

The proposed 2009 Comprehensive Transportation Plan (CTP) would improve mobility throughout Sonoma County that would generally improve quality of life and facilitate the provision of public services, including law enforcement, fire protection services, and schools. Key issues include the potential for construction of projects to impact solid waste facilities and for SMART rail service to delay emergency services at grade crossings.

### ENVIRONMENTAL SETTING

Sonoma County is served by robust public services that provide for the needs for those who live, work, or play in the region. This includes fire and police protection, schools, parks, and other public facilities.

### FIRE PROTECTION

The California Department of Forestry and Fire Protection (CalFire) identifies Sonoma County as a region having very high, high, and moderate potential for wildland fires.<sup>1</sup> The areas with the highest potential for wildland fires are the mountainous areas of the county where there is little urban development, particularly in the northeast and along the eastern boundary bordering Lake County and Napa County. CalFire has an air attack base located at the northeast corner of the Sonoma County Airport, north of Santa Rosa. The base's immediate response area covers 4,000 square miles and includes Marin County and portions of the CalFire Sonoma-Lake-Napa, Santa Clara, San Mateo-Santa Cruz, and Mendocino Units.<sup>2</sup>

As illustrated in **Exhibit 4.12-1**, fire protection in Sonoma County is provided by 29 agencies, including 17 fire protection districts (FPDs). Additionally, the cities of Cloverdale, Healdsburg, Petaluma, Santa Rosa, Sebastopol, and Sonoma operate independent fire departments funded through local property taxes. The Occidental and Cazadero County Service Districts (CSDs) fund fire protection services. Four other agencies provide fire protection through other means: the Sonoma Developmental Center's 1,600 acre campus provides its own fire protection, the Two Rock Coast Guard Station provides its own fire protection, the city of Rohnert Park's fire protection is provided by the Rohnert Park Department of Public Safety, and additional fire protection services in the unincorporated parts of the county are provided by the California Department of Forestry and Fire Protection. There are also 15 volunteer fire companies that comprise Community Service Area 40 (CSA 40).

### EMERGENCY SERVICES

Emergency services provided by agencies such as police departments, the fire departments, and paramedic units all utilize public roadways to provide their services. Roadway safety and monitoring of traffic flow are all overseen by these types of agencies during emergency situations. The Sonoma County Department of Emergency Services provides emergency services. The department consists of four divisions (Administration, Fire Services, Hazardous Materials, and Emergency Management) and is responsible for emergency response, disaster preparedness, regulation of hazardous materials storage sites, fire code management, planning, prevention, training, business and community partnerships, and administrative support.<sup>3</sup>

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<sup>1</sup> Cal Fire, *Fire Hazards Severity Zones Map*, adopted November 7, 2007.

<sup>2</sup> Cal Fire, [http://www.fire.ca.gov/about/downloads/air\\_attack\\_bases/Sonoma.pdf](http://www.fire.ca.gov/about/downloads/air_attack_bases/Sonoma.pdf) (accessed November 2008).

<sup>3</sup>Sonoma County Department of Emergency Services, <http://www.sonoma-county.org/des/> (accessed November 2008).

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The Fire Services Division responds to emergency incidents as part of the Hazardous Materials Response Team, Fire Investigation Task Force, Emergency Operations Center staff, and for fire ground supervision. The Hazardous Materials Division enforces the regulatory-based Hazardous Materials Business Plan Program, Hazardous Waste Program, Underground Tank Program, Accidental Release Program, and the portions of the Uniform Fire Code that address hazardous materials (refer to Section 4.7 for a more detailed discussion of hazards and hazardous materials). The Emergency Management Division is responsible for planning, coordinating response and recovery, and mitigating activity related to countywide emergencies and disasters. This division is the primary coordination point for emergency management communication between responding agencies for emergency services at the federal, state, and local levels. This division also develops the emergency operation plans for the county, cities, and various districts.<sup>4</sup>

Sonoma County's Emergency Medical Services (EMS) is a network of first responder agencies, ground and air ambulance providers, and acute care receiving facilities. The EMS system contains an Exclusive Operating Area (EOA) ambulance franchise, assessment district ambulance providers, fire department-based ambulance providers, privately owned ambulance providers, a privately owned air ambulance (helicopter) service, and a law enforcement-based ALS rescue helicopter. The county's EMS system also has one of the state's only public-private partnership-based EMS fire dispatch centers which provides emergency medical dispatch instructions to callers utilizing the 9-1-1 system. The EMS system also has a Level II Trauma Center (Santa Rosa Memorial Hospital) among its eight acute care hospitals.<sup>5</sup>

Requests for emergency medical care are routed through jurisdictional public safety answering points (PSAP), also known as dispatch centers, to the EMS fire dispatch center (Redwood Empire Communications Authority [REDCOM]), which is run by American Medical Response (AMR) through a contract with the REDCOM Joint Powers Authority. The PSAP dispatch centers relay medical assistance requests (as well as fire-related calls) to the REDCOM dispatch center. REDCOM directly dispatches Bell's Ambulance Service (north central), Bodega Bay Fire Protection District (southwest), Coast Life Support District (north coast), Russian River Fire Protection District (Guerneville area), City of Sonoma Fire Department (east county), and Sonoma Life Support. Cloverdale Ambulance Service and Petaluma Fire Department are dispatched by Cloverdale and Petaluma, respectively. Overall, the EMS system in Sonoma County is currently providing adequate response and patient care to those citizens requesting emergency medical care through the 9-1-1 system. However, the system is operating at peak efficiency and any population growth would necessitate matching growth in services offered.<sup>6</sup>

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<sup>4</sup> Ibid.

<sup>5</sup> Sonoma County. *General Plan 2020, Draft EIR*. 2008.

<sup>6</sup> Ibid.

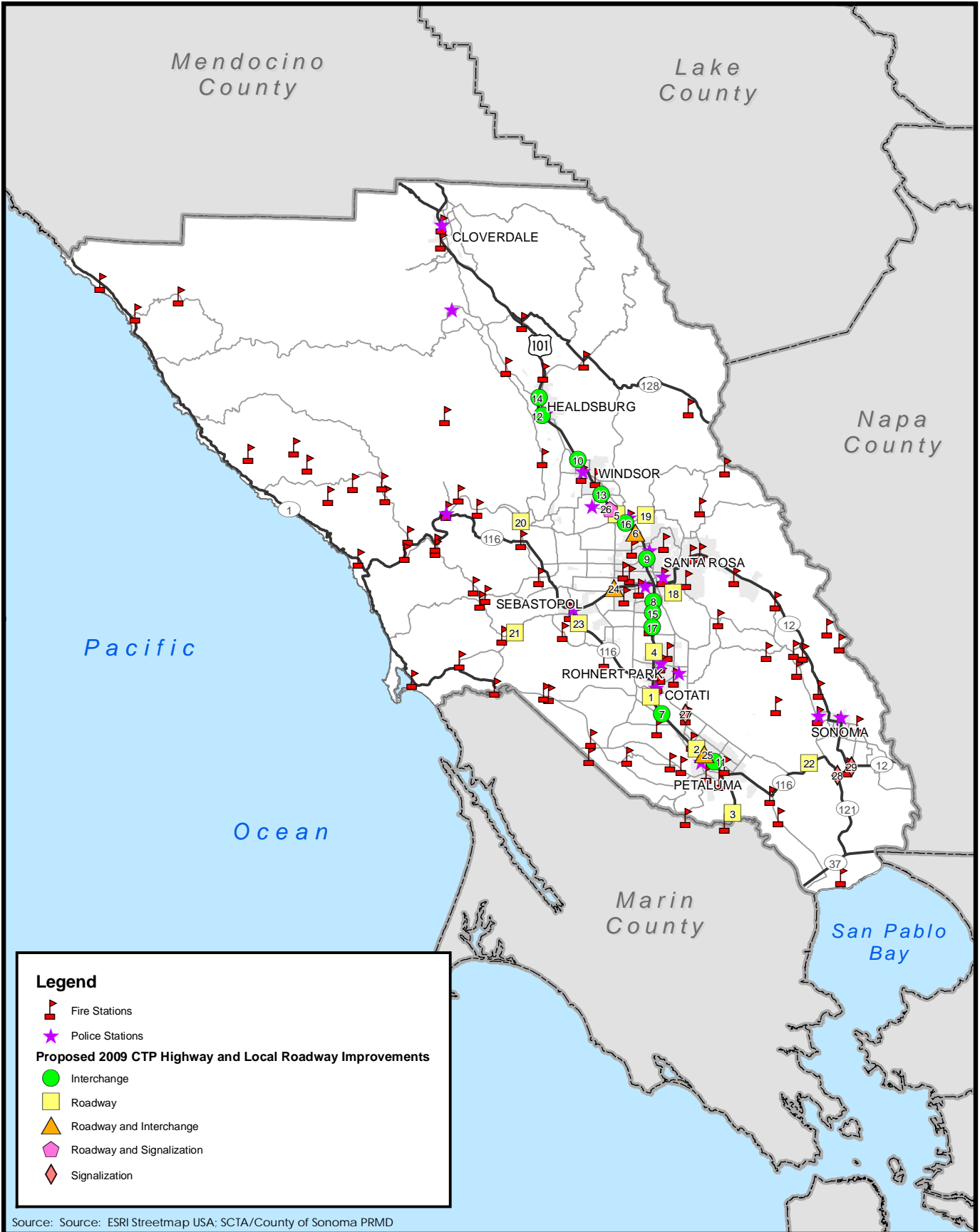


Exhibit 4.12-1  
Police and Fire Services



## **POLICE PROTECTION**

Police protection in the unincorporated county is provided by the Sonoma County Sheriff's Department. The department also provides law enforcement services to the town of Windsor. The department maintains a 24-hour patrol force operating from five substations and the main office. As of February 2003, there were a total of 159 peace officers, including deputies who work in patrol, administration, the helicopter unit, the boating unit, and the civil bureau, with 37 deputies working in investigations, for a total of 196 officers. The California Highway Patrol (CHP) provides law enforcement services for roads and highways within unincorporated portions of the county. The services include traffic control and accident investigation. The CHP maintains a field office in Rohnert Park. Additionally, aside from Windsor, each of the eight incorporated cities maintains citywide police services (see **Exhibit 4.12-1**).

## **SCHOOL SERVICES**

There are 40 school districts within Sonoma County, including 31 elementary districts, 3 high school districts, and 6 unified school districts. This includes 92 elementary schools, 20 middle/junior high schools, 15 high schools, 29 alternative schools, and 20 charter schools. According to the Sonoma County General Plan EIR, enrollment in the county will be 72,555 in 2012–2013. There are an additional 20 charter schools in the county.

## **PARKS**

Sonoma County is home to two State Park Districts, the United States Army Corps of Engineers (Corps) Lake Sonoma Recreation Area, and a County Regional Park System. In addition, five cities have park and recreation departments that oversee local resources, along with three special park districts. In addition, there are a handful of facilities operated by private nonprofit organizations. There are about 52,863 acres of total passive and active recreational land uses.

## **SOLID WASTE DISPOSAL AND TRANSFER FACILITIES**

The Sonoma County Waste Management Agency was formed in 1992 and is a joint powers authority (JPA) of the County of Sonoma and the nine incorporated cities. The JPA was formed to implement regional waste diversion programs as required by AB939 in the following categories: wood waste, yard debris, household hazardous waste, education, and planning. There are five disposal sites in Sonoma County: the Annapolis Transfer Station near Sea Ranch, the Healdsburg Transfer Station, the Guerneville Transfer Station, the Central Disposal Site, and the Sonoma Transfer Station. The Central Landfill is the only operating landfill in the county. The landfill is owned by the County and is permitted to accept up to 2,500 tons per day of nonhazardous municipal solid waste. In 1998, the County approved an expansion plan for the landfill, which includes over 3,000,000 tons of additional capacity. The additional capacity will allow the landfill to remain open until 2015. It currently accepts approximately 1,300 tons of solid waste per day. The Central Disposal Site accepts mixed municipal solid waste, agricultural waste, construction and demolition debris, industrial waste, tires, and wood waste.

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### REGULATORY FRAMEWORK

#### STATE

#### **California Emergency Services Act**

This act governs functions to be performed by various agencies during an emergency to the end that the most effective use may be made of all manpower, resources, and facilities for dealing with any emergency that may occur. The coordination of all emergency services is recognized by the state to mitigate the effects of natural, man-made, or war-caused emergencies which result in conditions of disaster or extreme peril to life, property, and resources and generally to protect health and safety and preserve lives and property.

#### **California Fire Code**

The County has adopted the California Fire Code with amendments specific to Sonoma County (see discussion below under Local Regulatory Framework).

#### **California Integrated Waste Management Act**

The California Integrated Waste Management Act of 1989 (AB 939) required every city and county in the state to prepare a Source Recycling and Recycling Element (SRRE) to its Solid Waste Management Plan that identified how each jurisdiction would meet the mandatory state waste diversion goals of 25 percent by 1995 and 50 percent by 2000. The purpose of AB 939 is to "reduce, recycle, and re-use solid waste generated in the state to the maximum extent feasible."

The term "integrated waste management" refers to the use of a variety of waste management practices to safely and effectively handle the municipal solid waste stream with the least adverse impact on human health and the environment. The act has established a waste management hierarchy, as follows:

- Source Reduction;
- Recycling;
- Composting;
- Transformation; and
- Disposal.

Included in this hierarchy is the requirement to emphasize and maximize the use of all feasible source reduction, recycling, and composting options in order to reduce the amount of solid waste that must be disposed of by transformation and land disposal (Public Resources Code Sections 40051, 41002, and 41302).

#### **California Integrated Waste Management Board (CIWMB) Model Ordinance**

Subsequent to the Integrated Waste Management Act, additional legislation was passed to assist local jurisdictions in accomplishing the goals of AB 939. The California Solid Waste Re-use and Recycling Access Act of 1991 (Sections 42900–42911 of the Public Resources Code) required the CIWMB to approve a model ordinance for adoption by any local government for the transfer, receipt, storage, and loading of recyclable materials in development projects by March 1, 1993. The act also required local agencies to adopt a local ordinance by September 1, 1993, or to allow the model ordinance to take effect.

## LOCAL

**2007 Sonoma County Fire Code**

The County has adopted the California Fire Code (California Code of Regulations, Title 24, 2007 Edition), with amendments specific to Sonoma County, as the 2007 Sonoma County Fire Code (Chapter 13, Fire Safety Ordinance, Sonoma County Code). The following amendments to the California Fire Code are potentially relevant to the proposed transportation improvements in the CTP and have been incorporated into the Sonoma County Fire Code:

- **503.2.6 Bridges and elevated surfaces.** Where a bridge or an elevated surface is part of a fire apparatus access road, the bridge shall be constructed and maintained in accordance with AASHTO Standard Specifications. Bridges and elevated surfaces shall be designed for a live load sufficient to carry the imposed loads of fire apparatus. Vehicle load limits shall be posted at both entrances to bridges when required by the fire code official. Where elevated surfaces designed for emergency vehicle use are adjacent to surfaces which are not designed for such use, approved barriers, approved signs, or both shall be installed and maintained when required by the fire code official.
- **D101.1 Scope.** Fire apparatus access roads shall be in accordance with this appendix as amended and all other applicable requirements of the International Fire Code. This section applies to residential and commercial developments. Residential projects in county unincorporated areas shall comply with the Fire Safe Standards. Design and construction shall be in accordance with the following sections unless otherwise authorized by the fire code official in accordance with section D104.9 Alternative Materials and methods.
- **D102.1 Access and loading.** Facilities, buildings, or portions of buildings hereafter constructed shall be accessible to fire department apparatus by way of an approved fire apparatus access road with an asphalt, concrete, or other approved driving surface capable of supporting the imposed load of fire apparatus weighing at least 75,000 pounds (34,050 kg) or as approved by the Fire Code Official.
- **D103.2 Grade.** The grade of fire apparatus access roads shall be in accordance with the local agency requirement for public streets or as approved by the fire chief.
- **D103.3 Turning radius.** The minimum turning radius shall be determined by the Fire Code Official or as approved by local standards.
- **D103.4 Dead ends.** Dead-end fire apparatus access roads in excess of 150 feet (45,720 mm) shall be provided with width and turnaround provisions in accordance with the local agency requirements for public streets or as approved by local standards.<sup>7</sup>

**Sonoma County Civil Defense and Disaster Code**

The purpose of this article of the code is to comply with the provisions of the California Emergency Services Act, Title Two, Division One, Chapter Seven of the Government Code of the State of California (commencing with Section 8550); to provide for the preparation and carrying out of plans for the protection of persons and property within the Sonoma County/operational area in the event of an emergency; to provide for the mitigation of the effects of natural, man-

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<sup>7</sup> County of Sonoma, *Sonoma County Code*, <http://municipalcodes.lexisnexis.com/codes/sonomaco/>, accessed September 29, 2008.

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made, or war-caused emergencies which result in conditions of disaster or extreme peril to life, property, or the resources of the County of Sonoma; and to create an organization based on the standardized emergency management system (SEMS) (Government Code Section 8607) and the National Incident Management System (NIMS) and Homeland Security Presidential Directive-5 (HSPD-5) to coordinate the efforts of the various emergency services agencies, both public and private, within the County of Sonoma dealing with emergencies.<sup>8</sup>

### **Coastal Valleys Emergency Medical Services Agency**

Medical emergencies occur at any given time or location and require a coordinated effort involving multiple agencies, personnel, and facilities to ensure an expeditious response and high standard of care. The Coastal Valleys Emergency Medical Services (EMS) system has been designed to incorporate these agencies and facilities into a dynamic emergency medical care delivery system that is focused on rapid access to emergency locations, patient assessment, stabilization of patients, and their transportation.<sup>9</sup>

### **Countywide Integrated Waste Management Plan**

The County approved an amended Countywide Integrated Waste Management Plan in 2003. The plan sets forth solid waste planning strategies through the year 2050 and provides waste management planning for the unincorporated county as well as the nine incorporated cities.

## **IMPACT ANALYSIS**

### **METHODOLOGY**

Evaluation of potential police, fire, and emergency services impacts of the proposed project was based on review of the Sonoma County General Plan and the police, fire, and emergency services departments within the Sonoma County service area. Evaluation of impacts associated with solid waste and landfill capacity were based on review of the 2007 Sonoma County Waste Management Agency Waste Characterization Study, information from the California Integrated Waste Management Board, and the Sonoma County Waste Management Agency.

### **SIGNIFICANCE CRITERIA**

A significant impact is defined as "a substantial or potentially substantial, adverse change in the environment" (CEQA Section 21068). The proposed 2009 CTP would have a significant impact on public resources if implementation would:

- Create a substantial need within the region for construction of additional public facilities, such as fire and police stations, schools, or other public facilities;
- Substantially increase emergency response times; or
- Impact an existing landfill with insufficient permitted capacity to accommodate the project's solid waste disposal needs.

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<sup>8</sup> Ibid.

<sup>9</sup> Coastal Valley Emergency Medical Service Agency, <http://www.sonoma-county.org/cvremms/About.htm>, accessed September 29, 2008.

IMPACTS AND MITIGATION MEASURES

**Require the Construction of Additional Public Facilities**

**Impact 4.12-1** Implementation of the proposed 2009 CTP could pose demands on future public services, such as police and fire/emergency personnel. However, these demands are expected to be minimal and unlikely to require the construction of additional public facilities in the county. These impacts are considered **less than significant**.

At a program level, the operation of the 2009 CTP's projects will generally have beneficial impacts on public services. The congestion relief elements of the CTP would improve the ability of emergency and other public services to avoid potential delays on local roadways and maintain acceptable response times. Nevertheless, there are potential adverse impacts to public services during the construction and operation of CTP projects.

The construction of CTP projects could produce traffic hazards for the public within the zone of construction. These conditions may increase the need for emergency services if an accident results from the construction activities. However, project sponsors will be required to meet local government requirements to ensure that construction crews provide standard safety measures that are designed to minimize risk to the public. This should minimize the need for additional police and fire/emergency personnel.

The operation of projects and programs under the CTP will also result in minimal demands on public services. Specific impacts on public services from projects will depend upon the specific improvement and its location and would be analyzed in project-specific environmental documents. For example, the Master Bicycle and Pedestrian Plan and other non-motorized improvements will increase the need for public services such as police, fire, and emergency services, though impacts would be minimal with proper design that minimizes conflicts with vehicles.

Any new transit services would pose additional police services that would be addressed by the appropriate law enforcement agency. For example, the development of SMART commuter rail service and associated rail stations could pose new demands for fire and police services. However, these impacts would be minimal, as the SMART Environmental Impact Report (EIR) notes that "...[s]ystem security would be an important component of rail operations and would be the responsibility of SMART. SMART could have either in-house security or contract for it. Contracted services could include local police, county sheriff's personnel or private security personnel. Fare inspectors would also be part of system security and serve as additional surveillance to deter crime."<sup>10</sup>

It should be noted that though the proposed SMART commuter rail improvements could result in collisions with on-road vehicles that require emergency services, these impacts are expected to be less than significant. In fact, the SMART EIR noted that the proposed alignment at Andersen Drive between the Downtown San Rafael and Larkspur stations was redesigned to improve operations and safety and to comply with Public Utilities Commission (PUC) regulations. This alleviated initial concerns about inadequate sight and stopping distance.

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<sup>10</sup> Sonoma-Marín Area Rail Transit, *Draft Environmental Impact Report*, November 2005.

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As a result, the CTP is not expected to pose substantial new demands on emergency services that would require the construction of substantial new public services facilities. School facilities and recreational facilities would not likely be directly affected by implementation of the 2009 CTP.

### Impact on Emergency Response Times

**Impact 4.12-2** Implementation of the proposed 2009 CTP would result in new SMART commuter rail service and freight service that could impact emergency response times. These impacts are considered **less than significant**.

While the proposed project would generally reduce emergency response times because of proposed improvements to the local and regional-servicing transportation system, proposed use of the SMART rail corridor for passenger and freight service would result in 13 total daily round trips, including four daily round trips between Cloverdale and Larkspur, two daily round trips between Healdsburg and Larkspur, three daily round trips between Windsor and Larkspur, two daily round trips between Petaluma and Larkspur, and two daily round trips between Healdsburg and Petaluma. This could result in delays at at-grade crossings for paramedic, fire, and police service providers that must travel east-west across the U.S. 101 freeway corridor. This may result in travel delays on average of about 40 seconds.

However, as noted in the SMART EIR, these impacts are considered less than significant due to operational techniques that train operators can use to minimize grade crossing delays. In addition, emergency aid could be provided from an adjoining fire or police station or from a neighboring jurisdiction when grade crossings delays are deemed to be excessive. Given the infrequency of grade crossings, the potential for substantial delay for emergency service providers is low.

Additionally, railroad right-of-ways for the SMART corridor can also create hazardous conditions for the public. Crashes, injuries, and fatalities at railroad crossings are all accidents that police, fire, and emergency services would typically respond to. The SMART program enlists several programs, including educational programs, that will provide information to the public concerning the dangers of at-grade rail crossings and on railroad rights-of-way. Passenger rail is also highly regulated and public safety is one of the planning considerations that will be incorporated into the SMART program. As noted earlier, the SMART EIR indicated that the rail service would not result in significant impacts to public safety.

In addition, the 2009 CTP advocates planning for health and safety as one of its policies. There are objectives identified in the CTP that promote safety in roadway planning. Implementation of safety objectives that reduce accidents and fatalities also reduce the need for police and fire/emergency responses. One objective of the CTP that promotes safety is:

- Objective 4A: Planning for Transportation Safety – Adopt State of California goals to minimize traffic related fatalities. Strategic safety planning assures that road safety becomes an explicit priority in land use and transportation planning, thus establishing a safer transportation network.

### Impact on Existing Landfills

**Impact 4.12-3** Construction of capital improvements in the proposed 2009 CTP will produce solid waste that will not impact the existing Central Landfill operated by Sonoma County. Construction debris would need to be transported to other facilities outside of Sonoma County. These impacts are considered **significant and mitigable**.

The County's Central Landfill is no longer operating as a landfill and instead serves as a transfer station. There are no facilities in the County that would serve as a repository for solid waste and debris created by the demolition of existing improvements and the construction of new facilities.

A project's solid waste disposal needs would be analyzed in project-specific environmental documents. Any new or additional capacity needs at the landfills that contract with the County's Waste Management Agency deemed necessary (by the project-level CEQA documentation) will need to be funded by the appropriate lead or responsible agency, if necessary.

### Mitigation Measures

**MM 4.12-3a** If a CTP project requires solid waste collection, the lead agency will ensure that the existing solid waste disposal facility(ies) can accommodate the demand for disposal.

**MM 4.12-3b** The construction site contractor for a CTP project shall coordinate with Sonoma County's Recycling Coordinator to ensure that source reduction techniques and recycling measures are incorporated into project construction.

**MM 4.12-3c** Lead agencies for CTP projects shall integrate green building measures into project design, such as those identified in the U.S. Green Building Council's Leadership in Energy and Environmental Design, Energy Star Homes, Green Point Rated Homes, and the California Green Builder Program. These measures would include the following:

- Reuse and minimization of construction and demolition (C&D) debris and diversion of C&D waste from landfills to recycling facilities.
- The inclusion of a waste management plan that promotes maximum C&D diversion.
- Source reduction through (1) use of materials that are more durable and easier to repair and maintain, (2) design to generate less scrap material through dimensional planning, (3) increased recycled content, (4) use of reclaimed materials, and (5) use of structural materials in a dual role as finish material (e.g., stained concrete flooring, unfinished ceilings).
- Reuse of existing structure and shell in renovation projects.
- Design for deconstruction without compromising safety.
- Design for flexibility through the use of moveable walls, raised floors, modular furniture, moveable task lighting, and other reusable building components.
- Development of indoor recycling program and space.

With implementation of the above mitigation measures, the CTP's impact on solid waste facilities is expected to be **less than significant**.