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## **IV. ENVIRONMENTAL IMPACT ANALYSIS**

### **N. PUBLIC SERVICES**

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#### **INTRODUCTION**

This section of the Revised Draft EIR provides a description of public services within the City of Healdsburg, information on regulations and agencies with jurisdiction over the Project area, proposed General Plan policies relevant to public services, and an analysis of potential impacts related to public services resulting from implementation of the proposed General Plan. Information used to prepare this section was taken from the *Healdsburg 2030 General Plan Background Report* (January 2009 Draft), *City of Healdsburg Police Department Annual Report 2005-2006*, and the *City of Healdsburg Recreational Needs Assessment* (2006). An evaluation of potential impacts related to safety can be found in Section IV.H (Hazards & Hazardous Materials).

## 1. FIRE PROTECTION SERVICES

### ENVIRONMENTAL SETTING

#### Physical Setting

##### *Fire Protection*

Fire protection and emergency response services are provided by the City of Healdsburg Fire Department (HFD) for all areas within the incorporated limits of the city and City-owned properties outside of the city limits.

The HFD also provides fire protection for the Fitch Mountain area (outside of the city but within the City's Urban Service Area) under a contract with the Sonoma County Department of Emergency Services. The California Department of Forestry and Fire Protection (Cal Fire) automatically responds to all fires in the City's Mutual Threat Zone during fire season. The nearest Cal Fire fire station is located off of Lytton Springs Road just north of Healdsburg. Aid is also provided by the Windsor Fire District who responds to those fires in the service area south of Powell Avenue and the Geyserville Fire District responds to fires in the service area north of Powell Avenue.<sup>1</sup>

The HFD in conjunction with Cal Fire, the Geyserville Fire District, and the Sonoma County Dept. of Emergency Services established a *Mutual Threat Zone* (MTZ) in 1996 for those areas that encompass the Fitch Mountain area including the ridgeline to its north. For any fire calls within the MTZ during fire season, aid is provided by all three agencies. The HFD also has a contract to provide fire protection to the County Service Area (CSA) #40 to the west of the city. Since much of these lands are also within Cal Fire's State Responsibility Areas (SRA), the HFD works closely with Cal Fire on any response.

The only HFD fire station is located at the northwest corner of Healdsburg Avenue and Grant Street. The HFD currently has three Type 1 fire engines, one Type 2 engine, ~~two Type 3 engines~~, one ladder truck, ~~one reserve unit~~ and three utility vehicles. Staff resources include eleven full-time firefighters and a reserve of approximately 32 volunteer firefighters.<sup>2</sup> The ratio of firefighters to population is currently 0.94 per thousand. The HFD has historically relied upon reserve firefighters to meet the demand for service created by call volume. However, this has become more difficult as the training requirements have grown and most persons have less time to dedicate to the HFD.

The HFD services include fire suppression, fire prevention, building inspection for fire safety, public safety education, weed abatement, disaster preparedness, emergency medical services, fire hydrant maintenance, public assistance, and hazardous materials management.

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<sup>1</sup> City of Healdsburg Fire Department, electronic mail correspondence, September 28, 2007.

<sup>2</sup> Ibid.

The city currently maintains an overall insurance rating (ISO) of 4 on a scale of 1 to 10, with 1 being the best. The HFD maintains a standard response goal of less than five minutes and averages a four-minute response time for medical and fire emergencies within the city limits. Response time to Parkland Farms subdivision in the northern part of Sub-Area A is close to the five-minute threshold.

A Facility Options Report was prepared for the HFD in 1989 that evaluated projected conditions in 2015 and presented recommendations to improve fire fighting capabilities. The report findings were based on an increase in projected call volumes to 1,471 by 2015. However, as of 2007 this call volume has been almost exceeded. This has been, in part, due to a marked increase in medical emergencies and hazardous materials calls. The 1989 report also noted that a northern substation may be needed, depending upon development in Sub-Areas B and C. In fact, a northern substation will be constructed as part of the Saggio Hills project that was approved by the City Council in 2008.

### ***Fire Hazards***

Figure IV.H-4 depicts areas of high fire hazard as identified by Cal Fire. The zone of high fire hazard includes much of Fitch Mountain, particularly its western and southern slopes, and the wooded and brush-covered ridges in Sub-Areas B and C. The concern in these zones is primarily for fire equipment accessibility, and the interface between flammable wildland vegetation and residential structures. Existing streets in the Fitch Mountain area, both within city limits and within County jurisdiction, are relatively narrow and include sharp turns and dead ends. Because of these constraints, the City uses smaller apparatus to respond to fires in this area. In addition, the existing water system in the area has limited storage capacity, particularly the zones served by the Cadoul and Sunset water storage tanks.

### ***Risk Reduction Measures***

The City has required the installation of sprinkler systems in all new buildings since 1987 and encourages them in existing structures. Sprinklers reduce the overall amount of water needed to control structural fires by 50 to 75 percent. The City's requirement for fire sprinklers in all new development also reduces fire risks, since the systems are extremely effective in extinguishing structure fires. Other requirements under the City fire code include fire-resistant roofing, minimum hydrant spacing, the provision of more than one access road into new development, and vegetation clearance around structures and along roads in areas with wildland fire hazards, as well as the provisions of the International Wildland Urban Interface Code, Phase I.<sup>3</sup> Phase II of this code will go into effect in mid 2008.

### ***Medical Emergency Response Services***

Medical emergency response is provided by both the HFD, which provides basic life support, and Bell's Ambulance Service, which provides advanced life support and transport to medical facilities. Bell's

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<sup>3</sup> *Ibid.*

Ambulance Service is a private company located in the city, which serves both the city and the surrounding area. As with fire emergencies, four to six minutes is considered the maximum acceptable response for most medical emergencies.

### ***Hazardous Materials***

The HFD has been delegated the responsibility of responding to hazardous materials releases and administration of a variety of state regulatory programs for controlling risks from hazardous material use, storage, and disposal. The HFD responds to all reported releases of hazardous materials and has been assigned the authority as Incident Scene Manager pursuant to City Ordinance 871. In accordance with State training requirements, all HFD personnel are trained to the First Responder Operational level, while HFD officers are trained to the Incident Commander level. Although the City contracts with the County of Sonoma for a Hazardous Materials Entry Team when required, the HFD performs multiple roles such as Incident Commander, Safety Officer, decontamination, and perimeter security.

Due to the extended nature of releases, hazardous materials incidents can tax the resources of the HFD. In 1999, a release of a corrosive solution into Foss Creek involved the resources of the HFD for almost a week. As an agency that depends heavily upon reserve personnel, it has become difficult to maintain the staffing necessary for incidents with such duration.

### ***Regulatory Setting***

#### ***Federal***

No federal plans, policies, regulations or laws related to fire protection are applicable to the proposed Project.

#### ***State***

~~State Fire Responsibility Areas (SRAs) are determined by Cal Fire. These areas delineate land for which the state assumes primary financial responsibility for protecting natural resources from fire damage. The system of classification is not based on the ability to protect an area from fire, but rather on the vegetative cover and natural resource values.~~ To recognize the severity of wildland fire hazards in certain areas of California, the state enacted legislation (California Public Resources Code Section 4290) requiring local jurisdictions to adopt minimum recommended standards pertaining to road design for fire equipment access; standards for identifying streets, roads, and buildings; minimum private water supply reserves for emergency fire use; and fuel breaks and greenbelts to achieve fuel reductions. With certain exceptions, all new development and construction ~~on the perimeter of and within SRAs~~ must meet these standards.

## ***Regional/Local***

### ***City of Healdsburg Fire Code***

The City Fire Code (adopted by the City Council per Resolution 1062 on November 5, 2007)<sup>4</sup> is enforced by the HFD and requires fire reduction measures for specific plan areas and the project sites. Fire reduction measures include fire sprinklers, fire resistant coatings, construction and maintenance of fuel breaks, management of fire-prone vegetation along streets, maintenance of clearances around structures, providing minimum street widths and turning radii, limiting the lengths of cul-de-sacs and dead end streets, limiting excessive street grades, and requiring at least two access roads in and out of developed areas.

### ***Specific and Area Plans***

Fire reduction measures have been adopted by the City in the Specific Plan for Sub-Area A, the Ridgeline North Area Plan and the Saggio Hills Area Plan. These include construction and maintenance of fuel breaks, management of fire-prone vegetation along streets, maintenance of clearances around structures, providing minimum street widths and turning radii, limiting the lengths of cul-de-sacs and dead end streets, limiting excessive street grades, and requiring at least two access roads in and out of developed areas.

For example, the Saggio Hills Area Plan includes the following objectives and policies:

- Objective PFS-7      Provide fire and emergency services to the Plan Area consistent with City standards, and protect development from the threat of wildfire.
- Objective PFS-8      Maintain adequate fire and emergency services for residents of the Plan Area.
- Objective PFS-9      Reduce the threat of wildfire to development in the Plan Area.
- Policy PFS-9.1      Provide ingress and egress to the resort and residential units through the design of streets and configuration of development in relation to open space areas, while maintaining the rural character of the site.
- Policy PFS-9.2      Construct and maintain fuel breaks along access roads and between developed areas and areas with dense natural vegetation.
- Policy PFS-9.3      Provide a vegetation management plan to control the underbrush and vegetation onsite to minimize potential fuel, especially during dry months.

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<sup>4</sup> City of Healdsburg Fire Department, phone correspondence, February 4, 2008.

- Policy PFS-9.4      Provide a vegetation management plan to create different zones for fuel maintenance; create different vegetation zones with specific maintenance criteria related to the proximity to buildings and other improvements.
- Policy PFS-9.5      Landscape plans for development within the Plan Area shall include plants that are fire retardant in order to reduce the potential of the spread of wildfire through the Plan Area.

## **PROPOSED GENERAL PLAN POLICIES AND IMPLEMENTATION MEASURES**

Proposed General Plan policies and implementation measures that affect or pertain to fire protection services are listed below.

### **Policies**

- *ED-A-4:* Encourage businesses that generate revenues such as transient occupancy tax and sales tax, in addition to property taxes, in order to support city services.
- *T-A-4:* New local streets shall ensure direct and adequate access to properties for emergency service vehicles.
- *T-A-12:* The City will strive to complete links in the existing street system to improve continuity and provide emergency vehicle access, consistent with existing neighborhood character and pedestrian safety, subject to fiscal and geological limitations.
- *PS-E-2:* The City will offset the need for new Fire Department staff and equipment and improve fire safety by continuing to require built-in fire protection equipment in new development.
- *PS-E-3:* The City Fire Department will ensure that the design of new development facilitates access by firefighting apparatus.
- *S-D-1:* Areas of wildland high fire hazard as determined by CalFire shall be designated for open space or low-intensity uses.
- *S-D-2:* All new development designated as being in a wildland high fire hazard zone shall:
  - a. Be constructed to meet wildland urban interface standards as required by the California Fire & Building Code.
  - b. Implement and maintain vegetation management plans around all structures in accordance with state and local standards.
- *S-D-3:* The City shall promote the active and continuous involvement of government, industry, and citizens in all aspects of fire prevention and control.

- *S-D-4:* The City shall endeavor to improve its overall fire insurance (ISO) rating and lower the fire insurance rating in commercial and industrial areas of the city that currently have higher ratings than the citywide rating.
- *S-D-5:* The City will seek to minimize response time to fires.

### **Policy Implementation Measures**

- *PS-12:* Develop funding sources sufficient to attain and maintain adequate police and fire service levels.
- *PS-13:* Require the construction of a fire substation on the Saggio Hills project site to provide adequate response service to planned development in the northern area of the City.
- *PS-14:* Require all new development to meet the minimum fire flow rates specified by the City's Fire Code.
- *PS-15:* All plans for new streets shall be reviewed by the Fire Department to ensure minimum standards for width, turning radius, and grade to facilitate access by City firefighting apparatus are met.
- *S-6:* Maintain a regular program of fire inspections for commercial and industrial buildings.
- *S-7:* The City Fire Department will ensure that owners of all structures constructed in areas designated as high fire severity zones as identified by CalFire or the General Plan will perform and maintain vegetation management around said structures.
- *S-8:* All plans for new streets shall be reviewed by the Fire Department to ensure minimum standards for width, turning radius, and grade to facilitate access by city firefighting apparatus are met.
- *S-9:* Require the construction of a fire substation on the Saggio Hills project site to provide adequate response service to planned development in the northern area of the city.
- *S-10:* Continue to work with Sonoma County in developing a permanent solution to structural fire protection in the unincorporated area around Healdsburg. City participation in extra-territorial fire protection shall be contingent upon the City recovering the full cost of such service.
- *S-11:* As required by the California Building Code and the California Fire Code, as amended by local ordinance, development shall be equipped with automatic interior sprinkler systems. The City shall also encourage the installation of automatic interior sprinkler systems in existing structures.

## ENVIRONMENTAL IMPACTS

### Methodology

Impacts associated with fire services were evaluated based on the information found within the *Healdsburg 2030 General Plan Background* and correspondence with the HFD.

### Thresholds of Significance

In accordance with Appendix G to the CEQA Guidelines, the proposed Project would have a significant impact related to fire protection if it would require fire protection that exceeds current staffing or facilities in order to maintain acceptable service ratios, response times, or other performance objectives.

### Project Impacts

***Impact IV.N-1: The proposed Project would not require fire protection that exceeds current staffing or facilities in order to maintain acceptable service ratios, response times, or other performance objectives.***

As described in Section III (Project Description), development under the proposed Project would increase the population in the city. In general, according to the HFD, calls for service as well as demand for emergency medical services increase with population growth. The demand for fire protection services would be further increased as a result of commercial and industrial development under the proposed Project. ~~Furthermore, fire protection services may also be impacted by land use changes and development in the western portion of the city.~~

The proposed Project includes the potential development of up to 220 residential units in Sub-Area C as part of the Saggio Hills project, increasing the northern population of the city greatly. The HFD projects that the response time to Saggio Hills project site will exceed the five-minute benchmark unless a north substation is constructed, due to the distance of the existing fire station to the Saggio Hills project site. However, the Saggio Hills project will construct a fire substation, thereby reducing response times to acceptable levels. (The fire substation to be constructed by the Saggio Hills project will be subject to its own CEQA environmental review.) The project will also incorporate all of the risk reduction measures described above under Environmental Setting.

The HFD anticipates that within 10 years, there will not be sufficient Reserve staff available to meet the demands for fire protection services in the Urban Service Area due to the proposed Project buildout. To off-set this loss, a minimum of six additional full time personnel would be necessary. These findings are consistent with the 1989 *Facility Options Report* prepared by Jones & Stokes Associates.<sup>5</sup>

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<sup>5</sup> *Ibid.*

Any development resulting from the proposed Project will be required to comply with all applicable fire code requirements associated with adequate fire access, fire flows, and number of hydrants. Policy T-A-4 will ensure adequate access for emergency vehicles, including adequate street widths and vertical clearance on new streets. Policy PS-E-2 will require all new commercial, industrial, institutional, multiple-unit residential, and mixed-use developments to have built-in fire protection equipment.

Proposed Implementation Measure PS-12 will seek to develop funding sources sufficient to attain and maintain adequate fire service levels, thereby mitigating potential impacts on fire personnel.

Thus, the proposed Project's potential to require fire protection that exceeds current staffing or facilities is mitigated by the proposed General Plan policies and implementation measure discussed above and the impact would be *less than significant*.

## CUMULATIVE IMPACTS

The geographical context for the analysis of cumulative fire protection impacts consists of the Planning Area. Future development within the City's SOI in conjunction with buildout of the proposed Project would result in increased demands for fire protection services provided by HFD, Cal Fire, Windsor Fire District, and Geyserville Fire District, all which have mutual aid agreements. As described above, policies would mitigate the increased demands for fire protection services created by the buildout under the proposed Project. The proposed Project's contribution to cumulative fire protection impacts would be less than significant following implementation of the proposed General Plan policies. Therefore, cumulative impacts would be *less than significant*.

## MITIGATION MEASURES

With implementation of the applicable regulations and the proposed General Plan policies and implementation measures listed above, no mitigation measures would be required for Impact IV.N-1. Additionally, no mitigation measures would be required for cumulative impacts.

## 2. POLICE SERVICES

### ENVIRONMENTAL SETTING

#### **Physical Setting**

The City of Healdsburg Police Department (HPD) is located at 238 Center Street. According to the HPD, this facility is considered adequate for existing needs. The HPD currently employs 18 sworn officers, including the Chief of Police, and 12 civilian employees. The HPD has one detective, one school resources officer, one downtown foot patrol officer, one administrative sergeant, four patrol sergeants, and ten patrol officers. The HPD currently maintains an officer-to-population ratio of 1:644. The HPD has six marked patrol vehicles all equipped with AR-15 rifles, Automated External Defibrillators (AED), and a first aid kit. The HPD also has one unmarked detective vehicle, and two administrative unmarked vehicles. All unmarked vehicles are equipped with AEDs. There is also one Go-4 Parking Enforcement vehicle and an Emergency Services Unit van that houses a mobile communications center. All 18 sworn police officers and two reserve officers were issued portable radios and tasers. The two Community Service Officers carry their own portable radios. Thirteen officers carry their own sidearm, and five officers were issued a sidearm.<sup>6</sup>

Between 2000 and 2005, there was an overall decrease in crimes committed in the city, except for a slight increase in burglaries and arsons. There was a 100 percent decrease in aggravated assaults. Overall, crime in the city dropped 1.5 percent between 2004 and 2005. After receiving funding from the Indian Gaming Committee in 2006, the HPD concentrated their efforts on traffic enforcement. Traffic citations and driving under the influence arrests increased, while there was a decrease in traffic collisions.

The HPD receives approximately 16,000 calls for service annually (889 calls per sworn officer) and maintains an emergency response time of two to three minutes throughout the Urban Service Area for emergency calls through the use of mobile units.

#### **Regulatory Setting**

##### *Federal*

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

##### *State*

No state plans, policies, regulations or laws related to police services are applicable to the proposed Project.

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<sup>6</sup> City of Healdsburg Police Department, electronic mail correspondence, September 14, 2007.

***Regional/Local***

No regional or local plans, policies, regulations or laws related to police services are applicable to the proposed Project.

**PROPOSED GENERAL PLAN POLICIES AND IMPLEMENTATION MEASURES**

Proposed General Plan policies and implementation measures that affect or pertain to police services are listed below.

**Policies**

- *ED-A-4:* Encourage businesses that generate revenues such as transient occupancy tax and sales tax, in addition to property taxes, in order to support city services.
- *ED-B-6:* Provide enhanced security in the downtown area.
- *S-E-1:* The Healdsburg Police Department will employ problem-solving strategies for long-term community problems.
- *S-E-2:* Healdsburg Police officers will maintain close contact with citizens and visitors to the city.
- *S-E-3:* The Healdsburg Police Department will support, educate, empower and advocate on behalf of survivors of domestic violence and sexual assault.
- *S-E-4:* The Healdsburg Police Department will provide youth services to minimize juvenile crime incidents.
- *T-A-4:* New local streets shall ensure direct and adequate access to properties for emergency service vehicles.
- *T-A-12:* The City will strive to complete links in the existing street system to improve continuity and provide emergency vehicle access, consistent with existing neighborhood character and pedestrian safety, subject to fiscal and geological limitations.
- *PS-E-1:* The City will endeavor through adequate staffing and patrol arrangements to maintain the minimum feasible police response times for emergency calls.
- *PS-E-4:* The Healdsburg Police Department shall maintain adequate staffing levels, equipment and facilities.

**Policy Implementation Measures**

- *PS-12:* Develop funding sources sufficient to attain and maintain adequate police and fire service levels.
- *PS-16:* Supplement the Police Department staff through such measures as:

- (a) The Reserve Officer program
- (b) Continuing to share resources (e.g., training, investigations, personnel) with other smaller cities
- (c) Continuing to work with Sonoma County law enforcement agencies to pool resources and share in cooperative ventures
- *PS-17:* City staff shall continue to seek alternative funding strategies for police services, such as grants, to eliminate the use of City contingency funds.

## ENVIRONMENTAL IMPACTS

### Methodology

Impacts associated with police services were evaluated based on the information found within the *Healdsburg 2030 General Plan Background Report*, Final Draft – January 2008, and the *City of Healdsburg Police Department Annual Report 2005-2006*, and correspondence with the HPD.

### Threshold of Significance

In accordance with Appendix G of the CEQA Guidelines, the proposed Project would have a significant impact related to police services if it would require police protection that exceeds current staffing or facilities in order to maintain acceptable service ratios, response times, or other performance objectives.

### Project Impacts

***Impact IV.N-2: The proposed Project would not require police protection that exceeds current staffing or facilities in order to maintain acceptable service ratios, response times, or other performance objectives.***

As of September 2007, the HPD had 18 sworn personnel with 12 civilian employees and maintained a ratio of one sworn personnel per 644 city residents based on the current population.<sup>7</sup> As described in Section III Project Description, implementation of the proposed Project, including construction of residential units as limited under Measure M, could increase the residents within the Healdsburg SOI by 2,268 persons and add approximately 1.1 million square feet of commercial and approximately 1 million square feet of industrial land uses. The additional residential population and non-residential development associated with implementation of the proposed Project would result in increased demands for police protection services provided by the HPD. According to the HPD, in order to maintain the existing service ratio and continue to meet the needs of the city, the HPD would need to provide an additional three

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<sup>7</sup> *Ibid.*

officers under proposed Project buildout.<sup>8</sup> In addition, the HPD has requested office space within the fire substation to be constructed at the Saggio Hills project site.

The ability of the HPD to support the needs of future growth is dependent upon its financial ability to hire additional sworn personnel. The City plans to develop funding sources, such as federal and state grants and/or revised development impact fees sufficient to attain and maintain adequate police and fire service levels. While the HPD has requested additional office space within the future fire station, existing facilities will be able to provide adequate space for the additional three sworn officers that would be needed as a result of the proposed Project buildout. The proposed General Plan has developed goals and policies to address these issues and to ensure compliance with the existing level of service. Policy PS-E-1 and PS-E-4 state that the HPD will maintain adequate staffing levels, equipment, and facilities in order to maintain a minimum feasible response time to emergency calls. Policies S-E-1, S-E-2, S-E-3, and S-E-4 all strive to keep the HPD in close contact with the community in order to address any concerns they may have. Therefore, the policies and implementation measures of the proposed General Plan would ensure that acceptable levels of service are maintained. As such, impacts associated with police protection would be *less than significant*.

## CUMULATIVE IMPACTS

Future development within the City's SOI and unincorporated county areas outside the Planning Area in conjunction with implementation of the proposed Project would result in additional demands for police protection services. Increased demands for such services in unincorporated county areas would be addressed by the Sonoma County Sheriff's Department. The HPD would be responsible for addressing demands within the City's Urban Service Area. As described above, proposed General Plan policies would mitigate the increased demands for police protection services created by the buildout under the proposed Project. The proposed Project's contribution to cumulative police protection impacts would be less than significant following implementation of proposed General Plan policies. Therefore, cumulative impacts would be *less than significant*.

## MITIGATION MEASURES

With implementation of the applicable regulations and the proposed General Plan policies and implementation measures listed above, no mitigation measures would be required for Impact IV.N-2. Additionally, no mitigation measures would be required for cumulative impacts.

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<sup>8</sup> City of Healdsburg Police Department, electronic mail correspondence, October 15, 2007.

### 3. SCHOOL SERVICES

#### ENVIRONMENTAL SETTING

##### Physical Setting

Healdsburg Unified School District (HUSD) operates two campuses of its elementary school: Healdsburg Elementary (grades K through 2) and Fitch Mountain Elementary (grades 3 through 5) as well as Healdsburg Junior High School (grades 6 through 8), Healdsburg High School (grades 9 through 12), and one continuation high school, Marce Becerra. HUSD enrollment Fall 2007 included 390 students at Healdsburg Elementary, 391 students at Fitch Mountain Elementary, 534 students at Healdsburg Junior High, 890 students at Healdsburg High, and 52 students at Marce Becerra.<sup>9</sup>

There are four additional schools that are not part of the HUSD, but whose graduating students attend the HUSD junior high and/or high school. The Alexander Valley Elementary School and the Westside Elementary school contribute students to Healdsburg Junior High and Healdsburg High School. St. John the Baptist Catholic School and The Healdsburg School are both private schools and contribute students to Healdsburg High School. The HUSD has open enrollment, which means any student wishing to enroll in the HUSD's schools may do so after filling out an application. HUSD accepts students from other districts as well after they have submitted an inter-district transfer application.<sup>10</sup> Conversely, students from the HUSD can apply through the inter-district transfer process to attend school in another district.

Enrollment at Alexander Valley Elementary School is currently 119 students and is currently 163 students at the Westside Elementary School. St. John the Baptist Catholic School currently has 277 students attending grades K-8. The Healdsburg School currently has 15 students; it opened in August 2007 and is currently only offering grades 7 and 8. Beginning August 2008, it will serve grades K through 8.

Student enrollment in the HUSD has declined steadily during the past decade. Reasons for the decline in enrollment have included real estate costs in the city, which prices many younger families with children out of the local housing market, and the opening of Windsor High School in 1995. Up until then, Windsor students were educated in elementary and middle schools in Windsor, but then transferred to Healdsburg High School due to a lack of such a facility in Windsor.

As shown in Table IV.N-1, total student enrollment for school year 2007-2008 for HUSD schools was 2,257 students, which was 1,705 students less than their capacity. Table IV.N-2 shows the current

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<sup>9</sup> Patti Jobson, Administrative Assistant to Superintendent, Healdsburg Unified School District, personal communication, September 25, 2007.

<sup>10</sup> Patti Jobson, Administrative Assistant to Superintendent, Healdsburg Unified School District, personal communication, November 7, 2007.

enrollment and capacities of the four schools not a part of the HUSD, but that contribute students to the junior high and high school.

**Table IV.N-1**  
**Existing Enrollment and Capacities, HUSD Schools, 2007-08**

School Name	2007-08 Enrollment	2007-08 Capacity
Healdsburg Elementary	390	750
Fitch Mountain Elementary	391	700
Healdsburg Junior High	534	750
Healdsburg High	890	1,710
Marce Becerra	52	52
<b>Total</b>	<b>2,257</b>	<b>3,962</b>

*Source: Patti Jobson, Administrative Assistant to Superintendent, personal communication, September 25, 2007 and January 31, 2008.*

**Table IV.N-2**  
**Existing Enrollment and Capacities, Non-HUSD Schools, 2007-08**

School Name	2007-08 Enrollment	2007-08 Capacity
Alexander Valley Elementary <sup>1</sup>	119	160
Westside Elementary <sup>2</sup>	163	175
St. John the Baptist <sup>3</sup>	277	317
The Healdsburg School <sup>4</sup>	15	160
<b>Total</b>	<b>574</b>	<b>812</b>

*Sources:*

<sup>1</sup> Zara Raab, Alexander Valley Elementary School, personal communication, October 29, 2007.

<sup>2</sup> Margret Ross, Westside Elementary School, personal communication, November 15, 2007.

<sup>3</sup> Noelle Brown, Receptionist, St John the Baptist Catholic School, personal communication, October 29, 2007.

<sup>4</sup> Deanna Fontanes-Halliday, Admissions Director, The Healdsburg School, personal communication, October 29, 2007.

## **Regulatory Setting**

### ***Federal***

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

### ***State***

Senate Bill 50 (SB 50) and Proposition 1A provided a comprehensive school facilities financing and reform program. The provisions of SB 50 prohibit local agencies from denying land use approvals on the basis that school facilities are inadequate and reinstate the school facility fee cap for legislative actions. Government Code §65996 states that the development fees authorized by SB 50 are deemed to be “full and complete school facilities mitigation.”

California Education Code §17620(a)(1), the governing board at any school district is authorized to levy a fee, charge, dedication, or other requirement against any construction within the boundaries of the district, for the purpose of funding the construction or reconstruction of school facilities.

### ***Regional/Local***

Pursuant to California Education Code §17620(a)(1), the governing board at any school district is authorized to levy a fee, charge, dedication, or other requirement against any construction within the boundaries of the district, for the purpose of funding the construction or reconstruction of school facilities. The HUSD currently charges developer fees of \$5.25 per square foot (sf) of residential development for Sub-Area A and \$2.24 per sf in all other residential areas. Commercial and industrial developer fees are \$0.36 per sf. As provided by California Government Code §65996, the payment of such fees is deemed to fully mitigate the impacts of new development on schools services.

## **PROPOSED GENERAL PLAN POLICIES AND IMPLEMENTATION MEASURES**

Proposed General Plan policies that affect or pertain to schools are listed below.

### **Policies**

- *LU-A-1:* An Urban Service Area/Urban Growth Boundary is established, as shown on the Land Use Plan, and shall be in effect for a period of twenty years after its adoption or until December 31, 2016. No new development shall be permitted outside the Urban Service Area/Urban Growth Boundary other than public parks, public schools, public facilities that implement the goals and policies of the Public Facilities and Services Element, and open space used for any of the purposes set forth in state law, including agricultural uses.
- *PS-F-1:* The City will assist the Healdsburg Unified School District in its efforts to more efficiently provide school services and facilities to serve existing and future development.

- *PS-F-2:* The City will coordinate residential development information with the Healdsburg Unified School District and assist the District by not issuing building permits until the school district has collected its impact fee as provided for by state law and district resolution.
- *PS-F-3:* The City will support efforts to use the former Foss Creek School site for community educational and recreational uses.

## **Policy Implementation Measures**

The proposed General Plan does not include implementation measures regarding the policies listed above.

## **ENVIRONMENTAL IMPACTS**

### **Methodology**

Impacts associated with school services were evaluated based on the information found within the *Healdsburg 2030 General Plan*, *Healdsburg 2030 General Plan Background Report*, and the *Saggio Hills Draft Environmental Impact Report*, prepared by EDAW|AECOM in August 2007. Additional information was gathered during personal conversation with Steve Barekman, the Director of Business Services for the HUSD, and Patti Jobson, Assistant to the Superintendent.

### **Thresholds of Significance**

In accordance with Appendix G to the CEQA Guidelines, the proposed Project could have a significant environmental impact if it would require school services that exceed current staffing or facilities in order to maintain acceptable service ratios, or other performance objectives.

### **Project Impacts**

***Impact IV.N-3: The proposed Project would not require school services that exceed current staffing or facilities in order to maintain acceptable service ratios, or other performance objectives.***

To determine the potential impact on public schools as a result of the proposed Project, student generation rates were used to estimate the increase in students within the school district. According to the *Healdsburg 2030 General Plan Background Report*, student generation rates in the HUSD are 0.6 per dwelling unit.

Buildout under the proposed Project could result in the construction of approximately 872 residential units within the HUSD. The increase in dwelling units would increase population and enrollment in the local schools serving the city. Implementation of the proposed Project could result in an enrollment increase of 524 students for local schools based on a student generation rate of 0.6. As shown in Tables IV.N-1 and N-2, HUSD and private schools have the capacity to accommodate 4,774 students. These schools currently have 2,831 students enrolled, leaving space for an additional 1,943 students. Therefore,

the schools have more than enough capacity to accommodate the additional 524 students generated by the proposed Project within their existing facilities.

As mentioned above, HUSD uses developer fees to fund the construction or reconstruction of school facilities. Per §65996 of the California Government Code, the payment of such fees is deemed to fully mitigate the impacts of new development on school services.

Policy PS-F-1 states that the City will assist HUSD in its efforts to more efficiently provide school services and facilities to serve existing and future development. Policy PS-F-2 requires the City to coordinate residential development information with HUSD and assist the HUSD by not issuing building permits until it has collected its impact fees as provided by state law and HUSD resolution. These policies, combined with the surplus capacity and declining enrollment experienced by the HUSD over the last few years, would ensure that the approximately 524 additional students that could result from buildout under the proposed Project would be provided with sufficient educational facilities to meet their academic needs. Additional public school students could actually have a beneficial impact on the public school district because they would increase the amount of funding received from the state. Therefore, impacts to school services would be ***less than significant***.

## CUMULATIVE IMPACTS

Buildout under the proposed Project in conjunction with other development in unincorporated areas of Sonoma County near Healdsburg would generate additional high school, middle, and elementary school students to attend local public and private schools. As mentioned above, buildout under the proposed Project could add an additional 524 students to local schools. Additional development outside the city limits may contribute additional children to the school system; however, this is not expected to result in over capacity conditions at any of the HUSD schools. Cumulative impacts to schools would also be reduced to less than significant levels by payment of required school developer fees. Proposed General Plan policies and reduced enrollment all contribute to ensuring that cumulative impacts to schools would be ***less than significant***.

## MITIGATION MEASURES

With implementation of applicable regulations and the proposed General Plan policies and implementation measures listed above, no mitigation measures would be required for Impact IV.N-3. Additionally, no mitigation measures would be required for cumulative impacts.

## 4. PARKS & RECREATIONAL SERVICES

### ENVIRONMENTAL SETTING

#### Physical Setting

The City of Healdsburg's Community Services Department (CSD) operates and maintains a variety of parks and recreational facilities throughout the regional area. The CSD's service area is coterminous with that of the Healdsburg Unified School District (HUSD).<sup>11</sup>

In addition to the Healdsburg Plaza and West Plaza Parks, Villa Chanticleer, Tayman Park Golf Course, Municipal Pool, and Senior Center, there are seven neighborhood and community parks within the city. Dog parks are also provided at Badger Park and Villa Chanticleer. In addition, Sonoma County operates and maintains the Veterans Memorial Beach Park, located on the east side of the Russian River just south of Healdsburg Avenue. Both City-and County-owned park facilities and associated acreages are shown in Table IV.N-3.

**Table IV.N-3**  
**City- and County-Owned Parks**

Property Name	Acreage
Barbieri Brothers Park	3.5
Byron Gibbs Park	2.5
Villa Chanticleer	16.7
Tayman Park / Golf Course	60.0
Giorgi Park	3.0
Recreation Park	4.0
Tilly Park	0.6
Plaza	1.0
Railroad Park	1.0
Badger Park and community garden	11.0
Carson Warner Memorial Skate Park	1.0
West Plaza Park	1.5
Veterans Memorial Beach Park	11.0
<i>Source: Healdsburg 2030 General Plan Background Report, January 2008.</i>	

<sup>11</sup> City of Healdsburg Community Services Department, personal conversation, October 25, 2007.

Including the City's seven neighborhood and community parks as well as Healdsburg Plaza, West Plaza Park, Carson Warner Memorial Skate Park, and the County's Veterans Memorial Beach Park, but excluding the Tayman Park Golf Course, Villa Chanticleer, Municipal Pool, and Senior Center, the city currently has total public park acreage of 43.32 acres. A joint use agreement with the HUSD provides another 25 acres of school athletic fields that are also available for limited community use.

The City's goal is to provide 5 acres of developed neighborhood and community parkland per 1,000 residents. Based on a current approximate population of 11,706 residents, the city should have approximately 59 acres of developed neighborhood and community parks. However, as noted above, including the County Veterans Memorial Beach Park, the city has a total of 43.32 acres of community and neighborhood parks. Therefore, the city currently is deficient by almost 16 acres in meeting this goal in terms of developed neighborhood and community park acreage relative to population. In addition to a deficiency of regional park acreage, all playing fields and park buildings are regularly used to maximum capacity and there is a strong need for more developed athletic play fields for organized team sports in the city.

The City recently approved a 36.15-acre community park that will be constructed as part of the Saggio Hills project. The park will provide two lighted soccer fields, a multi-use field, picnic areas, basketball courts, playgrounds, a volleyball court and a trail network that will link to off-site recreation areas and scenic overlooks. The Saggio Hills project will also construct a public hiking trail encircling the hill at the northwest corner of the site. A 10-foot wide pedestrian and bicycle trail will also extend from Healdsburg Avenue through the community park and affordable housing site, connecting to the Healdsburg Ridge Open Space Preserve and the Parkland Farms neighborhood.

The Russian River is a significant recreational resource in the city. Currently public access to the river is limited to the Veterans Memorial Beach Park, while Railroad Park on the opposite bank north of Healdsburg Avenue provides a scenic overlook. Besides swimming, the river is also heavily used for canoeing and kayaking. With the summer dam and the year-round fish ladder in place, canoeists must portage around this obstacle and use private land owned by the Syar Company.

While the California Department of Fish and Game owns the bank of the river opposite from the Veterans Memorial Beach Park, this area is also informally used by persons and families for picnics adjacent to the river. This area suffers from trash problems since it is not maintained routinely by the Department of Fish and Game and is closed during the summer.<sup>12</sup>

Presently, there are approximately two miles of public hiking trails in the 161-acre Healdsburg Ridge Open Space Preserve, which will be expanded to 3.5 miles in 2009. Existing unpaved roads in the southern portion of Sub-Area B are also utilized by local residents for recreational walking and to enjoy excellent views over the city and the Diggers Bend area of the Russian River.

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<sup>12</sup> *The Press Democrat, "Litter forces closure of Kennedy Lane Beach in Healdsburg", July 1, 2006.*

The City is working with property owners in Sub-Area B to secure trail easements. These easements would include irrevocable offers for public trails although the exact locations have yet to be established. Land for trails could also be acquired by either the City purchasing land outside the city limits to serve a public purpose, or as part of an annexation.

A plan for the multi-modal (i.e., accommodating both pedestrians and bicycles) Foss Creek Pathway alongside the Northwestern Pacific Railroad and Foss Creek has been adopted and two segments have been constructed.

## **Regulatory Setting**

### ***Federal***

#### *Americans with Disabilities Act*

The Americans with Disabilities Act (ADA) of 1990 (42 United States Code Section 12181) prohibits discrimination on the basis of disability in public accommodation and state and local government services. Under the ADA, the Architectural and Transportation Barriers Compliance Board issues guidelines to ensure that facilities, public sidewalks, and street crossings are accessible to individuals with disabilities. Typical ADA improvements include creating handicap parking spaces, restroom modifications, door hardware requirements, and lighting upgrades. Play areas, meeting rooms, park restrooms, and other buildings and park structures are required to meet ADA compliance requirements. Park facilities developed to implement the proposed Project would be required to be ADA compliant.

### ***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 3 acres per 1,000 persons, then the community may require dedication based on a standard of 5 acres per 1,000 persons residing in the subdivision. If the existing amount of parkland in a community is less than 3 acres per 1,000 persons, then the community may require dedication based on a standard of only 3 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.

***Regional/Local******City of Healdsburg Subdivision Ordinance***

Article VIII of the City's Subdivision Ordinance (Municipal Code Chapter 17) requires residential subdivider to dedicate land, pay an in-lieu fee or both for park and recreational purposes, using a standard of at least five acres of recreational land for each 1,000 city residents. The revenue generated by 10 percent of the City's 12 percent transient occupancy tax is used to support parks and recreation.

**PROPOSED GENERAL PLAN POLICIES AND IMPLEMENTATION MEASURES**

Proposed General Plan policies and implementation measures that affect or pertain to parks and recreational services are listed below.

**Policies**

- *LU-A-1:* An Urban Service Area/Urban Growth Boundary is established, as shown on the Land Use Plan, and shall be in effect for a period of twenty years after its adoption or until December 31, 2016. No new development shall be permitted outside the Urban Service Area/Urban Growth Boundary other than public parks, public schools, public facilities that implement the goals and policies of the Public Facilities and Services Element, and open space used for any of the purposes set forth in state law, including agricultural uses.
- *ED-A-4:* Encourage businesses that generate revenues such as transient occupancy tax and sales tax, in addition to property taxes, in order to support city services.
- *T-D-5:* The Foss Creek Pathway shall provide a central bicycle and pedestrian pathway through town as well as provide access to Foss Creek.
- *PS-H-1:* The City will expand the community and neighborhood park system with the goal of providing park facilities within reasonable walking distance of all city residential areas.
- *PS-H-2:* The City will plan for the acquisition and development of sites for the recreational needs of Healdsburg and the surrounding community.
- *PS-H-3:* The City will emphasize joint use of school facilities for the development of new park and recreational facilities.
- *PS-H-4:* City park acquisition and development efforts shall be based on a goal of 5 acres of developed neighborhood and community parkland per 1,000 residents within the Urban Service Area.
- *PS-H-5:* The City will promote the provision of parks as part of new residential developments by continuing to assess park development fees on these projects, or accepting land for park purposes in lieu of park development fees, in part or in whole, based on a development agreement.

- *PS-H-6:* The City will continue to assess park development fees on all new commercial, industrial, and residential development sufficient to fund system wide park improvements.
- *PS-H-7:* The City will work with Sonoma County Agricultural Preservation and Open Space District, Sonoma County Land Trust and other appropriate non-profit conservation groups and agencies in acquiring key open space areas with public access and park sites where such an arrangement benefits both the City and property owners.
- *PS-H-8:* The City's recreational programs will reflect community attitudes and preferences.
- *PS-I-1:* The City will develop a pedestrian/hiking system to link city parks and major public open space areas, including the trails systems owned by the Sonoma County Agricultural and Open Space District. The pedestrian/hiking trail system shall provide access to the Russian River and Foss Creek at as many points as possible, consistent with the need for public safety and security of private property owners and the level of liability acceptable to the community.
- *NR-A-3:* The City strongly supports the maintenance of maximum summer flows in the Russian River to protect water quality and the recreational values of the Russian River.

### **Policy Implementation Measures**

- *PS-18:* Update the Parks and Open Space Master Plan as needed to reflect completed projects and revised recreational needs and priorities.
- *PS-19:* Implement the findings and recommendations in the 2006 Park Needs Assessment, as feasible.
- *PS-20:* Update the Park Needs Assessment study every five years to reflect community attitudes and preferences for recreational programs.
- *PS-21:* Annually update statistics on participation in various city recreation programs and use of city recreation facilities.
- *PS-22:* Continue cooperative agreements with Healdsburg Unified School District for the use of school facilities for city-sponsored recreation programs.
- *PS-23:* Aggressively pursue state funding programs for recreational facilities to augment city revenues to the extent state funding is available.
- *PS-24:* Periodically review projected park development needs and plans, update cost estimates for park acquisition and development, and update remaining development potential based on the General Plan. Based on this review, the City shall revise the City's park development fee schedule as necessary.
- *PS-25:* Pursue development of a park for community-wide recreational use.
- *PS-26:* Develop a plan for the future utilization of the National Guard Armory building.

- *PS-27:* Require specific plans and other development projects to be coordinated with the Healdsburg Bicycle and Pedestrian Master Plan.
- *PS-28:* Complete gaps in the pedestrian and bicycle systems.
- *PS-29:* Maintain the pedestrian and bicycle systems in good condition.
- *PS-30:* Implement the Foss Creek Pathway Plan, as funding allows.
- *PS-31:* Require public access easements along Foss Creek and Russian River where deemed feasible by the City Council to facilitate a public trail system along these waterways.
- *PS-32:* Develop a comprehensive plan for potential open space recreational partnerships that provide community access to Fitch Mountain, Healdsburg Ridge, Russian River and creeks.

## ENVIRONMENTAL IMPACTS

### Methodology

Impacts associated with park and recreational services were evaluated based on the information found within the *Healdsburg 2030 General Plan Background Report*, ~~Final Draft~~—(January 2008 Draft), *Recreation Needs Assessment* ~~June~~—(2006), *Sonoma County General Plan* (1989) and correspondence with the CSD.

### Thresholds of Significance

In accordance with Appendix G to the CEQA Guidelines, the proposed Project would have a significant impact related to park and recreational services if it would:

- (a) Require park and recreational services that exceed current staffing or facilities in order to maintain acceptable service ratios or other performance objectives; or
- (b) Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated.

### Project Impacts

***Impact IV.N-4: The proposed Project would not require park and recreational services that exceed current staffing or facilities in order to maintain acceptable service ratios or other performance objectives.***

As discussed in Section IV.M (Population and Housing), the proposed Project could result in an increase of approximately 2,268 residents after buildout, resulting in a total SOI population of approximately 14,468 persons. Based on the existing 43.32 acres of parkland within the city plus the addition of the 36-acre community park to be constructed as part of the Saggio Hills project, the ratio of acres of parkland per one thousand residents in the city will increase to 5.48:1, which exceeds the City's goal of 5:1.

Proposed General Plan policies address the need for additional development of neighborhood and community parkland. Policies such as PS-H-2 and PS-H-5 plan for the acquisition and development of sites for the recreational needs of Healdsburg and the surrounding community, plus promote the provision of parks as part of new residential developments by continuing to assess park development fees on these projects, or accepting land for park purposes in lieu of park development fees, in part or in whole, based on a development agreement.

The future development of parks and/or recreational facilities would be subject to a separate CEQA analysis, if such development is not exempt from CEQA. The potential environmental impacts associated with the construction and operation of the Saggio Hills park were addressed on a program level by the Saggio Hills EIR and will be subject to additional CEQA review as part of the park planning process. The potential impacts of the Healdsburg Ridge Preserve trails were evaluated by a Mitigated Negative Declaration prepared for the Sonoma County Agricultural Preservation and Open Space District.

Implementation of the proposed Project will also include the re-designation of two parcels just west of Giorgi Park to a Public/Quasi-Public land use designation to reflect their incorporation into the park. These parcel are vacant and their reclassification to the Public/Quasi-Public land use designation will not result in a significant physical effect on the environment.

Thus, the proposed Project will not result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, or the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives for park services is mitigated by proposed policies and the impact would be *less than significant*.

***Impact IV.N-5: The proposed Project would not increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated.***

As described above, the addition of the 36-acre community park approved as part of the Saggio Hills project will nearly double the city's park acreage. Along with the impending opening of the Healdsburg Ridge Open Space Preserve to the public, the provision of these facilities may actually decrease the use of existing neighborhood and regional parks and other recreational facilities.

Therefore, the project's impact would be *less than significant*.

## CUMULATIVE IMPACTS

The geographic context for the analysis of cumulative impacts associated with park and recreational services would be the service area of the CSD, which is coterminous with the HUSD. As stated in Impacts IV.N-4 and IV.N-5, existing park and recreational facilities within the service area are currently being used to capacity and an increase in population resulting from buildout under the proposed Project

will place an even higher demand on these facilities. However, the City recently approved a 36.15-acre community park that will be constructed as part of the Saggio Hills project. The park will provide two lighted soccer fields, a multi-use field, picnic areas, basketball courts, playgrounds, a volleyball court and a trail network that will link to off-site recreation areas and scenic overlooks. The Saggio Hills project will also construct a public hiking trail encircling the hill at the northwest corner of the site. A 10-foot wide pedestrian and bicycle trail will also extend from Healdsburg Avenue through the community park and affordable housing site, connecting to the Healdsburg Ridge Open Space Preserve and the Parkland Farms neighborhood. In addition, the two miles of public hiking trails in the 161-acre Healdsburg Ridge Open Space Preserve will be expanded to 3.5 miles in 2009.

All development which occurs outside of the Urban Service Area and within the CSD's service boundaries would adhere to the Sonoma County General Plan. The Sonoma County General Plan includes policies such as PF-2C requiring five acres of local and community parks per 1,000 residents and Policy PF-2D that seeks to provide community parks as needed in urban unincorporated areas and require contribution of land and/or fees in lieu of dedication for park of all new residential subdivisions.<sup>13</sup> Therefore, the policies included within the Sonoma County General Plan and the proposed General Plan would reduce the potential for cumulative impacts related to the proposed General Plan and other developments within the CSD's service area to *less than significant*.

## MITIGATION MEASURES

With implementation of applicable regulations and the proposed General Plan policies and implementation measures listed above, no mitigation measures would be required for Impacts IV.N-4 and IV.N-5. Additionally, no mitigation measures would be required for cumulative impacts.

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<sup>13</sup> Sonoma County General Plan, 1989.