

4.6.5 Police Protection/Crime Prevention

SUMMARY

Primary police protection service for the project site and City of Elk Grove is provided by the Sacramento County Sheriff's Department South Field Services Substation. Due to the current undeveloped (agricultural) state of the project site, emergency and non-emergency calls to the project site and area are infrequent. The project would result in a demand for Sheriff Department service to the site, during project construction and operation. Project operation would generate revenue to the City of Elk Grove General Fund through payment of sales tax revenue. The allocation of revenues collected from the project would address the demand for additional officers if allocated by the City Council.

EXISTING CONDITIONS

The County of Sacramento Sheriff's Department serves the City of Elk Grove from its headquarters located near the intersection of Bond and Waterman Roads, approximately 2.5 – 3.0 miles northeast of the center point of the project site. The Sheriff's Department has the responsibility to provide general law enforcement for the project site until June 30, 2001. Future law enforcement services from the Sheriff's Department beyond that date will require an agreement between the City of Elk Grove and the County of Sacramento. The Department of California Highway Patrol provides traffic regulation enforcement, emergency accident management and service and assistance on State roadways and other major roadways in unincorporated portions of the southern Sacramento Valley area.

Sacramento County Sheriff's Department

The Sacramento County Sheriff's Department is in the process of a decentralization effort to provide more focused law enforcement effort in various locales of Sacramento County. The recently established South Division of the Sacramento County Sheriff's Department is responsible for providing general law enforcement to the City of Elk Grove. As **Figure 4.6.5-1, Police Services Locations**, illustrates, this station is located at the intersection of Bond and Waterman Roads. This location is approximately 3.0 miles northeast of the center point of the project site.

The Sheriff's Department has not established an optimal response time. At present, response times vary dependent upon the location of the patrol car to the scene of the incident. It is expected that, with the decentralization and establishment of the South Division, response times will be better than present

conditions.²⁰ The Sheriff's Department has indicated that due to the current undeveloped (agricultural) state of the project site, emergency and non-emergency calls to the project site and area are infrequent.

The CHP provides traffic regulation enforcement for the area from its station located at 6 Massie Court, near the interchange of Mack Road and SR-99. The CHP patrols all of Sacramento County south of the American River (including the project site), which includes Interstate 5 (I-5), U.S. Highway 50 (US- 50), State Route 16 (SR-16), State Route 99 (SR- 99), and State Route 104 (SR-104).

The primary responsibilities of the CHP are to patrol State highways and County roadways in the previously identified service area, enforce traffic regulations, respond to traffic accidents, and to provide service and assistance for disabled vehicles. In the Sacramento County area, the CHP maintains a Statewide Mutual Aid Agreement with the Sacramento County Sheriff's Department, which provides law enforcement service under contract to the City of Elk Grove.

City Emergency Response/Evacuation Plans

The City of Elk Grove is responsible for emergency operations within City boundaries. The primary emergency operations center for the City of Elk Grove is City Hall, located on Elk Grove Boulevard.

After the Oakland fire, the State of California passed legislation authorizing the State's Office of Emergency Services to prepare a Standard Emergency Management System (SEMS) program, which sets forth measures by which a jurisdiction handles emergency disasters. By December 1996, each jurisdiction incorporated by 1993 must have shown to the Office of Emergency Services that it is in compliance with SEMS through a number of measures, including having an up-to-date emergency management plan. Non-compliance with SEMS could result in the State withholding disaster relief from the non-complying jurisdiction in the event of an emergency disaster.²¹ Because the City of Elk Grove is only recently incorporated, it is not under any time constraints to prepare an emergency management plan. Until such time that it prepares an emergency management plan, should it choose to do so, the City would fall under the umbrella of the County of Sacramento's program.

²⁰ Telephone interview with Tom Manzari, Sacramento County Sheriff's Department, Community Oriented Policing Strategies Division, April 27, 2000.

²¹ Telephone interview with Jerry Kopp, Senior Emergency Operations Planner, California Office of Emergency Services, May 18, 2000.

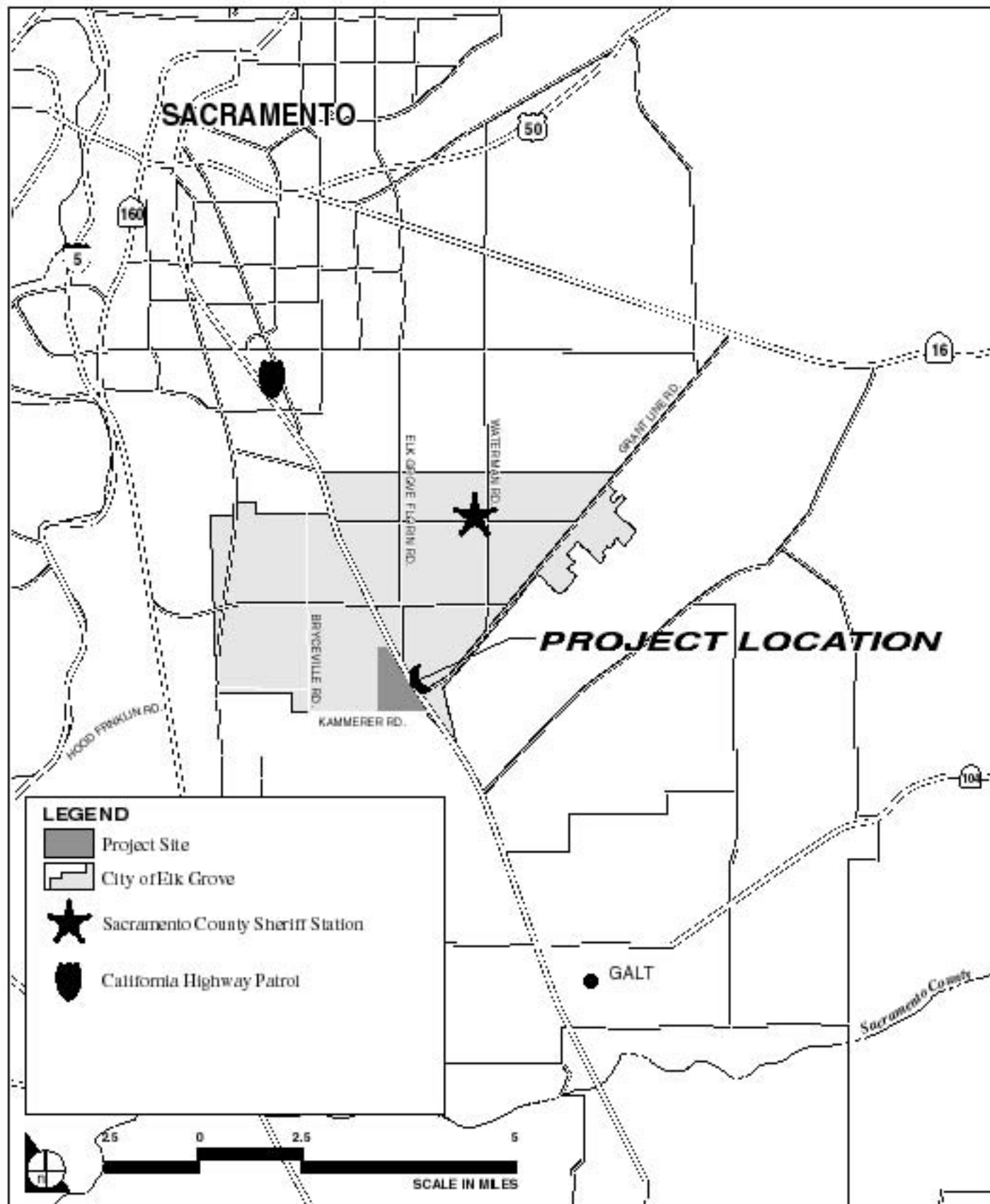


FIGURE 4.6.5-1

Police Services Locations

County Emergency Response/Evacuation Plans

Operated through the Sheriff's Department, the County's Emergency Operations Office, located in downtown Sacramento, coordinates with the emergency organizational network of cities and special districts within the County and the California Office of Emergency Services. The County Multi-Hazard Functional Plan details the coordination of County agencies during and after a catastrophic event and establishes the framework for mutual aid agreements between local, state, and federal governments for emergency personnel and equipment assistance when local government resources are overwhelmed by disaster. The La Sierra Community Center located at 5325 Engle Road, Carmichael serves as the Emergency Operations Center (EOC) for the Sacramento County area where response agencies coordinate emergency response and recovery actions in the event of a disaster, such as fire suppression, search and rescue, evacuation, post disaster safety inspections, and clean-up efforts in the service area, which includes the City of Elk Grove. This EOC can be entirely self-sufficient during disaster operations. The State Office of Emergency Services is partially funded by the Federal Government through the Federal Emergency Management Act. A portion of this funding is allocated to emergency management programs in local jurisdictions.

The County's Multi-Hazard Functional Plan serves as the emergency management plan for the entire County. Specific emergencies considered in the Plan include severe floods, hazardous materials incidents, earthquake, and transportation incidents. Annexes to the Plan include terrorism activity and energy crisis. The Sacramento County Emergency Operations Office last revised and updated the plan in 1997.

PROJECT IMPACTS

Thresholds of Significance

Appendix G (Environmental Checklist Form) of the CEQA *Guidelines* lists the following as criteria for determining that a project may have a significant impact:

- When it would result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives.

Analysis

Given the current situation (as presented in the discussion of Existing Conditions), the analysis presented in this EIR is based on the services of the Sacramento County Sheriff's Department. It would be

speculative to determine the potential impacts to another service provider, should one be chosen at a future date.

Construction

On-Site Impacts

During the construction of individual developments on the project site, Sheriff's service requirements on the project site would be increased over existing demands. Due to the presence of building materials, construction equipment, and related temporary office buildings, the potential for vandalism and theft would be greater, thereby increasing Sheriff's service demands for property protection. During this phase, private security patrols would be utilized to protect the project site, thereby reducing demands on the existing Sheriff's Department resources.

It is also expected, should the City enter into an agreement with Sacramento County for Sheriff service, that response times would improve beyond those experienced prior to such an agreement. This is because any contract entered into between the City and County would specifically allocate resources exclusively for the City of Elk Grove.

Finally, it is not expected that construction-related traffic on the project site would result in impacts on average response times. Slow-moving construction-related traffic on adjacent roadways may temporarily reduce optimal traffic flows and may delay emergency vehicles traveling through the area; however, they would not result in a significant impact on traffic flows because construction-related traffic would only occur during short periods of time. Moreover, to minimize potential conflicts between construction activity and through traffic, a construction traffic control plan will be developed for use during construction activity. The plan will identify all traffic control measures, signs, and delineators to be implemented by the construction contractor during the duration of demolition and construction activity. Construction traffic will be controlled in accordance with the CALTRANS Traffic Manual and City standards.

Off-Site Impacts

Construction of off-site infrastructure could create temporary traffic congestion along affected roadways. The use of standard construction traffic control measures such as flagmen, signage, etc., will minimize traffic congestion during these periods. Given the short-term and temporary nature of such activity, no significant impacts are anticipated.

Operational

Over the buildout of the project site, development would involve the construction of a 1,300,000-square-foot regional mall, 896,000 square feet of community commercial uses, 276,000 square feet of neighborhood commercial uses, 318,000 square feet of office and entertainment area and approximately 280 multi-family residential units.

On-site Impacts

Impact 4.6.5-1 Project operation would increase demand for law enforcement service in the City of Elk Grove and potentially slow response times. This is considered a potentially significant impact.

As stated above, the Sheriff's Department provides traffic control and law enforcement to the City of Elk Grove through June of 2001. Assuming that the Sheriff's Department would continue to provide services to the project site beyond this date, it is anticipated that demands for Sheriff's services in the project area would rise above current levels upon development of the project.

In order to calculate the additional demands of the project on Sheriff services, the Department reviewed incidents at the Arden Fair Mall. The Arden Fair Mall was used in the study because the size of that mall is similar to the proposed project (1.2 million square feet in area, compared to the proposed 1.3 million square-foot Lent Ranch Marketplace). The Department's review examined a one-year sampling of type and frequency of reports taken from August 1997 through July 1998.

The Department found that an average of approximately 4.8 reports were taken on a daily basis. Based upon the results of the Arden Fair Mall survey, the Sheriff's department concluded that 3.6 sworn officers were needed to service the proposed Lent Ranch commercial uses and 0.4 additional personnel to service the multi-family residential units, for a total of 4 additional sworn officers.²²

An independent review of existing shopping center projects in several other cities located throughout the state was conducted by Impact Sciences to verify this estimate. This survey examined data obtained from three comparable malls located in northern and southern California. The malls surveyed included Hilltop Mall (1.7 million square feet of commercial use), Sun Valley Mall (1.44 million square feet of commercial use), and the Valencia Town Center (1.6 million square feet of commercial, 501,452 square

²² Sacramento County Sheriffs Bureau memorandum to Dennis Yeast, Sacramento County Department of Environmental Review and Assessment, September 2, 1998.

feet of retail/office, 247-room hotel and 210 apartments). On average, the three malls generated approximately 13 calls for service per week, which equates to 1.9 calls per day.

Based on the above, the net increase in calls for service generated by the proposed project is predicted to range between 1.9 and 4.8 calls per day. The increased calls for service generated by the project would necessitate additional manpower to meet this demand in a satisfactory response time. Assuming that 4 sworn patrol officers would be added to the Sheriff's Department staff as the project builds out, response times to the project site for emergency and non-emergency calls would improve compared to present levels because more patrol officers would be patrolling the site and the area. It is expected that the number of Sheriff service calls from and the types of incidents at the project site as it builds out would be similar in frequency and character to those experienced throughout the Sacramento Valley area. Such calls are likely to include auto theft, burglary, and assault.

A variety of security features are under consideration for the project in order to reduce the number of calls for service generated by this facility. For example, the applicant would contract with a private security firm that will provide uniformed security to patrol the mall interior and parking lot in a marked vehicle. The applicant is also considering a proposal to provide space for a store-front station to accommodate sworn officers.

Funds to cover the additional staffing costs would be generated by increased sales and property tax revenue. As the project is developed, property and sales taxes would be deposited in the City of Elk Grove General Fund. A portion of these revenues could then be allocated, in accordance with the City of Elk Grove and an anticipated County of Sacramento contractual service agreement, to maintain staffing and equipment levels for the Elk Grove Sheriff's response to related demands. As the City's revenue base provides for adequate Sheriff's service in the City of Elk Grove, it is anticipated that this same level of service could be provided for the project through existing funding sources as long as the City of Elk Grove and the County of Sacramento (or whomever or however the City elects to provide service protection) maintain service agreements. Although the project would increase demands for Sheriff's services, these service demands can be met through the allocation of revenues collected from the project using existing sources.

City Emergency Response/Evacuation Plans

Upon buildout, the resident and daytime populations of the project site would increase above current levels. These populations would be subject to potential emergencies. Because the City is newly incorporated and has not prepared its own City Emergency Evacuation Plan, the City would fall under

the umbrella of the County Sacramento's Emergency Evacuation Plan in the event of a natural disaster. Until such time that the City of Elk Grove prepares its own Emergency Evacuation Plan, all emergency activities would be subject to the auspices of the County's Plan, and no significant impacts are anticipated since the County plan covers the area in question and is considered adequate to handle emergencies that could arise at the project. With respect to potential hazards specific to the Suburban Propane site, please see **Section 4.5, Hazards**, of this EIR.

County Emergency Response/Evacuation Plans

The County would continue to operate the Sacramento Operational Area EOC out of the La Sierra Community Center. The County's EOC has demonstrated compliance with the State's Standard Emergency Management System through its adopted emergency management plan and will be required to regularly demonstrate compliance through a variety of means, including a regular update of the County's Multi-Hazard Functional Plan.

The County does not identify specific evacuation routes. Instead, the Plan relies upon the Sheriff's Department to identify the specific routes to be used in an evacuation based on the nature of the emergency. Typically, the primary routes are major arterials and freeways. The proposed circulation plans for the project include a primary access from the Grant Line Road/SR-99 interchange, Kammerer Road and the reconfigured West Stockton Boulevard, which would bisect the project site in a north/south direction from Kammerer Road to an (unnamed) roadway at the northern boundary of the project site. These roadways would provide alternative evacuation routes for the site. Given these alternative evacuation routes, it is not anticipated that the design of the project would preclude implementation of an evacuation plan, which would provide for the safe movement of future residents and employees. Consequently, no significant impacts are expected to occur with regard to emergency evacuation of the project site or its surroundings.

Off-Site Impacts

The infrastructure alignments follow existing roadways or areas disturbed by agricultural cultivation. During installation, standard construction traffic control practices will be utilized including use of flagmen, signs, etc., to ensure traffic flow. Upon completion of the infrastructure needed to serve the project, these areas would be returned to their natural state (e.g., all travel lanes on existing roadways would be available or land would again be available for cultivation). Consequently, the improvements would not significantly reduce response times of law enforcement personnel.

PROJECT MITIGATION MEASURES

Measures Already Incorporated into the Project

While no specific measures have been established at the present time, the applicant is considering a variety of measures including closed circuit television, private security, and use of call boxes in parking lots.

Measures Recommended by this EIR

4.6.5-1(a) Mall management shall contract with a private security firm to provide uniformed patrols both inside and outside the mall.

Timing/Implementation: **Prior to issuance of Occupancy permit.**

Enforcement/Monitoring **City of El Grove Planning Department.**

4.6.5-1(b) Mall management and security shall meet with the Sheriff's Department prior to opening to coordinate efforts in addressing anticipated law enforcement problems. Meeting minutes that identify action items are to be taken and signed by all participating parties.

Timing/Implementation: **Prior to issuance of Occupancy permit.**

Enforcement/Monitoring **City of Elk Grove Planning Department.**

4.6.5-1(c) Mall management shall offer space within the Mall for a storefront station. The offer shall be made in writing and submitted to both the Sheriff's Department and City Planning Department.

Timing/Implementation: **Prior to issuance of Occupancy permit.**

Enforcement/Monitoring **City of Elk Grove Planning Department.**

4.6.5-1(d) Signs shall be posted banning loitering, skateboarding, rollerblading, and public drinking. Signs shall be posted indicating parking is for mall customers only.

Timing/Implementation: **Prior to issuance of Occupancy permit.**

Enforcement/Monitoring **City of Elk Grove Planning Department.**

4.6.5-1(e) Outdoor parking lot lighting shall be a minimum of one (1) foot candles minimum maintained illumination per square foot of parking surface during business hours and 0.25 foot candles of minimum maintained illumination per square foot of parking surface on any walkway, alcove, or passageway. Entrance ways shall have a minimum of one foot candle lighting. All light fixtures shall be vandal resistant.

Timing/Implementation: **Prior to improvement plan approval**

Enforcement/Monitoring **City of Elk Grove Planning and Public Works Departments.**

CONSISTENCY WITH GENERAL PLAN POLICIES

The following are policies from the City of Elk Grove General Plan that apply to law enforcement. These policies are general in nature and are subject to interpretation. The City Council has the authority to decide whether the project is consistent with applicable policies.

**Table 4.6.5-1
General Plan Policy Consistency - Police Protection/Crime Prevention**

General Plan Policies	Consistency with General Plan	Analysis
Policy PF-60 Design neighborhoods and buildings in a manner that prevents crime and provides security and safety for people and property when feasible.	Yes	Project-related expansion of both sales and property taxes would assist the City in providing police protection services. Also, in consultation with the Sheriff's Department, crime prevention measures, such as proper lighting in commercial areas and parking lots, would be incorporated into site and building layout design. Additional security measures would likely include 24-hour exterior patrol in marked vehicles, closed-circuit TV monitoring, and emergency call boxes in parking areas. Finally, office space would be provided within the project for the use of Sheriff's Department officers and personnel.

CUMULATIVE IMPACTS

The analysis of cumulative impacts is based upon the number of households within both the regional and project Study Area, based on projections from the Sacramento Council of Governments, as used in the Sacramento County General Plan Travel Model. This approach was used to provide analysis consistent with that presented in other sections of this EIR, and because the Sheriff Department and CHP do not

have long range projections of demand. These figures include buildout of the East Franklin Specific Plan, Laguna Ridge Specific Plan, and the South Pointe planning area.

As shown in **Table 4.6.5-2, Cumulative Household Buildout**, assuming an average household size of 2.687.²³ Total residential population within the Sacramento County region in Year 2020 would be approximately 2.5 million persons. Study Area population in the Year 2020 would be approximately 73,000 persons. The project would contribute approximately 752 persons to these totals (2.687 pph x 280 du = 752).

**Table 4.6.5-2
Cumulative Household Buildout**

Area	Year 1990	Year 2020 (Cumulative)	
		Households	Population ²
Regional	541,463	950,701	2,554,534
Study Area ¹	500	30,587	73,011

Source: Sacramento County General Plan Travel Model

¹ Study Area is bounded by: Elk Grove Boulevard to the north; Cosumnes River to the south; SR 99 to the east; I-5 to the west

² Assuming an average household size of 2.687

The Sacramento County Sheriff’s Department has an existing officer-to-population standard of one officer per 1,000 residents with a goal of two officers per thousand residents. Using the existing officer to population ratio, cumulative buildout within the service area of the Sacramento County Sheriffs Department will require a total of 2,554 sworn officers on a region wide basis. A total of 73 officers are needed to serve the study area at the existing officer to population ratio. New development projects in the City would contribute to the City General Fund, which is the primary source of revenue to fund law enforcement services. Funding would be available to the City to negotiate a contract with the County Sheriffs Department or form a City Department with sufficient funds to hire the number of sworn officers and other support personnel needed to meet cumulative demands for law enforcement if the City Council budgets the funds. Moreover, each project is subject to review by local law enforcement to ensure that adequate access, visibility, and security is provided. Therefore, with continued allocation of General Fund revenue to fund growing demand for law enforcement, sufficient revenue should be available to cover the cost associated with serving cumulative development and no significant cumulative impacts to Sheriff services are anticipated.

²³ California State Department of Finance, May 2000.

CUMULATIVE MITIGATION MEASURES

No cumulative mitigation measures are required.

UNAVOIDABLE SIGNIFICANT IMPACTS

No significant impacts would occur on a project or cumulative basis with implementation of recommended mitigation.