



Planning Commission Staff Report

February 18, 2010

Project: Adoption of the September 2009 Cosumnes CSD and City of Elk Grove Parks and Recreation Master Plan
Location: Applies City-wide
Planner: Jessica Shalamunec, Planning Manager

Staff Recommendation

Staff recommends that the Planning Commission adopt a Resolution recommending the City Council approve the Negative Declaration for the Parks and Recreation Master Plan. Staff further recommends the Planning Commission adopt a Resolution recommending the City Council adopt the September 2009 Parks and Recreation Master Plan.

Project Description

The Parks and Recreation Master Plan will guide decision-making for the future development and management of parks, recreation facilities, and open space within the City of Elk Grove. The master plan is a planning document, intended to set goals, objectives, and standards for the Cosumnes Community Services District (CCSD) and the City.

Background

The Parks Master Plan, including facility standards matrix which guides park design, was last updated by the Cosumnes Community Services District (CCSD) in 1998 and 2001. CCSD determined that the need for a new master plan was apparent when community outreach was conducted for park design in 2006 as community expectations for parks amenities has significantly shifted over time. In January 2007, CCSD contracted with PROS Consulting to update the CCSD Parks Master Plan including facility standards, analysis of recreation programming, field capacity, demographic data, and financial updates. Pursuant to the Settlement Agreement between the City of Elk Grove and the CCSD, the City and CCSD were required to work cooperatively to develop a long-range master for parks and recreation throughout the City and CCSD boundaries. The September 2009 Parks and Recreation Master Plan included in Attachment A is the result of this cooperative work, originally adopted by the CCSD Board in August 2008 and further amended in September 2009.

Analysis

The Parks and Recreation Master Plan is a comprehensive parks and recreation planning document. It addresses the challenges of development facilities to support growth while balancing future development and maintenance responsibilities within the CCSD's financial capabilities for the next 10-25 years. The master plan establishes a clear direction for CCSD's core services, defines service priorities for the residents, and prioritizes capital investment options. The master plan does not address locations of any future parks not already identified on the City's General Plan but, does establish design standards by which future parks will be sized and amenities chosen.

New Park Design Principles are included, which provide realistic and cost effective criteria to guide individual park master planning efforts. The principles address the community's desire for more non-programmed spaces by reallocating programmed sports fields from neighborhood parks to larger community and regional parks. Beginning on page 118, the principles establish standards for maintenance of all parks as well as park development standards for local, neighborhood, community, regional parks, sports complex/golf facility, special use park/facility, greenbelts/trails/paseos, and open space/natural area.

In order to establish the new design principles that reflect community desires, the CCSD embarked on substantial community outreach with a variety of stakeholders to incorporate present and future needs into the master plan. The community input process included 15 interviews with key community stakeholders, nine focus groups with 67 total participants, two public forums attended by 77 participants, and 500 participants in a community-wide household survey. Additionally, after the Settlement Agreement was finalized in August 2007, City and CCSD staff met on a regular basis to further develop park design and maintenance standards. The CCSD also held two meetings with the Elk Grove Unified School District administration to discuss field capacity issues and expanded opportunities for joint-use agreements. Five meetings were held with Building Industry Association/developer representatives to discuss park design principles, construction costs, land dedication requirements, CIP costs and funding, park impact fees, and Landscape and Lighting fees.

Ultimately, the results of these outreach efforts culminated in a Facility/Amenity and Program Needs Assessment, which is a prioritized list of facility/amenity needs and recreation program needs for the residents within the CCSD boundaries. The Needs Assessment is described in detail beginning on page 73 of the Parks Master Plan.

The master plan also includes a prioritized 25-year Capital Improvement Program (CIP) for the CCSD that is based on community needs and funding availability. The highest priority is given to new park projects with identified construction and maintenance funding, as well as other fully-funded projects. Projects without capital and/or maintenance funding are designated to a lower priority status. Discussion of the CIP begins on page 88 of the Parks Master Plan.

In order to address the key issues identified throughout the public outreach process, the master plan includes a Vision Strategy Matrix, the sum of recommendations to address the prioritized needs assessment and key issues. The matrix includes six objectives and 51 specific strategies regarding land acquisition, recreation facilities, recreation programs, financing, operations and maintenance, and partnerships. Each of the 51 strategies includes tactics, staff responsibilities, dates, and performance measures to be used by the CCSD and City over the next 10 years. A summary of the strategies begins on page 83 of the Parks Master Plan. Due to the volume of the entire Parks Master Plan document, appendices of the master plan are available online at <http://www.egplanning.org/commissions-committees/planning/agendas.asp>.

The key issue relevant to the City's land use authority is related to land acquisition for future parks development. The master plan is intended to be utilized as a guide, not a policy, for land acquisition issues. Pursuant to California State law, known as the Quimby Act, the CCSD has consistently requested and acquired 5 acres per 1,000 persons of active park land from all new development entitlements. In addition to the Quimby Act maximums, the CCSD has acquired other land, such as greenbelts, trails, paseos, and open space in cooperation with the City during the entitlement process. There have also been parks acquired through alternative means such as purchase or donation. In order to provide clarity to the development community while maintaining the City and CCSD's ability to acquire land above Quimby Act requirements, the Parks Master Plan includes a strategy which states,

"Achieve the park land acquisition and development goal of 5 acres per 1,000 residents through Quimby dedication and development impact fees or other fair share funding mechanism. Identify other opportunities to obtain additional acreage through alternative acquisition methods such as donations and grants."

In summary, the Parks and Recreation Master Plan establishes a comprehensive approach to addressing the requirements for parks, recreation facilities, and programs to guide all aspects of future decision-making efforts by the CCSD and City.

Environmental Analysis

CEQA requires analysis of agency approvals of discretionary "projects." A "project," under CEQA, is defined as "the whole of an action, which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment." The approval of this action does not approve any development project nor does it, either directly or indirectly, disturb the physical environment.

A Negative Declaration was prepared for the Parks and Recreation Master Plan per the requirements of the California Environmental Quality Act (CEQA). The Negative Declaration found that the Parks and Recreation Master Plan would not result in any potential impacts on the environment. It was released for public review on December 18, 2009. The public review period concluded on January 18, 2010 and four comments were received. Responses to the comments received are included in Attachment A. No conclusion of the Negative Declaration is altered by the comments and therefore, no additional review or circulation is required.

Recommended Motion

Should the Planning Commission agree with staff's recommendation, the following motion is suggested:

"I move that the Planning Commission adopt a Resolution recommending the City Council approve the Negative Declaration for the Parks and Recreation Master Plan. I further move that the Planning Commission adopt a Resolution recommending the City Council adopt the September 2009 Parks and Recreation Master Plan."

Findings

California Environmental Quality Act (CEQA)

Finding: The Negative Declaration for the Parks and Recreation Master Plan provides adequate environmental analysis of the project pursuant to the California Environmental Quality Act.

Evidence: A Negative Declaration was prepared for the Parks and Recreation Master Plan. The Negative Declaration analyzed the proposed project and determined that no potentially significant impacts requiring mitigation would result upon adoption of the master plan. The Negative Declaration was circulated for public review from December 18, 2009 through January 18, 2010. Four comments were received. Responses to these comments were prepared and it was determined that no comment was submitted requiring further analysis or recirculation of the Negative Declaration.

General Plan

Finding: The Parks and Recreation Master Plan is consistent with the goals and policies of the General Plan.

Evidence: The Parks and Recreation Master Plan will guide decision-making for the future development and management of parks, recreation facilities, and open space within the City of Elk Grove. The master plan is a planning document, intended to set goals, objectives, and standards for the Cosumnes Community Services District (CCSD) and the City. The policies established within the Parks Master Plan have been reviewed and are consistent with the Parks, Trails, and Open Space Element of the City's General Plan. Implementation of the master plan will result in development of parks and recreation facilities throughout the City that meet the needs of the residents at the neighborhood and city-wide level, will continue the practice of requiring at minimum, 5 acres of

active parks per 1,000 persons, and will provide focus for future efforts to create self supporting recreation programs. Specifically, PTO-2-Action 3 requires the adoption of a comprehensive parks and trails master plan, of which this master plan is a part.

Attachments

- A. Resolution
 - i. Negative Declaration
 - ii. Response to Comments and Letters Received
- B. Resolution
 - i. September 2009 Parks and Recreation Master Plan

RESOLUTION NO. 2010-__

February 18, 2010

**A RESOLUTION OF THE CITY OF ELK GROVE PLANNING COMMISSION
RECOMMENDING THE CITY COUNCIL OF THE CITY OF ELK GROVE
APPROVE THE NEGATIVE DECLARATION FOR THE PARKS AND RECREATION MASTER PLAN**

WHEREAS, the Parks and Recreation Master Plan was adopted by the CCSD Board of Directors and shall be adopted by the City Council per the Settlement Agreement; and,

WHEREAS, the City determined that the Parks and Recreation Master Plan was subject to the California Environmental Quality Act and prepared an initial study evaluating the potential environmental effects of the project; and

WHEREAS, no potentially significant adverse effects were identified in the Initial Study; and

WHEREAS, the City distributed the Notice of Intent to Adopt the Negative Declaration on December 18, 2009 and was posted at the Sacramento County Clerk's Office, distributed through the State Clearinghouse and at the City offices, pursuant to CEQA Guidelines 15072. A 30 day review and comment period was opened on December 18, 2009 and closed on January 18, 2010. The Negative Declaration was made available to the public during this review period; and

WHEREAS, the City received written comment letters within the 30 day public review period and responded to those comments in Attachment A of the February 18, 2010 Planning Commission staff report; and

WHEREAS, the City has considered the comments received during the public review period, and they do not alter the conclusions in the Initial Study and Negative Declaration; and

WHEREAS, the City of Elk Grove, Development Services Planning Department, located 8401 Laguna Palms Way, Elk Grove, California 95758 is the custodian of documents and other materials that constitute the record of proceedings upon which the decision to adopt the Negative Declaration is based.

WHEREAS, the Planning Commission held a duly noticed public hearing on February 18, 2010, as required by law to consider all of the information presented by staff and public testimony presented in writing and at the meeting.

NOW, THEREFORE, BE IT RESOLVED, that the Planning Commission of the City of Elk Grove recommends the City Council of the City of Elk Grove approve the Negative Declaration prepared for the Parks Master Plan, as illustrated in Exhibit A of this Resolution and incorporated by reference herein and based on the following finding:

Finding: On the basis of the whole record, there is no substantial evidence that the

project as designed and conditioned will have a significant effect on the environment. A Negative Declaration has been prepared and completed in accordance with the California Environmental Quality Act (CEQA). The Negative Declaration reflects the independent judgment and analysis of the City.

The foregoing Resolution of the City of Elk Grove was passed and adopted by the Planning Commission on the 18th day of February 2010, by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

ATTEST:

SANDY KYLES
PLANNING SECRETARY

NANCY CHAIRES, CHAIR of the
PLANNING COMMISSION



8401 Laguna Palms Way • Elk Grove, California 95758
Tel: 916.683.7111 • Fax: 916.691.3175 • www.elkgrovecity.org

NOTICE OF INTENT TO ADOPT A NEGATIVE DECLARATION

December 18, 2009

LEAD AGENCY: City of Elk Grove
8401 Laguna Palms Way
Elk Grove, CA 95758

CONTACT PERSON: Jessica Shalamunec, (916) 478-2246

PROJECT TITLE: Parks and Recreation Master Plan

PROJECT LOCATION: City-wide

PROJECT DESCRIPTION: The Parks and Recreation Master Plan will guide decision-making for the future development and management of parks, recreation facilities, and open space within the City of Elk Grove. The master plan is a planning document, intended to set goals, objectives, and standards for the Cosumnes Community Services District (CCSD) and the City. The Negative Declaration is not intended to be used as the environmental document of any of the possible facilities identified in the master plan.

NOTICE IS HEREBY GIVEN that the City of Elk Grove has prepared a draft Negative Declaration, pursuant to the requirements of the California Environmental Quality Act (CEQA), for the above described project.

The project is not listed on the Hazardous Waste and Substances Sites List as set forth in Government Code Section 65962.5.

PUBLIC REVIEW PERIOD: A 30 day public review period for the Draft Negative Declaration will commence on December 18, 2009 through January 18, 2010 for interested individuals and public agencies to submit written comments on the document. Any written comments on the Negative Declaration must be received at the above address within the public review period. Comments can also be made during the public hearing. Copies of the Negative Declaration and Initial Study are available for review at the City at the above address and on the website at www.egplanning.org/environmental/.

PUBLIC MEETING: This matter has been tentatively set for public hearing before the City Council/Planning Commission on February 4, 2010.

For reviewing agencies: The City of Elk Grove requests that you review the enclosed materials and provide any appropriate comments related to your agency's area of responsibility. The space below may be used to indicate that your agency has no comments or to state brief comments. If applicable and in accordance with Section 15097 of the CEQA Guidelines, please provide a draft mitigation monitoring or reporting program for mitigation measures proposed by your agency. This program should include specific performance objectives for mitigation measures identified (CEQA Section 21081.6(c)). Also inform this Department if a fee needs to be collected in order to fund the mitigation monitoring or reporting by your agency and how that language should be incorporated into the mitigation measure.

- No Comments provided
- Comments noted below
- Comments provided in separate letter

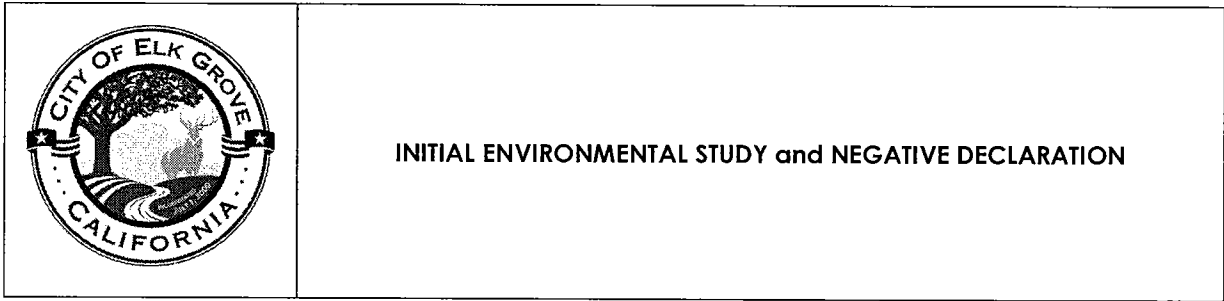
COMMENTS:

Return to: City of Elk Grove
 Development Services – Planning
 Attn.: Jessica Shalamunec
 8401 Laguna Palms Way
 Elk Grove, CA 95758

From: Agency Name: _____
 Contact Person: _____
 Phone Number: _____

DISTRIBUTION

1. State Clearinghouse (15 copies)—include Notice of Completion
2. County Clerk's Office
3. City Hall
4. Newspaper
5. Interested Parties
Adams, Broadwell, Joseph & Cardozo
6. Sacramento Metropolitan Air Quality Management District (AQMD)
7. CALTRANS
8. Elk Grove Unified School District
9. Sacramento County Water Agency
10. Elk Grove Water Service
11. Pacific Gas & Electric
12. Cosumnes Community Services District



Project Title:	Parks and Recreation Master Plan
Lead Agency Name and Address:	City of Elk Grove Development Services-Planning 8401 Laguna Palms Way Elk Grove, CA 95758
Project Location:	City-Wide
Project Sponsor's Name and Address:	City of Elk Grove Development Services-Planning 8401 Laguna Palms Way Elk Grove, CA 95758
General Plan Designation(s):	N/A
Zoning:	N/A
Contact Person:	Taro Echiburu
Phone Number:	916.478.3619
Date Prepared	December 21, 2009

1.0 INTRODUCTION

This document is an Initial Study and Negative Declaration (ND) prepared pursuant to the California Environmental Quality Act (CEQA), for the Parks and Recreation Master Plan (referred to as the Master Plan or proposed project). This ND has been prepared in accordance with CEQA, Public Resources Code Sections 21000 et seq., and the CEQA Guidelines found in Chapter 14 of the California Code of Regulations.

An Initial Study is conducted by a lead agency to determine if a project may have a significant effect on the environment. In accordance with the CEQA Guidelines, Section 15064 (a)(1), an environmental impact report (EIR) must be prepared if there is substantial evidence in light of the whole record that the proposed project under review may have a significant effect on the environment. A negative declaration may be prepared instead, if the lead agency finds that there is no substantial evidence, in light of the whole record that the project may have a significant effect on the environment. A negative declaration is a written statement describing the reasons why a proposed project, not exempt from CEQA, would not have a significant effect on the environment and, therefore, why it would not require the preparation of an EIR (CEQA Guidelines Section 15371). According to CEQA Guidelines Section 15070, a negative declaration shall be prepared for a project subject to CEQA when either:

- a) The Initial Study shows there is no substantial evidence, in light of the whole record before the agency, that the proposed project may have a significant effect on the environment, or
- b) The Initial Study identified potentially significant effects, but:
 - (1) Revisions in the project plans or proposals made by or agreed to by the applicant before the proposed mitigated negative declaration and initial study is released for public review would avoid the effects or mitigate the effects to a point where clearly no significant effects would occur, and
 - (2) There is no substantial evidence, in light of the whole record before the agency, that the proposed project as revised may have a significant effect on the environment.

If revisions are adopted into the proposed project in accordance with the CEQA Guidelines Section 15070(b), a mitigated negative declaration (MND) is prepared.

1.1 LEAD AGENCY

The lead agency is the public agency with primary responsibility over a proposed project. In accordance with CEQA Guidelines Section 15051(b)(1), "the lead agency will normally be the agency with general governmental powers, such as a city or county, rather than an agency with a single or limited purpose..." In this case, the City of Elk Grove and the Cosumnes Community Services District (CCSD) will both serve as lead agencies for the Parks and Recreation Master Plan. This is due to the fact that the City and CCSD have agreed to work cooperatively to develop a long range Master Plan and site specific plans for the development and construction of new facilities.

1.2 PURPOSE AND DOCUMENT ORGANIZATION

The purpose of this Initial Study and Negative Declaration (IS/ND) is to evaluate the potential environmental impacts of the proposed project. This document is divided into the following sections:

- 1.0 **Introduction:** Provides an introduction and describes the purpose and organization of this document.
- 2.0 **Project Description:** Provides a detailed description of the proposed project.
- 3.0 **Environmental Factors Potentially Affected:** Provides an identification of those environmental factors that involve a "Potentially Significant Impact."
- 4.0 **Determination:** Provides the environmental determination for the proposed project.
- 5.0 **Environmental Checklist and Evaluation:** Describes the environmental setting for each of the environmental subject areas, evaluates a range of impacts classified as "no impact," "less than significant," "potentially significant unless mitigation incorporated," or "potentially significant" in response to the environmental checklist.

This IS/ND has been prepared in accordance with the California Environmental Quality Act, Public Resources Code Section 21000 et seq., and the State CEQA Guidelines, California Code of Regulations (CCR) Section 15000 et seq. The ND analyzes the potential impacts of the Parks and Recreation Master Plan.