

4.12 PUBLIC SERVICES

4.12.1 INTRODUCTION

This section evaluates the potential impacts of implementing the proposed project on public services. Impacts are evaluated in relation to increased demand for public services associated with the proposed project and actions needed to provide increased services that could lead to physical environmental effects. This section covers the following public services:

- ▶ Police services
- ▶ Fire protection and emergency services
- ▶ Schools

4.12.2 ENVIRONMENTAL SETTING

POLICE SERVICES

The California Department of Corrections and Rehabilitation (CDCR) staffs its correctional facilities with fully armed correctional officers who are equipped to manage security. The Northern California Youth Correctional Center (NCYCC) complex, in which the proposed project would be located, currently employs 55 officers on a rotating schedule so that 33 security officers are on duty, 7 days a week, 24 hours per day, 365 days per year (Lewis, pers. comm., 2008). CDCR handles all law enforcement needs at its facilities and rarely requires assistance from the San Joaquin County (County) Sheriff's Department. The County Sheriff's Department responds to emergency calls from CDCR within San Joaquin County as needed in accordance with the County Mutual Aid Agreement (Jaime, pers. comm., 2008). The County Sheriff's Department is located at 7000 Michael Candless Boulevard in French Camp, more than 6 miles west of the project site. The County Sheriff's Department currently employs 138–140 sworn officers (Garcia, pers. comm., 2008).

The site is anticipated to be eventually annexed by the City of Stockton (City). The City employs approximately 400 sworn police officers (City of Stockton 2007a:9-101).

FIRE PROTECTION AND EMERGENCY SERVICES

The NCYCC has an on-site fire brigade that provides 24-hour fire response. The brigade is composed of 10 firefighters and one captain. Additionally, two San Joaquin County fire protection districts provide backup service to the four different NCYCC facilities if needed. Montezuma Fire Protection District responds to emergencies at the O. H. Close and N. A. Chaderjian Youth Correctional Facilities, and the Colledgeville Fire Protection District responds to emergencies at the DeWitt Nelson and Karl Holton (project site) Youth Correctional Facilities. Both fire protection districts participate in the County Mutual Aid Agreement with every fire district in San Joaquin County (Faist, pers. comm., 2008; Martell, pers. comm., 2008).

Current information about the Colledgeville Fire Protection District's equipment, staffing, and levels of service was obtained from Chief Dennis Faist on July 8, 2008. The district's fire station is located at 13225 East Mariposa Road, approximately 2 miles east of the project site, and its service area is 30 square miles. The all-volunteer fire district includes one chief and nine firefighters, all of whom are state-certified first responders. Three of the firefighters are trained emergency medical technicians. The Colledgeville Fire Protection District has one Class 1 fire truck, two Class 2 fire trucks, and a water tender with a capacity of 4,000 gallons (Faist, pers. comm., 2008).

The Insurance Service Office (ISO) rates community fire protection services nationwide to establish appropriate fire insurance premiums for residential and commercial properties. Fire protection services receive a classification between 1 and 10. Class 1 represents exemplary public protection and Class 10 indicates that the area's fire suppression program does not meet ISO's minimum criteria. The Colledgeville Protection District's ISO rating is

Class 8 within a 5-mile radius of the station. This means that in addition to having the organization and equipment necessary to receive an ISO rating, the district has the water supply to deliver 250 gallons per minute for at least 2 hours and the equipment to deliver those 250 gallons per minute at a pressure of at least 150 pounds per square inch. The Colleagueville Protection District has not responded to any emergency calls at the Karl Holton Youth Correctional Facility. The next nearest fire station, Engine Company 12, is slightly more than 6 miles from the project site (Faist, pers. comm., 2008).

Additional first-response emergency medical service is provided by San Joaquin County General Hospital, which provides emergency ambulance services to the NCYCC facility. On average, the hospital has provided ambulance service to the NCYCC facility approximately once a month (Lewis, pers. comm., 2008).

The County Office of Emergency Services (OES) oversees the Multi-Hazard Functional Planning Guidance, a comprehensive disaster preparedness program. The County OES becomes the emergency operations center from which all County department heads direct and control emergency operations. Specific contingency plans and programs have been developed by the County OES for use in the event of dam failure or flood evacuation events, hazardous materials incidents, nuclear power plant failure, and mass casualty incidents. The Medical Disasters and Emergencies Program is divided into four types of responses: local emergencies, single incidents, multiple incidents, and major disasters. The program also includes plans for short-term emergency situations. Emergency patients are cared for at one of seven acute-care facilities: three in Stockton, two in Lodi, and one each in Manteca and Tracy. The three Stockton facilities are the closest to the project site. San Joaquin General Hospital in French Camp is also available for emergency services.

SCHOOLS

NCYCC employees and their families reside throughout adjacent and outlying communities in San Joaquin and Sacramento Counties. Based on the current distribution of prison employees in the region (see Section 4.11, "Population and Housing"), it is anticipated that approximately 40% of project-related staff members and their families would reside in Stockton. As shown in Table 4.11-1, between 5% and 10% of staff members would be expected to reside in each of the following cities: Elk Grove, Sacramento, and Lodi. The remaining project-generated employees and their families would be dispersed throughout the region, but with less than 5% of employees residing in any one community. Children of the employees who are new to the area would be new students generated in the school districts that serve these communities.

Stockton Unified School District (SUSD) provides educational services to students in and adjacent to the city of Stockton (approximately 55.6 square miles). Currently, SUSD educates 25,257 students at 41 elementary schools, 2,601 students at four middle schools, and 9,593 students at five high schools (Ed-Data 2008a). SUSD has a few specialty schools that provide educational services to approximately 1,000 students. Three additional elementary schools and one high school are being planned in conjunction with Measure C, a \$120 million general obligation bond for SUSD approved by district voters on November 8, 2005. According to the SUSD Facility Master Plan, the planned construction of these schools will only minimally address the existing and future overcrowded conditions. As a result, SUSD will continue to pursue the use of portable classrooms to help address this issue (City of Stockton 2007a).

Sacramento City Unified School District (SCUSD) provides educational services to students in and near the city of Sacramento. Currently, SCUSD educates 23,942 students at 42 elementary schools, 7,176 students at 10 middle schools, and 11,255 students at 15 high schools (SCUSD 2008; Heidrich, pers. comm., 2008). SCUSD also provides a few specialty programs (Heidrich, pers. comm., 2008). According to Diane Heidrich, clerical support for the SCUSD Department of Planning and Construction, enrollment has decreased and most schools have available capacity.

Elk Grove Unified School District (EGUSD) provides educational services to students in and adjacent to the city of Elk Grove. Currently, EGUSD educates 32,956 students at 40 elementary schools, 9,857 students at eight

middle schools, and 17,159 students at five high schools (Ed-Data 2008b). EGUSD has a few other specialty schools that provide services to approximately 1,000 students. EGUSD has capacity at some schools and is over capacity at others. Several future EGUSD school sites have been planned, but the actual buildout of these facilities depends on school impact fees generated from construction of new homes. Because of the variability of the housing market, collection of these impact fees and the need for and timing of construction of new schools is uncertain.

Lodi Unified School District (LUSD) provides educational services to students in and adjacent to the city of Lodi. Currently, LUSD educates 17,135 students at 36 elementary schools, 4,579 students at six middle schools, and 8,566 students at five high schools (Ed-Data 2008c). LUSD has a few specialty schools that provide services to approximately 1,000 students. LUSD is currently revising its 2001 facilities master plan. The existing plan shows the need for seven additional elementary schools, one additional middle school, and one additional high school (City of Stockton 2007a).

4.12.3 REGULATORY CONSIDERATIONS

FEDERAL PLANS, POLICIES, REGULATIONS, AND LAWS

No federal plans, policies, regulations, or laws related to police services, fire and emergency services, or schools are applicable to the proposed project.

STATE PLANS, POLICIES, REGULATIONS, AND LAWS

No state regulations or laws related to schools, police services, and fire and emergency services are applicable to the proposed project.

LOCAL PLANS, POLICIES, REGULATIONS, AND ORDINANCES

San Joaquin County General Plan 2010

The following objectives and policies in the *San Joaquin County General Plan 2010* related to public services are related to the proposed project.

Fire Safety and Law Enforcement

- ▶ **Objective 1:** To provide fire protection and law enforcement for the public's health and safety.
- ▶ **Objective 2:** To prevent fire and law enforcement hazards through physical planning.
 - **Fire Safety Policy 1:** The fire protection and law enforcement services and facilities shall provide adequate protection throughout the County, including waterways used by boaters.
 - **Fire Safety Policy 2:** New development shall have water systems which meet County fire flow requirements or shall provide adequate onsite water storage, as determined by the County Fire Warden or by the local fire district having jurisdiction, if the district has a fire prevention bureau.
 - **Fire Safety Policy 4:** The fire station locations shall be planned to achieve a maximum run time of 3 minutes or 1.5 miles in urban areas and 6 minutes or 4.0 miles in rural areas.
 - **Fire Safety Policy 5:** All development shall have adequate access for fire fighting and emergency equipment.

- **Law Enforcement Policy 7:** The standard for law enforcement shall be 1.5 line officers assigned to patrol duty per 1,000 residents in urban communities and one line officer assigned to patrol duty per 1,000 residents in the remaining unincorporated portions of the County.
- **Law Enforcement Policy 8:** Development design should foster a sense of community and incorporate defensible space design concepts.

Also, Volume III, Section III.C-1 Fire Safety and Law Enforcement (page III.C-2) of the County General Plan states that local institutional facilities are to provide their own internal fire protection.

Educational Facilities

- **Policy 1:** Development shall be served by adequate educational facilities.

City of Stockton General Plan 2035

The following objectives and policies in the *City of Stockton General Plan 2035* related to public services are related to the proposed project.

9.7 Law Enforcement

- ▶ **Goal PFS-7:** To provide protection to the public through adequate police staffing and related resources, effective law enforcement, and the incorporation of crime prevention features in new development, as approved by the Police Department.
 - **PHS-7.1 Police Response Time:** The City shall maintain an average response time of 5 minutes or less for priority one calls.
 - **PFS-7.2 Staffing Ratios:** The City shall maintain a minimum ratio of 1.5 sworn officers per 1,000 residents served.
 - **PFS-7.3 Siting of Police Stations:** The City shall continue to plan for the location of branch police stations within newly developing areas of Stockton.
 - **PFS-7.4 Public Safety Programs:** The City shall promote public safety programs, including neighborhood watch, child identification and fingerprinting, and other public education efforts.
 - **PFS-7.5 Design Features for Crime Prevention and Reduction:** The City shall continue to promote the use of building and site design features as a means for crime prevention and reduction.

9.8 Fire Protection

- ▶ **Goal PFS-8:** To provide fire protection and law enforcement for the public's health and safety.
 - **PFS-8.1 Fire Response Time:** The City shall work to maintain a fire response time as indicated in Table 9-1, which shall be used to determine future fire stations needs.
 - **PFS-8.2 Insurance Service Organization (ISO) Rating:** The City shall strive to maintain an ISO rating of 1 as long as the rating continues to be a benefit to the City.
 - **PFS-8.3 Provision of Station Facilities and Equipment:** The City should provide fire station facilities, equipment (engines and other apparatus), and staffing necessary to maintain current levels of service throughout the City, including newly developed areas.

- **PFS-8.4 Cost Sharing:** The City shall require new development to pay all public facility fees (PFF) as a means to provide a fair share of costs to provide fire station facilities and equipment in order to maintain current levels of service in newly developed areas. Also, new development may be required to create a Community Facility District (CFD) or other funding mechanisms to pay the costs associated with the operation of a fire station.
- **PFS-8.5 Cooperation with Adjacent Fire Districts:** The City shall continue to cooperate with adjacent fire districts in the provision of fire protection services through mutual aid agreements.
- **PFS-8.6 Adequate Emergency Access and Routes:** The City shall require that new development provide adequate access for emergency vehicles, particularly firefighting equipment, as well as provide evacuation routes.
- **PFS-8.7 Proper Storage and Transport of Flammable and Explosive Materials:** The City shall require that the storage of flammable and explosive materials and transportation of such materials are in accordance with local, State and Federal safety standards.
- **PFS-8.8 Fire Flow Requirements:** The City shall ensure that adequate fire flow requirements are maintained throughout the City.
- **PFS-8.9 Fire Hazards Protection for City Programs:** The City shall consider protection from fire hazards in all planning, regulatory and capital improvement programs.
- **PFS-8.10 Public Awareness of Fire Hazards and Prevention:** The City shall continue to promote public awareness and prevention of fire hazards through fire prevention programs.
- **PFS-8.11 Weed Abatement:** The City shall maintain a weed abatement program to ensure clearing of dry brush areas. Weed abatement activities shall be conducted in a manner consistent with all applicable environmental regulations.

9.9 Schools

- ▶ **PFS-9:** To ensure that adequate school facilities are available to meet the needs of City residents.
 - **PFS-9.1 Appropriate Siting of Schools:** The City shall coordinate with school districts to locate new schools in existing residential neighborhoods, the Village areas, and other newly developing areas where they are easily accessible by motorized vehicles, bicycles, pedestrians, and public transportation.
 - **PFS-9.2 Funding for New School Construction:** The City shall support school districts in maximizing the use of developer fees and other funding options (Mello-Roos districts) to fund new construction.
 - **PFS-9.3 Monitor Enrollment Needs:** The City shall continue to work with school districts to monitor housing, population, and school enrollment trends in order to determine future enrollment needs. In particular, the City shall assess the anticipated housing and population growth for the Village areas during the specific plan development phase to determine the type of school facilities needed to support them.
 - **PFS-9.4 Elementary School Sites:** The City shall encourage school districts to site elementary schools within residential neighborhoods with a walking radius of approximately 1.5 miles. Elementary schools should be located where students need not cross major arterial or collector streets.
 - **PFS-9.5 School Funding:** To the extent allowed by State law, the City will require new projects to mitigate impacts on school facilities, which could occur through the use of developer fees. The City will

also work with school districts, developers, and the public to evaluate alternatives to funding/providing adequate school facilities.

- **PFS-9.6 School Alternatives:** The City will work with the school districts serving the planning area to evaluate the ability to expand or renovate school facilities within infill areas to provide adequate facilities and reduce issues related to the viability of infill development. The City will also work with school districts to evaluate alternative methods of providing school facilities in infill areas, such as smaller school sizes (lower capacity campuses spread through an area) or smaller campus land areas (evaluate multi-story facilities).

4.12.4 IMPACTS AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

Impacts on police services, fire protection and emergency services, and schools that would result from the proposed project were identified by comparing existing service capacity and facilities against future demand associated with project implementation. In accordance with Appendix G of the State *CEQA Guidelines*, an impact of the proposed project related to public services would be considered significant if project implementation would:

- ▶ result in the need for new or physically altered government facilities, the construction of which could cause significant environmental impacts to maintain acceptable service ratios, response times, or other performance objectives; or
- ▶ substantially increase school enrollment in any district that is near or over capacity and, as a result, cause the need to physically alter school facilities, the construction of which could cause significant environmental impacts.

ISSUES NOT DISCUSSED FURTHER

The proposed project would employ up to an estimated 3,000 new staff members at the project site. The project provides adequate on-site recreation facilities for its prison inmate population. As discussed in Section 4.11, “Population and Housing,” the 3,000 new employees would not generate a substantial number of residents or concentrate new residents within any one city (relative to the city’s population and planned growth). Therefore, the project would not create a substantial demand for recreational facilities.

In addition, it is estimated that fewer than 20 patients would be require transportation to a hospital per month, some by ambulance (less than one per day). Emergency transportation services (i.e. ambulance service) for the project would either be provided by the project, itself, or would be provided under contract by a local provider. If the emergency transportation services are contracted by a local provider, the contract would include provisions requiring that the level of service to the existing communities would be maintained, either though payment of sufficient fees to allow for purchase of additional equipment (an ambulance) and personnel, or through like provisions. The project would not increase demand of these services such that new facilities would be required.

PROJECT IMPACTS AND MITIGATION MEASURES

IMPACT PUB-1	Potential for Increase in Demand for Police Protection Services Requiring Construction of New or Expanded Facilities. <i>Development of the proposed project would not substantially increase the demand for police protection facilities and services, nor would it result in the need for additional staff members to maintain an adequate level of service. (Less than significant)</i>
-----------------	--

Implementation of the proposed project would not result in a substantial increase in demand for police facilities and services at the NCYCC facility. Currently, the NCYCC handles all of its own law enforcement needs and rarely requires assistance from the County Sheriff's Department. The NCYCC complex employs 55 officers on a rotating basis so that 33 security officers are on duty 7 days a week, 24 hours per day, 365 days per year.

The correctional staff members employed at the proposed facility would include armed officers trained and equipped to manage security. The proposed project would provide up to 1,000 additional correctional officers that would, except in unusual circumstances, provide adequate on-site law enforcement for the proposed project. The County Sheriff's Department responds to emergency calls from CDCR within San Joaquin County as needed in accordance with the County Mutual Aid Agreement. This level of response is anticipated to meet the law enforcement demand at the project site for any instances requiring back-up police protection. Due to the infrequent nature of these incidents, it is not anticipated that the proposed project would substantially increase demand for police protection services at the project site.

However, the proposed project could result in the need for some increased law enforcement presence in the project area primarily as a result of increased traffic on local roadways (on-site incidents would generally be handled by the correctional staff). Although a limited increase in law enforcement presence may be required, the need for additional law enforcement is not typically based on traffic levels, and it is unlikely that a traffic-based increase in law enforcement would, by itself, constitute an increase in demand that would require construction of new law enforcement facilities.

In addition, the project would add up to 3,000 new employees to the vicinity, which would result in increased housing and population in the region to the extent employees are new to the area (see Section 4.11, "Population and Housing," for a detailed discussion regarding impacts associated with population increase). If concentrated within one area, an increased population level could generate an increase in demand for police services.

As stated in Section 4.11, "Population and Housing," approximately 40% (up to 1,200) staff members would reside within the Stockton city limits; using the California Department of Finance's 2008 estimate of 3.087 people per household in Stockton, an increase in 1,200 households would result in an approximate population increase of 3,704. This number is a high estimate because this assumes that all of the staff members hired for the facility would relocate to Stockton from other regions, whereas realistically, some jobs would be filled from the local labor pool (see Section 4.11, "Population and Housing," for a more detailed discussion).

The City of Stockton employs approximately 400 sworn police officers (City of Stockton 2007a:9-101). The goal stated in the *City of Stockton General Plan 2035* is to maintain a minimum ratio of 1.5 sworn officers per 1,000 residents served (City Of Stockton 2007b). Therefore, assuming a population increase of 3,704, to be consistent with the City's goal, population growth associated with the proposed project could result in the need for approximately six new police officers (if all employees are new to the area). However, adding six police officers to the entire City police force represents an increase in officers of only 1.5%. This is not substantial enough to result in the need for new police facilities. In addition, the City is planning to grow substantially over the next several decades (see Section 4.11) and is currently processing applications for large residential development projects (see Chapter 5, "Cumulative Impacts"). Although employees from the project may reside in some of the new housing, and the housing would result in a demand for new police officers to serve the expanding population, the impact would be associated with the housing projects and addressed in the related CEQA documents. (The City would receive additional revenues from the housing developments. Further, the NCYCC is within the City's sphere of influence, and if annexed would fall within the Stockton city limits. If it does, additional state subventions would be provided to the City to reflect the population of patients on the project site, which would help fund City services.)

Although nearly 40% of the project-generated residents are projected to reside in Stockton, 5–10% of project-generated residents (463–926 residents) are projected to reside in the cities of Sacramento (population 475,743), Elk Grove (population 139,542), and Lodi (population 63,362), and 3–5% (278–463 residents) are projected to

reside in Modesto (population 209,936) and Manteca (population 66,451). As indicated in Section 4.11, “Population and Housing,” the population increases would be indistinguishable from the growth projected for these local areas.

The remaining project-generated population (less than 3%, or fewer than 278 residents) would likely be spread out regionally and would also be indistinguishable from projected local growth for these areas. Because the percentages of project-generated residents are so small in these areas, the project would not result in the need for the construction of new police facilities. See Section 4.11, “Population and Housing,” for more detailed discussion of population increases.

Construction of new housing that would accommodate an increased population would be required to pay appropriate local impact fees for public facilities and property taxes, which would further ensure adequate police facilities and response times. Therefore, this impact would be less than significant.

Mitigation Measure(s) for Impact PUB-1:

No significant impacts would occur, so no mitigation measures are required.

IMPACT PUB-2 Potential Increase in Demand for Fire Protection and Emergency Services Requiring Construction of New or Expanded Facilities. *Development of the proposed project would not increase the demand for fire protection and emergency services and facilities. (Less than significant)*

Implementation of the proposed project would not result in an increased demand for fire protection and emergency facilities and services at the NCYCC facility. The NCYCC has an on-site fire brigade providing 24-hour fire response. The brigade is composed of 10 firefighters and one captain. Additionally, the County provides backup fire protection services for the proposed project through the County Mutual Aid Agreement. The Colleagueville Fire Protection District responds to emergencies at the Karl Holton Youth Correctional Facility (the project site). San Joaquin County General Hospital provides emergency ambulance services to the NCYCC facility approximately once a month. The combination of on-site fire protection and backup fire protection services would provide sufficient fire protection for the proposed project.

The project would add up to 3,000 new employees, which could result in increased housing and population throughout the region to the extent employees are new to the area and not hired from the existing population (see Section 4.11, “Population and Housing,” for a detailed discussion regarding impacts associated with a population increase). If concentrated within one area, an increased population could generate an increase in demand for fire protection services. Substantial growth is planned to occur in Stockton over the next several decades (see Section 4.11), as the City has approved several large residential development projects (see Chapter 5, “Cumulative Impacts”). Although employees from the proposed project could reside in some of this housing, and the housing would result in a demand for new firefighters to serve the expanding population, the impact would be associated with the housing projects and addressed in the related CEQA documents. (The City of Stockton would receive additional revenues from the housing developments. Further, the NCYCC is within the City’s sphere of influence, and if annexed would fall within the Stockton city limits. If it does, additional state subventions would be provided to the City to reflect the population of patients at the project site, which would help fund City services.)

Although nearly 40% of the project-generated residents are projected to reside in Stockton, 5–10% of project-generated residents (463–926 residents) are projected to reside in the cities of Sacramento (population 475,743), Elk Grove (population 139,542), and Lodi (population 63,362), and 3–5% (278–463 residents) are projected to reside in Modesto (population 209,936) and Manteca (population 66,451). As indicated in Section 4.11, “Population and Housing,” the population increases would be indistinguishable from the growth projected for these local areas.

The remaining project-generated population (less than 3% or fewer than 278 residents) would likely be spread out regionally and would also be indistinguishable from projected local growth for these areas. Because the percentages of project-generated residents are so small in these areas, the project would not result in the need for the construction of new fire protection facilities. See Section 4.11, "Population and Housing," for more detailed discussion of population increases.

Construction of new housing that would accommodate increased population would be required to pay appropriate local impact fees for public facilities and property taxes, which would further ensure adequate fire protection facilities and response times.

Therefore, this impact would be less than significant.

Mitigation Measure(s) for Impact PUB-2:

No significant impacts would occur, so no mitigation measures are required.

IMPACT PUB-3 **Potential Increase in Demand for Schools Requiring Construction of New or Expanded Facilities.**
Development of the proposed project would not increase the demand for schools and facilities. (Less than significant)

As discussed in Section 4.11, it is likely that a large portion of the project-generated employees would come from the local communities. Thus, it can be assumed that these employees would not contribute to new demand for schools. To the extent new employees would move to the area, they would be accommodated within the substantial existing and planned new housing in the region. New housing typically generates students that affect school capacity. Where schools or school districts are over their capacities, new housing is required to pay local school impact fees for public schools in all the communities served by the project, which is considered, under CEQA, to be adequate mitigation for schools. The decision of where the housing is constructed, and therefore where schools may be affected by new students, is the responsibility of the local jurisdictions in which housing would occur. Although the proposed project would generate new employees in the region, to the extent they move to new housing or indirectly result in new homes being constructed, the impacts to schools would be mitigated through school mitigation fee collection. Finally, as discussed in Section 4.11, any new employees would be dispersed throughout the region and would not be substantial when considered within the existing and planned populations of the communities in which they would reside. Therefore, the proposed project would result in a less-than-significant impact related to schools.

Mitigation Measure(s) for Impact PUB-3:

No significant impacts would occur, so no project-level mitigation measures are required.