

Public Facilities and Finance Element

This Element of the General Plan addresses the following public facilities issues:

- **Water Service**, including both potable (drinkable) and non-potable water delivery.
- **Sewer Service**, and
- **Financing and construction** of public facilities

This Element also addresses the following public services:

- **Public Libraries** and
- **Public Schools**

*Note: The City's policies related to **solid waste**, another public facility, are contained in the Conservation and Air Quality Element. Policies related to **police and fire protection** are in the Safety Element. Policies related to **parks** are located in the Parks, Trails, and Open Space Element.*

WATER SERVICE

Domestic water service in Elk Grove is provided by two public water service providers—the Sacramento County Water Agency and the Elk Grove Water Service—and, in the eastern portion of the city, by private wells tapping the underground aquifer.



Drinking water in Elk Grove comes from both surface water (such as rivers) and wells.

Water supply is important both from the standpoint of health and convenience, but also the need for water to help suppress fires and support the efforts of the Elk Grove Community Services District's fire personnel.

For detailed information on water service in Elk Grove, please see the Background Report.

SEWER SERVICE

Sewer service in the Planning Area is provided by County Sanitation District 1 (CSD-1), which maintains an extensive system of sewer lines and treatment facilities.

For detailed information on CSD-1, please see the Background Report, which accompanies this General Plan.

FINANCE OF PUBLIC FACILITIES

Because they involve projects that will ultimately be owned and/or operated by public agencies, and because they involve substantial costs, public facilities projects (roads, water lines, etc.) are often financed either totally or in part with public funds.



So-called "zipper streets" that combine narrow and wide sections are the result of deferred roadway construction policies in place prior to the incorporation of Elk Grove

Although many variations of public funding are available, most types involve the collection of money from either new development or existing development, or both. Funds can be collected in the form of:

- Property assessments
- Connection or “hookup” fees (such as for connection to a public water system)
- Impact fees

The funds collected are then used to fund the construction of facilities in one of several basic ways:

- Construction is funded directly when sufficient money is available (commonly known as “pay-as-you-go” financing)
- The public agency uses its ability to borrow funds (often through the issuance of bonds) to provide “up-front” financing, repaying the loans through fees or assessments charged on future development.

In Elk Grove, much of the infrastructure development which occurred prior to the incorporation of the City used a “pay-as-you-go” approach (although bond financing was used for some facilities). The policies of the County of Sacramento also allowed the incremental construction of roadways—for instance, a planned 6-lane roadway would first be built with 2 or 4 lanes, with the final lanes added at a later date.

Based on a review of past practices, the County also apparently attempted to avoid building facilities (primarily roadways) on land that was not being developed at the time.

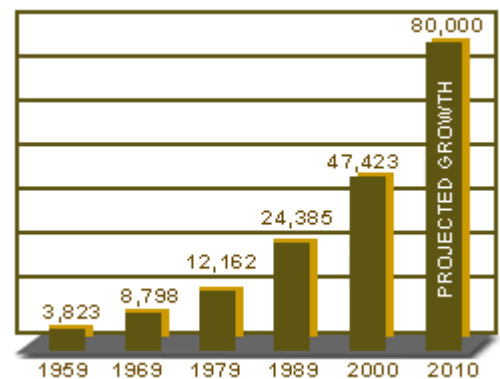
The most visible result of these policies in Elk Grove is the so-called “zipper street,” which goes from a fully improved section to a narrow, two-lane section and then back again to a four-lane roadway (as shown in the photo on the previous page). Other, less visible examples of infrastructure built in increments have included sewer, drainage, and water systems.

This Element expresses the City’s policy to construct infrastructure facilities through the use of “up front” financing so that roadways, drainage facilities, etc., can be completed with the initial phase of construction, avoiding the use of interim facilities and the creation of traffic congestion and other problems resulting from insufficient capacity.

PUBLIC SCHOOLS

Public schools in Elk Grove and the Planning Area are provided by the Elk Grove Unified School District (EGUSD), an independent agency which provides elementary, middle school, and high schools, as well as special education facilities and services.

The Elk Grove Unified School District is known for the high quality of its schools, which consistently perform well in standardized tests. Growth in the District’s service area in recent years has resulted in the need to add substantial new capacity, both at new schools and at existing schools. Projected student enrollment in EGUSD schools as of 2002 is shown below:



Source: EGUSD web site, 11/2002

Under state law, the Elk Grove Unified School District can in most cases act independently of the City in the location, construction, and operation of public schools. In practice, the City and the EGUSD have enjoyed a cooperative working relationship; however, this General Plan recognizes that the District is not bound by the City’s policies or regulations, and that the City is limited by state law in its ability to coordinate development of new homes and other uses with the availability of public schools.

This Element of the General Plan, therefore, stresses cooperation with the District to the extent permitted by law, and expresses the City’s desires with regard to public schools.

Additional information on the Elk Grove Unified School District is included in the General Plan Background Report.

The following Goals of the City of Elk Grove are implemented in this Public Facilities and Finance Element:

Guiding Goal 1: A High Quality of Life for All Residents
Focused Goal 1-4: High quality public facilities and services
Focused Goal 1-5: Excellence in the design of new development
Focused Goal 1-8: Creation and maintenance of a strong, positive community image for Elk Grove
Guiding Goal 2: Diversified Economic Base
Goal 2-4: Creation of Elk Grove as a desirable place to establish a business, particularly major employment-generating uses
Guiding Goal 5: Preservation of the Rural Character of Elk Grove
Focused Goal 5-1: Retention of those areas identified for 2-acre and larger lots on the Land Use Map as a rural area through land use and infrastructure controls

PUBLIC FACILITIES AND FINANCE POLICIES: GENERAL POLICIES

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

PF-1-Action 1 Consider participating in efforts to develop regional water solutions, such as the Water Forum.

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

PUBLIC FACILITIES AND FINANCE POLICIES: WATER SERVICE

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

PF-3-Action 1 The following shall be required for all development projects, excluding subdivisions:

- An assured water supply and delivery system shall be available at the time of project approval. The water agency providing service to the project may provide several alternative methods of supply and/or delivery, provided that each is capable individually of providing water to the project.
- All required water infrastructure for the project shall be in place at the time of project approval, or shall be assured through the use of bonds or other sureties to the City's satisfaction. Water infrastructure may be phased to coincide with the phased development of large-scale projects.

PF-3-Action 2 The following shall be required for all subdivisions to the extent permitted by state law:

- Proposed water supply and delivery systems shall be identified at the time of tentative map approval to the satisfaction of the City. The water agency providing service to the project may provide several alternative methods of supply and/or delivery, provided that each is capable individually of providing water to the project.
- The agency providing water service to the subdivision shall demonstrate prior to the approval of the Final Map by the City that sufficient capacity shall be available to accommodate the subdivision plus existing development, and other approved projects in the same service area, and other projects

that have received commitments for water service.

- Offsite and onsite water infrastructure sufficient to provide adequate water to the subdivision shall be in place prior to the approval of the Final Map or their financing shall be assured to the satisfaction of the City, consistent with the requirements of the Subdivision Map Act.
- Offsite and onsite water distribution systems required to serve the subdivision shall be in place and contain water at sufficient quantity and pressure prior to the issuance of any building permits. Model homes may be exempted from this policy as determined appropriate by the City, and subject to approval by the City.

PF-4 The City shall require new utility infrastructure for electrical, natural gas and other infrastructure services avoid sensitive resources, be located so as to not be visually obtrusive, and, if possible, be located within roadway rights-of-ways or existing utility easements.

PF-5 The City supports the use of reclaimed water for irrigation wherever feasible.

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

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

PUBLIC FACILITIES AND FINANCE POLICIES: SEWER SERVICE

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

PF-8-Action 1 The following shall be required for all development projects, excluding subdivisions:

- Sewer/wastewater treatment capacity shall be available at the time of project approval.
- All required sewer/wastewater infrastructure for the project shall be in place at the time of project approval, or shall be assured through the use of bonds or other sureties to the City's satisfaction.

PF-8-Action 2 The following shall be required for all subdivisions to the extent permitted by state law:

- Sewage/wastewater treatment capacity shall be available at the time of tentative map approval.
- The agency providing sewer service to the subdivision shall demonstrate prior to the approval of the Final Map by the City that sufficient capacity shall be available to accommodate the subdivision plus existing development, and other approved projects using the same conveyance lines, and projects which have received sewage treatment capacity commitment.
- Onsite and offsite sewage conveyance systems required to serve the subdivision shall be in place prior to the approval of the Final Map, or their financing shall be assured to the satisfaction of the City, consistent with the requirements of the Subdivision Map Act.
- Sewage conveyance systems within the subdivision shall be in place and connected to the sewage disposal system prior to the issuance of any building permits. Model homes may be exempted from this policy as determined appropriate by the City, and subject to approval by the City.

PF-9 Development along corridors identified by sewer providers in their Master Plans as locations of future sewerage conveyance facilities shall incorporate appropriate easements as a condition of approval.

PF-10 The City shall strongly discourage the extension of sewer service into any area designated for Rural Residential land uses. Sewers shall not be used to accommodate lot sizes smaller than 2 (two) gross acres in the Rural Residential area, and lot sizes shall be large enough to accommodate septic systems. This policy shall not be construed to limit the ability of any sewer agency to construct “interceptor” lines through or adjacent to the Rural Residential area, provided that no “trunk” or service lines are provided within the Rural Residential area.

PF-11 The installation of “dry sewers” shall not be required as a condition of approval of development in the Rural Residential land use category.

PF-12 To reduce the potential for health problems and groundwater contamination resulting from the use of septic systems, the City shall take the following actions:

PF-12-Action 1 The City shall prepare and implement a public information campaign aimed at homeowners in areas with septic systems on the proper design, use, and care of septic systems.

PF-12-Action 2 The City shall consider adopting Plumbing Code revisions to allow the use of updated technologies which offer an alternative to septic systems for the treatment of sewage on individual sites.

PF-13 Residential development on lots smaller than two (2) gross acres shall be required to connect to public sewer service. This policy shall not apply to lots smaller than 2 gross acres in the Rural Residential land use category which existed as legal lots as of the date of adoption of this General Plan; these lots shall not be required to connect to public sewer service as a condition of development.

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

PUBLIC FACILITIES AND FINANCE POLICIES: PUBLIC LIBRARIES

PF-15 The City shall cooperate with the County of Sacramento in the planning and implementation of future library facilities and facility expansions in Elk Grove.

PUBLIC FACILITIES AND FINANCE POLICIES: PUBLIC SCHOOLS

PF-16 Specific plans shall identify all existing and planned school sites and should include guidelines and conceptual examples for incorporating new schools into overall neighborhood design.

PF-17 While recognizing that school siting and development are not within the jurisdiction of the City to control, the City strongly encourages the School District to consider the following criteria:

- Traffic impacts on nearby roadways are addressed and mitigated to meet City standards for level of service.
- Schools should serve as a focal point of neighborhood activity and be interrelated with churches, parks, greenways and off-street paths whenever possible.
- Almost all residences will be within walking distance of a school (one mile or less) and all residences are within two miles of a school whenever possible.
- New schools are adjacent to neighborhood and community parks whenever possible and designed to promote joint use of appropriate facilities.
- New schools should link with trails, bikeways, and pedestrian paths wherever possible.

PF-18 The City supports state legislative efforts to secure additional state funding for school construction and ensure maintenance of local district priorities for funds in the state school bond program.

**PUBLIC FACILITIES AND FINANCE POLICIES:
FINANCING AND PHASING OF PUBLIC FACILITIES**

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

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

- Any roadway of a collector size or above, including any roadway shown on the Circulation Plan in this General Plan.
- All wells, water transmission lines, treatment facilities, and storage tanks needed to serve the project.
- All sewer trunk and interceptor lines and treatment plants or treatment plant capacity.

The City shall use its financial capacity to facilitate implementation of this policy if necessary, including, but not limited to:

- Issuing bonds,
- Using City funds directly, with repayment from future development fees
- Fee programs
- Developer financing

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

PF-22 Infrastructure financing plans which specify the extent, timing and estimated cost of all necessary infrastructure shall be required for the approval of urban uses in the Laguna Ridge and Southeast Policy Areas, as defined in this General Plan. The resulting financing mechanisms shall be implemented prior to the development of urban uses.

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

PF-24 Fee programs and/or other finance mechanisms for roadway and related infrastructure shall include sufficient funding for all of the following items:

- Design, engineering, environmental compliance, and construction of roadway lanes, traffic signals, and bridges.
- Right of way acquisition, design, engineering, environmental compliance, and construction costs sufficient to ensure that "zipper streets" are not created by non-participating owners. *(Please see the introduction to the Circulation Element for a discussion of the "zipper street" phenomenon.)*
- Drainage and other facilities related to new roadway construction.
- Installation of landscaped medians and streetscaping where appropriate.
- Installation of sidewalks or other facilities where needed to provide safe passage for pedestrians.

PF-25 Fee programs and/or other finance mechanisms for roadway and related infrastructure shall include sufficient funding for all of the following items:

- Design, engineering, environmental compliance, and construction of roadway lanes, traffic signals, and bridges.

- Right of way acquisition and design/engineering/environmental compliance/construction costs sufficient to ensure that “zipper streets” are not created by non-participating owners. *(Please see the introduction to the Circulation Element for a discussion of the “zipper street” phenomenon.)*
- Drainage and other facilities related to new roadway construction.
- Installation of landscaped medians and streetscaping where appropriate.

Fee programs and/or other finance mechanisms shall be reviewed regularly to ensure that sufficient funding will be available to construct all required facilities.

PF-26 To minimize damage to roadways and to reduce inconvenience to residents and businesses, the City shall seek to ensure that all utilities located in roadways are installed in a single operation. Multiple installations in which separate utilities are installed at different times and/or in different trenches, are specifically discouraged.

PF-26-Action 1 Work with utility providers to coordinate the installation or upgrading of utilities and eliminate multiple trenching of city streets.

PUBLIC FACILITIES AND FINANCE POLICIES: OPEN SPACE ACQUISITION

Please see the Conservation Element and the Parks, Trails, and Open Space Element for policies related to the public financing of open space acquisition.

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