to the RSP Area that are publicly accessible, but operated by other entities, such as Capitol Park located at the State Capitol, Discovery Park, located at the confluence of the Sacramento and American rivers, and Riverwalk Park in West Sacramento.

Additional recreational resources in the vicinity of the RSP Area, but outside of the Central City area, include public parks, marinas, boat launches, and golf courses. Other nearby City-owned recreational resources include McKinley Park (31.9 acres), William Land Park (165 acres), and Miller Park (40 acres). Sacramento County operates Discovery Park (275 acres), the American River Parkway, and Tiscornia Park; the City of West Sacramento operates Yolo County Park (4 acres). Although not all of these areas are located within the Central City, they are included in the discussion because they are within usable distance of the RSP Area.

Discovery Park, managed by Sacramento County Regional Parks, is located where the American River flows into the Sacramento River. It is a 275-acre recreational facility that includes a boat launch, fishing, an archery range, and equestrian, pedestrian, and bike trails.

Yolo County Park, located directly across the Sacramento River from the RSP Area, contains mostly undeveloped parkland. Primary uses of the park are boat launching and fishing. The Broderick Boat Launch, a popular launching facility, is situated within Yolo County Park.

William Land Park is situated several miles south of the RSP Area. William Land Park contains a wide variety of recreational facilities, including the Sacramento Zoo, William Land Park Golf Course, Fairytale Town, and an amphitheater.

Miller Park, located south of the RSP Area along the Sacramento River, includes several amenities, such as a marina, boat launching and service facilities, and a concession stand. Sutter's Landing Regional Park, located east of the RSP Area at 28th Street and B Street, includes an indoor skate park, a dog park, a multi-use trail, and access to the American River. Although no golf courses are located within the Central City, the William Land Park Golf Course, at 1701 Sutterville Road, is located approximately three miles to the south of the project site.

Regulatory Setting

The regulatory setting for parks was described on pages 6.9-7 through 6.9-12 of the 2007 RSP Draft EIR. The following setting is based on the 2007 RSP Draft EIR, updated to reflect current information.

Federal

There are no federal regulations regarding parks and recreational facilities that pertain to the RSPU.

State

State Public Park Preservation Act

The primary instrument for protecting and preserving parkland is the State Public Park Preservation Act. Under the Public Resources Code, cities and counties may not acquire any real property that is in use as a public park for any non-park use unless compensation or land, or both, are provided to replace the parkland acquired. This provides no net loss of parkland and facilities.

Quimby Act

California Government Code Section 66477, Subdivision Map Act, referred to as the Quimby Act, permits local jurisdictions to require the dedication of land and/or the payment of in-lieu fees solely for park and recreation purposes. The required dedication and/or fee are based upon the residential density and housing type, land cost, and other factors. Land dedicated and fees collected pursuant to the Quimby Act may be used for developing new, or rehabilitating existing park or recreational facilities.

Government Code 65560

Government Code 65560 defines open space as:

- b. "Open space land" is any parcel or area of land or water which is essentially unimproved and devoted to an open space use as defined in this section, and which is designated on a local, regional or state open space plan as any of the following:
 - 1) Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lake shores, banks of rivers and streams, and watershed lands.

**TABLE 4.11-5.
EXISTING PARKS IN THE CENTRAL CITY PLANNING AREA**

Park and Address	Total Acres	Developed Acres	Picnic Areas	Ball Fields	Full-size and Bantam Soccer Fields	Volleyball Courts	Basketball Courts	Tennis Courts	Adventure and Tot Play Areas	Swimming and Play Areas	Indoor Community Facilities	Restrooms	Other Amenities
Brooks Truitt Park Site, 1818 Q Street	0.90	0.00										No	Community Garden under construction; remainder planned for a dog park
Cesar Chavez Plaza, 910 I Street	2.5	2.5	Yes									Yes	Café, Seasonal Farmers' Market, Summer Concert Series
Crocker Park, 211 O Street	2.37	2.37	2 Tables, No Barbeque									No	Managed as part of Crocker Art Museum
Fremont Community Garden, 1401 Q Street	0.44	0.44										No	Community Garden
Fremont Park, 1515 Q Street	2.5	2.5	Yes						Adventure Playground			Yes	Benches, Central Seating Area, Drinking Fountain, 14 Historic Lights, Seasonal Farmers' Market, Walkways
Grant Park, 205 21st Street	2.37	2.37	3 tables	1 Lighted Field	1 Full-size Field				1 Fenced Tot Lot with Sand			Yes	Walkway
James Marshall Park, 915 27th Street	2.50	2.50	2 Tables						1 Tot Lot		E.M. Hart Senior Center	No	4 Adult Fitness Stations, Horseshoe Pit
Johnson Park, 516 11th Street	0.91	0.91	1 Table									No	Community Garden, Shaded Grass Areas
Matsui Waterfront Park, 450 Jibboom Street	6.50	6.50								Water Spray Area		No	Views of / Access to Sacramento River Parkway
Muir Children's Park, 1515 C Street	2.50	2.50	3 Tables with Barbeque	1 Unlighted Field	1 Bantam Field		1		Tot and Adventure Play Areas with a Decomposed Granite Tike Track, Swings, Large Net Climber, and Sand			No	Benches, Entry Plaza, Walkways, Water Mistlers
O'Neil Field, 715 Broadway	4.85	4.85		2 Lighted Fields	1 Full-size Field							No	
Pioneer Landing, 1900 Front Street	0.40	0.40										No	"Art in Public Places" Shade Structure with Water Mister, Benches, Plaza, Raised "Ship Hull" Planters, Turf, Walkways
Roosevelt Park, 1615 9th Street	2.5	2.5	2 Tables	1 Lighted Field	1 Full-size Field		2					No	Seasonal Farmers' Market
Saint Rose of Lima Park, 705 K Street	0.51	0.51										No	Seasonal Ice Rink and Stage
Southside Park, 2115 6th Street	19.50	19.50	34 Tables, 4 barbeques				1	2	16,800-Square-Foot Play Area	1 Swimming Pool and 1 Wading Pool	Southside Clubhouse	Yes	0.75-mile Jogging Trail; Amphitheatre; Lake with Fishing Piers; Par Course with 4 Fitness Stations; Universal Access Play Area Containing Rubber-surfaced Play Area for Children Ages 0-2, Tot Lot for Children Ages 2-5, and Adventure Play Area for Children Ages 5-12; Walkways
Stanford Park, 207 27th Street	2.74	2.74	3 Tables, No Barbeque	1 Unlighted Field	1 Full-size Field							Yes	John Sutter's Landing Memorial
Sutter's Landing Park, 20 28th Street	163.2	8.00					1.5				28 th Street Street Skate Park (indoor)	No	Bocce Ball Courts, Dog Park, Direct Access to the American River, Park Entry Monuments, Trails/Walkways
Tiscornia Park, 195 Jibboom Street	9.83	5.00										No	Beach Access to the Confluence of the American and Sacramento Rivers, Access to Sacramento River Parkway; managed by Sacramento County Regional Parks
Washington Park, 1631 F Street	1.56	1.56	Yes						Adventure Play Area			No	Shade Structure
Winn Park, 1616 28th Street	2.5	2.5	Yes						Tot Lot			No	Benches, Walkways
Zapata Park, 905 E Street	0.94	0.94	Yes				1		Adventure Play Area			No	Common Gathering Area, Community Garden, Seating Area with Bench

SOURCES: City of Sacramento. 2009. City of Sacramento Parks and Recreation Master Plan 2005-2010: 2009 Technical Update. Adopted April 21, 2009.

City of Sacramento. 2015. Sacramento Parks. Available: <http://www.cityofsacramento.org/ParksandRec/Parks>. Accessed December 29, 2015; Mary de Beauvieres, Principal Planner, City of Sacramento, 2016.

- 2) Open space used for the managed production of resources, including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.
- 3) Open space for outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lake shores, beaches, and rivers and streams; and areas which serve as links between major recreation and open space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.
- 4) Open space for public health and safety, including, but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high re-risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality.

Local

City of Sacramento 2035 General Plan

The following goals and policies from the 2035 General Plan are relevant to parks and recreational facilities.

Goal ERC 2.2 Parks, Community and Recreation Facilities and Services. Plan and develop parks, community and recreation facilities, and services that enhance community livability; improve public health and safety; are equitably distributed throughout the city; and are responsive to the needs and interests of residents, employees, and visitors.

Policies

- ERC 2.2.2 **Timing of Services.** The City shall ensure that the development of parks and community and recreation facilities and services keeps pace with development and growth within the city.
- ERC 2.2.3 **Service Level Radius.** The City shall strive to provide accessible public park[s] or recreational open space within one-half mile of all residences.
- ERC 2.2.4 **Park Acreage Service Level Goal.** The City shall strive to develop and maintain 5 acres of neighborhood and community parks and other recreational facilities/sites per 1,000 population.
- ERC 2.2.5 **Meeting Service Level Goal.** The City shall require new residential development to meet its fair share of the park acreage service level goal by either dedicating land for new parks, paying a fair share of the costs for new parks and recreation facilities or renovation of existing parks and recreation facilities. For new development in urban areas where land dedication or acquisition is constrained by a lack of available suitable properties (e.g., the Central City), new development shall either construct improvements or pay fees for existing park and recreation enhancements to address increased use. Additionally, the City shall identify and pursue the best possible options for park development, such as joint use, regional park partnerships, private open space, acquisition of parkland, and use of grant funding.
- ERC 2.2.6 **Urban Park Facility Improvements.** In urban areas where land dedication is not reasonably feasible (e.g., the Central City), the City shall explore creative solutions to provide neighborhood park and recreation facilities (e.g., provision of community-serving recreational facilities in regional parks) that reflect the unique character of the area.
- ERC 2.2.8 **Capital Investment Priorities.** The City shall give priority to the following parks and recreation capital investments:

- Acquiring land for or constructing parks and recreation facilities where adopted Service Level Goals are not being met.
- Acquiring, restoring and preserving large natural areas for habitat protection and passive recreation use such as walking, hiking, and nature study.
- Acquiring and developing areas for recreation use and public access along the banks of the American and Sacramento Rivers.
- Building and improving parks and facilities to ensure safety for users and adjacent properties

- ERC 2.2.9 **Small Public Places for New Development.** The City shall allow new development to provide small plazas, pocket parks, civic spaces, and other gathering places that are available to the public, particularly in infill areas, to help meet recreational demands.
- ERC 2.2.10 **Range of Experience.** The City shall provide a range of small to large parks and recreational facilities. Larger parks and complexes should be provided at the city's edges and along the rivers as a complement to smaller sites provided in areas of denser development.
- ERC 2.2.12 **Compatibility with Adjoining Uses.** The City shall ensure that the location and design of all parks, recreation, and community centers are compatible with existing adjoining uses.
- ERC 2.2.13 **Surplus or Underutilized Land.** The City shall consider acquiring or using surplus, vacant, or underutilized parcels or abandoned buildings for public recreational use.
- ERC 2.2.17 **Joint-Use Facilities Co-located.** The City shall support the development of parks and recreation facilities co-located with public and private facilities (e.g., schools, libraries, and detention basins).

Goal ERC 2.4 Rivers, Creeks, and Natural Resource Areas. Provide positive recreational experiences and enjoyment of nature through the development, maintenance, patrol, and preservation of the rivers, creeks, and natural resource areas, while maximizing the use of these areas through partnerships with other agencies.

Policies

- ERC 2.4.1 **Service Levels.** The City shall provide 0.5 linear mile of parks/parkways and trails/bikeways per 1,000 population.
- ERC 2.4.2 **Waterway Recreation and Access.** The City shall work with regional partners, State agencies, private land owners, and developers to manage, preserve, and enhance the Sacramento and American River Parkways and urban waterways and riparian corridors to increase public access for active and passive recreation.
- ERC 2.2.4 **Park Acreage Service Level Goal.** The City shall strive to develop and maintain 5 acres of neighborhood and community parks and other recreational facilities/sites per 1,000 population.

Goal ERC 2.5 Funding. Secure adequate and reliable funding for the acquisition, development, rehabilitation, programming, and maintenance of parks, community facilities, recreation facilities, trails, parkways, and open space areas.

Policies

- ERC 2.5.1 **Capital Funding.** The City shall fund the costs of acquisition and development of City neighborhood and community parks, and community and recreation facilities through land dedication, in lieu fees, and/or development impact fees.
- PHS 5.1.9 **Healthy Communities.** The City shall encourage the planning of new communities and revitalization of existing urban areas to achieve improvements in overall public health by encouraging a healthier living environment that includes walkable neighborhoods, access to recreation and open space, healthy foods, medical services, and public transit.

PHS 5.1.12 **Active Living.** The City shall promote active living (i.e., a lifestyle that incorporates physical activity into the routines of daily life) by establishing pedestrian and bicycle connections between neighborhoods, centers, corridors, and transportation facilities.

The proposed projects would comply with the above General Plan policies. The RSPU provides for several parks of different sizes and types, including the approximately 9.2-acre Vista Park, smaller parks, plazas, civic spaces and other gathering spaces, which together would provide a wide range of experience consistent with Policies ERC 2.2.9 and 2.2.10. Residential units would be within one-half mile of park facilities and/or open space, consistent with Policy ERC 2.2.3. As discussed in Impact 4.11-8, while the RSPU does not meet the total demand for parks, it would be subject to in lieu fees that the City could use to develop additional park and recreation facilities, so the service level goals could be met (Policies ERC 2.2.4, 2.2.5, 2.4.1, 2.5.1). The RSPU provides for walkable neighborhoods, medical services, and pedestrian and bicycle connections between neighborhoods, the Central City and city streets, consistent with Policies PHS 5.1.9 and 5.1.12.

Policies ERC 2.2.2, 2.2.8, 2.2.13, 2.2.17 and 2.4.2 address City actions in attaining and maintaining appropriate parks and recreational facilities, and so do not apply directly to the proposed project. Implementation of these policies by the City would contribute to the availability of a variety of park and recreational facilities available to RSPU residents.

Central City Community Plan

The following goals and policies from the CCCP are relevant to parks and recreational facilities.

Policies

CC.ERC 1.1 **Parks.** The City shall develop three new neighborhood parks to provide park space within convenient access; a fourth neighborhood park may be needed in the vicinity of Newton Booth School in the event the school site is lost for open space use. These parks should be small (approximately 1 acre), have neighborhood-oriented activities, and their development should not involve removal of existing sound housing stock.

CC.ERC 1.5 **Sacramento River Parkway.** The City shall develop the Sacramento River Parkway and Sutter's Landing Park facilities in conjunction with American River Parkway trail linkages.

The RSPU would also be in accordance with the CCCP. Consistent with Policy CC.ERC 1.1, as discussed in Impact 4.11-8, the proposed projects would pay park fees that could support development of new City neighborhood parks. The proposed projects would not remove any existing housing stock. Consistent with Policy CC.ERC 1.5, the RSPU would provide pedestrian and bicycle linkages to further integrate the Sacramento River Parkway with the RSP Area and the City of Sacramento as a whole.

City of Sacramento Parks and Recreation Master Plan 2005-2010: 2009 Technical Update

The City of Sacramento Parks and Recreation Department prepared an update to the 2005-2010 Parks and Recreation Master Plan, and the Sacramento City Council adopted it on April 21, 2009. The Master Plan is considered a standalone document, but serves to complement the 2035 General Plan. The Master Plan calls for the provision of approximately five park acres per

thousand population, including all categories of parks.⁵⁵ This Service Level Goal is intended to be implemented city-wide, so not every residential project needs to meet its park demand entirely within its project boundaries. In some cases, projects will meet all or a portion of their park demand through in lieu fees, which the City uses to develop parks that serve a broader population. This is particularly true for community and regional parks.

The categories of City Parks and Service Level Goals are presented below:

- **Neighborhood Park:** A park intended to be used primarily by the people who live nearby, or within walking or bicycling distance of the park. Some neighborhood parks are situated adjacent to an elementary school, and improvements are usually oriented toward the recreation needs of children. Park amenities may include: a tot lot, an adventure play area, unlighted sport field or court, and/or a group picnic area, and limited on-street parking. The primary service area is within a ½ mile and the park area is typically less than 10.0 acres. There is a Service Level Goal of 2.5 acres per 1,000 Sacramento residents.⁵⁶
- **Community Park:** A parkland or facility developed primarily to meet the requirements of a large portion of the City. In addition to neighborhood park amenities, a community park may include: a large group picnic area with shade structure, a community garden, a neighborhood/community skate park, restroom, onsite parking, bicycle trail, a nature area, a dog park, lighted sport fields or sport courts. Specialized facilities may also be found in a community park including: a community center, a water play area, and/or a swimming pool. Some of the smaller community parks may be dedicated to one use, and some elements of the park may be leased to community groups. The primary service area is within two to three miles, a drivable distance from several neighborhoods, and the park is generally between 10.0 and 60.0 acres. There is a Service Level Goal of 2.5 acres per 1,000 Sacramento residents.⁵⁷
- **Regional Park:** Meant to serve the City and areas that extend beyond the City limits. This park type contains a wide range of improvements usually not available in community or neighborhood facilities. Along with neighborhood and community park type improvements, this type of park may include a golf course, a marina, amusement areas, a zoo, or nature areas. Some elements in this park may additionally be under lease to community groups.

⁵⁵ City of Sacramento. 2009. *City of Sacramento Parks and Recreation Master Plan 2005-2010: 2009 Technical Update*. Adopted April 21, 2009. Page Policy 8.

⁵⁶ City of Sacramento. 2009. *City of Sacramento Parks and Recreation Master Plan 2005-2010: 2009 Technical Update*. Adopted April 21, 2009. Page Appendices 136.

⁵⁷ City of Sacramento. 2009. *City of Sacramento Parks and Recreation Master Plan 2005-2010: 2009 Technical Update*. Adopted April 21, 2009. Page Appendices 132.

There is a Service Level Goal of 8.0 acres per 1,000 Sacramento residents, and portions of regional parks may also serve either community or neighborhood needs.⁵⁸

- **Linear Park/Parkway:** Similar to open space areas because they also have limited recreational uses. They are used primarily as corridors for pedestrians and bicyclists, linking residential areas to schools, parks, and trail systems. Parkway are typically linear and narrow; parkways may be situated along a waterway, abandoned railroad, or other common corridor. The Service Level Goal for Linear Parks and Parkway combined with other open space is 0.5 linear miles per 1,000 residents as implemented per the adopted City Bikeway and Pedestrian Master Plans.⁵⁹

The Master Plan also sets Service Level Goals for recreation facilities. Those goals for neighborhood centers and community centers are as follows:

- **Neighborhood Center:** 1 per neighborhood as defined by service area of an elementary school.⁶⁰
- **Community Center:** A 10-30,000 square foot facility which serves the population within a two to three mile radius. There is a Service Level Goal of 1/50,000 Sacramento residents, which can be met through facilities with regional significance, private providers, or schools.⁶¹

City of Sacramento Municipal Code

Chapter 12.72 Park Buildings and Recreational Facilities

The City's Municipal Code includes regulations associated with building and park use, fund raising, permit procedures, and various miscellaneous provisions related to parks. Park use regulations include a list of activities that require permits for organized activities that include groups of 50 or more people for longer than 30 minutes; amplified sound; commercial and business activities; and fund raising activities. This code also includes a list of prohibited uses within parks such as unleashed pets; firearms of any type; and drinking alcoholic beverages, or smoking near children's playground areas. Activities such as golfing, swimming, and horseback riding are only permitted within the appropriate designated areas.

⁵⁸ City of Sacramento. 2009. *City of Sacramento Parks and Recreation Master Plan 2005-2010: 2009 Technical Update*. Adopted April 21, 2009. Page Appendices 139.

⁵⁹ City of Sacramento. 2009. *City of Sacramento Parks and Recreation Master Plan 2005-2010: 2009 Technical Update*. Adopted April 21, 2009. Page Policy 5.

⁶⁰ City of Sacramento. 2009. *City of Sacramento Parks and Recreation Master Plan 2005-2010: 2009 Technical Update*. Adopted April 21, 2009. Page Appendices 136.

⁶¹ City of Sacramento. 2009. *City of Sacramento Parks and Recreation Master Plan 2005-2010: 2009 Technical Update*. Adopted April 21, 2009. Page Appendices 131.

Chapter 16.64 Parks and Recreational Facilities

Chapter 16.64 of the Municipal Code provides standards and formulas for the dedication of parkland and in-lieu fees. These policies help the City acquire new parkland. This chapter sets forth the standard that five acres of property for each 1,000 persons residing within the city be devoted to local recreation and park purposes. Where a recreational or park facility has been designated in the general plan or a specific plan, and is to be located in whole or in part within a proposed subdivision to serve the immediate and future needs of the residents of the subdivision, the subdivider shall dedicate land for a local recreation or park facility sufficient in size and topography to serve the residents of the subdivision. The amount of land to be provided shall be determined pursuant to the appropriate standards and formula contained within the chapter. Under the appropriate circumstances, the subdivider shall, in lieu of dedication of land, pay a fee equal to the value of the land prescribed for dedication to be used for recreational and park facilities which will serve the residents of the area being subdivided.

Chapter 18.44 Park Development Impact Fee

Chapter 18.44 of the City's Code imposes a park development impact fee on residential and non-residential development within the city. Fees collected pursuant to Chapter 18.44 are primarily used to finance the construction of park facilities. The park fees are assessed upon landowners developing property in order to provide all or a portion of the funds which will be necessary to provide neighborhood or community parks required to meet the needs of and address the impacts caused by the additional persons residing or employed on the property as a result of the development.

Analysis, Impacts, and Mitigation

In the Parks and Open Space section, the range in the number of possible housing units of 10,000 to 12,500 in 2007 has been reduced to 6,000 to 10,000 housing units for the proposed RSPU or 7,000 to 10,000 units for the land use variant, which in turn reduces the residential population to be projected on site. This reduced population generation in the 2015 RSPU therefore requires fewer acres of parkland than in the 2007 RSP EIR.

The standards for parkland acreage per residential population have remained unchanged in Sacramento since 2007. The 2007 RSP EIR used a total neighborhood and community parkland standard of 5.0 acres of parkland per 1,000 population, of which 2.5 acres per 1,000 would be neighborhood serving with a service area guideline of ½ mile and 2.5 acres per 1,000 would be community serving with a service area guideline of three miles (though portions the community serving park may also serve neighborhood needs). These standards are still used in the City today, and are used in the analysis that follows in this section.

Significance Criteria

The Proposed Project would have a significant impact related to parks and recreation if it would:

- Cause or accelerate a substantial physical deterioration of existing area parks or recreational facilities; or
- Create a need for construction or expansion of recreational facilities beyond what was anticipated in the General and/or Community Plans.

Methodology and Assumptions

In the Parks and Open Space section, the range in the number of possible housing units of 10,000 to 12,500 in 2007 has been reduced to 6,000 to 10,000 housing units for the 2015 RSPU and 7,000 and 10,000 housing units for the land use variant, which in turn reduces the residential population to be projected on site. This reduced population generation in the 2015 RSPU therefore requires fewer acres of parklands than in the 2007 RSP EIR.

The standards for parkland acreage per residential population have remained unchanged in Sacramento since 2007. The 2007 RSP EIR used a total parkland standard of 5.0 acres of parkland per 1,000 population, of which 2.5 acres per 1,000 would be neighborhood-serving with a service area guideline of 0.5 miles and 2.5 acres per 1,000 would be community-serving with a service area guideline of three miles (though portions the community serving park may also serve neighborhood needs). Additionally, there is a citywide, or regional parkland ratio of 8.0 acres per 1,000 residents (although the City does not require parkland dedication to meet the regional park need). These standards are used in the City today, and are used in the analysis that follows in this section. **Table 4.11-6** provides 2007 and 2015 parkland demand generation for the RSP Area.

Issues Not Discussed in Impacts

On page 6.9-15 of the 2007 RSP EIR, Impact 6.9-2 analyzed the potential impact of the proposed 2007 RSP to the bicycle path network. Following the application of Mitigation Measure 6.9-2, this impact was determined to be less than significant. However, impacts to bicycle access and the bicycle network as a whole are discussed in Section 4.12, Transportation and Circulation. Otherwise, all impacts related to parks and recreational facilities are addressed in this section.

Impacts and Mitigation Measures

Impact 4.11-8: The proposed projects would increase the demand for parks and recreational facilities.

The 2007 RSP EIR discusses the impact of the RSPU to parks under Impact 6.9-1, on pages 6.9-13 to 6.9-15. Impact 6.9-1 of the 2007 RSP EIR determined that impacts stemming from the demand for parks and recreational facilities would be less than significant with mitigation. Although the 2007 RSP would provide parklands and also develop as the project builds out, the amount of parklands – 41.16 acres – was not sufficient to meet the projected demand totals of 55 acres of Neighborhood Park and 55 acres of Community Park, per the City of Sacramento

**TABLE 4.11-6.
2007 AND 2015 RAILYARDS SPECIFIC PLAN PARKLAND DEMAND**

Park Type	City Standard	Population	Required Park Acres	Population	Required Park Acres
2007 RSP					
Community	2.5/1,000	22,002	55	-	-
Neighborhood	2.5/1,000	22,002	55	-	-
Parkland Dedication Requirement			110		
Citywide/Regional ²	8/1,000	22,002	176	-	-
2016 RSPU		Low End		High End	
Community	2.5/1,000	12,600	32	21,000	53
Neighborhood	2.5/1,000	12,600	32	21,000	53
Parkland Dedication Requirement			64		
Citywide/Regional ²	8/1,000	12,600	101	21,000	
2016 Land Use Variant		Low End		High End	
Community	2.5/1,000	14,700	37	21,000	53
Neighborhood	2.5/1,000	14,700	37	21,000	53
Parkland Dedication Requirement			74		
Citywide/Regional ²	8/1,000	14,700	118	21,000	

SOURCES:

1. City of Sacramento. 2009. City of Sacramento Parks and Recreation Master Plan 2005-2010: 2009 Technical Update. Adopted April 21, 2009.
2. The City does not require dedication and/or in lieu fees for Citywide/Regional parks. This demand is met through other means.

Parks and Recreation Master Plan. To mitigate this shortfall, Mitigation Measure 6.9-1 required the City and the applicant to reach an agreement as to the specific level of urban parklands necessary to satisfy the demand generated by the buildout 2007 RSP. The agreement would then allow for the applicant to pay in-lieu fees (Quimby and/or PIF) on the difference in acreage between the City parkland requirement and the amount of parkland the proposed project would supply, or, alternatively, provide “turnkey” improvements equal to the value of in-lieu fees owed, if any.

Railyards Specific Plan Update

As discussed in the 2007 RSP EIR, Sacramento DPR would remain responsible for the provision of parks and recreational facilities throughout the RSP Area.

The RSPU would include up to 6,000 to 10,000 housing units and yield 12,600 to 21,000 residents. This increase in population and employees would create an additional demand for parks and recreational facilities within the RSP Area and, more generally, the Central City area. Based on these projected residential numbers, along with Sacramento DPR’s parkland ratios noted in Table 4.11-6, the RSPU population would generate a demand for a total of 32 to 53 acres of

community parks, 32 to 53 acres of neighborhood parks, and 101 to 168 acres of regional parks. Per City Code, the RSPU must meet its demand for neighborhood and community parks onsite, or through in-lieu fees, but the City has other means for providing regional parks.

The RSPU is projected to develop approximately 30 acres of parklands within the RSP Area, which would consist of a variety of larger neighborhood parks, such as the approximately 9.2-acre Vista Park, and smaller pocket parks, plazas and other outdoor gathering areas. In total, although the RSPU would generate fewer residents and therefore a lesser demand for parklands as compared to the 2007 RSP EIR, there would be a shortfall in the amount of parklands provided for the RSP Area. To compensate for the shortfall, the project would pay in-lieu fees to provide for the needed parkland expansions and improvements. It should be noted that these general parkland standards are for the City of Sacramento as a whole and therefore do not necessarily reflect the actual conditions in denser communities such as the Central City, where land availability is much scarcer than in outlying areas. In addition, there are several nearby park resources that are not under the jurisdiction of Sacramento DPR, such as Discovery Park, and Capitol Park.

Although the RSPU would provide onsite parks and gathering spaces, the acreage provided would not meet City standards. Therefore, this impact would be **significant**. This impact would be similar to, but slightly more severe, than Impact 6.9-1 of the 2007 RSP EIR, because the 2007 RSP provided for more parkland (approximately 41 acres), but also had a higher resident population.

Railyards Specific Plan Update Land Use Variant

As shown in Table 4.11-6, the land use variant would result in a need for 35 to 53 acres of community parks, 37 to 53 acres of neighborhood parks, and 112 to 168 acres of regional. Like the RSPU, the RSPU Land Use Variant would provide 30 acres of open space, which would be configured as parks, including the approximately 9.2-acre Vista Park, and other recreational and public gathering space. The parkland provided by the land use variant would not meet the demand, which would be considered a **significant impact**.

KP Medical Center

KP Medical Center would not generate any residents or create any demand for parks. Therefore, **no impact** would occur.

MLS Stadium

The MLS Stadium would not generate any residents or create any demand for parks. Therefore, **no impact** would occur.

Stormwater Outfall

The Outfall would not generate any residents or create any demand for parks. Therefore, **no impact** would occur.

Summary

The RSPU and RSPU Land Use Variant would provide approximately 30 acres of parks and open space but this would not meet demand for parks using City standards. This would be a **significant impact**. The KP Medical Center, MLS Stadium and Stormwater Outfall would have no impact on parks, because they would not have resident populations. The impact of the RSPU and land use variant would be similar to, but slightly more severe, than the 2007 RSP, which provided for 41 acres of parks and open space.

Mitigation Measure

Mitigation Measure 4.11-8, below, replaces Mitigation Measure 4.9-1 of the 2007 RSP EIR. This measure would be required of the RSPU and the RSPU Land Use Variant. No mitigation would be required for the KP Medical Center, MLS Stadium or Stormwater Outfall.

Mitigation Measure 4.11-8 (RSPU)

Prior to recordation of the tentative map, the project applicant shall reach agreement with the City on which of the proposed project elements and acreage meet the applicable City parkland dedication requirements. The project applicant shall pay in-lieu fees (Quimby and/or PIF) on the difference in acreage between the City parkland requirement and the amount of parkland the proposed project would supply, or provide “turnkey” improvements equal to the value of in-lieu fees owed, if any.

Impact Significance After Mitigation: Mitigation Measure 4.11-8 would ensure that City park standards reflective of urban residential needs are met through dedication of parks and open space, payment of in-lieu fees and/or provision of “turnkey” parks improvements. Consistent with General Plan Policy ERC 2.2.6, this mitigation measure allows the City to consider the urban nature of the RSP Area, and the recreational value of project elements that are not typical parks, such as large plazas and the Central Shops. With the proposed mitigation, this measure would be **less than significant**.

Cumulative Impacts

Similar to the 2007 RSP, the scope of the cumulative analysis for the RSPU is the Central City, because that is the most likely area that RSPU residents would use for gathering and recreating. It is unlikely that residents would travel outside of the City to use parks facilities that are similar to those available nearby.

Impact 4.11-9: The proposed projects would contribute to cumulative increases in demand on City parks and recreational facilities.

The 2035 General Plan does not provide an estimated population for the Central City, but it can be anticipated that the area will grow substantially due to infill and replacement of lower-density development with higher density development. This increase in population would create a demand for additional parks and recreational services. General Plan policies are designed to ensure

adequate parks and recreational facilities are provided to accommodate the increase in new residents. For example, Policy ERC 2.1.1 requires the City to develop and maintain a complete system of public parks and open space areas throughout Sacramento that provide opportunities for both passive and active recreation. Policy ERC 2.4.2 requires the City to work with regional partners, private landowners, and developers to manage, maintain, preserve, and enhance the Sacramento and American River Parkways. Policy ERC 2.5.4 requires the City to fund the costs of acquisition and development of neighborhood and community parks and community and recreation facilities through land dedication, in lieu fees, and/or development impact fees. Implementation of the policies proposed in the General Plan would ensure that increased demand associated with an increase in population would not significantly accelerate the deterioration of existing park areas or recreational facilities.

In addition, Policy ERC 2.2.3 identifies service level goals and Policy ERC 2.2.4 requires new residential development to dedicate land or payment of in-lieu fees for parks or recreation facilities. Therefore, new residential development, including the Proposed Project, would be required to ensure that adequate parkland is provided or applicable fees paid to the City to purchase additional park facilities. Policy 2.2.6 allows the City to creatively explore strategies for meeting park and recreational demand in the Central City, where tracts of land appropriate for a traditional park may not be available. Policy ERC 2.4.1 also requires the City to maintain service levels to provide linear parks/parkways and trails/bikeways in accordance with PRMP adopted policies such as 0.5 linear miles per 1,000 residents. The expansion, planning, development, and use of joint facilities are additional means to achieve required service levels and to offset needs of park and recreational facilities.

Furthermore, the City of Sacramento Parks and Recreation Master Plan has been developed to ensure required service level ratios for parks and recreational facilities are met as population in the City increases. For these reasons, cumulative impacts related to parks and recreational services would be less than significant. However, as proposed, the RSPU does not provide parks and recreational facilities adequate to meet City standards. This shortfall could make it more difficult for the City to meet its goals and policies regarding parks and recreation. Therefore, the project contribution to cumulative increases in parks demand is considerable, and the cumulative impact is **significant**.

Mitigation Measure

Mitigation Measure 4.11-9 (RSPU)

Implement Mitigation Measure 4.11-8.

Impact Significance After Mitigation: Mitigation Measure 4.11-8 would ensure that the RSPU would provide parks and recreational facilities adequate to offset its contribution to increased cumulative demand through parkland dedication, provision of “turnkey” parks and/or in-lieu fees. The City would use in lieu fees from this and other residential development projects to fund parks

and recreational facilities as needed throughout the community, including regional parks, as indicated by the Parks Master Plan and applicable City policies. With mitigation, this impact would be **less than significant**.

4.11.5 Libraries

Environmental Setting

The environmental setting for libraries was described on pages 6.10-51 and 6.10-52 of the 2007 RSP Draft EIR. The following setting is based on the 2007 RSP Draft EIR, updated to reflect current information.

The Sacramento Public Library (SPL) is a joint powers agency of the City of Sacramento and the County of Sacramento. The SPL serves residents of both the City and County.

The main branch of the SPL, also known as the Central Library, is located in downtown Sacramento at 8th and I streets. The Central Library was founded by community leaders in 1857. It now contains nearly 300,000 volumes and more than 1,000 periodical subscriptions. Many special collections are housed at the Central Library, including business, government documents, genealogy, and literature. The Sacramento Room at the Central Library includes special collections on California and Sacramento history, local authors, and the history of the Central Library. The Central Library has many unique resources, including online and CD-based resources, internet stations, and the Schwab-Rosenhouse College Resource Center, which provides free consultations with professional college and career counselors and access to a variety of college preparatory resources. The Tsakopoulos Library Galleria, another resource at the Central Library, provides a 5,400 square foot space available for a variety of events, including weddings, meetings, seminars, parties, receptions, fund raisers, or trade shows. The Galleria also includes two smaller meeting rooms.

The SPL operates 27 branches and two bookmobiles to serve residents. The bookmobiles visit approximately 50 different sites in the City and County each month.

Libraries operated by other entities are also located in the City. One such facility is the California State Library in Sacramento, which is operated by the State of California. The State Library operates out of two locations, the Stanley Mosk Library and Courts Building at 9th and Capitol streets, and the Library and Courts II Building at 9th and N streets, both in downtown Sacramento. The State Library provides reference services, onsite use of collections, California history information, genealogy resources, Braille and recorded books, a directory of libraries, and internet access. The State Library's circulating materials also provides services to the State government, local governments, and local libraries.

The Sacramento Public Library Facilities Master Plan (FMP) identifies existing facilities that need to be renovated, relocated, or expanded, or new facilities that need to be built. The

recommendations in the FMP are based on facility standards, population projections, and analysis of the age and condition of the existing facilities, combined with a review of site and funding opportunities. The FMP addresses facility needs for the next 20 years.

According to the FMP, 18 new library facilities are currently planned for construction in the City and County of Sacramento through the year 2025. Within the City of Sacramento, two new library facilities are proposed at 65th Street and Folsom Boulevard and at Sojourner Truth Park in the Pocket neighborhood by 2015. The library at the Pocket neighborhood, named the Robbie Waters Pocket-Greenhaven Library, has been built, but the facility at 65th Street and Folsom Boulevard has not been built. These improvements are based on population forecasts from Census 2000 data and SACOG projections, which influenced the preparation of the FMP. Currently the City of Sacramento has 338,117 sf of library facilities.⁶² Through the expansion, renovation, or relocation of existing facilities, or addition of new facilities, by 2025 the FMP projects that the City of Sacramento will accumulate a total of 387,371 sf of library facilities.⁶³

Based on the estimates provided in the FMP and the 2035 General Plan, for the fiscal year of 2005, the library maintained 0.55 sf of library space per capita in the City of Sacramento.⁶⁴

Regulatory Setting

The regulatory setting for libraries was described on pages 6.10-53 through 6.10-55 of the 2007 RSP Draft EIR. The following setting is based on the 2007 RSP Draft EIR, updated to reflect current information.

Federal

There are no federal regulations regarding library services that pertain to the RSPU.

State

There are no State regulations regarding library services that pertain to the RSPU.

Local

Funding Policies

City and County Funding

Potential funding sources include general and reserve funds. Typically, smaller projects use general revenues. The City of Sacramento periodically uses general fund money to completely or partially augment library project funding. Recently, the City of Sacramento issued Revenue Bonds to accomplish a series of Community Reinvestment projects.

⁶² Sacramento Public Library, 2016. Locations. Sacramento Public Library. Available: <http://www.saclibrary.org/locations/>. Accessed February 12, 2016.

⁶³ Sacramento Public Library Authority. 2007. Facility Master Plan 2007-2025. p. 10.

⁶⁴ City of Sacramento. 2014. Sacramento 2035 General Plan: Background Report (Appendix C). August 2014. Page 5-59.

County Fund 11

Currently, the County Library Fund (Fund 11) has been used to support the annual operating costs of the libraries outside the city of Sacramento. The County also covers certain internal library support costs and overhead from the County Library Fund. All parcels in the county with the exception of those in the cities of Sacramento and Folsom generate Fund 11 revenues. When County Library Fund monies are used for capital project funding, it reduces the amount of money available for library operations. Any future use of Fund 11 for capital construction must be done with careful analysis to determine that the fund can support the one-time cost or ongoing debt service, while continuing to support the expanded annual operating costs.

Development Impact Fees

A development impact fee provides another funding vehicle that has been used by public agencies in California for the construction of new library facilities. The fee is typically charged against new development projects. The fee is based on the calculated impact that new development will have on library facilities and is determined by cost parameters including: the number of dwelling units (du) to be developed; the timing of the build-out of those housing units; and the cost per dwelling unit required to mitigate the impact on library facilities.

General Obligation Bonds

Since the passage of Proposition 46 in 1986, cities, counties and special districts have been able to issue general obligation (GO) bonds to acquire, construct or improve real property. GO bonds require a two-thirds majority vote in a bond election, include an increase in the tax rate that creates a guaranteed new revenue stream to repay the bonds and, as a result, are the most efficient form of long-term debt financing – they require neither a reserve fund nor funded (capitalized) interest during project construction. Therefore, GO bonds are smaller in size and annual total debt corresponds since it's lower than any other form of long-term debt financing. Receiving the required two-thirds majority voter approval creates a major challenge for a GO bond passage. Passing a GO bond requires broad community support. Time must be invested to educate voters about the need for financing programs, hold and pay for an election and sell bonds.

City of Sacramento 2035 General Plan

The following goals and policies from the 2035 General Plan are relevant to libraries.

Goal ERC 2.2 Parks, Community and Recreation Facilities and Services. Plan and develop parks, community and recreation facilities, and services that enhance community livability; improve public health and safety; are equitably distributed throughout the city; and are responsive to the needs and interests of residents, employees, and visitors.

Policies

ERC 2.2.17 Joint-Use Facilities Co-located. The City shall support the development of parks and recreation facilities co-located with public and private facilities (e.g., schools, libraries, and detention basins).

Goal ERC 3.1 Adequate Library Facilities. Provide adequate library facilities that enhance Sacramento's quality of life and create a civic environment with vast opportunities for self-learning and cultural and academic enrichment.

Policies

- ERC 3.1.1 **Adequate Services and Facilities.** The City shall ensure adequate library services and facilities are maintained for all residents.
- ERC 3.1.2 **Library Siting.** The City shall promote the siting of libraries in higher-density and infill areas along major arterials and transit service routes to provide convenient access to Sacramento residents.

The RSPU would be consistent with each of the General Plan goals and policies listed above. Consistent with Policy ERC 3.1.7, the RSPU would provide pay taxes and fees, which could be used to expand library services facilities used by RSPU residents.

Analysis, Impacts, and Mitigation

The 2007 RSP EIR libraries discussion uses the 2007 Sacramento Public Library Authority Facility Master Plan 2007-2025, which provided a threshold level of 0.40 square feet (sf) to estimate the amount of library facilities needed to serve the 2007 RSP. This Facility Master Plan is still the guiding document for libraries in the City of Sacramento and is used for this SEIR.

Significance Criteria

This EIR assumes implementation of the RSPU would have a significant impact related to libraries if it would:

- Require, or result in, the construction of new or expanded facilities related to the provision of police protection, such that a significant environmental impact could result.

This significance criterion for the provision of library services has not changed since the 2007 RSP EIR. The City of Sacramento still uses the same standard of significance in its Initial Study Checklist to determine police protection impacts.

Methodology and Assumptions

Like the 2007 RSP EIR, this SEIR uses the same assumptions for the library square footage needed. These rates are found in the FMP:⁶⁵

- Threshold Level: 0.40 sf of library facilities per capita.
- Target Level: 0.50 sf of library facilities per capita.
- Prime Level: 0.60 sf of library facilities per capita.

The RSPU would result in 6,000 to 10,000 housing units, with an estimated population of 12,600 to 21,000. The RSPU Land Use Variant would result in 7,000 to 10,000 residential units, resulting in an estimated population of approximately 14,000 to 21,000 residents. These numbers were used to calculate the amount of library space expected to be needed to serve the RSPU and RSPU Land Use Variant population, based on the threshold level.

⁶⁵ Sacramento Public Library Authority. 2007. Facility Master Plan 2007-2025. Page 5.

Impacts and Mitigation Measures

Impact 4.11-10: The proposed projects could result in an increased demand for library services.

The 2007 RSP EIR discusses the impact of the RSPU to libraries under Impact 6.10-14, on pages 6.10-55 to 6.10-57. Impact 6.10-14 of the 2007 RSP EIR determined that impacts resulting from the demand for libraries would be less than significant, because the SPL was planning to renovate the Central Library located at 828 I Street, along with other additions that were anticipated at the North Sacramento-Hagginwood Library and the South Natomas Library. Funding for additions and relocations for any libraries discussed in the 2007 RSP EIR would have been through a variety of sources, including the City of Sacramento and Sacramento County general and reserve funds, County Fund 11, Redevelopment Agency funding, statewide library bond funds, the City's general obligation bonds, parcel tax through Measure X, Mello-Roos Special Tax Bonds, and certificates of participation. The neighborhood-serving component of the Central Library at 828 I Street was identified as the closest library for new residents in the RSP Area, and the square footage calculations were used specific at that location. These increased and improved facilities, when measured against FMP standards, indicated that the Central Library would remain above its target level of 0.50 sf of library facilities per capita at 0.54 sf per capita.

Railyards Specific Plan Update

The RSPU would provide up to 6,000 to 10,000 housing units and yield approximately 12,600 to 21,000 residents. This increase in population would create an additional demand for libraries. In particular, the demand would largely be placed on the neighborhood-serving component of the Central Library that is located at 828 I Street. The number of residents projected in the RSPU would be fewer than the 21,000 to 26,252 residents anticipated in the 2007 RSP EIR.

As noted in the 2007 RSP EIR, the projected residential increase found in the FMP does account for the buildout of the 2007 RSP. Therefore, the maximum of 26,252 residents is included in the FMP 2025 Central Library service area population of 36,937. As mentioned earlier, with the inclusion of the 2007 RSP total of 26,252 residents, 0.54 sf per capita was projected to remain for the neighborhood-serving component of the Central Library. Therefore, the smaller population of the RSPU would also be within the FMP projections. Further, the RSPU would pay the appropriate taxes and fees to fund the necessary increases in library service provision. No new libraries would be required as a result of the RSPU. Therefore, this impact would be **less than significant**.

Railyards Specific Plan Update Land Use Variant

In terms of population, the RSPU Land Use Variant would result in 14,000 to 21,000 new residents, which, like the RSPU, would be within the population anticipated in the RSP Area in the SPL FMP. Like the RSPU, development associated with the land use variant would pay the City taxes and fees, which could be used to fund the necessary increases in library service provision. No new libraries would be required as a result of the land use variant. The land use

variant would also create a lesser impact than the impact found in the 2007 RSP. Therefore, this impact would be **less than significant**.

KP Medical Center

KP Medical Center would not generate any residents or create any demand for libraries. Therefore, **no impact** would occur.

MLS Stadium

The MLS Stadium would not generate any residents or create any demand for libraries. Therefore, **no impact** would occur.

Stormwater Outfall

The Stormwater Outfall would not generate any residents or create any demand for libraries. Therefore, **no impact** would occur.

Summary

The RSPU and RSPU Land Use Variant would yield approximately 12,600 to 14,000 residents, which would increase demand for library services. This population was anticipated in the 2007 SPL FMP, so no new libraries would need to be built. The impact on libraries would be less than the impact evaluated in the 2007 RSP EIR because the population would be lower. In addition, for both scenarios, development would pay the appropriate taxes and fees to finance the existing library system and support any additional service needs. Therefore, this impact would be **less than significant**. Because they would not generate a residential population, the KP Medical Center, MLS Stadium and Stormwater Outfall would have no impact on library services.

Mitigation Measure

None required.

Cumulative Impacts

Similar to the 2007 RSP EIR, the geographic context for the analysis of cumulative library impacts is based on the portions of SPL that are located within the City of Sacramento. The cumulative analysis for library services in this SEIR is based on the buildout of the 2035 General Plan.

Impact 4.11-11: The proposed projects would contribute to the cumulative increase in demand for library services in the City of Sacramento.

As discussed in Impact 4.11-10, the City has a FMP that identifies library facility improvements needed through 2025. In 2013, the FMP was updated to reflect changes since it had been adopted. Growth in the City would increase demand for library services, which would be addressed through updates to the FMP. The FMP anticipates a variety of service ratios for the numerous libraries in Sacramento by 2025, with a total 2025 service ratio for the City of 0.69 sf per capita,

which, as a whole, is greater than the prime level of 0.60. The proposed projects would generate fewer residents than anticipated in the FMP, and would pay City taxes and fees that could be used for libraries, so the project contribution would not reduce this ratio. Therefore, this cumulative impact would be **less than significant**.

Mitigation Measure

None required.