

3.17 Public Services

This section addresses the following public services that could be affected by implementation of the proposed program: fire protection services, emergency services, law enforcement, and schools. Other sections in this PEIR address selected public services focused on the following resources:

- Section 3.9, “Energy,” discusses energy resources and uses.
- Section 3.12, “Hazards and Hazardous Materials,” discusses emergency response to hazardous materials incidents, wildland fire hazards, and potential effects on schools within one-quarter mile of a hazard.
- Section 3.13, “Hydrology,” discusses surface water and supply resources; flood management resources, such as levees, channels, dams, weirs, and other flood management infrastructure; and emergency response to flooding.
- Section 3.18, “Recreation,” discusses potential effects on the lands and waters used for recreation, recreational access and facilities, and recreation opportunities in the study area.
- Section 3.19, “Transportation and Traffic,” discusses potential project effects on access for emergency services.
- Section 3.20, “Utilities and Service Systems,” discusses wastewater treatment systems, storm drainage, solid waste facilities and disposal, transmission lines, power plants, natural gas, petroleum facilities, and communications.

This discussion of public services and analysis of potential impacts is composed of the following subsections:

- Section 3.17.1, “Environmental Setting,” describes the physical conditions in the study area as they apply to public services.
- Section 3.17.2, “Regulatory Setting,” summarizes federal, State, and regional and local laws and regulations pertinent to evaluation of the proposed program’s impacts on public services.
- Section 3.17.3, “Analysis Methodology and Thresholds of Significance,” describes the methods used to assess the environmental

effects of the proposed program and lists the thresholds used to determine the significance of those effects.

- Section 3.17.4, “Environmental Impacts and Mitigation Measures for NTMAs,” discusses the environmental effects of near-term management activities (NTMAs) and identifies mitigation measures for significant environmental effects.
- Section 3.17.5, “Environmental Impacts, Mitigation Measures, and Mitigation Strategies for LTMAs,” discusses the environmental effects of long-term management activities (LTMAs) and identifies mitigation measures for significant environmental effects.

NTMAs and LTMAs are described in detail in Section 2.4, “Proposed Management Activities.”

3.17.1 Environmental Setting

Information Sources Consulted

Sources of information used to prepare this section include the following:

- The Fire Protection Responsibility Map and online information about counties with cooperative fire protection agreements, both published by the California Department of Forestry and Fire Protection (CAL FIRE) (2010a, 2010b)
- An online description of the California Emergency Management Agency (CalEMA) (2010)
- The *California Boating Safety Report* issued by the California Department of Boating and Waterways (DBW) (2007) and online information about boating safety from the San Joaquin County Sheriff’s Department (2010)
- Agency Web sites describing the law enforcement functions of the California Department of Fish and Game (DFG), National Park Service (NPS), and U.S. Bureau of Land Management (BLM) (DFG 2010; NPS 2006; BLM 2010)
- A statewide database of California colleges (State of California 2010)

Geographic Areas Discussed

Public services are discussed for the following geographic areas within the study area:

- Extended systemwide planning area (Extended SPA) divided into the Sacramento and San Joaquin Valley and foothills and the Sacramento–San Joaquin Delta (Delta) and Suisun Marsh
- Sacramento and San Joaquin Valley watersheds
- SoCal/coastal Central Valley Project/State Water Project (CVP/SWP) service areas

None of the management activities included in the proposed program would be implemented in the SoCal/coastal CVP/SWP service areas. In addition, implementation of the proposed program would not result in long-term reductions in water deliveries to the SoCal/coastal CVP/SWP service areas (see Section 2.6, “No Near- or Long-Term Reduction in Water or Renewable Electricity Deliveries”). Given these conditions, little to no effect on public services is expected in the portion of the SoCal/coastal CVP/SWP service areas located outside of the Sacramento and San Joaquin Valley watersheds and Sacramento and San Joaquin Valley and foothills. Therefore, this geographic area is not discussed in detail in this section.

Extended Systemwide Planning Area

Sacramento and San Joaquin Valley and Foothills

Fire Protection Services City and county fire departments and CAL FIRE respond to nonwildland fires that burn within the Sacramento and San Joaquin Valley and foothills. Nonwildland fires are structural, chemical, petroleum, electrical, vehicle, and other fires that involve human-made materials. CAL FIRE and the U.S. Forest Service (USFS) have primary responsibility for fighting wildland fires, which are fires that break out in vegetated areas such as forests, chaparral, and grassland (Figure 3.17-1). CAL FIRE has fire protection agreements with 18 of the 28 counties within the Sacramento and San Joaquin Valley and foothills to provide a wide variety of emergency services, which may include responding to nonwildland fires, depending on the county (CAL FIRE 2010a).

CAL FIRE and USFS generally respond according to established jurisdictional boundaries. The cooperative fire management agreement between the federal agencies and CAL FIRE is the primary framework for wildland fire protection statewide. A fire protection agreement between CAL FIRE and USFS allows the agencies to share fire protection resources to augment their respective capabilities. In practice, the cities and counties, CAL FIRE, and USFS provide mutual assistance when needed.

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Figure 3.17-1. California Fire Protection Responsibility Map

The National Interagency Fire Center, located in Boise, Idaho, assists with suppression of wildland fires nationwide. The center is a collaborative effort by seven federal agencies—the U.S. Bureau of Indian Affairs, BLM, USFS, the U.S. Fish and Wildlife Service, NPS, the National Weather Service, and the U.S. Office of Aircraft Services—to coordinate and support wildland fire and disaster response. CAL FIRE and CalEMA work closely with these agencies to manage responses to wildland fires.

Emergency Services Emergency services consist of emergency preparation, response, and recovery efforts. Emergencies range from calls to provide individuals with medical assistance to large-scale disasters, such as evacuations resulting from wildland fires and floods.

City police departments and county sheriff's departments provide emergency services within their respective jurisdictions. There are 28 counties and numerous cities within the Sacramento and San Joaquin Valley and foothills, each with their own emergency service providers. Large-scale emergency services are handled by the city police and county sheriff's departments in cooperation with the State emergency response network overseen by CalEMA.

CalEMA has three administrative regions—Coastal, Inland, and Southern—that encompass California's 58 counties (Figure 3.17-2). The Sacramento and San Joaquin Valley and foothills lie within the Coastal and Inland regions. Emergency service providers could be called upon to assist with emergencies that occur within their designated region, and to assist the other regions. CAL FIRE, USFS, the Federal Emergency Management Agency (FEMA), and the American Red Cross also provide assistance in large-scale emergencies.

Law Enforcement Law enforcement services consist of crime prevention, investigation, and apprehension of lawbreakers, and include duties to keep the peace and protect life and property. Law enforcement agencies often enter into cooperative aid agreements with neighboring or overlapping law enforcement jurisdictions to consolidate their resources and facilitate communication.

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Figure 3.17-2. The California Emergency Management Agency’s Administrative Regions for Emergency Services

Law enforcement services in the Sacramento and San Joaquin Valley and foothills are provided by city police departments, county sheriff's departments, and the California Highway Patrol (CHP). In addition, State and federal agencies, such as DFG, the California Department of Parks and Recreation, USFS, BLM, and NPS, provide law enforcement on public lands through the use of park rangers and other staff. In general, the nature of an offense or law enforcement duty establishes the jurisdiction. The local law enforcement agency has primary responsibility for handling conflicts between people and most violations of State law; State and federal agencies respond when violations occur on public lands within their jurisdictions. The responsibilities of the various State and federal agencies include the following:

- CHP provides traffic law enforcement along Interstate 5 (I-5), State routes, and State highways in the Sacramento and San Joaquin Valley and foothills.
- DFG has four enforcement districts—Northern, North Coast, Central, and Southern—and provides law enforcement related primarily to State fish and game laws in the counties within each respective district (Figure 3.17-3). Portions of the Sacramento and San Joaquin Valley and foothills are located in the Northern, North Coast, and Central districts.
- State park rangers are peace officers under State law with authority similar to city police or county sheriff's personnel. The rangers' primary responsibility is to enforce park policies and regulations within lands under their jurisdiction.
- USFS uses federal law enforcement officers with jurisdiction on federal lands. USFS does not assume the responsibilities of sheriff's departments; instead, the agency enforces the federal codes that govern public behavior on lands managed by USFS.
- BLM has been given specific resource protection and law enforcement responsibilities that relate to its resource management mission. BLM fields a force of approximately 200 law enforcement rangers (uniformed officers) and 70 special agents (criminal investigators) in California who enforce a wide range of laws and regulations in the prevention, detection, and investigation of crimes affecting public lands (BLM 2010).

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Figure 3.17-3. The California Department of Fish and Game’s Law Enforcement Districts

- NPS park rangers carry out various tasks associated with forest or structural fire control: protection of property; enforcement of laws and regulations; investigation of violations, complaints, trespass/encroachment, and accidents; and search and rescue (NPS 2006).

In California (including the Sacramento and San Joaquin Valley and foothills), boating laws are generally enforced locally by such agencies as the county sheriff's department and municipal marine patrol units. DBW conducts a program that focuses on funding local law enforcement agencies, training their personnel to adequately enforce boating laws, and ensuring that enforcement of the State's boating laws is uniform throughout California (DBW 2007).

Schools School districts in the Sacramento and San Joaquin Valley and foothills provide educational services for children 6–18 years of age. School districts are autonomous governmental entities responsible for providing educational services for elementary school, middle school, and high school students. Districts elect their own governing boards and appoint their own superintendents. County offices of education assist the school districts with administrative and curricular support. Figure 3.12-2 in Section 3.12, "Hazards and Hazardous Materials," shows the locations of schools in the study area.

Numerous private or charter schools, which receive funding from a variety of sources, and many community colleges and 4-year colleges and universities also operate within the Sacramento and San Joaquin Valley and foothills.

Delta and Suisun Marsh

Fire Protection Services Fire protection services in the Delta and Suisun Marsh are similar to services provided in the Sacramento and San Joaquin Valley and foothills. Cities and county fire departments and fire protection districts (including San Joaquin County's Delta Fire Protection District and the Contra Costa Fire Protection District) have primary responsibility for fighting nonwildland fires in the Delta and Suisun Marsh; CAL FIRE and USFS respond primarily to wildland fires in this geographic area. Volunteer firefighters are also available to respond to fire emergencies, as needed. Fire suppression in areas not under the jurisdiction of a fire protection district is the responsibility of the landowners. CAL FIRE has a cooperative agreement with Alameda County for emergency services (CAL FIRE 2010a).

Emergency Services Emergency services in the Delta and Suisun Marsh are similar to services provided in the Sacramento and San Joaquin Valley

and foothills. CAL FIRE, USFS, FEMA, and the American Red Cross provide supplementary emergency services. The U.S. Coast Guard also patrols all navigable waterways in the Delta and coordinates regularly with all sheriff's departments. The U.S. Coast Guard vessels stationed at Rio Vista provide limited patrols for the entire Delta.

The Delta and Suisun Marsh include many islands, with limited connections between islands, and thus lengthy routes between locations that are vulnerable to delays. Additionally, there are a few drawbridges and swing bridges in the area that can further slow response times.

Law Enforcement Law enforcement services in the Delta and Suisun Marsh are similar to those provided in the Sacramento and San Joaquin Valley and foothills. CHP handles most traffic violations, and State and federal agencies handle law enforcement on lands within their jurisdictions. Local law enforcement is provided by various departments within Delta cities and counties. These law enforcement agencies have primary responsibility for handling conflicts between people and most violations of State law. For example, the Marine Patrol Division of the San Joaquin County Sheriff's Department operates the Boating Safety Unit, which provides law enforcement services to residents living on more than 700 miles of rivers and waterways in the Delta (San Joaquin County Sheriff's Department 2010). The Contra Costa County Sheriff's Department provides law enforcement services in the Delta, as well.

As in the Sacramento and San Joaquin Valley and foothills, boating laws are enforced locally in the Delta and Suisun Marsh by such agencies as county sheriff's departments and municipal marine patrol units. As described previously for the valley and foothills geographic area, local law enforcement agencies in the Delta and Suisun Marsh receive funding and training from DBW to ensure that the State's boating laws are adequately and uniformly enforced.

Schools Because of the rural nature of much of the Delta, relatively few educational facilities are located in this area. School districts have been formed to provide educational services for children 6–18 years of age. In addition, some private or charter schools, which receive funding from a variety of sources, are located within the Delta and Suisun Marsh.

Los Medanos College, a community college in east Contra Costa County, and the University of the Pacific, a 4-year university in Stockton, are the only colleges within the Delta and Suisun Marsh, although various community colleges, colleges, and university systems have satellite campuses or other facilities in the Delta and Suisun Marsh area (State of California 2010).

Sacramento and San Joaquin Valley Watersheds

Fire Protection Services Fire protection services in the Sacramento and San Joaquin Valley watersheds are similar to those in the Sacramento and San Joaquin Valley and foothills and the Delta and Suisun Marsh. Cities and counties have primary responsibility for fighting nonwildland fires, and CAL FIRE and USFS respond primarily to wildland fires. CAL FIRE has agreements with 22 of the 34 counties located wholly or partially within the Sacramento and San Joaquin Valley watersheds (CAL FIRE 2010a).

Emergency Services Emergency services in the Sacramento and San Joaquin Valley watersheds are similar to those provided in the Sacramento and San Joaquin Valley and foothills and the Delta and Suisun Marsh. City police departments and county sheriff's departments provide emergency services within their jurisdictions. Large-scale emergency services are handled by city police and county sheriff's departments in cooperation with the State emergency response network overseen by CalEMA. CHP provides ground and air support for emergencies along the I-5 corridor and State highways throughout the Sacramento and San Joaquin Valley watersheds. CHP also assists with traffic control during emergencies, and CAL FIRE, USFS, FEMA, and the American Red Cross provide supplementary emergency services.

Law Enforcement Law enforcement services in the Sacramento and San Joaquin Valley watersheds are similar to those provided in the Sacramento and San Joaquin Valley and foothills and the Delta and Suisun Marsh. Local law enforcement agencies have primary responsibility for handling conflicts between people and most violations of State law, CHP handles most traffic violations, and State and federal agencies enforce laws on lands within their jurisdictions.

As in the Sacramento and San Joaquin Valley and foothills and the Delta and Suisun Marsh, boating laws are enforced locally in the Sacramento and San Joaquin Valley watersheds by agencies such as county sheriff's departments and municipal marine patrol units. As described previously for other geographic areas within the study area, local law enforcement agencies in the Sacramento and San Joaquin Valley watersheds receive funding and training from DBW to ensure that the State's boating laws are adequately and uniformly enforced.

Schools Educational services in the Sacramento and San Joaquin Valley watersheds are similar to those provided in the Sacramento and San Joaquin Valley and foothills and the Delta and Suisun Marsh. School districts have been formed to provide educational services for children 6–18 years of age. Numerous private or charter schools, which receive funding from a variety of sources, and many community colleges and 4-

year colleges and universities are also located in the Sacramento and San Joaquin Valley watersheds.

SoCal/Coastal CVP/SWP Service Areas

As stated previously, because the proposed program is not expected to have significant impacts on public services within the SoCal/coastal CVP/SWP service areas, public services in these service areas are not discussed in detail.

Fire Protection Services Fire protection services in the SoCal/Coastal CVP/SWP service areas are similar to those provided in the other geographic areas within the study area. However, urban population densities are higher in the SoCal/coastal CVP/SWP service areas than elsewhere in the study area, which influences the types and extent of fire protection services provided. Cities and counties in the SoCal/coastal CVP/SWP service areas provide fire protection services primarily for nonwildland fires; CAL FIRE and USFS have primary responsibility for fighting wildland fires.

Emergency Services Emergency services in the SoCal/coastal CVP/SWP service areas are similar to those provided in the other geographic areas within the study area. Cities and counties in the SoCal/coastal CVP/SWP service areas are primarily responsible for providing emergency services. They receive assistance from regional, State, and federal agencies for emergencies that require resources beyond the capability of the local jurisdiction.

Law Enforcement Law enforcement services in the SoCal/coastal CVP/SWP service areas are similar to those provided in the other geographic areas within the study area. Counties maintain sheriff's departments that have jurisdiction within county boundaries, and incorporated cities maintain police departments that have jurisdiction within the city limits. However, urban population densities are higher in the SoCal/coastal CVP/SWP service areas than elsewhere in the study area, which influences the types and extent of law enforcement services provided. In coastal areas, the U.S. Coast Guard is an additional agency beyond those already mentioned with responsibility for enforcement of boating and maritime laws.

Schools Educational services in the SoCal/coastal CVP/SWP service areas are similar to those provided in the other geographic areas within the study area. School districts have been formed to provide educational services for children 6–18 years of age. In addition, numerous private or charter schools, which receive funding from a variety of sources, and many community colleges and 4-year colleges and universities are also located in

the SoCal/coastal CVP/SWP service areas. Urban population densities are higher in the SoCal/coastal CVP/SWP service areas than elsewhere in the study area, which may influence the variety of educational services provided.

3.17.2 Regulatory Setting

The following text summarizes federal, State, and regional and local laws and regulations pertinent to evaluation of the proposed program's impacts on public services.

Federal

No federal plans, policies, regulations, or laws related to public services are applicable to the proposed program.

State

No State plans, policies, regulations, or laws related to public services are applicable to the proposed program.

Regional and Local

Each county and city in the study area has its own general plan policies and local ordinances. Public services is not a required element of general plans; however, most cities and counties incorporate goals and policies related to public services into various elements of the general plan or include an optional element related to public services. General plans typically assess the adequacy and availability of existing public services and identify the need for and location of future services to serve growth anticipated in the general plan. Should a place-based project be defined and pursued as part of the proposed program, and should the CEQA lead agency be subject to the authority of local jurisdictions, the applicable county and city policies and ordinances would be addressed in a project-level CEQA document as necessary.

3.17.3 Analysis Methodology and Thresholds of Significance

This section provides a program-level evaluation of the direct and indirect effects related to public services of implementing management actions included in the CVFPP, expressed as NTMAs and LTMAAs. The methods used to assess how different categories of NTMAs and LTMAAs could affect public services are summarized in "Analysis Methodology"; thresholds for evaluating the significance of potential impacts are listed in "Thresholds of Significance." Potential effects related to each significance threshold are discussed in Section 3.17.4, "Environmental Impacts and Mitigation Measures for NTMAAs," and Section 3.17.5, "Environmental Impacts, Mitigation Measures, and Mitigation Strategies for LTMAAs."

Analysis Methodology

Impact evaluations were based on a review of the management actions proposed under the CVFPP, expressed as NTMAs and LTMA in this PEIR, to determine whether these actions could result in impacts related to public services. NTMAs and LTMA are described in more detail in Section 2.4, “Proposed Management Activities.” The overall approach to analyzing the impacts of NTMAs and LTMA and providing mitigation is summarized below and described in detail in Section 3.1, “Approach to Environmental Analysis.” NTMAs are evaluated at a greater level of specificity than LTMA for the following reasons:

- NTMAs are better defined and less conceptual than LTMA, are more likely to be implemented in the short term (within the first 5 years after approval of the CVFPP), and are generally less complex.
- NTMAs have more secure funding sources than LTMA.
- Environmental impacts of NTMAs can generally be evaluated more accurately than impacts of LTMA.

NTMAs can consist of any of the following types of activities:

- Improvement, remediation, repair, reconstruction, and operation and maintenance of existing facilities
- Construction, operation, and maintenance of small setback levees
- Purchase of easements and/or other interests in land
- Operational criteria changes to existing reservoirs that stay within existing storage allocations
- Implementation of the vegetation management strategy included in the CVFPP
- Initiation of conservation elements included in the proposed program
- Implementation of various changes to DWR and Statewide policies that could result in alteration of the physical environment

All other types of CVFPP activities fall within the LTMA category. However, NTMA-type activities (e.g., remediation of existing levees) would continue to be implemented in the CVFPP study area into the longer term time frame of the LTMA.

NTMAs are evaluated using a typical “impact/mitigation” approach. Where impact descriptions and mitigation measures identified for NTMAs also apply to LTMAs, they are also attributed to LTMAs, with modifications or expansions as needed.

Implementation of the proposed program would result in construction-related, operational, and maintenance-related impacts on public services—fire protection services, emergency services, law enforcement, and schools. Fire protection services consist of fire suppression, emergency dispatch, specialized training, fire prevention, fire safety education, and emergency medical response. Impacts on public services that would result from implementation of the proposed program were identified by comparing general information about existing facilities as presented in Section 3.17.1, “Environmental Setting,” against future demands that would be generated by the proposed program. Evaluation of potential impacts was based on a review of information pertaining to the study area that is publicly available from CAL FIRE, CalEMA, DFG, NPS, and BLM.

As mentioned previously, little to no effects on public services are expected in the portion of the SoCal/coastal CVP/SWP service areas located outside of the Sacramento and San Joaquin Valley and foothills and the Sacramento and San Joaquin Valley watersheds because no program management activities would be implemented in these areas; therefore, this geographic area is not discussed in detail in this section.

Thresholds of Significance

The following applicable threshold of significance has been used to determine whether implementing the proposed program would result in a significant impact. This threshold of significance is based on the questions posed in Appendix G of the CEQA Guidelines, as amended. A public services impact is considered significant if implementation of the proposed program would do the following when compared against existing conditions:

- Result in substantial adverse physical effects associated with the provision of new or altered governmental facilities in order to maintain acceptable service ratios, response times, or other performance objectives for public services such as schools, fire protection, law enforcement, or other emergency services

Significance Thresholds Not Evaluated Further

The CVFPP entails physical construction, operation, management, and policy changes related to flood protection and management. The proposed program does not include any components that would result in a demand for school services (e.g., homes), and therefore would not result in the need

for new construction or physical alteration of schools. Therefore, the threshold of significance related to schools would not apply to the CVFPP. This issue is not evaluated further.

3.17.4 Environmental Impacts and Mitigation Measures for NTMAs

This section describes the physical effects of NTMAs on public services. For each impact discussion, the environmental effect is determined to be either less than significant, significant, potentially significant, or beneficial compared to existing conditions and relative to the thresholds of significance described above. These significance categories are described in more detail in Section 3.1, "Approach to Environmental Analysis."

Impact PS-1 (NTMA): *Physical Effects Resulting from the Need for New or Altered Law Enforcement or Fire Protection Facilities and Services*

Modifying existing levees or constructing and operating new levees, changing reservoir operations, and implementing other NTMAs would not result in the need for new or altered law enforcement or fire protection facilities. The potential for construction and operational activities associated with NTMAs to necessitate increased fire or police protection services, such as additional officers and equipment, is remote. Adequate service is provided in the region by local county and city service departments, and actions would be conducted in compliance with Occupational Safety and Health Administration (OSHA) standards.

Construction activities could affect emergency fire protection services because they could spark a wildland fire on a project site or an adjacent area. However, as discussed in Section 3.12, "Hazards and Hazardous Materials," DWR is required by law to comply with OSHA's fire protection and prevention standard (29 CFR 1926.150(f)), which requires development and implementation of a project-specific fire protection program. As a result, the potential for construction activities to spark an uncontrollable wildland fire is considered remote.

For the reasons stated above, program implementation would not result in a potential for substantial adverse physical effects from new or altered facilities. Therefore, this impact would be **less than significant**. No mitigation is required.

3.17.5 Environmental Impacts, Mitigation Measures, and Mitigation Strategies for LTMA

This section describes the physical effects of LTMA on public services. LTMA include a continuation of activities described as part of NTMA and all other actions included in the proposed program, and consist of all of the following types of activities:

- Widening floodways (through setback levees and/or purchase of easements)
- Constructing weirs and bypasses
- Constructing new levees
- Changing operation of existing reservoirs
- Achieving protection of urban areas from a flood event with 0.5 percent risk of occurrence
- Changing policies, guidance, standards, and institutional structures
- Implementing additional and ongoing conservation elements

Actions included in LTMA are described in more detail in Section 2.4, “Proposed Management Activities.”

The impact identified above for NTMA would also be applicable to many LTMA and is identified below. The NTMA impact discussion is modified or expanded where appropriate to address conditions unique to LTMA.

LTMA Impacts and Mitigation Measures

Impact PS-1 (LTMA): Physical Effects Resulting from the Need for New or Altered Law Enforcement or Fire Protection Facilities and Services

This impact would be similar to Impact PS-1 (NTMA), described above. In the longer term, neither levee modification, construction, or operation nor changes in reservoir operations would result in the need for new or altered law enforcement or fire protection facilities. Also, legally mandated, project-specific fire protection programs related to construction activities would negate the need for emergency fire protection services. Therefore, this impact, as it relates to public services, would be **less than significant**. No mitigation is required.

LTMA Impact Discussions and Mitigation Strategies

The impacts of the proposed program's NTMAs and LTMAs related to public services are thoroughly described and evaluated above. The general narrative descriptions of additional LTMA impacts and mitigation strategies for those impacts that are included in other sections of this draft PEIR are not required for public services.