

City of Elk Grove

Elk Grove Multi-Sport Park Complex

**Sphere of Influence Amendment: Municipal
Service Review**



Administrative Draft
June 8, 2015

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1.0 EXECUTIVE SUMMARY

1.0 EXECUTIVE SUMMARY

ABOUT THE CITY OF ELK GROVE

The City of Elk Grove (City), located in the southwestern part of Sacramento County, between urban and agricultural areas, was incorporated in 2000 with a council-manager form of government. The City provides a limited range of services including law enforcement; construction and maintenance of streets, roads, and infrastructure; land use planning and zoning; transportation; and general administrative and support services. With a current population of approximately 160,688 (California Department of Finance, May 2014), the City has seen significant growth over the past decade.

PURPOSE OF THIS DOCUMENT

This Municipal Service Review (MSR) document is required to amend the City’s Sphere of Influence (SOI) to ensure that adequate public services can be provided within the probable physical boundaries and service area of the City over the next 20 years, as required by California Government Code Section 56425. A Sphere of Influence Amendment (SOIA) application is being filed in conjunction with this report.

PROPOSED SPHERE OF INFLUENCE AMENDMENT

The City has requested to amend its SOI in order to accommodate the future development of the Elk Grove Multi-Sport Park Complex (Park Complex). The Park Complex is planned to provide up to 16 multi-purpose sports fields, a 9,000-seat soccer stadium, fair reservation area, and associated support services and facilities. The Park Complex will also include the features necessary to attract and host international, national, and regional tournament competitions, camps, clinics, and showcase events such as professional and elite amateur soccer, and other field sports and activities. As the Park Complex will be situated on a 100-acre City-owned parcel, the proposed SOIA Area includes an additional 479 acres consisting of seven surrounding properties situated around the Park Complex site and towards the existing City limits to the southwest. The Sacramento County Urban Services Boundary establishes the southern boundary of the SOIA Area. The purpose for including the surrounding properties as part of the SOIA Area is to avoid the creation of a “peninsula” shaped SOI boundary that would have been created if the 100-acre Park Complex site was exclusively the SOIA Area. The creation of peninsula shaped boundaries are discouraged pursuant to the policies of the Sacramento Local Agency Formation Commission (LAFCo). Therefore, the total acreage of the proposed SOIA Area is 579 acres. The SOIA Area is just south of the intersection of Grant Line Road and Waterman Road. **Figure 1.0-1** illustrates the proposed SOIA Area and **Table 1.0-1** below provides the City’s existing and proposed SOI acreages.

**Table 1.0-1
Proposed Sphere of Influence Acreage**

Area	Acreage
Existing City Boundary/SOI	26,974
Proposed SOI Amendment	579
Overall Proposed SOI	27,553

SUMMARY OF SERVICES

Table 1.0-2 shows the various service providers located within or adjacent to the proposed SOIA Area. The table shows the current status of each provider, as to which services are provided, and if services are provided to the Area, or a part of the Area.

The preferred urban service provider will be the service provider who is most capable of planning for and supporting urban service demands within the SOIA Area. This assumption is based on the current level of services provided, existing plans, and financing and service capabilities.

The future development of the SOIA Area will require adequate planning for service. If approved, the proposed SOIA will allow the service providers to plan and ensure adequate financing, services, and infrastructure are available. Future actions may include the amendment of an affected service provider's Sphere of Influence and/or annexation in order to fully plan for and support future service demand.

TABLE 1.0-2
SUMMARY OF SERVICES IN THE SPHERE OF INFLUENCE AMENDMENT AREA

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

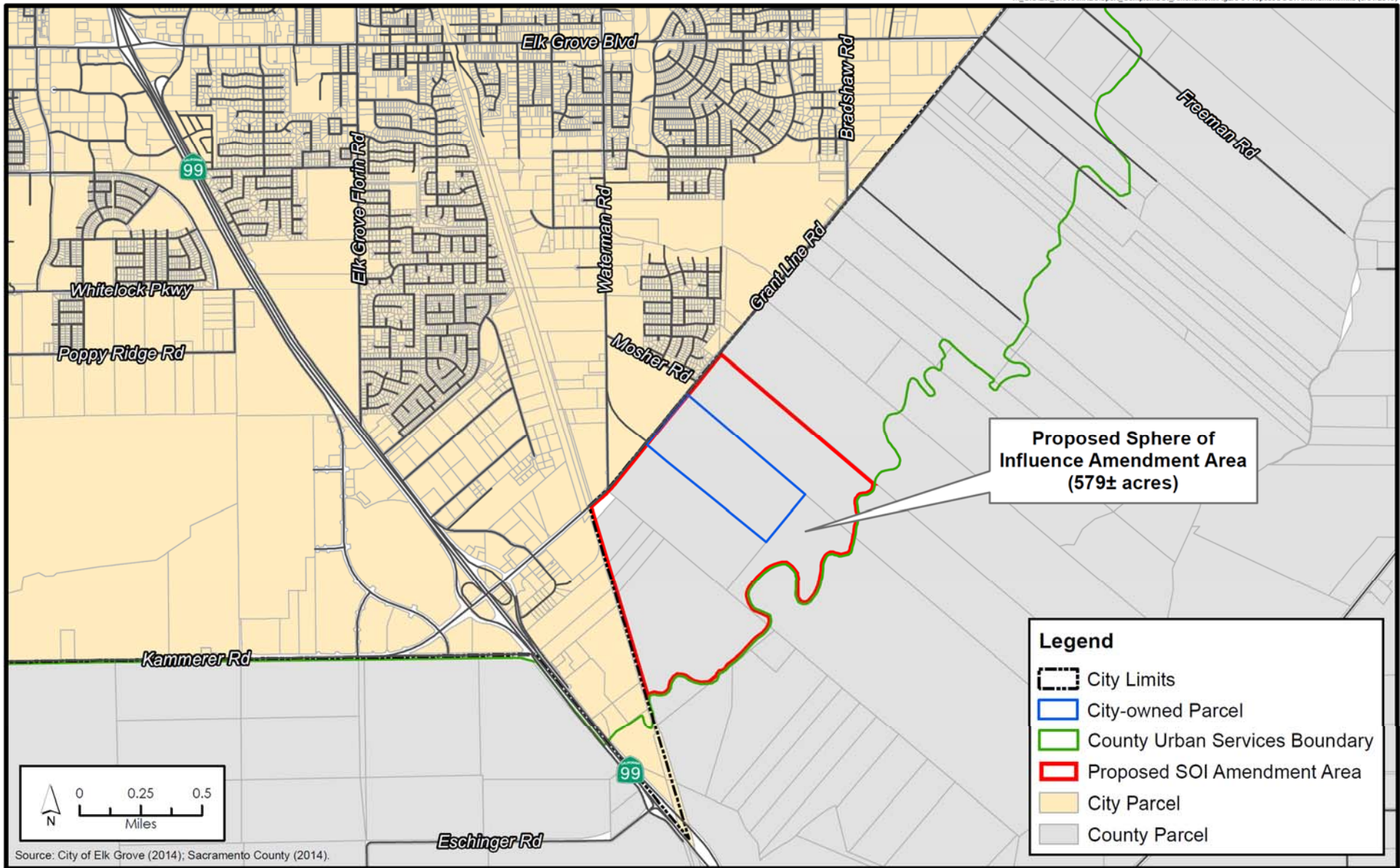


Figure 1.0-1 Sphere of Influence Amendment Area

2.0 INTRODUCTION

2.0 INTRODUCTION

PURPOSE OF THE MUNICIPAL SERVICE REVIEW

The Municipal Service Review (MSR) will be used to determine if municipal service providers can feasibly finance and extend infrastructure, services, and facilities into the proposed Sphere of Influence Amendment (SOIA) Area to adequately serve projected future growth within the next 20 years, with no adverse impact to current ratepayers, infrastructure, services and/or facilities. This MSR provides an analysis of the existing service capabilities of the City of Elk Grove and other municipal service providers in the vicinity that could be likely future service providers. **Figure 1.0-1** in Section 1 illustrates the proposed SOIA Area.

A Sphere of Influence (SOI) indicates the probable physical boundaries and service area of the City over the next 20 years. This proposed SOIA, if approved, will facilitate the long-range planning efforts of the City to direct growth. The MSR may also serve to assist the City in the development of a phased Comprehensive Annexation Program (CAP) for future annexation of this Area. In addition, if approved, the proposed SOIA will provide direction to service providers about the location and extent of the City's growth.

This MSR evaluates the structure and operation of the City and various service providers. The MSR includes a discussion of the plans and ability of each provider to ensure continued adequate municipal service provision, as well as the means and capacity to serve future developments upon annexation into the City boundaries. Key sources for this study included publicly available documents, City Council hearings, master plans, and agency-specific information gathered through research and interviews.

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

BACKGROUND

The existing SOI for the City is currently coterminous with the City limit. The proposed SOIA Area is comprised of 579 acres consisting of eight parcels located outside the current City limits, just south of the intersection of Grant Line Road and Waterman Road – see **Figure 1.01**. The purpose of the SOIA is to amend the City's current SOI in order to accommodate the future development of the Elk Grove Multi-Sport Park Complex. The proposed SOIA Area is located within an area that the City's General Plan identifies as an "Urban Study Area", an area envisioned where urbanization can occur pending studies to determine the development potential. These study areas are currently within the jurisdiction of the County of Sacramento.

With exception to the future proposed development of the Park Complex, the remaining SOIA Area has not been planned for specific land uses by the City. The City envisions that urban growth in the remaining Area is appropriate and would likely occur over the next twenty years. Development of the Park Complex is planned to be phased and could start construction within the three years.

No changes in the existing land use within the SOIA Area are planned at this time. Existing Sacramento County land use jurisdiction, and General Plan and Zoning designations will remain in place. The City would use the SOIA boundaries, if approved, to cooperatively plan for future growth of the City, with interested parties, including the County, affected service providers, landowners, residents, and stakeholders.

LAFCo's ROLE

LAFCo's role is to implement the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act), commencing with Government Code Section 56000 et. seq., consistent with local Policies,

Procedures and Guidelines. The CKH Act guides LAFCo's decisions. The major goals of LAFCo as established by the CKH Act include:

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

To carry out State policies, LAFCo has the power to conduct studies, approve or deny proposals, modify and approve boundaries, and impose mitigation measures and terms and conditions on approval of proposals. LAFCo has no direct land use authority, although some of LAFCo's discretionary actions may indirectly affect land use. LAFCo conducts proceedings to weigh, balance, deliberate, and set forth the facts, findings and determinations of a specific action when considering a proposal.

SERVICES AND ISSUE REVIEW

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

1. **Area Growth and Population** - This section reviews projected growth within the City and within the probable physical boundaries and service area of the City over the next 20 years.

2. **Services, Infrastructure, and Facilities** - This section analyzes whether sufficient infrastructure and capital are in place or can reasonably be expected to be in place in a timely manner, if adequate long-term planning has occurred, and reviews capabilities for accommodating future growth in service demands. Services studied include:
- Water
 - Wastewater Collection, Conveyance and Treatment
 - Storm Drainage and Flood Control
 - Solid Waste and Recycling
 - Circulation and Roadways
 - Fire Protection and Emergency Medical Response
 - Law Enforcement
 - Animal Control
 - Code Enforcement
 - Parks and Recreation
 - Libraries
 - Electricity

Some services will be provided by other agencies, which may necessitate amending the respective, existing SOI. This MSR does not cover any such subsequent actions.

3. **Financing Ability** - This section examines the fiscal status of the City. The City's funding sources, rate structure, expenditures, and debts are evaluated to determine viability and ability to meet existing and expanded service demands.
4. **Sharing of Facilities** - This section evaluates sharing of facilities for needed infrastructure and improvements, including utilized opportunities and potential opportunities for shared facilities for City Departments and other agencies to reduce costs.
5. **Accountability, Structure, and Operations** - This section examines how well the City makes its processes transparent to the public and invites and encourages public participation. Overall management practices are discussed and considered. This section includes a discussion of the City's ability to meet its demands under its existing government structure, alternatives to the current government structure, boundaries, and future service areas.
6. **Municipal Service Review Determinations** - This section summarizes the required Municipal Service Review Commission determinations for the five sections previously considered.
7. **Sphere of Influence Findings** - This section evaluates the proposed Sphere of Influence Amendment, relative to the capabilities of the service providers and future growth demands.

3.0 AREA GROWTH AND POPULATION

3.0 AREA GROWTH AND POPULATION

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

EXISTING CONDITIONS

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

Much of the developed growth in the community has been for residential uses. Major growth areas were primarily west of State Route 99, while portions of the City retained the rural character which once typified the entire community. Along with the residential growth, retail growth has also expanded. New retail centers have opened, and most neighborhoods have a wide variety of retail services nearby.

GROWTH CONSTRAINTS

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

City of Sacramento

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

Sacramento County South Sacramento and Vineyards Planning Areas

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

Sacramento County Jackson Highway Visioning

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

Stone Lakes National Wildlife Refuge

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

Cosumnes River

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

100-Year Flood Plain

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

Sacramento County Urban Services Boundary

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

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

The proposed SOIA Area is within the County's Urban Services Boundary (USB). The existing USB extends just south of the City of Elk Grove's boundaries along Kammerer Road and just southeast of the City along the 100-year floodplain. Several service providers such as water and wastewater have developed long-range infrastructure master plans based on the USB boundaries.

South Sacramento Habitat Conservation Plan (SSHCP)

The South Sacramento Habitat Conservation Plan (SSHCP) is currently being developed as a regional approach to addressing issues related to urban development, habitat conservation and agricultural protection. The SSHCP is intended as a collaborative effort across multiple jurisdictions to consolidate environmental efforts that protect and enhance wetlands (primarily vernal pools,) upland habitats, and provide ecologically viable conservation areas. The City of Elk Grove is not a participant in the SSHCP.

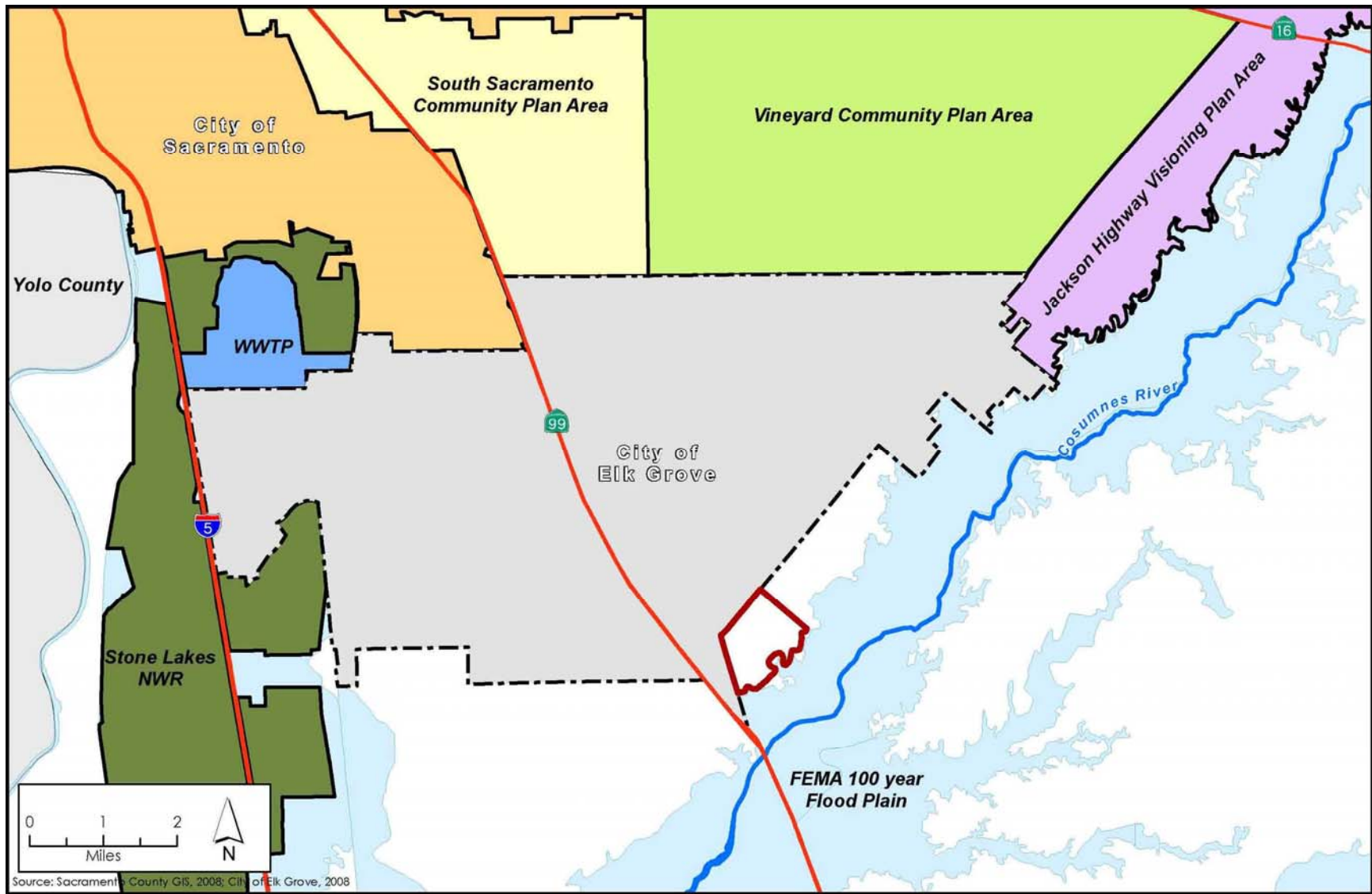


FIGURE 3.0-1 CONSTRAINTS SURROUNDING ELK GROVE

PROJECTED GROWTH OF THE CITY

As mentioned in Section 1.0, the purpose of the SOIA is to amend the City’s current SOI in order to accommodate the future development of the Park Complex. The Park Complex will not generate additional population growth, but rather serve the existing recreational needs of the City and the Sacramento region. Thus, the growth projection information provided below is to only provide an overview of the City’s expected future growth pursuant to the requirements of the SOIA application. The projection information is not intended for evaluating the need for additional residential, commercial, and industrial lands based on projected growth as typically associated with other Municipal Service Reviews.

Population

Shortly after incorporation in July 2000, the population of Elk Grove was estimated by the California Department of Finance (DOF) to be 76,298 persons beginning on January 1, 2001 (all years represented in **Table 3.0-1** are as of January 1st for the respective year). As indicated in **Table 3.0-1** below, from January 2001 through January 2015, the City experienced a 113.5 percent increase in population, growing from approximately 76,298 residents to 162,899 residents in 2015. It should be noted that the City annexed the Laguna West area in 2003, which accounted for an instant population increase of approximately 13,400 persons, or 55 percent of the total growth in the year 2003. Since incorporation, the City’s population grew by 86,601 persons.

**TABLE 3.0-1
POPULATION ESTIMATES, 2001-2015**

Year	Population ^{1,2}	Increase	% Change From Prior Year	% Change From 2001
2001	76,298	---	---	---
2002	82,932	6,634	8.7%	8.7%
2003	88,954	6,022	7.3%	16.6%
2004	113,391	24,437	27.5%	48.6%
2005	125,703	12,312	10.9%	64.8%
2006	135,996	10,293	8.2%	78.2%
2007	142,003	6,007	4.4%	86.1%
2008	146,083	4,080	2.9%	91.5%
2009	149,302	3,219	2.2%	95.7%
2010	152,652	3,350	2.2%	100%
2011	154,426	1,774	1.2%	102.4%
2012	155,516	1,090	0.7%	103.8%
2013	158,664	3,148	2%	108%
2014	160,723	2,059	1.3%	110.7%
2015	162,899	2,176	1.4%	113.5%

¹ Population estimates as of January 1st of the respective year.

² The population estimates includes the 2000 and 2010 decennial census counts. The revised estimates attempt to provide a consistent data series reflecting both decennial census counts by utilizing the Error of Closure (EOC) adjustment procedure.

Sources: State of California, Department of Finance, E-4 Historical Population Estimates for Cities, Counties, and

the State, 2001-2010, with 2000 and 2010 Census Counts, Revised November 2012; and E-4 Historical Population Estimates for Cities, Counties, and the State, 2011-2014, with 2010 Census Benchmark, May 2015.

Based on the population estimates provided by DOF, the City’s population increased at an annual rate of about 1.5 percent per year from 2010-2015. Utilizing a 1.5 percent average annual population growth rate, the City projects the current population will grow by 34.7 percent to 216,423 residents in the year 2035. **Table 3.0-2** provides the population projections.

**TABLE 3.0-2
ELK GROVE POPULATION PROJECTIONS**

	Current Estimate	2035 Growth Projection*
Year	2014	2035
Population ^{1,2}	160,688	216,423
Population Increase		55,735
Percent Increase		34.7%

¹ Population for City of Elk Grove based on State of California, Department of Finance, E-4 Historical Population Estimates for Cities, Counties, and the State, 2001-2010, with 2000 and 2010 Census Counts, Revised November 2012; and E-4 Historical Population Estimates for Cities, Counties, and the State, 2011-2014, with 2010 Census Benchmark, May 2014.

² Population in 2035 is based on a linear trend utilizing average of last five year’s of population growth (CA DOF estimates) as the annual rate.

Future Growth Areas

Future growth areas can only occur towards those areas where the City is not physically constrained by existing development or adjoining spheres of influence. The City’s General Plan has identified areas to the south and southeast of the City limit as areas for future growth and refers to these areas as the “Urban Study Areas”. The Urban Study Areas are envisioned by the City’s General Plan as areas in which future study should be conducted to determine the extent to which urban growth should occur. These areas are currently within the jurisdiction of the County of Sacramento. With exception to the Park Complex project site, the remaining Urban Study Areas have not been planned for specific urban uses.

Projected Land Demands

In October 2014, the City purchased a 100-acre parcel just south of the intersection of Grant Line Road and Waterman Road for the purpose of creating an opportunity for potential City recreational or other public uses. Parks, recreation, and open space are important components that contribute to the quality of life as desired by the residents of Elk Grove. In recognizing the recreational needs of the City residents, the City purchased the parcel due to its size and ability to enable the development of a significantly sized recreational area, in addition to being easily accessible from State Route 99 and frontage along Grant line Road.

On January 28, 2015, the City Council adopted Resolution 2015-020, requesting LAFCo to process a SOIA to include the Park Complex site. On February 4, 2015, City staff presented the proposed SOIA to LAFCo as part of a request for a Memorandum of Understanding (MOU) regarding joint preparation of the required Environmental Impact Report (EIR) for the Park Complex. During the meeting, the LAFCo Commission noted that the proposed SOI boundary created a peninsula, which is a configuration not preferred by LAFCo policies. While the Commission appreciated the City’s desire to only seek a SOI boundary that conformed to the Sport Complex boundary, the Commission suggested that the City consider a larger area to avoid the peninsula result. The Commission asked the City to seek feedback from surrounding property owners and, if necessary, to modify the proposed SOI boundaries to include additional properties. The City has met with the

surrounding property owners and briefed them on the City’s Park Complex Project. All property owners the City met with have indicated support for inclusion in the SOIA application. The surrounding properties to be included consist of seven additional parcels totaling 479 acres as shown in **Figure 1.0-1**. Thus, the total SOIA Area acreage is 579 acres.

EXISTING LAND USE PLANNING

Sacramento County General Plan

The Sacramento County General Plan Update designates the majority of the SOIA Area as General Agriculture (20 acre minimum). **Table 3.0-3** illustrates the County’s General Plan Land Use designation for the area and **Figure 3.0-2** below provides the County General Plan Land Use designation acreages.

**TABLE 3.0-3
COUNTY GENERAL PLAN LAND USE DESIGNATIONS**

County General Plan Land Use	Acreage
Intensive Industrial	43
Natural Preserve	2
Agricultural Cropland	25
General Agriculture (20 acre)	509
Total	579

City of Elk Grove General Plan

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

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

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

- Development should be limited to areas outside of the 100-year floodplain.
- Development should take place in compliance with the goals and policies of this General Plan.
- Any study of potential land uses in these areas should be accomplished in cooperation with the County of Sacramento, the Sacramento Local Agency Formation Commission, and other agencies and parties with ownership or jurisdiction of lands in and near the study area.
- Any study of land uses in these areas should be accompanied by an environmental evaluation of the potential impacts of development.

3.0 AREA GROWTH AND POPULATION

- Prior to the completion of land use studies, the City's policy is that the County of Sacramento's land use designations in effect as of December 31, 2002, are retained.

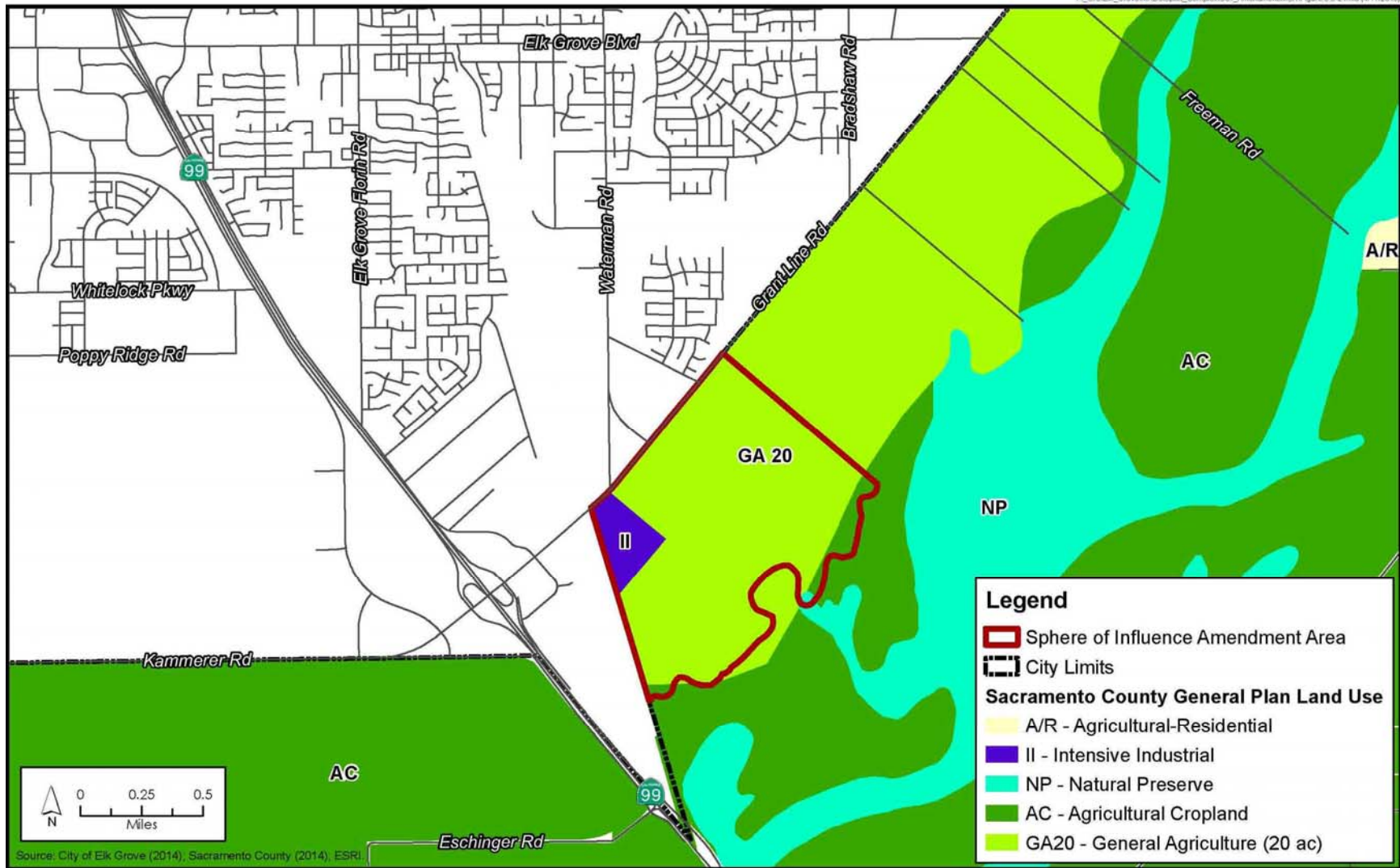


FIGURE 3.0-2 SACRAMENTO COUNTY GENERAL PLAN DESIGNATIONS

UNDER LAND USE POLICY 17, THE GENERAL PLAN REQUIRES THE IMPLEMENTATION OF A COMPREHENSIVE AND CITY-WIDE STRATEGY FOR THE PRESERVATION OF OPEN SPACE, HABITAT AND AGRICULTURE, BOTH INSIDE AND OUTSIDE THE EXISTING CITY LIMITS. THE SOIA AREA COULD INCLUDE OPEN SPACE, HABITAT AND AGRICULTURAL LAND USES.

Growth Planning and Anticipated Uses

Currently, the Park Complex is the only planned development in the proposed SOIA Area. No other plans for development are proposed within the remaining 479 acres. The area designated by the City's General Plan as the Urban Study Area has been envisioned as the area where growth would be most likely to occur. At present, no specific future land uses have been determined for the remaining 479 acres. The planning of future land uses would be part of the pre-zoning associated with any future annexation of lands. If the SOIA is approved, any future annexation must be consistent with this MSR.

DETERMINATION

Area Growth and Population

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

4.0 SERVICES, INFRASTRUCTURE, AND FACILITIES

4.0 Services, Infrastructure, and Facilities

This section addresses the adequacy of each provider's current services, major infrastructure and facilities to serve existing users in Elk Grove's proposed SOIA Area and their abilities to extend services, in the event of annexation and related growth of the area. The adequacy of each provider's facilities is generally based on each provider's current and long range plans and service standards consistent with local policies, standards and procedures. This self-assessment is augmented, where necessary and appropriate, by comparison to surrounding communities or industry standards.

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

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

4.1 Water

EXISTING LEVELS OF SERVICE AND IMPROVEMENTS

Approximately 514 acres of the proposed SOIA Area is located within the "overlap service area" of the Omoichumne-Hartnell Water District (OHWD) (groundwater recharge and irrigation) and the Sacramento County Water Agency (SCWA) (municipal and industrial (M&I)); with the exception of 17 acres and 48 acres that are located exclusively in the service areas of OHWD and SCWA, respectively. The Elk Grove Water District (EGWD) (M&I) also directly serves the City on some areas east of State Route 99. **Figure 4.1-1** shows the existing boundaries of the three water service providers within the vicinity of the SOIA Area. As the proposed SOIA Area land uses are primarily agricultural, the primary water service demands in the area are for irrigation water. Domestic demand is currently met with private onsite wells.

Any urbanized development in the proposed SOIA Area would require adequate M&I water service. As mentioned above, SCWA is the designated M&I water service provider for the majority of the SOIA Area. It should be noted that OHWD has indicated prior interest in providing M&I water service within its jurisdictional boundaries. Should SCWA become the exclusive service provider in the proposed SOIA Area, action would be required by the Sacramento County Board of Supervisors in their role as the SCWA Board of Directors, including any annexations to its service area. Such action would not be subject to LAFCo purview. Any change to the service area for OHWD would be subject to LAFCo proceedings.

Sacramento County Water Agency

Water Service

SCWA, Zone 41, is responsible for operating and maintaining its public water system. SCWA Zone 41 currently provides M&I water to the northern and western portions of the City of Elk Grove and unincorporated portions of the County. The majority of the SOIA Area is within the service area of Zone 41.

SCWA provides municipal water to approximately 49,000 households. Approximately 75 percent of SCWA's water supply comes from groundwater wells. SCWA pumps groundwater from the South American Sub-basin of the Sacramento Valley Groundwater Basin (identified locally as the Central Basin). This groundwater basin is not adjudicated, meaning that landowner's correlative right has not been defined and therefore there may be a level of uncertainty. According to the Water Forum Agreement the annual long-term sustainable yield of this basin is 273,000 acre-feet. Current groundwater pumping from the basin is significantly below this threshold. The basin is not considered to be in overdraft. However, intensive groundwater extraction from the Central Basin has resulted in a general lowering of groundwater elevations near the center of the basin away from the sources of recharge. These depressions have grown and coalesced into a single cone of depression centered near Elk Grove. To address this and other groundwater related issues a groundwater management program was developed for the Central Basin containing basin management objectives that are designed to protect the productivity and integrity of the basin. This program is described in the Central Sacramento Groundwater Management Plan; implementation of this program is the responsibility of the Sacramento Central Groundwater Authority.

The remaining water demand is met by surface water supplies – consistent with the Water Forum Successor Effort. Customers in various parts of the Zone 40 service area receive a portion of their drinking water from surface water (American and Sacramento River) from the City of Sacramento via the Franklin Intertie with SCWA and the Vineyard Surface Water Treatment Plant via the Freeport Regional Water Project.

SCWA's Zone 40 provides for the planning and construction of major water supply facilities in the urban and urbanizing areas of the Elk Grove, Vineyard, and Rancho Cordova communities, generally located in the central part of the County. The majority of the SOIA Area is within the boundaries of Zone 40. Major facilities are funded by development and utility charges.

In addition, SCWA owns and operates more than 60 wells and more than 10 water treatment plants. Major services include water supply development review, planning, and water supply capital facilities design.

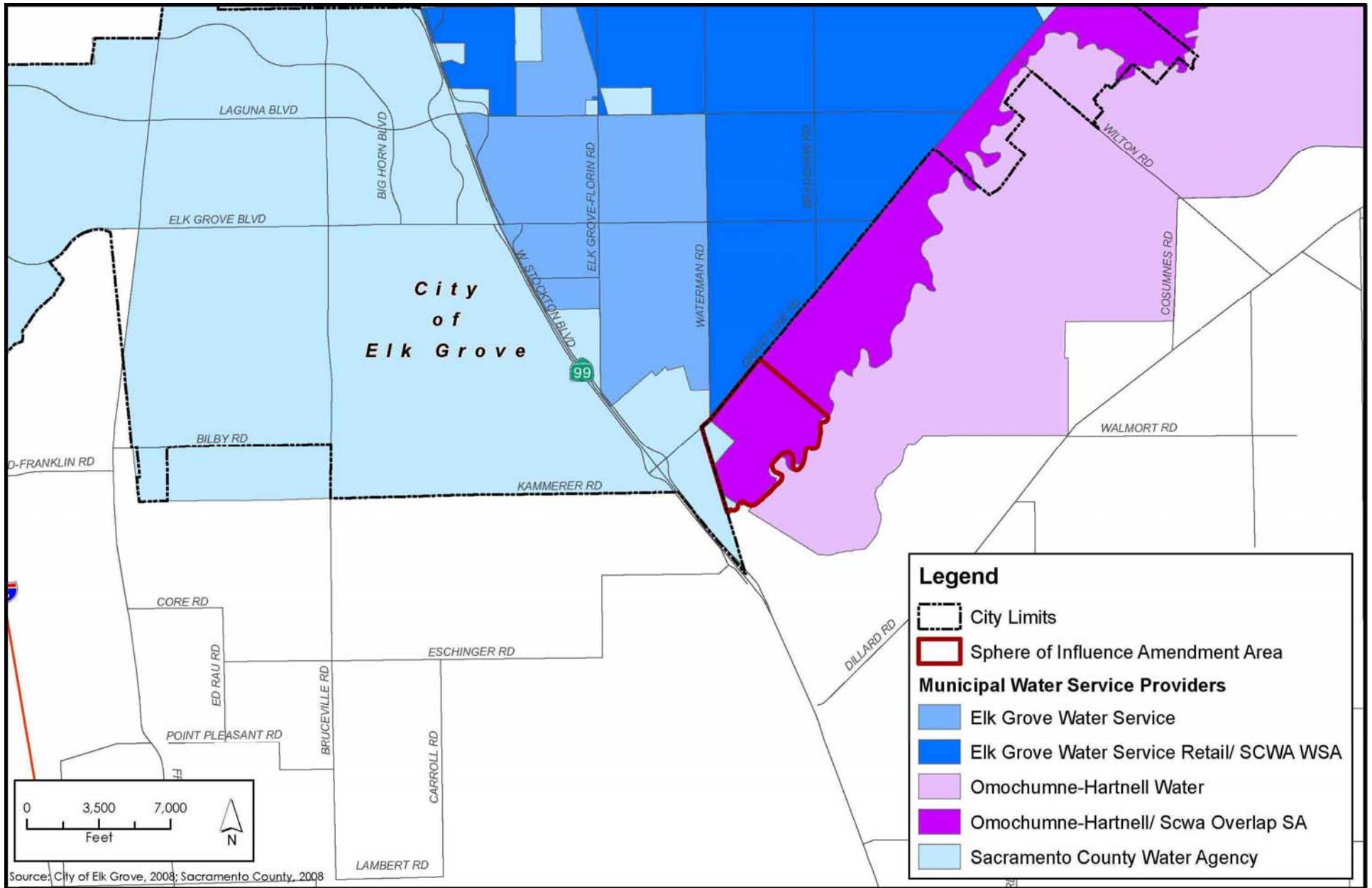


FIGURE 4.1-1) WATER SERVICE PROVIDERS

Infrastructure Planning

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

- Environmental Impact Report (EIR) for the 2002 Zone 40 Water Supply Master Plan (EDAW, November 2003, SCH 2002122068)
- Zone 40 Water Supply Master Plan (SCWA/MWH, February 2005)
- Central Sacramento County Groundwater Management Plan (Central Basin GMP) (MWH, February 2006)
- Zone 40 Water System Infrastructure Plan (SCWA/MWH, November 2006)

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

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

Elk Grove Water District (Florin Resource Conservation District)

Elk Grove Water District (EGWD) currently provides M&I water service to the southeastern portion of the City of Elk Grove, generally bounded by Sheldon Road to the north, Highway 99 to the west, Grant Line Road to the east and the Union Industrial Park to the south. EGWD's current service boundaries are immediately adjacent to the proposed SOIA Area. EGWD is typically supplied from groundwater sources. During peak periods in the summer, EGWD purchases wholesale treated surface water and groundwater from SCWA Zone 40. EGWD is a signatory to the Water Forum Successor Effort. EGWD provides water to approximately 12,050 connections, with a customer base of approximately 35,600 people within the City.

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

EGWD could be an alternative municipal water service provider in the SOIA Area as the proposed SOIA Area is adjacent to EGWD's service area boundary along Grant Line Road.

Omochumne-Hartnell Water District

The Omochumne-Hartnell Water District (OHWD) provides groundwater recharge and untreated irrigation water strictly for agricultural uses. OHWD's current service area generally extends into the Deer Creek and Cosumnes River basins with Grant Line Road, State Route 99, and just north of Highway 16 forming the north, west, and east District boundaries. The OHWD is the designated irrigation service provider for the majority of the SOIA Area. Future growth of the proposed SOIA Area may not necessitate water services from OHWD as they do not currently provide M&I services, therefore, no infrastructure analysis is needed. OHWD would remain the irrigation water service provider until urban growth occurs – affected territory may

be proposed for detachment from the district, concurrently with an annexation proposal. It should be noted that OHWD has indicated that the District is preparing a plan regarding the provision of domestic water service within its boundaries. Although SCWA is the designated M&I service provider in the OHWD/SCWA overlap service area, should OHWD be able to provide M&I services in the future, they could be considered as an optional service provider in the event of urban development in the proposed SOIA Area.

PLANS AND REGULATORY REQUIREMENTS AFFECTING SERVICE

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

Federal

Safe Drinking Water Act

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

State

Urban Water Management Planning Act

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

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

Senate Bill (SB) 610 and Assembly Bill (AB) 901

During the 2001 regular session of the State Legislature, SB 610 and AB 901 – Water Supply Planning, were signed and became effective January 1, 2002. SB 610 amends Public Resources Code section 21151.9, requiring any EIR, negative declaration, or mitigated negative declaration for a qualifying project to include consultation with affected water supply agencies (previous law applied only to Notices of Preparation). SB 610 also amended the following: Water Code 10656 and 10657 to restrict state funding for agencies that fail to submit their Urban Water Management Plan to the Department of Water Resources; and Water Code section 10910 to describe the water supply assessment that must be undertaken for projects referred under PRC Section 21151.9, including an analysis of groundwater supplies. Water agencies would be given 90 days from the start of consultation in which to provide a water supply assessment to the CEQA lead agency; Water

Code section 10910 would also specify the circumstances under which a project for which a water supply assessment was once prepared would be required to obtain another assessment. AB 901 amended Water Code section 10631, expanding the contents of the Urban Water Management Plans to include further information on future water supply projects and programs and groundwater supplies.

Senate Bill (SB) 221

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

Local

Sacramento LAFCo Policies, Standards, and Procedures

Sacramento LAFCo Policies, Standards, and Procedures require that any proposed annexations are consistent with applicable service elements of the Sphere of Influence of the City and any affected agencies and that adequate services be provided within the time frame needed for the inhabitants of the annexation area (Section I, Standard Number 4). A Municipal Services Review is prepared to meet these requirements. In addition, LAFCo requires that any annexation provides for the lowest cost and highest quality of urban services (Section I, Standard Number 5). As discussed further below, it is anticipated that the various service providers would be able to provide adequate municipal water supply services for the urbanization consistent with LAFCo provisions. Where local policies may be silent, the Commission will make findings pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH), which establishes procedures for local government changes of organization, including annexations. Included among the factors to be considered in the review of a proposal is the timely availability of water supplies adequate for projected needs.

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

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

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

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

Sacramento County Department of Water Resources Local Floodplain Management Plan

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

Water Forum Agreement

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

City of Elk Grove General Plan

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

PF-1: Except when prohibited by state law, the City shall require that sufficient capacity in all public services and facilities will be available on time to maintain desired service levels and avoid capacity shortages, traffic congestion, or other negative effects on safety and quality of life.

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

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

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

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

The SOIA Area currently requires minimal municipal water services, as the area remains primarily agricultural. However, the future development of the Park Complex on the City-owned 100-acre parcel will require municipal water service. Thus, providing municipal water service to the Park Complex will require adequate planning to ensure that the financing, services, and infrastructure are available. The water service demand for the remaining SOIA Area is expected to continue at the current service level as no specific land use plan has been defined.

If approved, the proposed SOIA will provide direction to municipal water service providers about the location and extent of the City's growth. This will allow the affected agency to conduct the necessary planning to ensure adequate services and infrastructure are available. Should SCWA become the exclusive service provider in the proposed SOIA Area, action would be required by the Sacramento County Board of Supervisors in their role as the SCWA Board of Directors. Such action would not be subject to LAFCo purview. Any change to the service area for OHWD and/or EGWD would be subject to LAFCo proceedings.

Sacramento County Water Agency

SCWA is a logical M&I water service provider for future urban land uses in the proposed SOIA Area. As SCWA is the designated M&I service provider for the majority of the SOIA Area, SCWA would require the least planning to extend infrastructure and services to fully serve the entire SOIA Area. As mentioned above, the SCWA is not subject to LAFCo purview. The Board of Supervisors would oversee any changes to the SCWA service area.

Infrastructure Extensions

SWCA's nearest water transmission main to the SOIA Area is located at the Grant Line Road-State Route 99 interchange. SCWA is capable of expanding infrastructure and services to provide adequate municipal water services in the proposed SOIA Area. The proposed SOIA Area lies within SCWA's Zone 40 and is currently included in SCWA's 2030 Study Area. Area-specific planning will be conducted when service demands require an expansion of services in the area to ensure adequate facilities are available to serve the area.

Elk Grove Water District

EGWD is a potential M&I water service provider for future development in the proposed SOIA Area east of State Route 99. EGWD would need to plan and extend infrastructure and services to fully serve the SOIA Area. As mentioned above, the EGWD is subject to LAFCo purview.

DETERMINATION

Water

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

4.2 Wastewater

EXISTING LEVELS OF SERVICE AND IMPROVEMENTS

Approximately 186 acres of the proposed SOIA Area lie within the service boundaries of the Sacramento Area Sewer District (local collection and conveyance) and the Sacramento Regional County Sanitation District (regional treatment). **Figure 4.2-1** shows the existing boundaries of the two wastewater service providers. As the proposed SOIA Area is primarily agricultural, the predominant wastewater service consists of private onsite septic systems.

Urbanization in the proposed SOIA Area would require adequate municipal wastewater service. As no municipal wastewater services are currently provided to the proposed SOIA Area, future extension of wastewater service will require annexation into a wastewater service provider's boundaries. Some service providers may require amendments to the respective service areas to provide service. Such action would be agency specific to any related SOIA with MSR and future annexation.

Sacramento County Environmental Management Department

Septic Systems

Existing agricultural and rural residential land uses are served by individual septic systems. Thus, all land uses within the proposed SOIA Area is served by private septic systems. The Sacramento County Environmental Management Department (EMD) provides mandated regulatory services in food service, hazardous materials, solid waste facilities and septic service. Conventional septic systems use seepage pits of varying depths. The standard pit depth in the area is 35 feet. Any service conversion from on-site septic system to available municipal service would also entail proper abandonment of the septic system.

The SASD Sewer Ordinance sets requirements for sewer connections for customers currently on septic systems. The SASD ordinance states the following:

Section 2. Sewer Use

2.1 Sewer Connection Requirements

2.1.1 No Existing Onsite Wastewater Treatment System

Connection to the District sewer collection system is required if a premises that generates wastewater abuts any street or easement where a District sewer pipeline is available within 200 feet of the property line, or if the jurisdictional land use authority requires the developer to install, at his or her expense, connection to the District sewer collection system. A connection includes a lower lateral and cleanout and all sewer facilities necessary to connect the upper lateral to the District sewer collection system. The connection must occur at a location approved by the District according to the provisions of this Sewer Ordinance.

2.1.2 Existing Onsite Wastewater Treatment System

Septic tanks and other onsite wastewater treatment systems are regulated by the Sacramento County Environmental Management Department. The District does not regulate the repair, construction, reconstruction, relocation, alteration, abandonment, or permitting of any onsite wastewater treatment systems or private sewage disposal systems.

It is unlawful to repair or reconstruct any septic tank, onsite wastewater treatment system, or other facilities intended or used for the disposal of sewage within the District if a District public sewer is available. The public sewer will be considered as NOT available if:

- Public sewer is located more than 200 feet from the property line or,
- Connection to public sewer is not practical in terms of physical configuration or property access, as determined by the District or,
- For residential properties only, the total cost to connect to public sewer (including construction costs, and all permit and impact fees) is greater than twice the total cost to repair or reconstruct the existing septic system, based on estimated costs provided by licensed contractors or engineers.

This residential property cost criteria will not apply if:

- The property is included in a collector reimbursement agreement, unless the property owner satisfies the obligations of the agreement or,
- The property owner is responsible for construction of collector sewer across the property frontage that could benefit an upstream property owner, unless the property owner agrees to a Deferred Sewer Infrastructure Agreement or otherwise participates in the construction of the collector sewer.

When the owner of parcel with access to the District sewer collection system or a non-District owned sewer collection system, is informed by the Sacramento County Environmental Management Department that the onsite wastewater treatment system serving the parcel has failed and has been deemed irreparable, the system shall be properly abandoned and wastewater shall be discharged into a public sanitary sewer in accordance with this ordinance.

The owner of the parcel shall connect at a location approved by the District according to the provisions of this Sewer Ordinance within such time as designated by the Environmental Management Department.

Sacramento Area Sewer District

Wastewater Collection

The Sacramento Area Sewer District provides local wastewater collection and conveyance services and infrastructure throughout the Sacramento region. SASD maintains and provides wastewater collection and conveyance from the local residences and businesses in the urbanized, unincorporated areas of the County, the cities of Elk Grove, Rancho Cordova, Citrus Heights, portions of the City of Sacramento and a very small area in the City of Folsom. The service area covers approximately 270 square miles and has a population of over 750,000. The smaller local pipelines that SASD operates connect to the larger regional pipelines maintained by Sacramento Regional County Sanitation District.

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

Sacramento Regional County Sanitation District

Wastewater Collection

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

Regional San has completed an Interceptor Sequencing Study (February 2013) that will aid Regional San in planning and implementing regional conveyance projects and assisting contributing agencies in coordination collection system facilities. The most current SASD Sewer System Capacity Plan can be reviewed on the SASD website at <http://www.sacsewer.com/master-plansewer-system-capacity-plan>.

Wastewater Treatment

The Regional San's Sacramento Regional Wastewater Treatment Plan (SRWTP) has a permitted capacity of 181 MGD ADWF (average dry weather flow). The facility's current ADWF is approximately 140 MGD. Regional San received its latest National Pollutant Discharge Elimination System (NPDES) by the Central Valley Regional Water Quality Control Board (RWQCB) in December 2010. In adopting the latest Discharge Permit, the RWQCB initially required Regional San to meet significantly more restrictive treatment levels over its current levels. Regional San believes that many of these new conditions go beyond what is reasonable and necessary to protect the environment, and appealed the permit decision to the State Water Resources Control Board. Ultimately, this led to Regional San filing a lawsuit in December 2011 against the RWQCB and the State Water Board, but was eventually settled in exchange for certain changes to the original permit, as listed below:

- Two-year time extension to comply with filtration and enhanced disinfection requirements.
- Revisions to the requirements for two disinfection byproducts that will be generated when the disinfection process changes as part of the EchoWater upgrades. It was determined these byproducts can be effectively assimilated in the Sacramento River without impacts to beneficial uses of the river.
- Removal of the final effluent limitations for NDMA (nitrosodimethylamine) because those limits were based on data that has since been determined to be unreliable due to analytical difficulties.
- Seasonal disinfection requirements to allow for construction of substantially smaller filtration facilities that could still filter up to 97% of the total flow

PLANS AND REGULATORY REQUIREMENTS AFFECTING SERVICE

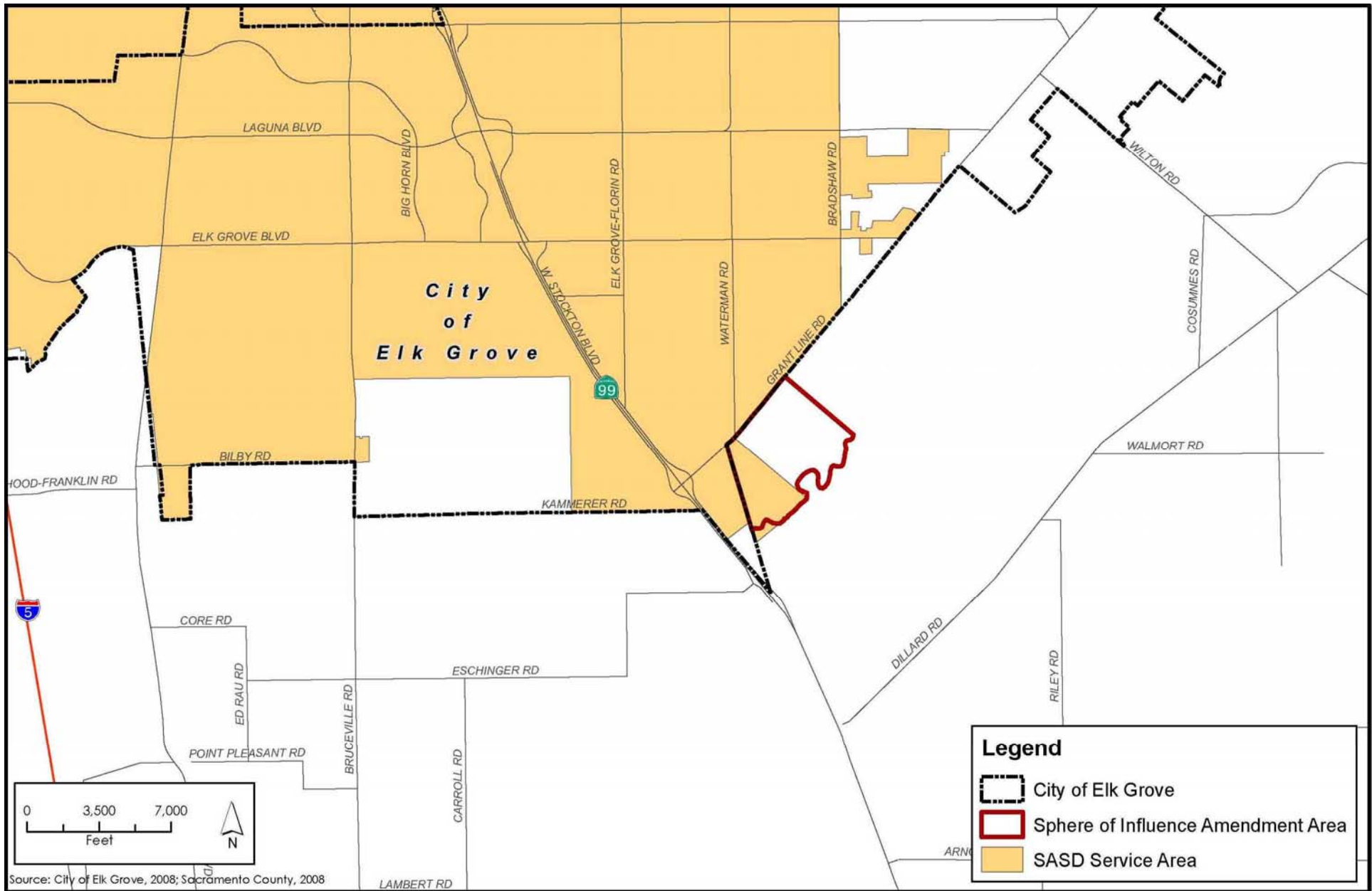
Federal

National Pollution Discharge Elimination System Permit

Discharge of treated wastewater to surface water(s) of the United States, including wetlands, require a National Pollutant Discharge Elimination System (NPDES) permit. In California, the Regional Water Quality Control Boards (RWQCB) administers the issuance of these federal permits. Obtaining an NPDES permit requires preparation of detailed information, including characterization of wastewater sources, treatment

4.0 SERVICES, INFRASTRUCTURE, AND FACILITIES

processes, and effluent quality. Whether or not a permit may be issued, the conditions of a permit are subject to many factors such as basin plan water quality objectives, impaired water body status of the receiving water, historical flow rates of the receiving water, effluent quality and flow, the State Implementation Plan (SIP), the California Toxics Rule (CTR), and established Total Maximum Daily Loading (TMDL) rates for various pollutants. These factors are highly specific to the potential discharge point. Obtaining an NPDES permit is generally considered difficult in inland areas and may not be possible in sensitive areas.



Source: City of Elk Grove, 2008; Sacramento County, 2008

Figure 4.2-1 Wastewater Service Providers

Local

Sacramento LAFCo Policies, Standards, and Procedures

Sacramento LAFCo Policies, Standards, and Procedures take in to consideration whether the affected agency or agencies are able to demonstrate that adequate services will be provided within the time frame needed, at the lowest cost and highest quality. These provisions also require that any proposed annexations are consistent with applicable service elements of the Sphere of Influence of the City and affected agencies. (Section I, Standard Number 4 and. Section I, Standard Number 5). As discussed further below, Regional San and SASD are anticipated to be the appropriate wastewater services provider for the area, consistent with LAFCo provisions.

The Sacramento Regional County Sanitation District

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

- **Sanitary Sewer Management Plan.** Regional San is required to comply with the State Water Resources Control Board Order No. 2006-0003, Statewide General Waste Discharge Requirements for Sanitary Sewer Systems. The purpose of the Order is to require agencies to prepare a plan and schedule for measures to be implemented to reduce sanitary sewer overflows, as well as measures to effectively clean-up and report sanitary sewer overflows. Supporting documentation for the Sanitary Sewer Management Plan includes the 2000 Interceptor Master Plan, as described below.
- **Regional Interceptor Master Plan 2000** - Regional San has prepared a long-range master plan for the large diameter interceptors that transport wastewater to the Sacramento Regional Wastewater Treatment Plant and includes interceptor upgrades/expansions to accommodate anticipated growth through 2035.
- **Interceptor Master Plan 2000 (MP2000)** uses land use and population projections to determine wastewater needs. Plan 2000 uses geographically based sewer-billing information to predict existing flows and Sacramento Council of Governments (SACOG) geographically based population projections to predict areas of future growth and development densities.
- **Interceptor Sequencing Study (ISS)** was prepared to evaluate the proposed interceptor facilities identified in Regional San's Interceptor System Master Plan 2000, to determine if there were other alternatives including delaying, realigning, or eliminating proposed interceptors.
- **Regional 2020 Master Plan** - The Sacramento Wastewater Treatment Plant Master Plan (2020 Master Plan) for the SRWTP provides a phased program of recommended wastewater treatment facilities and management programs to accommodate planned growth and to meet existing and anticipated regulatory requirements through the year 2020. The 2020 Master Plan addresses both public health and environmental protection issues while ensuring reliable service at affordable rates for Regional San customers. The key goals of the 2020 Master Plan are to provide sufficient capacity to meet growth projections and an orderly expansion of SRWTP facilities, to comply with applicable water quality standards, and to provide for the most cost-effective facilities and programs from a watershed perspective.

- **Sacramento Area Sewer District 2010 Sewer System Capacity Plan-** The overall goal of the SASD 2010 Sewer System Capacity Plan (2010 SCP) is to estimate the future capital improvement needs of the SASD trunk sewer system, both in capacity relief projects for the existing system and expansion projects to serve newly developed areas. This plan provides for sewerage facilities and relief sewers to address future development within SASD's service area and to minimize the risk from potential sewer overflows that could occur during storm events. This plan also addresses the financial aspects of the SASD Trunk Expansion Program.

City of Elk Grove General Plan

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

PF-1: Except when prohibited by state law, the City shall require that sufficient capacity in all public services and facilities will be available on time to maintain desired service levels and avoid capacity shortages, traffic congestion, or other negative effects on safety and quality of life.

PF-2: The City shall coordinate with outside service agencies—including water and sewer providers, the Elk Grove Community Services District, and the Elk Grove Unified School District—during the review of plans and development projects.

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

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

SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The proposed SOIA Area currently does not require municipal wastewater services, as the area remains primarily agricultural. However, the future development of the Park Complex on the City-owned 100-acre parcel will require municipal wastewater service. Thus, providing municipal wastewater service to the Park Complex will require adequate planning to ensure that the financing, services, and infrastructure are available. The wastewater service demand for the remaining SOIA Area is expected to continue at the current service level as no specific land use plan has been defined.

If approved, the proposed SOIA will provide direction to municipal wastewater service providers about the location and extent of the City's growth. This will allow the affected agencies to conduct the necessary planning to ensure adequate services and infrastructure are available. Future actions may include the amendment of the service provider's SOI with related MSR annexation.

Sacramento Area Sewer District

SASD will be the local wastewater collection service provider for development in the proposed SOIA Area. The City of Elk Grove would need to annex the unincorporated portion of the proposed SOIA Area into the Regional San and SASD service areas. Infrastructure and services will need to be extended to fully serve the entire SOIA Area.

Infrastructure Extensions

The closest point of connection to a major SASD infrastructure near the proposed SOIA Area boundaries would be at the Grant Line Road-State Route 99 interchange. SASD 2010 Sewer System Capacity Plan provides conceptual plans for providing sewer service to the undeveloped areas. **Figure 4.2-2** illustrates the future expansion facilities and interceptors identified near and within the proposed SOIA Area.

4.0 SERVICES, INFRASTRUCTURE, AND FACILITIES

SASD service area would need to be expanded for its infrastructure and services to provide adequate local wastewater conveyance services in the proposed SOIA Area. Nearly two-thirds of the proposed SOIA Area lies outside of SASD's service boundary. The future expansion of facilities and interceptors in SASD's expansion area has been included in the 2010 SCP. The alternatives identified in the 2010 SCP will be further evaluated through more detailed sewer studies and/or mid-range planning when service demands require an expansion of services to the affected territory to ensure adequate facilities to serve the area.

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

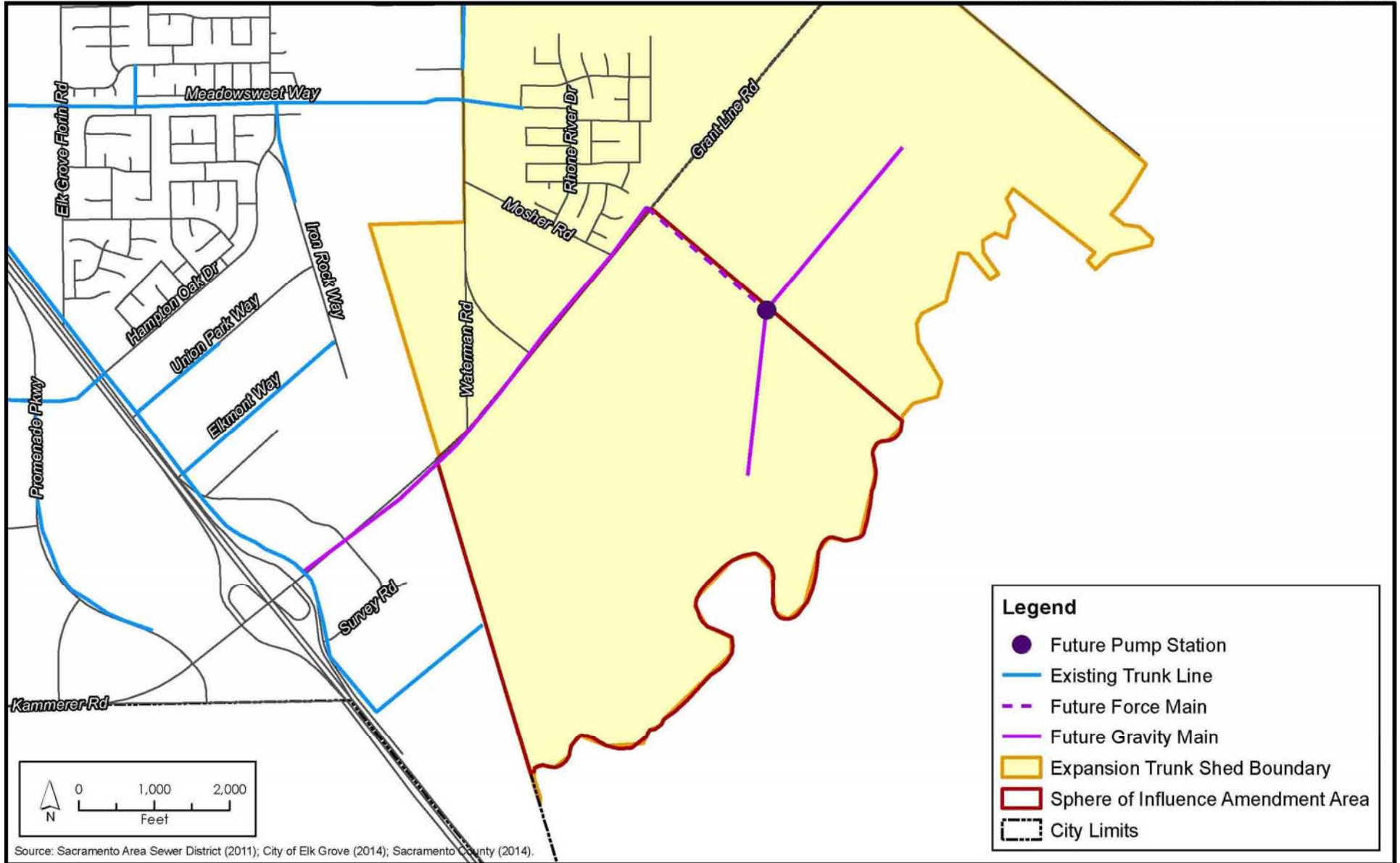


FIGURE 4.2-2 SASD FUTURE EXPANSION FACILITIES & INTERCEPTORS

Sacramento Regional County Sanitation District

Regional San is the most appropriate regional wastewater treatment service provider for development in the proposed SOIA Area. SASD conveys wastewater to Regional San’s regional interceptors for treatment at Regional San’s regional wastewater treatment plant, located within the City boundaries just east of Interstate 5. The City would need to annex the proposed SOIA Area to the Regional San service area in order to receive regional wastewater treatment services.

Infrastructure Expansions

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

Regional San has completed an Interceptor Sequencing Study that included study of the proposed SOIA Area and provides general information about the best way to serve the proposed SOIA Area, including reevaluating the current alignment and/or need for the South Interceptor and potential interim facilities that may be necessary to provide service. The Interceptor Sequencing Study also studied potential impacts that areas outside the County’s USB may have on future facilities. However, Regional San staff has stated that future sewer service to these areas cannot be planned until annexation into Regional San has occurred.

DETERMINATION

Wastewater

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

4.3 Drainage and Flood Control

EXISTING LEVELS OF SERVICE AND IMPROVEMENTS

Sacramento County Water Agency

Storm Drainage

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

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

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

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

Storm Drainage

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

The Division operates and maintains 66 miles of open channels, 330 miles of drainage pipes, 6 pump stations, over 8 miles of levees, and 22 flood control and water quality detention basins.

The Division's activities include:

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

The Division reviews drainage studies and plans for new development to ensure that new storm drainage facilities meet the goals of the City of Elk Grove's Storm Drain Master Plan to accommodate the stormwater

runoff generated from new structures and roads and safely convey stormwater to the Sacramento and Cosumnes Rivers. The Division also works to protect the City from seasonal flooding.

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

PLANS AND REGULATORY REQUIREMENTS AFFECTING SERVICE

Federal and State

Clean Water Act (CWA)

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

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

The SWRCB has issued a statewide General Permit (Water Quality Order No. 99-08-DWQ) for construction activities within the State. The Construction General Permit (CGP) is implemented and enforced by the RWQCBs. The CGP applies to construction activities that disturb one acre or more and requires the preparation and implementation of a Storm Water Pollution Prevention Plan (SWPPP) that requires control of pollutant discharges that utilize the best available technology (BAT) economically feasible and best conventional pollution technology (BCT) to meet water quality standards.

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

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

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

Federal Emergency Management Agency (FEMA)

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

Local

Sacramento LAFCo Policies, Standards, and Procedures

Sacramento LAFCo Policies, Standards, and Procedures require that any proposed annexations are consistent with applicable service elements of the Sphere of Influence of the City and affected agencies, and that adequate services be provided within the time frame needed for the inhabitants of the annexation area (Section I, Standard Number 4). In addition, LAFCo requires that any annexation provide for the lowest cost and highest quality of urban services (Section I, Standard Number 5).

City of Elk Grove General Plan

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

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

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

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

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

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

4.0 SERVICES, INFRASTRUCTURE, AND FACILITIES

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

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

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

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

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

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

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

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

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

The proposed SOIA Area currently requires minimal storm drainage services, as the area remains primarily agricultural. However, the future development of the Park Complex on the City-owned 100-acre parcel will require storm drainage service. Thus, providing storm drainage service to the Park Complex will require adequate planning to ensure that the financing, services, and infrastructure are available. The storm drainage service demand for the remaining SOIA Area is expected to continue at the current service level as no specific land use plan has been defined.

If approved, the proposed SOIA will provide direction to storm drainage and flood control service providers about the location and extent of the City’s growth. This will allow the provider to conduct the necessary planning to ensure adequate services and infrastructure are available. Future actions may include the expansion of the service provider’s facilities, which are not subject to LAFCo purview.

Excluding the proposed Park Complex, the required drainage and flood control infrastructure and facilities for the remaining SOIA Area cannot be projected as the future land uses are not fully known. Growth in the SOIA Area could increase runoff and alter existing drainage patterns in the current agricultural area.

The City and SCWA could be logical storm drainage and flood control service providers for the SOIA Area. Both the City and SCWA can review drainage studies and plans for new development to ensure that new

storm drainage facilities will accommodate the storm water runoff generated from new structures and roads to convey stormwater to the Sacramento and Cosumnes Rivers. Any drainage planning now would be speculative until land uses and development are further defined.

DETERMINATION

Drainage and Flood Control

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

4.4 Solid Waste, Recycling, and Green Waste

EXISTING LEVELS OF SERVICE AND INFRASTRUCTURE

Sacramento Regional Solid Waste Authority

The Sacramento Regional Solid Waste Authority (SWA) is a joint powers authority between two agencies, the County and the City of Sacramento. SWA regulates commercial solid waste collection by franchised haulers through the SWA Code. The proposed SOIA Area is currently within the service boundaries of the Sacramento County Municipal Services Agency, Department of Waste Management & Recycling, but service is provided by mostly private franchised hauling companies for the commercial and industrial customers. The private hauling companies are under a franchise agreement with the Sacramento Regional Solid Waste Authority to perform collection and disposal at properties and convey waste to landfills and recycling stations, as appropriate. Private providers do not fall under the jurisdiction of LAFCo. It should be noted, pursuant to California Government Code section 49520:

If a local agency has authorized, by franchise, contract, license, or permit, a solid waste enterprise to provide solid waste handling services and those services have been lawfully provided for more than three previous years, the solid waste enterprise may continue to provide those services up to five years after mailed notification to the solid waste enterprise by the local agency having jurisdiction that exclusive solid waste handling services are to be provided or authorized, unless the solid waste enterprise has an exclusive franchise or contract. If the solid waste enterprise has an exclusive franchise or contract, the solid waste enterprise shall continue to provide those services and shall be limited to the unexpired term of the contract or franchise or five years, whichever is less.

Residential Service (Central Valley Waste Services)

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

Commercial Service (Various Commercial Haulers)

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

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

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

Solid waste diversion information indicates that the City discarded 3.5 pounds/person/day of solid waste in the year 2014 exceeding the 50% diversion requirement of CalRecycle, complying with AB939. Approximately 101,212 tons of solid waste was disposed by Elk Grove residents and businesses in 2014. This volume of waste could double within 25 years.

The City's solid waste is currently managed under an exclusive franchise agreement by Republic Services. In April 2014, the City's Special Waste Collection Center was opened, which accepts typical household

hazardous waste. As of April 2015, the Collection Center received over 123 tons of household hazardous waste.

Residential Service (Republic Services)

The City of Elk Grove has contracted out residential solid waste services to Allied Waste Services of North America, LLC (subsidiary of Republic Services, Inc.), a private commercial hauler. Allied Waste Services provides solid-waste collection services under an exclusive franchise agreement with the City. These services include collection of all solid waste, residential recyclables, used motor oil and yard trimmings, along with other services. Residential garbage service is provided on a weekly basis. Green waste and mixed recycling are collected on an alternating week basis. Green waste and mixed recycling are collected on an alternating week basis; green waste is collected one week and mixed recycling the next. Refuse from residences are collected by an automated truck collection system.

Commercial Service (Various Commercial Haulers)

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

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

PLANS AND REGULATORY REQUIREMENTS AFFECTING SERVICE

State

California Integrated Waste Management Act

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

Local

Sacramento LAFCo Policies, Standards, and Procedures

Sacramento LAFCo Policies, Standards, and Procedures require that any proposed annexations are consistent with applicable service elements of the Sphere of Influence of the City and that adequate services be provided within the time frame needed for the inhabitants of the annexation area (Section I, Standard Number 4). In addition, LAFCo requires that any annexation provide for the lowest cost and highest quality of urban services (Section I, Standard Number 5). As discussed further below, it is anticipated that the various solid

waste service providers would be able to provide adequate solid waste services for the proposed SOIA Area consistent with LAFCo provisions.

City of Elk Grove General Plan

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

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

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

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

DETERMINATION

Solid Waste

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

4.5 Circulation and Roadways

Grant Line Road is currently the only local roadway that serves the proposed SOIA Area; bordering to the north of the SOIA Area with the road centerline serving as the jurisdictional boundary between the City and Sacramento County. Access to the agricultural residences within the SOIA Area are served by private driveways/roads that bisect Grant Line Road. The Sacramento County Department of Transportation currently maintains the local roadways within the County, including the south half of Grant Line Road. The California Department of Transportation (Caltrans) maintains one highway near the proposed SOIA Area; State Route 99 (SR-99) located to the west. Roadway infrastructure considered herein includes roadways, sidewalks, traffic signals, signage, and other facilities located within the right-of-way for local and regional roadways.

The City in partnership with Sacramento County and Caltrans has initiated work on the Kammerer Road Widening and Extension Project to extend and widen Kammerer Road between Highway 99 and Interstate 5, providing an east-west connector bypassing downtown Sacramento and alleviating traffic on Laguna and Elk Grove Boulevards. The City plans to widen Kammerer Road to four lanes, and include a grade separated crossing at the Union Pacific Railroad Tracks.

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

EXISTING LEVELS OF SERVICE

Sacramento County Department of Transportation

The Sacramento County's Department of Transportation is responsible for planning, improving, operating and maintaining a transportation system. The County currently maintains the south half of Grant Line Road (City maintains north half).

City of Elk Grove Public Works Department

The City of Elk Grove's Public Works Department is responsible for maintaining the City's transportation infrastructure, which includes engineering, construction, parking, and street maintenance services. The Department maintains and repairs over one-thousand of miles of City roads, curbs, gutters, sidewalks, streetlights, signalized intersections, traffic signs, landscaped medians and right-of-way throughout the City. The City is responsible for maintaining over 1,000 miles of lane roadway.

Street Maintenance activities include:

- Pothole patching and pavement repairs;
- Traffic signals, street signs and street markings;
- Street lights;

- Street sweeping;
- Landscape and sidewalk maintenance;
- Roadside ditches and drainage; and
- Creeks/channels and storm water drainage.

The Department provides adequate roadway maintenance services. The Annual Pavement Resurfacing Program provides for the primary resurfacing treatments based on the recommendation of the City's computerized Pavement Management System. Roadways that are identified are overlaid (a new layer of asphalt placed on top of existing pavement) and slurry sealed (sealing the entire street surface with an asphalt emulsion/sand slurry). In addition, the City has on-going annual Capital Improvement Programs to maintain and improve the current roadway system within the City.

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

City of Elk Grove, E-Tran

The City of Elk Grove provides fixed-route bus service, known as "e-tran", and a paratransit/dial-a-ride service, known as "e-van". All e-tran routes are coordinated with Sacramento Regional Transit (RT) bus and light rail service, and South County Transit/Link (SCT/LINK) service, to areas outside of the City. The City's e-van service is limited to locations within the City's defined boundaries.

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

PLANS AND REGULATIONS GOVERNING SERVICE

State

State of California Transportation Concept Reports

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

Caltrans operates and maintains State Route 99 (SR-99), Interstate 5 (I-5), SR-16, and SR-160, which provides regional access to the City and the SOIA Area. Additionally, the Caltrans Division of Planning has four major functions including the Office of Advance Planning, Regional Planning/Metropolitan Planning Organization,

Local Assistance/IGR/CEQA, and System Planning Public Transportation. For planning purposes, Caltrans has established an LOS D as the minimal acceptable LOS for all roadways under their jurisdiction.

Local

Metropolitan Transportation Plan/Sustainable Communities Strategy 2035 Update

In April 2012, the Sacramento Area Council of Governments (SACOG) adopted the Metropolitan Transportation Plan/Sustainable Communities Strategy 2035 Update (MTP/SCS 2035 Update), which is a long-range planning document for identifying and programming roadway improvements throughout the Sacramento region, and also establishes a strategy to reduce greenhouse gas emissions and provide incentives for projects that are consistent with the SCS goals. As the MTP was customarily a stand-alone document, the SCS component was combined with the MTP as a result of the passing of Senate Bill 375 and the requirement for the MTP to include a SCS component. The SCS generally integrates regional land use, housing, transportation, and climate change into an incentive program that provides for California Environmental Quality Act (CEQA) incentives for projects that are consistent with the established MTP/SCS map. The MTP provides the regional vision for surface transportation, within the constraints of funding the region can reasonably expect to receive. The MTP/SCS 2035 Update provides a 20-year transportation vision and corresponding list of projects. If a city, county, or public agency in the region wants to use of federal or state transportation funding for projects or programs, the projects must be contained in, or be consistent with the MTP/SCS 2035 Update.

As the MTP component is required to be updated every four years, SACOG is currently in the process of updating the MTP/SCS 2035 document. Referred to as the 2016 MTP/SCS Update, the document updates are to focus on the implementation challenges and commitments of the current MTP/SCS Plan. It is anticipated that the SACOG Board will adopt the final updated plan in early-2016.

City of Elk Grove General Plan

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

PF-1: Except when prohibited by state law, the City shall require that sufficient capacity in all public services and facilities will be available on time to maintain desired service levels and avoid capacity shortages, traffic congestion, or other negative effects on safety and quality of life.

PF-2: The City shall coordinate with outside service agencies—including water and sewer providers, the Elk Grove Community Services District, and the Elk Grove Unified School District—during the review of plans and development projects.

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

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

CI-15: Development projects shall be required to provide funding or to construct roadway/intersection improvements to implement the City’s Circulation Master Plan. The payment of established traffic impact or similar fees shall be considered to provide compliance with the requirements of this policy with regard to those facilities included in the fee program, provided that the City finds that the fee adequately funds all required roadway and intersection improvements. If payment of established fees is used to provide compliance with this policy, the City may also require

the payment of additional fees if necessary to cover the fair share cost of facilities not included in the fee program.

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

The proposed SOIA Area currently requires no circulation and roadway services, as the area remains primarily agricultural. However, the future development of the Park Complex on the City-owned 100-acre parcel will require circulation and roadway services. Thus, providing circulation and roadway services to the Park Complex will require adequate planning to ensure that the financing, services, and infrastructure are available. The circulation and roadway services demand for the remaining SOIA Area is expected to continue at the current service level as no specific land use plan has been defined.

The City would be the most appropriate circulation and roadways service provider for the proposed SOIA Area upon urbanization. If approved, the proposed SOIA will allow the City to adequately plan for major infrastructure and services in the area of the City's growth.

Excluding the proposed Park Complex, the required circulation and roadway infrastructure for the remaining SOIA Area cannot be projected as the future land uses are not fully known. Any circulation and roadways planning now would be speculative until land uses and development are further defined. The primary roadway providing access into the proposed SOIA Area will be Grant Line Road.

Any future private development projects would be responsible for the design and construction of certain improvements, typically ranging from street frontage improvements (curb, gutter, and sidewalk construction) to full-street improvements (new streets created by subdivisions). Developer Impact Fees, also known as the Elk Grove Roadway Fee, can provide funding for the City to construct and maintain future roadways to support urbanized uses.

The City will also be conducting a feasibility study to assess the location for a multimodal transit station that would provide a major transfer station serving Amtrak passenger rail service, e-tran local and commuter bus service, and RT light rail service. The proposed location is situated along the Union Pacific Railroad tracks south of Grant Line Road, and just west of the SOIA Area. It is anticipated that E-tran bus service would provide for a convenient connection for all these transit modes to the proposed Park Complex.

DETERMINATION

Circulation and Roadways

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

4.6 Fire Protection and Emergency Medical Response

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

EXISTING LEVELS OF SERVICE AND INFRASTRUCTURE

Cosumnes Community Service District, Fire Department

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

Service Response

The Fire Department responds to various emergencies dispatched throughout the community including fires, vehicle collisions, hazardous materials spills, and medical and public assistance calls. The Department has approximately 150 personnel in the Operations Division, which has units devoted to Fire Suppression, Training, and Emergency Medical Services. The Department currently staffs eight engine companies, one ladder truck company, six ambulances, and a command vehicle each day on a 24 hour basis. Also in the Elk Grove area, six grass engines and other specialty apparatus are also staffed using these personnel as seasons and emergency circumstances dictate their use. Specialty apparatus includes one heavy foam unit, a Heavy Rescue, a mass decontamination trailer, a mass casualty incident trailer, a swift water rescue boat, and four flood boats.

The Department provides ambulance transportation and pre-hospital care for the cities of Elk Grove, Galt, and portions of the unincorporated area. The Department employs over 80 paramedics and an additional 60+ emergency medical technicians (EMTs). Four medic units operate around the clock and are based in East Elk Grove, Laguna, East Franklin, Central Elk Grove, and two medic units in Galt.

Service Standards

CCSD is currently handling more emergency response calls than the state average, due to substantial growth and increases in traffic volumes and traffic congestion. The District has established a response time goal of arriving on scene in six minutes or less 90 percent of the time in the urbanized portions of the City. Additionally, the District has adopted a standard response time of 12 minutes or less 90 percent of the time in the rural areas. The proposed SOIA Area is considered rural.

The Cosumnes Community Service District has been given an Insurance Services Office (ISO) rating of 3 in "watered" areas and 9 in "unwatered" areas, such as the proposed SOIA Area. The ISO rating is the recognized classification for a fire department or district's ability to defend against major fires. According to the ISO, newly developing urban areas should have a fire station opened within 1½ miles of all commercial development and 2 ½ miles from all residential development when "build-out" exceeds 20 percent of the planned area. A rating of 10 generally indicates no protection, whereas an ISO rating of 1 indicates high firefighting capability. The proposed SOIA Area is considered "unwatered".

In response to current economic difficulties, the CCSD has implemented a temporary "Brownout" practice of closure of one Engine Company on a frequency of four days out of every six days in the City of Elk Grove. This will enable the District to cut costs and help to reduce the CCSD's annual structural budget. The

4.0 SERVICES, INFRASTRUCTURE, AND FACILITIES

Brownout policy is anticipated to remain in place through FY 2014/15, however it may be reviewed with the mid-year budget revise. The Brownout policy is not being implemented in the City of Galt.

While the CCSD acknowledges the current policy as cited, it should be noted that this is only a near term policy that is not intended to become a service standard going forward. The MSR is a long-term planning document that addresses both the current service providers within the City of Elk Grove and what agency is the preferred service provider within the proposed SOIA Area. The CCSD is currently providing fire protection and emergency medical and rescue services within the City boundary, and throughout the entire District, including the City of Galt. The CCSD adopted response time goal, as noted above, is to arrive on scene in six minutes or less 90 percent of the time. The CCSD has not recorded any consistent deviation for the response standard, even with the current temporary brownout policy. The CCSD remains committed to continue to meet the response time goal throughout the entire service area.

The CCSD is the primary fire protection and emergency medical response service within the SOIA Area. Sacramento Metro Fire District (SMFD) and the CCSD share common jurisdictional boundaries and participate in a regional mutual aid agreement. If the proposed SOIA is approved, the area may develop over time. As the recognized primary service provider for fire protection and emergency medical and rescue services, the CCSD and the City will be encouraged to work together closely to identify fire station locations, equipment and personnel needs to support any increased demands on the CCSD. The development review process should minimize service impacts to joint responder agencies, such as SMFD.

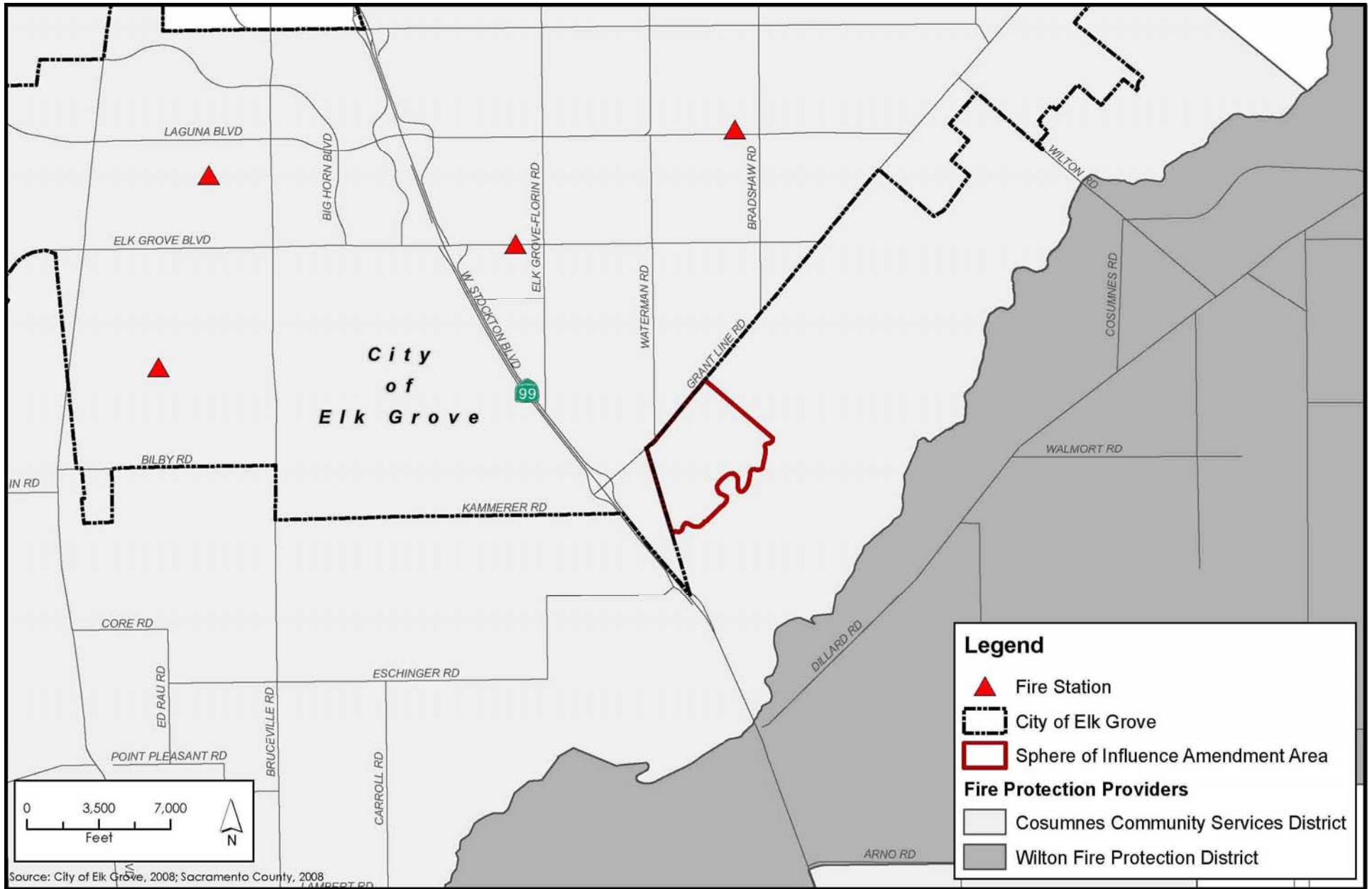


FIGURE 4.6-1 FIRE PROTECTION SERVICE PROVIDERS

Aid from Other Agencies

Fire and emergency services in Sacramento County have developed a Joint Powers Authority (JPA) for a unified dispatch system. Under the JPA, the closest unit available is dispatched to an incident and fire district boundaries are not an issue when an incident occurs.

The Sacramento Regional Fire/EMS Communications Center, a Joint Powers Authority, is comprised of the following:

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

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

PLANS AND REGULATIONS AFFECTING SERVICE PROVISION

State

California Occupational Safety and Health Administration

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

Uniform Fire Code

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

California Health and Safety Code

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

Local

Sacramento LAFCo Policies, Standards, and Procedures

Sacramento Local Agency Formation Commission (LAFCo) Policies, Standards and Procedures require that proposed annexations are consistent with applicable service elements of the Sphere of Influence of the City or affected agency, and that adequate services be provided within the time frame needed for the inhabitants of the annexation area (Section I, Standard Number 4).

City of Elk Grove General Plan

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

PF-1: Except when prohibited by state law, the City shall require that sufficient capacity in all public services and facilities will be available on time to maintain desired service levels and avoid capacity shortages, traffic congestion, or other negative effects on safety and quality of life.

PF-2: The City shall coordinate with outside service agencies—including water and sewer providers, the Elk Grove Community Services District, and the Elk Grove Unified School District—during the review of plans and development projects.

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

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

SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The proposed SOIA Area currently requires minimal fire protection and emergency medical response services, as the area remains primarily agricultural. However, the future development of the Park Complex on the City-owned 100-acre parcel will require fire protection and emergency medical response services. Thus, providing fire protection and emergency medical response services to the Park Complex will require adequate planning to ensure that the financing, services, and infrastructure are available. The fire protection and emergency medical response service demand for the remaining SOIA Area is expected to continue at the current service level as no specific land use plan has been defined.

If approved, the proposed SOIA will provide direction to fire protection service providers about the location and extent of the City's growth. This will allow the provider to conduct the necessary planning to ensure adequate services and infrastructure are available.

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

DETERMINATION

Fire Protection and Emergency Medical Response

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

4.7 Law Enforcement

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

EXISTING LEVELS OF SERVICE AND IMPROVEMENTS

Sacramento County Sheriff's Department

The proposed SOIA Area is currently served by the Sacramento County Sheriff's Department (SCSD) which provides specialized law enforcement services to the County and local police protection to both the incorporated and unincorporated areas. Specialized law enforcement includes providing court security services, operating a system of jails for pretrial and sentenced inmates, and operating a training complex. Local police protection includes response to calls and trouble spots, investigations, surveillance, and routine patrolling.

There are six patrol districts in the unincorporated area of the County covering approximately 880 square miles. Approximately four patrol cars serve each patrol district. The SCSD consists of roughly 1,293 sworn officers, including 289 patrol officers.

Patrol Services operate the SCSD towing and parking enforcement, and community resources and service centers. The patrol function is staffed 24 hours each day and is broken up into three different ten-hour shifts.

City of Elk Grove Police Department

The City of Elk Grove Police Department (EGPD) provides comprehensive police services throughout the City including emergency and routine call response, follow-up investigations of crime, traffic enforcement, specialized anti-gang initiatives, and other crime prevention activities. During the Fiscal Year (FY) 2014-2015, EGPD's staffing consisted of 132 sworn positions and 80 non-sworn positions. This is equivalent to a staffing ratio of 0.82 sworn officers per 1,000 residents, a number similar to other, comparable, agencies in the region. For FY 2015-2016, it is anticipated staffing will be increased to 134 sworn officers and 82 non-sworn positions.

The Police Department operates out of one police station, located at 8400 Laguna Palms Way, part of the City Hall complex. As part of this facility, EGPD operates a Community Service Center to report non-urgent or ongoing crimes, to have crime reports taken, and to take fingerprints and process other, routine requests for information. The Department handles approximately 100,000 service calls per year with a goal of handling Priority One calls (those involving a violent crime in-progress or other life-threatening emergency) within five minutes. During FY 2014-2015, EGPD's actual average Priority One response time was 5.5 minutes.

PLANS AND REQUIREMENTS RELATED TO SERVICE PROVISION

City of Elk Grove General Plan

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

PF-1: Except when prohibited by state law, the City shall require that sufficient capacity in all public services and facilities will be available on time to maintain desired service levels and avoid capacity shortages, traffic congestion, or other negative effects on safety and quality of life.

PF-2: The City shall coordinate with outside service agencies—including water and sewer providers, the Elk Grove Community Services District, and the Elk Grove Unified School District—during the review of plans and development projects.

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

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

The proposed SOIA Area currently requires minimal law enforcement services, as the area remains primarily agricultural. However, the future development of the Park Complex on the City-owned 100-acre parcel will require law enforcement services. Thus, providing law enforcement services to the Park Complex will require adequate planning to ensure that the financing, services, and infrastructure are available. The law enforcement service demand for the remaining SOIA Area is expected to continue at the current service level as no specific land use plan has been defined.

If approved, the proposed SOIA will provide direction to the service provider about the location and extent of the City's growth. This will allow the service provider to conduct the necessary planning to ensure adequate services and infrastructure are available. Urbanization of the proposed SOIA Area would require an enhanced level of law enforcement services. Possible improvements could include hiring of additional officers, and the purchase of additional police cars and equipment. If growth occurs in the proposed SOIA, the area would likely be served by the City of Elk Grove's Police Department.

City of Elk Grove Police Department

The Police Department has not estimated the need for additional facilities, equipment, or staff, as future land uses and growth are not fully known. The City's Police Department would be the most appropriate law enforcement service provider for the proposed SOIA Area upon development of the area. The Department has indicated that they are able to increase services and adequately serve the area as the demand arises from growth. Police services provided by the City's Police Department are expected to result in improved service in the proposed SOIA Area because of the proximity and shorter response times from a police station located closer to the area.

DETERMINATION

Law Enforcement

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

4.8 Animal Control

EXISTING LEVELS OF SERVICE AND INFRASTRUCTURE

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

Sacramento County Animal Care and Regulation

Sacramento County's Animal Care and Regulation provides animal control services for the unincorporated areas of Sacramento County and to cities that contract with the County for service. The County's Animal Care facility, located at 3839 Bradshaw Road, receives more than 18,000 animals a year. The County cares for, licenses, regulates animals, and prevents rabies. They also investigate, quarantine, and help prosecute cases of vicious and dangerous animals, as well as animal cruelty. They patrol for, impound, and, whenever possible, find homes for the thousands of unwanted animals. The County is a member of the Humane Society of the United States.

City of Elk Grove Animal Services

The City's Animal Services Division provides animal control services for the entire City. The Division currently has four Animal Services Officers. Services include investigating public nuisance, investigating bite reports, licensing, pick-up, and checking on the humane conditions of animals.

The City has formed a partnership with the Sacramento County Animal Care and Regulation to provide animal care services for the City of Elk Grove. Stray animals found in the City are placed at the County's shelter.

PLANS AND REGULATIONS RELATIVE TO SERVICE PROVISION

City of Elk Grove General Plan

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

SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The SOIA Area currently requires minimal animal control services, as the area remains primarily agricultural. Even with the future development of the Park Complex, it is anticipated no additional animal control services staffing would be required for either County or City.

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

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

DETERMINATION

Animal Control

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

4.9 Code Enforcement

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

EXISTING LEVELS OF SERVICE AND IMPROVEMENTS

Sacramento County Code Enforcement Division

Sacramento County's Code Enforcement Division is organized under three geographical teams to enforce housing, zoning, and vehicle abatement. Services that the Division provides include boarding of structures, removal of junk and rubbish, abatement of junk vehicles, civil and criminal citations, and demolition of dangerous buildings.

City of Elk Grove Code Enforcement & Code Compliance

The City of Elk Grove's Code Enforcement provides code enforcement services to residents within the City. The Division focuses on concerns and service requests regarding unsafe, unsanitary, or blighted conditions within dwellings and neighborhoods throughout Elk Grove. The 6 Code Enforcement Officers work in close association with other departments and service providers to maintain high community standards and address violations of the Elk Grove Municipal Zoning and Housing Titles of the Municipal Code.

The Division has been able to meet its service request response goals with 6 Code Enforcement Officers and 1 Code Enforcement Manager. The Division strives to respond to new service requests within 24 working hours and maintain a response level of 100 percent for all new service requests within the 24 hour time frame. In 2014, all service requests received a 24 hour next business day or same day response, within stated goals. Division staff responded to and resolved 3,288 new service request cases in 2014. In addition, the Division achieves an 85 percent voluntary compliance within 30 days of contact with the property owner.

PLANS AND REGULATIONS RELATIVE TO SERVICE PROVISION

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

SPHERE OF INFLUENCE AMENDMENT AREA PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The proposed SOIA Area currently requires minimal code enforcement services, as the area remains primarily undeveloped. Even with the future development of the Park Complex, it is anticipated no additional code enforcement staffing would be required for either the County or City.

Future urbanization of the SOIA Area may increase the demand for code enforcement compliance, as structures are completed. New growth could add additional demand for code enforcement staff to ensure compliance with the various state and local codes and ordinances applicable to the community. Increasing demand for code enforcement services is expected to occur many years after development as buildings become dangerous, substandard, blighted, or vacant.

DETERMINATION

Code Enforcement

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

4.10 Parks and Recreation

The Cosumnes Community Services District (CCSD) is the current authorized parks and recreation service provider in the proposed SOIA Area. Although there are no parks and recreation facilities provided within the proposed SOIA Area, the CCSD does provide a myriad of leisure classes, before- and after-school programs, preschool classes, sports programs and community-wide special events that are offered to residents within the proposed SOIA Area. The CCSD also provides parks and recreation services to the City with the exception of parks located in the Laguna Ridge Specific Plan (LRSP), which the City and CCSD have an agreement for joint ownership of all parks in the LRSP. In addition, the City will solely own and maintain the future Civic Center Community Park located in the LRSP. **Figure 4.10-1** shows the current boundaries of the nearby parks and recreation service providers.

EXISTING LEVELS OF SERVICE AND INFRASTRUCTURE

The CCSD and City (cooperatively and individually) have existing facilities either constructed or planned immediately north of the proposed SOIA Area. This includes parks, open space, trails, community centers, specialized recreation facilities and maintenance facilities that serve the park and recreation needs of the various communities where the facilities are located. These facilities were sized to serve the population of the existing/planned community.

City of Elk Grove

The City of Elk Grove is authorized to provide parks and recreational services within the City. As mentioned, the City will construct the future Civic Center Community Park, which will be jointly constructed with the City's future Civic Center located in the LRSP.

Cosumnes Community Services District

The CCSD provides parks and recreation to the City of Elk Grove and the unincorporated areas in the region. The District encompasses roughly 157 square miles and an estimated population of 183,333 people, of which 160,688 are in the Elk Grove area. CCSD currently operates over 93 parks, two community centers, four recreation centers, and two aquatic complexes. CCSD also provides many recreation programs and activities to residents within the district.

CCSD is active in planning for and constructing park sites and recreational facilities to meet service demands. CCSD follows a 10 step process to plan, design, and construct park projects. On average, it requires 2 years and 3 months to complete a small park project, 3 years and 6 months for larger projects.

CCSD has established a Parks Master Plan to plan for future parks and recreational facilities over the next 10-15 year period. The Parks and Recreation Master Plan focuses on land, facilities and program needs, including a complete analysis of all District operational policy and funding mechanisms.

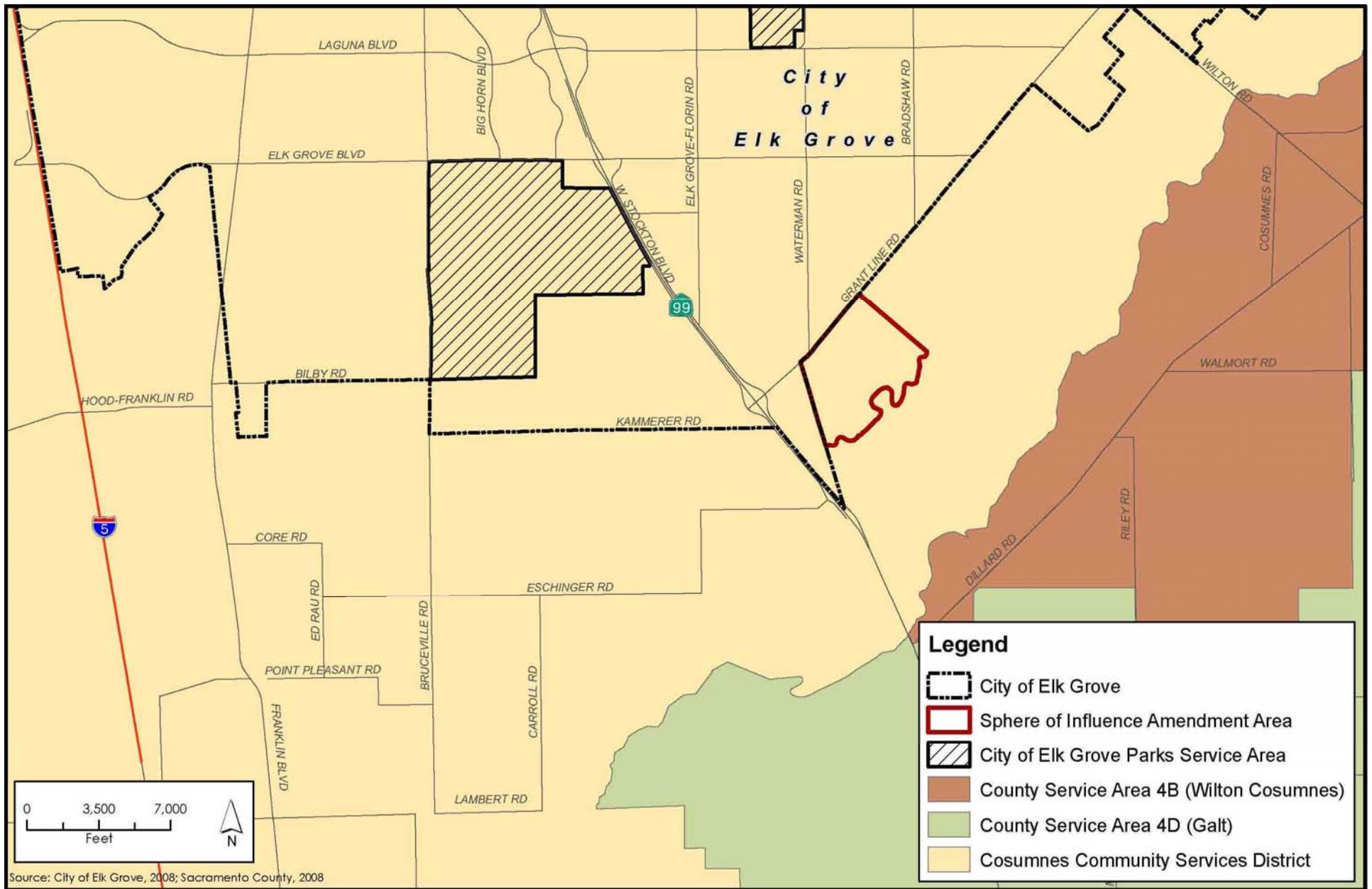


Figure 4.10-1 Parks and Recreation Service Providers

PLANS AND REGULATORY REQUIREMENTS

State

Quimby Act

The Quimby Act (California Government Code Section 66477) was established by the California legislature in 1965 to preserve open space and parkland in the rapidly urbanizing areas of the State. This legislation was in response to California's increased rate of urbanization and the need to preserve open space and provide parks and recreation facilities for California's growing communities. The Quimby Act authorizes local governments to establish ordinances requiring developers of new subdivisions to dedicate land for parks, pay an in-lieu fee, or perform a combination of the two.

The Quimby Act provides two standards for the dedication of land for use as parkland. If the existing area of parkland in a community is greater than three acres per 1,000 persons, then the community may require dedication based on a standard of up to five acres per 1,000 persons residing in the subdivision. If the existing amount of parkland in a community is less than three acres per 1,000 persons, then the community may require dedication based on a standard of only three acres per 1,000 persons residing in the subdivision. The Quimby Act requires a city or county to adopt standards for recreational facilities in its General Plan recreation element if it is to adopt a parkland dedication/fee ordinance.

Both the County and the City collect Quimby Act in-lieu fees. These fees contribute to a fund that would be used to acquire properties for parkland. The City's standards for parkland dedication under the Quimby Act are provided in the discussion of local regulations below.

Local

Cosumnes Community Services District Parks Master Plan

The Cosumnes Community Services District Parks Master Plan was conditionally approved by the CCSD in 2008 with final acceptance by the City in 2010. The Park Master Plan takes a system-wide approach to address recreation needs in the Elk Grove community and provides infrastructure direction for all areas in the CCSD/City service area. The CCSD had coordinated efforts with the City to update the Master Plan and ensure the document's vision, standards, and strategies meet the needs of both agencies.

Applicable City of Elk Grove General Plan Provisions

PF-23: The City will coordinate with independent public service providers, including schools, parks and recreation, reclamation, water, transit, electric and other service districts, in developing financial and service planning strategies.

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

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

- Maintenance of agricultural uses;
- Wildlife habitat;
- Recreational open space;
- Aesthetic benefits; and
- Flood control.

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

Sacramento LAFCo Policies, Standards, and Procedures

Sacramento LAFCo Policies, Standards, and Procedures require that any proposed annexations are consistent with applicable service elements of the Sphere of Influence of the City and affected agencies, and that adequate services be provided within the time frame needed for the inhabitants of the annexation area (Section I, Standard Number 4). In addition, LAFCo requires that any annexation provide for the lowest cost and highest quality of urban services (Section I, Standard Number 5).

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

The proposed SOIA Area currently demands minimal parks and recreation services, as the area remains primarily agricultural. As the future development of the Park Complex would provide a multi-sport park complex to serve the recreational needs of the City and Sacramento region, the remaining SOIA Area is expected to continue at the current service level as no specific land use plan has been defined.

If approved, the proposed SOIA will provide direction to the responsible parks and recreation service providers about the location and extent of the City's growth. This will allow the service provider to conduct the necessary planning to ensure adequate services and infrastructure are available.

The CCSD is capable of providing parks and recreational services to the proposed SOIA Area to serve development, as the number of residents increase.

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

Typical facilities could include:

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

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

DETERMINATION

Parks and Recreation

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

4.11 Libraries

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

EXISTING LEVELS OF SERVICE AND INFRASTRUCTURE

Sacramento Public Library Authority

The Sacramento Public Library Authority (SPL) is governed by a Joint Exercise of Powers Agreement between the County of Sacramento and the Cities of Citrus Heights, Galt, Isleton, Elk Grove, Rancho Cordova, and Sacramento. The purpose of the Sacramento Public Library Authority is to provide public library services that provide open access to diverse resources and ideas that inspire learning, promote reading, and enhance community life to all citizens in member jurisdictions. The SPL operates 28 branches and bookmobiles to provide a variety of library services to residents of the City of Elk Grove and Sacramento County, serving over 1.3 million residents. The Library's total collection houses approximately 2,000,000 volumes of print, including books and periodicals, in addition to providing over 100,000 audio-visual items, with approximately 1.62 library holdings per capita.

The SPL has conducted adequate long-range planning to assess current needs and for planning future library facilities. SPL has established a Library Facilities Master Plan, which the plan utilizes population projections to project future service needs in an area. Libraries are typically planned and built to accommodate increasing populations in the area, and may include expansion potential on existing sites.

Currently, no physical library services are provided within the proposed SOIA Area. As the proposed SOIA Area is currently undeveloped, there is little to no demand for library services. There are two library branches near the proposed SOIA Area, the Elk Grove branch and the Franklin Community branch, and both are located within the current City limits.

The Elk Grove Library, located at 8900 Elk Grove Boulevard, serves Elk Grove east of Highway 99. The library is located at the entrance to Old Town Elk Grove, near a number of schools and along two major thoroughfares for the eastern side of the City. The 13,785 square foot, City owned, two-story building opened in December 2008 and includes a group study room, a community meeting room, and public access computers. In 2007, the Elk Grove City Council approved a ten-year lease agreement with the Sacramento Public Library Authority to staff and operate the library. The branch is expected to serve a population of approximately 70,000.

The Franklin Community Library, located at 10055 Franklin High Road, serves Elk Grove west of Highway 99. The 19,621 sq. ft. branch was built in 2002, is jointly operated by Elk Grove Unified School District and SPL. The branch is conveniently co-located with Toby Johnson Middle School and Franklin High School. The branch is expected to serve a population of approximately 70,000.

PLANS AND REGULATIONS RELATIVE TO SERVICE PROVISION

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

Local

Sacramento Public Library Authority Facility Master Plan 2007 – 2025

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

City of Elk Grove General Plan

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

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

SPL continually plans for future library service needs. SPL's Library Facilities Master Plan defines the new facilities needed through the year 2025, based on current demands and projected population growth. The Master Plan states that SPL expects significant growth in the southern and northeastern parts of the City. Although the current Master Plan does not locate any library facilities within the SOIA Area, three new branches are being planned within the City. Two of those new branches are anticipated to be located near the proposed SOIA Area, in the southern and western edge of the City. Short term plans call for a new library in the southwest portion of the City by 2015. SPL staff has stated that master planning of library services for this area will occur as more definitive information is available.

The proposed SOIA Area will remain served by locations some distance away until sufficient demand for library services arises in the area. Currently, there is little to no demand for library services, and as such, no library services are being provided in the area. When there is sufficient demand, it is expected that SPL will be able to provide library facilities in the proposed SOIA Area.

DETERMINATION

Libraries

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

4.12 Electricity and Natural Gas

EXISTING LEVELS OF SERVICE AND INFRASTRUCTURE

Electricity is currently supplied by the Sacramento Municipal Utility District. Containerized Natural Gas service is the only service currently available in the proposed SOIA Area. The proposed SOIA Area could be supplied by Pacific Gas & Electricity, a private, investor owned provider, overseen by the California Public Utilities Commission (PUC).

Sacramento Municipal Utility District

Electrical Services

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

Pacific Gas and Electricity

Natural Gas Service

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

PLANS AND REGULATIONS AFFECTING SERVICE PROVISION

Local

Sacramento LAFCo Policies, Standards, and Procedures

Sacramento LAFCo Policies, Standards, and Procedures require that any proposed annexations are consistent with applicable service elements of the Sphere of Influence of the City and that adequate services be provided within the time frame needed for the inhabitants of the annexation area (Section I, Standard Number 4). In addition, LAFCo requires that any annexation provides for the lowest cost and highest quality of urban services (Section I, Standard Number 5).

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

Sacramento Municipal Utility District

Electrical Services

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

ensure adequate facilities to serve the area. Electrical facilities could be extended from nearby facilities to serve the proposed SOIA Area. SMUD is expected to remain the future electrical service provider, as SMUD is the electrical service provider for the area.

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

Pacific Gas and Electricity

Natural Gas Service

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

DETERMINATION

Electricity and Natural Gas

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

5.0 FINANCING ABILITY

5.0 FINANCING ABILITY

This section examines the fiscal status of the City of Elk Grove, including financial statements, audits, and other budgetary documents, to assess the long-term financial viability of the City to provide future services. Annual financial statements from fiscal year (FY) 2013-14 were reviewed to determine the fiscal status of the City.

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

CITY FINANCES

Financial Stability: The City is financially stable, as the City has sufficient assets and funds available for the continued operation of the City. The Comprehensive Annual Financial Report (CAFR), the City's audited financial statements, highlights the City's financial situation. For the fiscal year beginning July 1, 2013 to June 30, 2014, the City's financial highlights included:

- The City's net assets exceeded liabilities by \$1.3 billion, with \$34 million in unrestricted net assets to be used to meet ongoing obligations;
- The City has a governmental fund balance of \$134.7 million;
- The City's long term debt decreased by \$5.1 million. This decrease represents the payment of principal on long-term debt during the year.
- The City added capital assets of \$3.5 million for capital street improvements, facilities, and equipment; and
- The City has committed reserves available of \$11 million available for continuation of operations.

Revenues

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

Table 5.0-1
Revenues FY 2013-14

Major Revenue Sources	Amount, in millions
Taxes	\$38.8
Licenses, fees, and permits	\$15.6
Intergovernmental	\$44.7
Fines and forfeitures	\$1.3
Charges for services (Business-type activities)	\$3.1
Investment earnings	\$5.3
Total	\$113.4

Most City services are supported by the General Fund. The General Fund contains all the City’s general revenues that are not specifically levied or collected for other City functions and related expenditures. During FY 2013-14, the City had a total general fund balance of \$24.6 million, with \$5.9 million unassigned for a specific use. The General Fund provides support to such areas as general governmental operations, public safety, roadways, and community development.

Specific municipal services, which depend on usage, are almost entirely supported by enterprise funds. Services include drainage, solid waste, and transit. Enterprise funds are generally sufficient to cover existing operating costs. Unlike most enterprise funds that are fully funded from user fees, the Transit operations receives its operating revenue from multiple sources including transit grants, local transportation funding and user fees.

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

- Property Tax - The State Constitution (Proposition 13) sets the base property tax rate at 1 percent of assessed value. The City receives a portion of the property tax generated in the City, with the majority of the revenue going to the County.
 - Under the terms of incorporation, the City transfers a percentage of its property tax revenues from the original City boundary to Sacramento County for a period of 25 years, pursuant to the revenue neutrality arrangement as conditioned by LAFCo. as demonstrated in the following **Table 5.0-2**. For fiscal year 2011-12 the City’s was in their twelfth year and received 20% of the property tax. In fiscal year 2014-15 the City’s share will increase to 25%.
 - The City gradually pays the County less over this 25-year period under the terms of the revenue neutrality agreement. **Table 5.0-2** shows the revenue neutrality agreement with the County for each year after incorporation, and the percentage each agency receives.

**Table 5.0-2
Revenue Neutrality Tax Agreement**

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

- Sales and Use Tax – The City receives its local share of taxable items sold within the City limits. Sales Tax is the largest single General Fund revenue source, with major portions from the auto sector (approximately one fourth of the total). The City has experienced increases in sales tax generation since the end of the Great Recession, but has not returned to the amounts experienced before the Great Recession
- Enterprise Funds – The City receives funds that are used to account for self-supporting activities which provide services on a user-fee basis. Fees collected support operating and capital improvements costs for drainage, solid waste, and transit.
- Other Revenue – The City receives other significant revenues from the transfer tax, motor vehicle in-lieu (VLF) fee, interest, highway users tax (gasoline tax), and grant monies.

EXPENDITURES

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

**TABLE 5.0-3
EXPENDITURES FY 2013-14**

Major Expenditure Categories	Amount, in millions	Activity	Amount, in millions	Percent
General Governmental Activities	\$120.3	General Government	\$16.2	11%
		Public Safety	\$33.1	22.7%
		Public Works	\$58.4	40%
		Community Development	\$7.8	5.3%
		Debt Service	\$4.8	3.3%
Business-Type Activities	\$25.7	Solid Waste	\$13.1	9%
		Transit	\$9.6	6.6%
		Drainage	\$3.1	2.1%
Total	\$146.	Total	\$146.	100%

The City has continued its practice of funding operations with current revenues and draws down on its reserves for a onetime expenditure. However, the City’s revenues and expenditures fluctuate each year, and the City closely monitors and adjusts its planned expenditures during the year to maintain a balance budget. The City’s current Revenue Neutrality arrangement helps alleviate some of the net negative impact of decreases in property tax that occurred since the Great Recession. Assessed valuation growth is now expected to return in 2015-16.

The Proposed FY 2015-16 Budget reflects moderate growth in the City’s major revenue sources and commensurate growth in operating expenses. The General Fund budget, which primarily funds public safety, administration, and governance, proposes balanced operations with one-time use of reserves on a limited basis. The Proposed FY 2015-16 Budget assumes no significant changes in compensation for employees.

Employee concessions currently in place will remain.. The current five-year forecast for the General Fund indicates that fund balance may be needed to maintain daily operations and potential special projects in years two and three.

The City of Elk Grove will fund \$127 million on transportation, drainage, and facility projects over the next five years through the 2015-20 CIP. The proposed 2015-20 CIP projects range in priority from imperative to important. Examples of Priority 1 projects include accessibility improvements, bridge preventative maintenance, roadway maintenance, and the animal shelter. Major construction activities for the coming year include completing construction of the Grant Line Road Bridge and Widening project, the Aquatics Center, the Veterans' Hall, the Bond Road Storm Drain Upsizing project, and Horseshoe Park. Notable projects continuing in project development include Kammerer Road Widening and Extension, the Senior Center, Elk Grove Multi-Sport Park Complex, the Elk Grove Animal Shelter, intersection improvements along Sheldon Road, and the Old Town Elk Grove Streetscape Project.

Most of the proposed projects, however, position the City to enhance traffic capacity, invest in economic development, and leverage available funding sources. More details can be found in the City's 2015-20 Capital Improvement Program within the City's 2015-16 adopted budget.

Long Term Debts

The City continues to pay off its long term debt obligations. For the FY ending in 2013-14, the City had total primary government debt totaling \$103.2 million, \$91.1 million special assessment bonds, \$12.1 million Lease revenue bonds and \$10 million in Enterprise debt. These current long-term debt obligations are not a significant burden for the City and repayment is funded from a variety of sources include user fees, community facility districts and the General Fund. Cities generally incur long-term debt to finance projects or purchase assets, which will have useful lives equal to or greater than the related debt. The City has not defaulted on any of these debts and is able to continue making regular payments while maintaining a strong level of fund debt service reserves.

Future Growth Impacts

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

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

PF-19: Public facilities should be phased in a logical manner which avoids "leapfrog" development and encourages the orderly development of roadways, water and sewer, and other public facilities. The City shall not provide public financing or assistance for projects that do not comply with the planned phasing of public facilities. Interim facilities may be used only if specifically approved by the City Council.

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

PF-21: New development shall fund its fair share portion of its impacts to all public facilities and infrastructure as provided for in state law.

PF-23: The City will coordinate with independent public service providers, including schools, parks and recreation, reclamation, water, transit, electric and other service districts, in developing financial and service planning strategies.

Services provided by the City of Elk Grove are primarily funded by taxes and fees. Fees are charged for services such as drainage, solid waste, and transit. The City is financially stable, as operational expenditures are consistently monitored not to exceed revenues. Capital project expenses are expected in some years to exceed Capital revenues which would be expected as revenues are collected to fund future projects.

Future growth is not expected to have a significant negative impact on the City's future financial status. Although future growth areas will require municipal services, future developments are required to contribute to offset the costs of new infrastructure and services required.

Determination

6.0 SHARING OF FACILITIES

6.0 SHARING OF FACILITIES

This section evaluates sharing of facilities for needed infrastructure and improvements, including implemented measures and potential opportunities for shared facilities for City Departments and other agencies to reduce costs while improving service levels.

CITY OF ELK GROVE

Law Enforcement

Prior to 2005, the City of Elk Grove contracted for law enforcement services from the Sacramento County Sheriff's Department. The City now provides its own law enforcement services. Both agencies provide mutual aid and collaborate on several operational areas. Jail services for the booking and housing of City prisoners is provided by agreement with the Sheriff's Department as are radio services. The two agencies periodically evaluate potential opportunities for the sharing of facilities, but none are presently under consideration.

Solid Waste and Public Transit

The City currently contracts with private providers for solid waste and public transit services. In April 2014, the City opened its Special Waste Collection Center that accepts typical household hazardous waste. The City also a signatory to a Memorandum of Understanding with Sacramento County, City of Sacramento, City of Rancho Cordova, and City of Galt to allow the drop off of household and small business hazardous waste at any special waste collection center located within the participating local jurisdiction. For the City's public transit system (E-Tran), transit routes are coordinated with Sacramento Regional Transit (RT) bus and light rail services, and South County Transit/Link (SCT/LINK) service, to areas outside the City. In addition, E-Trans also coordinates with RT for the use of bus stops located within RT's service area. The Public Works Department has not identified any other potential opportunities for the sharing of facilities with another agency.

COSUMNES COMMUNITY SERVICES DISTRICT

Fire Protection and Emergency Medical Response

As the only fire and emergency services provider for the area, there are no opportunities for the CCSD to share facilities with another agency. However, fire and emergency services in Sacramento County have developed a Joint Powers Authority (JPA) for a unified dispatch system. Under the JPA, the closest unit available is dispatched to an incident and fire district boundaries are not an issue when an incident occurs. The JPA is comprised of the City of Sacramento Fire Department, Sacramento Metropolitan Fire District, Folsom Fire District, and CCSD Fire Department. The Wilton Fire Protection District (WFPD) is located southeast of the SOIA, south of the Cosumnes River, and is staffed primarily with volunteers. Both CCSD Fire and WFPD participate in mutual aid agreements.

COSUMNES COMMUNITY SERVICES DISTRICT/CITY OF ELK GROVE

Parks and Recreation

Both CCSD and the City currently provide parks and recreational services. Currently, CCSD and the City do not share any parks and recreational facilities with exception to those located in the Laguna Ridge Specific Plan (LRSP). Recently, a Memorandum of Understanding (MOU) was executed between the City and CCSD, which both agencies would work jointly and cooperatively on the development of new parks within the City. This would include new parks in the LRSP, Silverado, Sterling Meadows, and the Southeast Policy Area. The

City would provide the funding of parks via development impact fees. Upon construction the parks, ownership is transferred to the CCSD. The only exception is the Civic Center Community Park in the LRSP, which is planned to be owned and maintained by the City.

SACRAMENTO AREA SEWER DISTRICT / SACRAMENTO REGIONAL COUNTY SANITATION DISTRICT

Wastewater

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

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

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

Currently, less than half of the proposed SOIA Area is within the service area of SASD and SRCSD.

SACRAMENTO COUNTY WATER AGENCY/ELK GROVE WATER DISTRICT/OMOCHUMNE-HARTNELL WD

Water

The Sacramento County Water Agency (SWCA) works closely with Sacramento County's Municipal Service Agency, Department of Water Resources. SWCA is considered a dependent special district that is overseen by the County Board of Supervisors. SWCA frequently utilizes the County's staff and resources, including various facilities and equipment. Because it is a County agency, the SCWA is not subject to LAFCo purview.

In addition, SCWA works with the Elk Grove Water District (EGWD) by providing wholesale water to EGWD's Tariff Area No. 2. EGWD is utilizing SCWA's services and infrastructure to obtain water. The proposed SOIA is not within the SOI or service area of the EGWD.

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

The Omochumne-Hartnell Water District (OHWD) primarily serves agricultural users adjacent to the Cosumnes River and Deer Creek. The SOIA Area is located within the overlap service area of the OHWD and SCWA. OHWD has historically purchased and managed supplemental water from the Central Valley Project. OHWD service area includes approximately 30,000 acres that is generally bounded by Grant Line Road to the north; SR-99 to the west; extends up to 1.5 miles to the south of the Cosumnes River; and an east

boundary that extends from the southeast corner of the jurisdictional boundary of Ranch Cordova to southwest of Rancho Murieta. It is anticipated that no urban water would be provided by OHWD.

DETERMINATION

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

7.0 ACCOUNTABILITY, STRUCTURE, AND OPERATIONS

7.0 ACCOUNTABILITY, STRUCTURE, AND OPERATIONS

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

ACCOUNTABILITY AND GOVERNANCE

City Council

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

The current City Council is shown below.

Gary Davis, Mayor	Citywide
Patrick Hume, Vice Mayor	District 2
Steven Detrick, Councilmember	District 3
Steve Ly, Councilmember	District 4
Darren Suen, Councilmember	District 1

The City Council is able to adequately represent its residents. The City Council is composed of five elected representatives on the City Council, the mayor and four councilmembers. The office of the elective mayor is decided by the voters, with the position elected citywide (at-large), having a residency requirement within the City limits, and serves a two-year term. There are four council residency districts, and councilmembers are elected citywide (at-large) and serve four-year terms. Each district is a separate geographical area, each with a population of over 38,000 residents. Each councilmember must reside within the district of the City that they oversee. The District boundaries were last updated and adopted by the City Council on July 13, 2011. A vice mayor is selected annually by the City Council and serves a one-year term. City Council elections are held with staggered terms (two positions are filled in one election, two positions in the next election).

Public Participation

The City Council welcomes and encourages participation by Elk Grove residents in City Council meetings. The City Council holds regular meetings on the second and fourth Wednesday of each month at City Council Chambers, located at 8400 Laguna Palms Way. City Council meetings are noticed and published according to California's Open Meeting Law, known as the Brown Act. Agendas for the City Council meetings and Council committee meetings are available on the City's website and in City Hall. Public meetings are held in compliance with Brown Act requirements, which govern open meetings for local government bodies.

The City provides many other ways to view City Council meetings. City Council meetings are broadcasted live on the cable television government channel, Channel 14. The meetings are then rebroadcast days after

the meeting. Live and archived broadcasts of the Council meetings are also available on the City's website at www.elkgrovecity.org.

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

The Planning Commission meetings are also open to public participation. The Planning Commission holds regular meetings on the first and third Thursday of every month at 6:30 P.M. in City Council Chambers.

GOVERNMENT STRUCTURE

General Law City

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

Charter City Considerations

The City Council had at one time expressed interest in considering becoming a Charter City. In 2007, the City Council appointed five persons to a Charter Exploratory and Election Reform Committee to “research and enumerate the advantages or disadvantages of the General Law and City Charter forms of government”, and to “study election reform issues”. The Committee completed their report in December 2007, which provided the City Council with an overview of the issues, advantages, and disadvantages of each form of government. As a charter city, the City can have more autonomy over the City's municipal affairs. On March 26, 2008, the Elk Grove City Council formally established the Charter Commission. The Charter Commission was tasked with creating a City Charter for consideration by the Elk Grove City Council. The Charter Commission submitted its final report and proposed charter language to the Elk Grove City Council in January 2010. At that meeting, the City Council chose to postpone indefinitely the matter of the Elk Grove City Charter and disbanded the Commission. No further action in regards to establishing Charter City status has been pursued since 2010. Regardless, a change from a General Law City to a Charter City would not cause a significant adverse affect to the provision of municipal services.

INTERNAL MANAGEMENT STRUCTURE AND OPERATIONS

The City has a sufficient organizational structure to efficiently provide services and remain accountable. The City is organized into five groups, which include: Executive Group, Police Department, Human Resources, Development Services Group, and Administrative Services Group. No significant management deficiencies in each group or department have been identified, relative to coordination or oversight of the public services provided by the City, other agencies, and contracted service providers.

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

DETERMINATION

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

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SRWTP 2020 Master Plan

Website: www.regionalsan.com

Southeast Sacramento County Agricultural Water Authority

Website: www.sscawa.org/sscawa/omo_dist.cfm

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION COMMISSIONERS

Jack Harrison, Public Member

Chris Little, Public Member Alternate

Sue Frost, City Member

Angelique Ashby, City Member

Patrick Hume, City Alternate

Allen Warren, City Alternate

Ron Greenwood, Special District Member

Gay Jones, Special District Member

Paul Green, Special District Alternate

Phil Serna, County Member

Susan Peters, County Member

Roberta MacGlashan, County Alternate

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION STAFF

Peter Brundage, Executive Officer

Donald J. Lockhart, Assistant Executive Officer

Diane Thorpe, Commission Clerk

Nancy Miller, Commission Counsel

CITY OF ELK GROVE CITY COUNCIL MEMBERS

Gary Davis, Mayor

Patrick Hume, Mayor Pro Tem

Steven Detrick, Councilmember

Steve Ly, Councilmember

Darren Suen, Councilmember

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