

## 4.15 PUBLIC SERVICES AND RECREATION

This section describes the existing public services and recreational facilities of the Specific Plan Area and evaluates the potential impacts associated with implementation of the proposed Specific Plan, both at the individual and cumulative levels. Appendix G of the California Environmental Quality Act (CEQA) Guidelines separates the resource topic areas of Public Services and Recreation. This Environmental Impact Report (EIR) combines these two resource topic areas to provide the reader one condensed location with pertinent information. The analysis in this section, which includes Appendix G checklist questions for both Public Services and Recreation, is based in part on the City's General Plan and the proposed Specific Plan.

### 4.15.1 Environmental Setting

#### 4.15.1.1 Fire Protection

Fire protection and emergency medical services are provided to the Specific Plan Area by the Madera City Fire Department, which is administered by the California Department of Forestry and Fire Protection (CAL Fire) through a cooperative fire protection agreement. Policy direction remains with the Madera City Council and all permanent Fire Department staff are CAL Fire employees. The Department currently has three operational fire stations:

- **Fire Station 56.** Located at 317 North Lake Street, approximately 3 miles east of the Specific Plan Area
- **Fire Station 57.** Located at 200 South Schnoor Street, approximately 3 miles southeast of the Specific Plan Area.
- **Fire Station 58.** Located at 2558 Condor Drive less than 1 mile east of the Specific Plan Area.

The Fire Department staffs two fire engines and one mini-pumper. One of the engines features a 50-foot tele-squirt aerial ladder. City fire protection services provided include: fire prevention and suppression, emergency medical assistance, rescue, public assistance, fire menace standby, safety inspections, and review of building plans for compliance with applicable codes and ordinances.

#### 4.15.1.2 Police Protection

Police protection services are provided to the Specific Plan by the City of Madera Police Department (MPD). MPD headquarters is located at 330 South C Street. According to the most recent MPD annual report, the MPD has 70 sworn officers and 35 non-sworn employees. In 2018, MPD handled 54,231 calls for services, and the average response time for an emergency calls was 5 minutes and 4 seconds, and included calls such as an armed robbery or burglary in progress, person not breathing, or traffic collisions involving injuries.<sup>1</sup>

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<sup>1</sup> Madera, City of. 2018. *City of Madera Police Department – Annual Report 2018*.

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#### 4.15.1.3 Public Schools

The Madera Unified School District (MUSD) provides public education services to the Specific Plan Area. MUSD is comprised of 28 schools: 18 elementary schools, 3 middle schools, 3 high schools, 2 alternative high schools, 1 community day school, and 1 adult school. The total enrollment of MUSD during the 2019-2020 school year was 21,148 students.

MUSD schools serving the Specific Plan Area include Lincoln Elementary School, a transitional kindergarten (TK) through 8<sup>th</sup> grade (TK-8) facility, Howard School, a transitional Kindergarten through 6<sup>th</sup> grade (TK-6) facility, and Dixieland School, a TK-8 facility, Thomas Jefferson Middle School, a 7th-8th grade facility, Matilda Torres High School a 9th-12th grade facility, and Madera High School, a 9th-12th grade facility.

The Madera County Superintendent of Schools (MCSOS) provides a variety of special education services through regionalized programs to identified students with special needs from birth to age twenty-two to the nine school districts and charter schools throughout Madera County. MCSOS administers programs including early education, foster youth services, homeless youth services, implementing the Madera-Mariposa Special Education Local Plan Area (SELPA), and sponsorship of student academic events.

In addition, the MCSOS administers the following four school sites:

- **Endeavor/Voyager.** Alternative education campus providing education for youth incarcerated in Madera County Juvenile Detention (MCJD) located at 28219 Avenue 14 in Madera.
- **Madera County Independent Academy.** Campus supporting K-12 home school students and K-12 independent study students, located 28123 Avenue 14 in Madera.
- **Pioneer Technical Center.** Public charter high school providing academic courses and career technical education located at 28261 Avenue 14 in Madera.
- **Pioneer Technical Center – Chowchilla.** Public charter high school providing academic courses and career technical education located at 345 S. Eleventh Street in Chowchilla.

#### 4.15.1.4 Parks and Recreation

The City of Madera owns and maintains 26 parkland facilities, including 3 community parks, 5 neighborhood parks, 4 pocket parks, 4 linear parks, 2 trails, and 8 special use facilities. The facilities include 320 acres, not included building grounds, landscape buffer areas, median islands, and park strips.

#### 4.15.1.5 Other Public Facilities

Public facilities in the County of Madera include libraries and hospitals that serve the City of Madera and surrounding areas, including the Specific Plan Area.

Two hospitals are located in Madera County and would serve the Specific Plan Area. Madera Community Hospital is a 106-bed hospital located at 1250 East Almond Avenue in the City of

Madera. Valley Children's Hospital is located at 9300 Valley Children's Place east of the City of Madera. Valley Children's Hospital is a 358-bed pediatric hospital.

The Madera County Library operates five branches in Madera County, with the main branch located at 121 North G Street in the City of Madera.

The Madera Superior Court provides all court related services including the Self Help/Family Law Center and Family Court Services. The Main Courthouse is located at 200 South G Street in the City of Madera.

#### 4.15.1.6 Regulatory Context

##### Fire Protection

**City of Madera Fire Code.** The City regulates development and building design through Section 9-1.06 of its Municipal Code and is consistent with the California Fire Code.

**City of Madera General Plan.** The City of Madera General Plan is the City's primary policy planning document. Through its 10 elements, the General Plan provides the framework for the management and utilization of the City's physical, economic, and human resources. Each element contains goals, policies, and implementation measures that guide development within the City. The General Plan strives to maintain and improve Madera's quality of life and implement the community's shared vision for the future. The General Plan is the official policy statement of the City to guide development (both public and private), as well as the City's operations and decisions. Table 4.15.A lists the General Plan policies related to fire protection.

##### Police Protection

**City of Madera General Plan.** As noted above, the City of Madera General Plan is the City's primary policy planning document. The General Plan addresses police and safety by creating more walkable, bicycle-friendly neighborhoods, and commercial areas; addressing safety hazards; working with school districts to help them provide educational opportunities for all residents; and increasing opportunities for employment. The General Plan is the official policy statement of the City to guide development (both public and private), as well as the City's operations and decisions. Table 4.15.B lists the General Plan policies related to Police Protection.

##### Public Schools

**Senate Bill (SB) 50.** SB 50 limits the power of cities and counties to require mitigation of school facilities impacts as a condition of approving new development and provides for a standardized developer fee. SB 50 generally provides for a 50/50 State and local school facilities funding match. SB 50 also provides for three levels of statutory impact fees. The application level depends on whether State funding is available, whether the school district is eligible for State funding, and whether the school district meets certain additional criteria involving bonding capacity, year-round school, and the percentage of moveable classrooms in use.

**Table 4.15.A: General Plan Policies Related to Fire Protection**

Policy/Action Item Number	Policy/Action Item
<b>Circulation and Infrastructure Element</b>	
Policy CI-44	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 City master plans.
Policy CI-47	All major development projects shall identify the size and cost of all infrastructure and public facilities and identify how the installation and long-term maintenance of infrastructure will be financed consistent with the policies in this General Plan.
Policy CI-51	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.
Policy CI-52	All new residential development shall be required to annex into City of Madera Community Facilities District 2005-01, or any subsequent CFD created in its place. The purpose of the CFD is to collect special assessments from new residential development to offset the cost of providing eligible municipal services to that development.
<b>Health and Safety Element</b>	
Policy HS-33	The City shall ensure the safety and protection of Madera and its community members by providing adequate first response capabilities to emergencies and by maintaining sufficient resources to expand protection as the community grows.
<b>Land Use Element</b>	
Policy LU-13	The City shall support the annexation of property to its boundaries for the purpose of new development only when it determines that the following conditions exist: 1. Sufficient public infrastructure, facilities, and services are available or will be provided in conjunction with new development; and 2. Demands on public infrastructure, facilities and services created by the new development will not result in reductions in capacity that is necessary to serve the existing city limits (including demand created by infill development), reductions in existing service levels within the city limits, or the creation of detrimental fiscal impacts on the City.
Policy LU-14	All proposals to annex property into the City limits for the purpose of new development shall prepare a Public Facilities Financing Plan (PFFP) that articulates infrastructure and public facilities requirements, their costs, financing mechanisms, and the feasibility of the financial burden. The PFFP shall analyze backbone infrastructure and public service needs and funding capacity at the Village level, as defined in Figure LU-3 of the Land Use Element of this General Plan. (The Planning Process required for Village Reserve Areas in Policy LU-34 shall be sufficient to meet this requirement.) The cost of preparing the PFFP shall be shared proportionately among property owners in each Village, with the shares of any non-participating owner collected at the time of development and reimbursed to owner(s) who prepared the PFFP through a reimbursement agreement.
Policy LU-15	The City shall deny projects and oppose the annexation of properties which are demonstrated to be out of compliance with Policies LU-13 and LU-14 above.
Policy LU-16	Funding mechanisms for major capital facilities which must be “oversized” to support future development shall be established to account for the full cost of the facility(ies) and provide for ultimate financing by the future development that will share in the benefit. A typical way of accomplishing this is for the initial project proponent to complete the required improvements and enter into a reimbursement agreement to be reimbursed for that portion beyond his fair share. Alternatively, a phased Community Facility District (CFD) or similar mechanism which can include all oversized facilities required for the Village can be established to finance these facilities over time.

Source: City of Madera General Plan (October 2009).

**Table 4.15.B: General Plan Policies Related to Police Protection**

Policy/Action Item Number	Policy/Action Item
<b>Circulation and Infrastructure Element</b>	
Policy CI-44	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 City master plans.
Policy CI-47	All major development projects shall identify the size and cost of all infrastructure and public facilities and identify how the installation and long-term maintenance of infrastructure will be financed consistent with the policies in this General Plan.
Policy CI-51	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.
Policy CI-52	All new residential development shall be required to annex into City of Madera Community Facilities District 2005-01, or any subsequent CFD created in its place. The purpose of the CFD is to collect special assessments from new residential development to offset the cost of providing eligible municipal services to that development.
<b>Health and Safety Element</b>	
Policy HS-35	<p>The City shall ensure the safety and protection of Madera and its community members by providing appropriate first response to emergencies and ensure that sufficient resources are available to expand protection as the community grows.</p> <p>Action Item HS-35.1                      Collaborate with existing agencies to review existing interoperable communication and prepare a communications plan as needed.</p>
Policy HS-36	The City will maintain and enhance community safety through coordinated regional emergency, law-enforcement and protective services systems.
Policy HS-39	<p>The City encourages the use of Crime Prevention Through Environmental Design (CPTED) principles in the design of private development projects and public facilities. These basic principles include:</p> <p><b>Natural Surveillance</b>                      A design concept directed primarily at keeping intruders easily observable. Promoted by features that maximize visibility of people, parking areas and building entrances: doors and windows that look out on to streets and parking areas; pedestrian-friendly sidewalks and streets; front porches; adequate nighttime lighting.</p> <p><b>Territorial Reinforcement</b>                      Physical design can create or extend a sphere of influence. Users then develop a sense of territorial control while potential offenders, perceiving this control, are discouraged. This experience is promoted by features that define property lines and distinguish private spaces from public spaces by using landscape plantings, pavement designs, gateway treatments, and “CPTED” fences.</p> <p><b>Natural Access Control</b>                      A design concept directed primarily at decreasing crime opportunity by denying access to crime targets and creating in offenders a perception of risk. This is gained by designing streets, sidewalks, building entrances and neighborhood gateways to clearly indicate public routes and discouraging general access to private areas through structural and design elements.</p> <p><b>Target Hardening</b>                      Accomplished by features that prohibit entry or access: window locks, dead bolts for doors, interior door hinges.</p>

Source: City of Madera General Plan (October 2009).

**Government Code 65995.** In 1986, Assembly Bill (AB) 2926 authorized school districts to levy impact or developer fees on residential and commercial/industrial development for the purposes of funding the construction or reconstruction of school facilities. The authority for the District's assessment of developer fees is set forth in Education Code Section 17620, pursuant to Government Code 65995.

MUSD currently collects the following development impact fees:<sup>2</sup>

- \$5.25 per square foot of residential development
- \$0.66 per square foot of commercial/industrial development

The MUSD the development impact fees are subject to change, pending Board approval, in September 2021.

**City of Madera General Plan.** The City of Madera General Plan is the City's primary policy planning document. The General Plan aims to ensure that the adult and child populations of Madera have access to high quality educational opportunities; promotes safe routes from residential areas to schools, including access by pedestrians, bicycles, buses, and personal vehicles are established; and establishes and maintains a positive relationship with education providers in the community. The General Plan is the official policy statement of the City to guide development (both public and private), as well as the City's operations and decisions. Table 4.15.C lists the General Plan policies related to public schools.

**Table 4.15.C: General Plan Policies Related to Public Schools**

Policy/Action Item Number	Policy/Action Item
<b>Sustainability Element</b>	
Policy SUS-1	The City shall assist the Madera Unified School District in obtaining mitigation for the impacts of new development on school facilities.
Policy SUS-2	The City shall work with the Madera Unified School District to coordinate the planning of future land use and school facilities and will encourage the District to identify school site locations and routes that are safe for children to walk or bike to school (also known as "Safe Routes to School").  Action Item SUS-2.1 Work with the Madera Unified School District to help the District identify and plan for the construction of all road, sidewalk, and other infrastructure improvements needed for new schools, and that these improvements are in place at the time the school opens.

Source: City of Madera General Plan (October 2009).

<sup>2</sup> Madera Unified School District. Developer Fees. Website: <https://www.madera.k12.ca.us/Page/10137>, accessed December 21, 2020.

## Parks and Recreation

**Quimby Act.** The Quimby Act (California Government Code Section 66477) states that “the legislative body of a city or county may, by ordinance, require the dedication of land or impose a requirement of the payment of fees in lieu thereof, or a combination of both, for park or recreational purposes as a condition to the approval of a tentative or parcel map.” The Quimby Act only applies to the acquisition of new parkland and does not apply to the physical development of new park facilities or associated operations and maintenance costs. The Quimby Act effectively preserves open space needed to develop parkland and recreational facilities; however, the actual development of parks and other recreational facilities is subject to discretionary approval and is evaluated on a case-by-case basis with new residential development.

**City of Madera General Plan.** The City of Madera General Plan is the City's primary policy planning document. The General Plan establishes a number of specific steps that would be followed to create an enhanced parks and recreation system. The goals, policies, and actions identify what the City desires for its parks and recreation system and how it will be implemented. Table 4.15.D lists the General Plan policies related to parks and recreation facilities.

### 4.15.2 Impacts and Mitigation Measures

The following section presents a discussion of the impacts related to public services that could result from implementation of the proposed Specific Plan. The section begins with the criteria of significance, which establish the thresholds to determine if an impact is significant. The latter part of this section presents the impacts associated with implementation of the proposed Specific Plan and the recommended mitigation measures, if required. Mitigation measures are recommended, as appropriate, for significant impacts to eliminate or reduce them to a less-than-significant level. Cumulative impacts are also addressed.

#### 4.15.2.1 Significance Criteria

The thresholds for impacts related to public services and recreation used in this analysis are consistent with Appendix G of the CEQA Guidelines. Development of the proposed Specific Plan would result in a significant impact related to public services and recreation if it would:

**Thresholds 4.15.1**      **Result in substantial adverse physical impacts associated with the provision of new or physically altered fire protection facilities, need for new or physically altered fire protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives;**

**Thresholds 4.15.2**      **Result in substantial adverse physical impacts associated with the provision of new or physically altered police protection facilities, need for new or physically altered police protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives;**

**Table 4.15.D: General Plan Policies Related to Parks and Recreation**

Policy/Action Item Number	Policy/Action Item
<b>Parks and Recreation Element</b>	
Policy PR-1	The City shall endeavor to develop and maintain a complete system of public parks distributed throughout the City that provides opportunities for passive and active recreation at a minimum of 3 (three) acres per 1,000 (one thousand) residents.
Policy PR-4	The City shall acquire, develop, and maintain parks and recreation facilities in accordance with the City's Park and Recreation Master Plan, and with the City's Park Classifications and the Park and Recreation Facility Service Level Standards. All lands offered for dedication must be of size, orientation, location, and suitability to provide park and recreation facilities consistent with this General Plan and the Park and Recreation Master Plan.
Policy PR-5	Parks and other facilities will be accepted into the City's system at the City's sole discretion. Land which is proposed to be dedicated to the City will not be accepted if it does not meet the requirements of this Element and/or the Park and Recreation Master Plan.
Policy PR-6	The City encourages the integration of parks and other facilities in the master-planning of development projects. Proposed parks on remnant parcels or otherwise unusable land which do not meet the City's standards will not be accepted by the City as a park by the City and do not count toward the City's parkland standard in Policy PR-1. They may become Non-Public Park facilities if there is a permanent maintenance mechanism provided, such as a landscape maintenance district.
Policy PR-7	The development of parks in new growth areas of the City, where residential projects trigger the need for a new park(s), shall be phased and/or timed with the goal of meeting the standards of this Element and the Parks and Recreation Master Plan at all times. New development should be phased or timed in such a way as to avoid situations where insufficient park or other facilities are provided either permanently or temporarily. The City recognizes that this may require the development of parks or other facilities larger than will be needed at the time in order to ensure that standards will be maintained as future residential development occurs.
Policy PR-8	<p>The City shall endeavor to acquire new parklands, expand existing parks, or otherwise make available local parkland and open spaces in sufficient quantity to meet community demand for facilities and programs identified in the Park and Recreation Master Plan.</p> <p>Action Item PR-8.1 Ensure that a plan is prepared for each new parkland development that includes a site development plan, phasing for development, estimated cost for each phase, long-term operation and maintenance, estimated revenue generation, and funding sources for development</p>
Policy PR-10	<p>The City shall require new residential development projects, including mixed-use projects with residential components, to dedicate land and/or pay in-lieu fees to contribute to the acquisition and development of parks or recreation facilities. The determination of which method (land dedication and/or payment of in-lieu fees) is appropriate shall be made at the City's sole discretion.</p> <p>Action Item PR-10.1 Evaluate and implement, if adopted, a Park Impact and Parkland Dedication Ordinance consistent with the Quimby Act.</p>
Policy PR-14	The City will collaborate with public and private agencies to jointly plan, develop, and manage a regional park in the Planning Area.
Policy PR-15	The City shall ensure that the design and location of parks and trails reflect that active living and walkability are important to Madera's quality of life.
Policy PR-16	The City shall improve access and connectivity to parks through provision of sidewalks, bike paths, bike lanes, and bridges where appropriate.
Policy PR-18	The City shall expand its system of multi-use paths and trails available for transportation and recreation uses with the goal of achieving a service level of 0.5 linear miles of trails per 1,000 residents.
Policy PR-20	The City shall ensure that new parks provide adequate and secure onsite and offsite parking as identified in the Parks and Recreation Master Plan.

Source: City of Madera General Plan (October 2009).



- Thresholds 4.15.3** Result in substantial adverse physical impacts associated with the provision of new or physically altered school facilities, need for new or physically altered school facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives;
- Thresholds 4.15.4** Result in substantial adverse physical impacts associated with the provision of new or physically altered park facilities, need for new or physically altered park facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives for park services;
- Thresholds 4.15.5** Result in substantial adverse physical impacts associated with the provision of new or physically altered facilities for other public facilities, need for new or physically altered public facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives;
- Thresholds 4.15.6** Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated; or
- Thresholds 4.15.7** Include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.

#### 4.15.2.2 Project Impacts

The following discussion describes the potential impacts related to public services that could result from implementation of the proposed Specific Plan.

- Thresholds 4.15.1** Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered fire protection facilities, need for new or physically altered fire protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives?

The proposed Specific Plan would increase the residential population within the Specific Plan Area by up to 38,280 new residents by the year 2049. This added residential population would increase the demand for fire protection services. Fire Station 58, located at 2558 Condor Drive, approximately 0.8 miles from the Specific Plan Area, would provide fire protection services to the Specific Plan Area. Fire Station 58 currently houses a quintuple combination pumper truck and has a staff of three firefighters.

Continued implementation of the provisions of the City Fire Code provisions and implementation of the General Plan policies would ensure that adequate fire protection and emergency medical services are provided. Policies CI-47 and CI-51 specifically require that public facilities be identified and financed and that public services and facilities be available on time to maintain desired service levels. Policy HS-33 requires that adequate first response capabilities be maintained as the city develops. Policies LU-14, LU-15, and LU-16 require that financing plans be in place to ensure public services, including fire, will be available in conjunction with new development and annexation.

Throughout the 30-year buildout of the proposed Specific Plan, the Madera City Fire Department would continually evaluate service ratios and response times, as well as continue to pursue an Insurance Service Office (ISO) rating of 3 for the city. An ISO rating is a calculation made by The Insurance Service Office that determines how well a fire department is equipped to respond to emergencies in a community. A score of 1 is the best possible rating while a score of 10 indicates that a fire department does not meet ISO's minimum requirements. The Madera City Fire Department currently has an ISO rating of 4. With an increase in population resulting from implementation of the proposed Specific Plan, the Fire Department would experience an increase in service calls and would need to expand fire protection services in order to maintain an ISO rating of 4. Expansion of existing fire protection facilities or construction of new fire protection facilities could result in potential environmental impacts.

Compliance with General Plan policies CI-44, CI-47, CI-51 and CI-52, HS-33 and policies LU-13 through LU-16 would ensure that adequate facilities and financing would be available to provide fire protection to the Specific Plan Area. In addition, during the review of building permits associated with development under the proposed Specific Plan, the Madera City Fire Department would evaluate its ability to provide fire protection to the Specific Plan Area and the entirety of its service area. Additionally, development proposed under the proposed Specific Plan would be required to pay service and development fees to the City that would potentially be used to acquire land for new fire stations, and fund constructing new fire stations, purchasing fire equipment for new fire stations, and providing for additional staff as needed and as identified by the City. The Village Public Facilities (V-ES) land use category, as included in the proposed Specific Plan, includes the placement of public facilities such as fire stations within the Specific Plan Area. As such, the potential environmental impacts that would occur resulting from construction and operation of the proposed Specific Plan in order to maintain an ISO rating of 4.

Potential construction impacts resulting from on-site development, which could include construction of fire protection facilities, are discussed throughout this EIR. The proposed Specific Plan would comply with all construction-related mitigation measures identified Section 4.4 (Biological Resources), Section 4.5 (Cultural Resources and Tribal Cultural Resources), Section 4.7 (Geology and Soils), Section 4.9 (Hazards and Hazardous Materials), Section 4.10 (Hydrology and Water Quality), and Section 4.13 (Noise). However, construction-related impacts related to air quality would not be able to be reduced to a less-than-significant level because, based on the information available, it is not known what facilities would be constructed and where they would be located. Therefore, the proposed Specific Plan would result in an adverse physical effect on the environment due to the construction of new fire facilities. This would be considered a significant and unavoidable impact.

**Level of Significance With Mitigation:** Significant and unavoidable. Although mitigation measures identified in this EIR would reduce most potential impacts to less-than-significant levels, several impacts, even with the implementation of mitigation measures, would not be reduced. For example, impacts related to construction-related emissions and noise would be reduced through implementation of Mitigation Measures AIR-2.1, AIR-2.2, NOI-1.2, NOI-1.2 and NOI-1.3; however, due to the increase in the use of construction equipment and the unknown extent of construction (use of equipment and duration), the potential impacts would not be reduced to a less-than-significant level.

**Thresholds 4.15.2      Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered police protection facilities, need for new or physically altered police protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives?**

The estimated population of Madera in 2018 was approximately 65,706 residents. The proposed Specific Plan would increase the residential population within the Specific Plan Area by up to 38,280 new residents by Year 2049 for a total of approximately 104,000 residents. This added residential population would increase the demand for police protection services.

The City does not maintain a fixed staffing or service ratio for the MPD and service levels may be established based on various performance criteria, but currently has 70 sworn officers. As a result, based on a population of approximately 65,706, the City has a ratio of 1 sworn officer for approximately 940 residents. To maintain this ratio, the MPD would need to add approximately 40 sworn officers during the buildout of the proposed Specific Plan. The addition of approximately 40 sworn officers may necessitate an expansion of the existing police headquarters or construction of new police facilities; however, funding for new police facilities to maintain adequate service or staffing ratios would be provided from capital improvement fees that are collected by the City to offset impacts associated with new development. Development impact fees would be collected prior to construction of development that would occur under the proposed Specific Plan. Future developers are also required to pay development fees per square foot of development to offset impacts associated with increased demand on law enforcement services.

Development occurring under the proposed Specific Plan, including road widths, vehicle turning radii, and building safety, would be designed and operated per applicable standards required by the City for new development in regard to public safety. Implementation of General Plan Policies CI-47 and CI-51 require that public facilities be identified and financed and that public services and facilities be available on time to maintain desired service levels. Policy HS-35 requires that adequate first response capabilities be maintained as the city develops. Furthermore, implementation of the proposed Specific Plan would occur within the Urban Growth Boundary of the City and potential impacts resulting from buildout of the General Plan also included buildout of the proposed Specific Plan Area. The Village Public Facilities (V-ES) land use category, as included in the proposed Specific Plan, includes the placement of public facilities such as police stations within the Specific Plan Area. As such, the potential environmental impacts that would occur resulting from construction and operation of the proposed Specific Plan have been addressed in this EIR. Implementation of the

mitigation measures identified in this EIR, including Mitigation Measure BIO-1.1 through BIO-1.3 and Mitigation Measures CUL-1, CUL-2.1, CUL-2.2 and CUL-3, would address potential impacts resulting from implementation of the proposed Specific Plan. However, significant and unavoidable impacts related to construction and operation would still occur as a result of the proposed Specific Plan. For example, impacts related to construction-related emissions and noise would be reduced through implementation of Mitigation Measures AIR-2.1, AIR-2.2, NOI-1.2, NOI-1.2 and NOI-1.3; however, due to the increase in the use of construction equipment and the unknown extent of construction (use of equipment and duration), the potential impacts would not be reduced to a less-than-significant level.

**Level of Significance With Mitigation:** Significant and unavoidable. Although mitigation for potential environmental impacts resulting from construction of development under the proposed Specific Plan would reduce potential impacts, impacts cannot be reduced to less-than-significant level even with proposed mitigation measures identified in this EIR.

**Thresholds 4.15.3**      **Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered school facilities, need for new or physically altered school facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives?**

The proposed Specific Plan would increase the residential population within the Specific Plan Area by up to 38,280 new residents by Year 2049. This added residential population would increase the student population within the MUSD and would increase enrollment at public schools within the MUSD. The proposed Specific Plan includes the Public and Semi-Public (P&SP) land use which identifies land for public uses such as schools, parks, libraries, police stations, fire stations, water facilities, etc. The proposed Specific Plan identifies 54 acres for P&SP land uses that could be used for elementary school sites. Development of school facilities on the elementary school site shall be subject to review and approval by the MUSD.

In May 2020, the MUSD published a School Facilities Needs Analysis<sup>3</sup> to assess school classroom capacity and developer fees levied on construction of new residential and non-residential development. For the 2019-2020 school year, enrollment in grades TK-12 was 20,097 students, with most schools operating close to maximum capacity, and some schools over design capacity and relying on portable classrooms to temporarily accommodate students. MUSD has also proposed several projects at several schools to provide additional capacity. The MUSD projected that 930 housing units would be developed within the MUSD boundary over the next five years.

Table 4.15.E identifies the project students that would be generated by the proposed Specific Plan at full buildout. Table 4.15.E uses the MUSD's yield rates for students by grade level group; the MUSD does not differentiate between housing types when making projections.

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<sup>3</sup> Madera Unified School District. 2020. School Facilities Needs Analysis. May.

**Table 4.15.E: Students Generated within the Specific Plan Area**

Grade Level Group	Yield Rate <sup>a</sup>	Residential Units	Students Generated
<b>Phase 1 – Southeast Neighborhood</b>			
TK-6	0.332	3,972	1,319
7-8	0.094	3,972	373
9-12	0.176	3,972	699
<b>Subtotal</b>	<b>0.602</b>	<b>3,972</b>	<b>2,391</b>
<b>Phase 2 – Northwest Neighborhood</b>			
TK-6	0.332	3,339	1,109
7-8	0.094	3,339	314
9-12	0.176	3,339	588
<b>Subtotal</b>	<b>0.602</b>	<b>3,339</b>	<b>2,010</b>
<b>Phase 3 – Southwest Neighborhood</b>			
TK-6	0.332	3,472	1,153
7-8	0.094	3,472	326
9-12	0.176	3,472	611
<b>Subtotal</b>	<b>0.602</b>	<b>3,472</b>	<b>2,090</b>
<b>Buildout Summary</b>			
TK-6	0.332	10,783	3,580
7-8	0.094	10,783	1,014
9-12	0.176	10,783	1,897
<b>Total</b>	<b>0.602</b>	<b>10,783</b>	<b>6,491</b>

Source: Compiled by LSA (2020).

<sup>a</sup> Yield Rates are provided by MUSD School Facilities Needs Analysis 2020.

As shown in Table 4.15.E, implementation of Phase 1 of the proposed Specific Plan, which is expected to occur over a 10-year period, would result in approximately 2,391 students. As discussed above, in 2020 the MUSD projected that 930 housing units would be constructed within the MUSD boundary over the following 5-year period. The California Government Code Section 65995 provides for the collection of school impact fees to mitigate the impacts of new development on school districts, and prevents local cities and counties from imposing additional fees or requiring additional mitigation measures. As such, future discretionary projects approved under the proposed Specific Plan would be required to comply with the provision of school developer fees for new or altered facilities, and new or expanded school facilities would be funded by fees collected by future development projects within the Specific Plan Area. Additional school resources would also continue to be funded by an increase in tax revenue as a result of future population growth. Compliance with General Plan policies SUS-1 and SUS-2 would ensure that adequate facilities would be available to students living in the Specific Plan Area. Therefore, impacts of the proposed project related to student generation and the potential need for additional school facilities would be less than significant, and no mitigation would be required.

Level of Significance Without Mitigation: Less than significant. No mitigation is required.

**Thresholds 4.15.4      Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered park facilities, need for new or physically altered park facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives for park services?**

The proposed Specific Plan would increase the residential population within the Specific Plan Area by up to 38,280 new residents by Year 2049. This added residential population would increase the demand for parks and recreational facilities, and this demand could increase usage of existing parks, resulting in physical deterioration of those parks. The proposed Specific Plan would provide on-site community parks, neighborhood parks, trails and pocket parks/basins pursuant to Quimby Act and General Plan policies. Compliance with General Plan policies PR-1, PR-4 through PR-8, PR-10, PR-14 through PR-16, PR-18 and PR-20 would ensure that adequate park and recreation facilities would be available in the Specific Plan Area. This would reduce the demand on existing neighborhood and regional parks and on other existing recreational facilities.

General Plan Policy PR-1 establishes a level of service of 3 acres per 1,000 residents. With an estimated buildout population of 38,280 new residents, in order to achieve the level of service identified by the City, approximately 115 acres of public park facilities would be required. The proposed Specific Plan includes the provision of approximately 164 acres of on-site community parks, neighborhood parks, trails and pocket parks/basins. Therefore, the proposed Specific Plan would meet the City's park ratio requirements.

The proposed Specific Plan includes a trail network that consists of four trail systems, including village paseo, the Vernon McCullough Fresno River Trail, landscape corridor trails, and sidewalks. In addition, the proposed Specific Plan includes typical cross sections of typical trails and paseos. The proposed Specific Plan states that the ultimate trail and paseo locations and alignments would be determined based on site conditions, engineering feasibility and design refinement.

The proposed Specific Plan includes park and recreation facilities to provide passive and active recreation within the Specific Plan Area that meets the City's standards. As mentioned above, the proposed project would comply with General Plan policies PR-1, PR-4 through PR-8, PR-10, PR-14 through PR-16, PR-18 and PR-20 to ensure that adequate park and recreation facilities would be available in the Specific Plan Area. As a result a less-than-significant impact would occur.

Level of Significance Without Mitigation: Less than significant. No mitigation is required.

**Thresholds 4.15.5      Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered facilities for other public facilities, need for new or physically altered public facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives?**

The proposed Specific Plan would increase the residential population within the Specific Plan Area by up to 38,280 new residents by Year 2049. This added residential population would increase the demand for public facilities such as courts, libraries, and hospitals in order for these public facilities to continue to provide service levels comparable to existing conditions.

General Plan Policies CI-47 and CI-51 specifically require that public facilities be identified and financed and that public services and facilities be available on time to maintain desired service levels. Throughout the 30-year buildout of the proposed Specific Plan, the City would continually evaluate acceptable service ratios and performance objectives for public facilities. In addition, the V-ES land use category includes public facilities such as libraries, museums, and post offices. The implementation of the proposed Specific Plan would increase demand for such public facilities by increasing the overall population of within the Specific Plan Area. The potential environmental effects resulting from construction and operation of the proposed Specific Plan includes construction of facilities within the V-ES district. As identified in this EIR, potential significant environmental impacts would occur through construction and operation of the proposed Specific Plan.

**Level of Significance With Mitigation:** Significant and unavoidable. Although potential environmental impacts resulting from construction of development under the proposed Specific Plan would be reduced through implementation of mitigation measures identified in the EIR, potential impacts, impacts cannot be reduced to a less-than-significant level with proposed mitigation measures identified in this EIR. Impacts related to construction-related emissions and noise would be reduced through implementation of Mitigation Measures AIR-2.1, AIR-2.2, NOI-1.2, NOI-1.2 and NOI-1.3; however, due to the increase in the use of construction equipment and the unknown extent of construction (use of equipment and duration), the potential impacts would not be reduced to a less-than-significant level. Other impacts related to light and glare, and policy conflicts (level-of-service of automobiles) would be reduced through implementation of Mitigation Measures AES-4, and LU-2.1, but implementation of the Specific Plan would result in an overall change in conditions that cannot be reduced to less-than-significant levels.

**Thresholds 4.15.6      Would the project increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated?**

As discussed under Threshold 4.15.4, the proposed Specific Plan includes construction of approximately 164 acres of parks and recreation facilities within the Specific Plan Area. General Plan Policy PR-1 establishes a level of service of three acres per 1,000 residents. With an estimated buildout population of 38,280 new residents, in order to achieve the level of service identified by the City, approximately 115 acres of public park facilities. The proposed Specific Plan includes the provision of approximately 164 acres of community parks, neighborhood parks, trails and pocket parks/basins.

The residents in the Specific Plan Area are in general likely to use the planned parks, recreational facilities, and trails within the Plan Area as opposed to using existing parks in the City of Madera on a regular basis due to the proximity and accessibility of the proposed facilities. On occasions, it is

expected Plan Area residents will however patronize existing parks and recreational facilities due to special events, sports, family gathering, etc. However, no significant increase in the use of existing City of Madera parks would be anticipated as such use would be limited, and a physical deterioration of these amenities would not likely occur. As a result, this would be considered a less-than-significant impact.

Level of Significance Without Mitigation: Less than significant. No mitigation is required.

**Thresholds 4.15.7      Would the project include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment?**

As discussed under Threshold 4.15.4 and Threshold 4.15.6, the proposed Specific Plan includes approximately 164 acres of parks and recreation facilities that would be constructed through implementation of the proposed Specific Plan. This EIR evaluates the potential environmental impacts that could result from implementation of the proposed Specific Plan and construction of new recreational facilities.

Operation of parks and recreational facilities would result in low-impact, passive use that would not generate significant operational impacts. Use by residents and maintenance operations would generate limited impacts to air quality through use of motorized vehicles and equipment, such as personal cars, maintenance vehicles, lawn mowers, etc., but these impacts would be considered minimal and would not result in an adverse effect on the environment. Potential construction impacts resulting from construction of the proposed park and recreational facilities are discussed throughout this EIR. The proposed Specific Plan would comply with all construction-related mitigation measures identified Section 4.4 (Biological Resources), Section 4.5 (Cultural Resources and Tribal Cultural Resources), Section 4.7 (Geology and Soils), Section 4.9 (Hazards and Hazardous Materials), Section 4.10 (Hydrology and Water Quality), and Section 4.13 (Noise). However, construction-related impacts related to air quality would not be able to be reduced to a less-than-significant level because, based on the information available, it is not known what facilities would be constructed and where they would be located. Therefore, the proposed Specific Plan would result in an adverse physical effect on the environment due to the construction of new recreational facilities. This would be considered a significant and unavoidable impact.

Level of Significance With Mitigation: Significant and unavoidable. Implementation of Mitigation Measure AIR-3.1 would reduce potential impacts resulting from construction-related air quality impacts; however, without quantification of potential health consequences to guarantee a less than significant finding, this impact would be considered significant and unavoidable.

#### 4.15.2.3 Cumulative Impacts

The proposed project would have a significant effect on the environment if it – in combination with other projects – would contribute to a significant cumulative impact related to public services and recreation.



## **Fire Protection**

The cumulative setting for fire protection includes the Madera City Fire Department's service area and the Specific Plan Area.

Implementation of the proposed Specific Plan, as well as growth anticipated under the City of Madera General Plan would require additional fire-related services and equipment to adequately serve the anticipated population and employment growth. As discussed above, General Plan polices CI-47 and CI-51 require that public facilities be identified and financed and that public services and facilities be available on time to maintain desired service levels. In addition, Policy HS-33 requires that adequate first response capabilities be maintained as the city continues to develop and the proposed Specific Plan is implemented.

Furthermore, General Plan Policies LU-14, LU-15, and LU-16 require that financing plans be in place to ensure public services, including fire, will be available in conjunction with new development and annexation. The environmental effects of the development of additional fire protection facilities in the City of Madera have been programmatically considered in the EIR of the City's General Plan as part of overall development identified during build out of the General Plan. However, because construction of fire protection facilities could occur within the Specific Plan Area, and mitigation measures identified in this EIR would not reduce all potential construction-related impacts (Impact AIR-1 and Impact NOI-1) to a less-than-significant level, the proposed Specific Plan would contribute to cumulative impacts related to fire protection.

Level of Significance With Mitigation: Significant and unavoidable. Implementation of mitigation measures related to Biological Resources (Mitigation Measures BIO-1.1, BIO-1.2, BIO-1.3, and BIO-3) and Cultural Resources (Mitigation Measure CUL-1, CUL-2.1, CUL-2.2 and CUL-3) included in this EIR would reduce potential impacts related to construction and operation of the proposed Specific Plan. However, mitigation measures related to Air Quality and Noise impacts would not fully mitigate the potential impacts given the extent of the buildout of the proposed Specific Plan. Impacts related to Air Quality and Noise, in combination with other projects, would result in impacts that cannot be fully mitigated.

## **Police Protection**

The cumulative setting for police protection includes the Police Department's service area and the Specific Plan Area.

Implementation of the proposed Specific Plan, as well as growth anticipated under the City of Madera General Plan would require additional police protection services and equipment to adequately serve the anticipated population and employment growth. As discussed in relation to fire protection above, General Plan Polices CI-47 and CI-51 require that public facilities be identified and financed and that public services and facilities be available on time to maintain desired service levels. In addition, Policy HS-33 requires that adequate first response capabilities be maintained as the City continues to develop and the proposed Specific Plan is implemented. Furthermore, General Plan Policies LU-14, LU-15, and LU-16 require that financing plans be in place to ensure public services, including police protection, will be available in conjunction with new development and annexation. The environmental effects of the development of additional police protection facilities

in the City of Madera have been programmatically considered in the EIR of the City's General Plan as part of overall development identified during build out of the General Plan. However, because construction of fire protection facilities could occur within the Specific Plan area and mitigation measures identified in this EIR (Mitigation Measures AES-4, AIR-2.1, AIR-2.2, AIR-2.3, and AIR-3.1) would not reduce potential impacts to a less-than-significant level, the proposed Specific Plan would contribute to cumulative impacts related to police protection.

Level of Significance With Mitigation: Significant and unavoidable. Implementation of mitigation measures included in this EIR would reduce potential impacts but would not fully mitigate potential impacts related to construction and operation of the proposed Specific Plan. As a result, the proposed Specific Plan, in combination with other projects, construction of police protection facilities would result in cumulatively considerable impacts.

### **Public Schools**

The cumulative setting for public schools is the MUSD school boundaries throughout the City and County of Madera.

The development associated with implementation of the proposed Specific Plan, as well as development associated with buildout of the City's General Plan would result in population increases that would contribute to a cumulative impact on schools and related facilities within MUSD. Buildout of the proposed Specific Plan would result in an incremental cumulative demand in the Specific Plan Area in combination with increased enrollment of students throughout MUSD. As demand for new schools is met with new or expanded public schools environmental impacts associated with development of new school facilities would be evaluated individually by MUSD for immediate and cumulative impacts as required by the State Board of Education and CEQA. In addition, compliance with General Plan Policies SUS-1, SUS-2, Government Code 65995, and SB 50 would ensure that the City will assist MUSD by requiring payment of development fees to provide full and complete school facilities mitigation. Therefore, implementation of the proposed Specific Plan would not contribute to cumulative public school impacts, and this impact is considered less than cumulatively considerable.

Level of Significance Without Mitigation: Less than significant. No mitigation is required.

### **Parks and Recreation**

The cumulative setting for parks and recreation consists of the City of Madera Parks and Recreation Department service area established by the City's General Plan which includes the Specific Plan Area. Implementation of the proposed Specific Plan in combination with growth anticipated in the City of Madera through buildout of the City's General Plan would increase demand for park and recreation facilities. As discussed above, implementation of the proposed Specific Plan would include the provision of 164 acres of parks and recreation facilities throughout the Specific Plan Area. Based on the anticipated population of 38,280 new residents within the Specific Plan Area at time of buildout in Year 2049, the proposed acreage of parks and recreation facilities (164 acres) would address increased demand generated by the proposed Specific Plan, and would not combine with buildout of the City's General Plan to result in a cumulatively considerable impact. As a result, the proposed Specific Plan would result in cumulatively considerable impacts.

Level of Significance With Mitigation: Significant and unavoidable. Implementation of mitigation measures included in this EIR would reduce potential impacts related to construction and operation of the proposed Specific Plan. However, there are some impacts related to Aesthetics, Air Quality, and Noise that would not be reduced to less-than-significant levels even with implementation of the mitigation measures included in this EIR. These mitigation measures include Mitigation Measure AES-4, AIR-2.1, AIR-2.2, AIR-2.3, AIR-3.1, NOI-1.1, NOI-1.2, NOI-1.3, and NOI-2.1. As a result, implementation of the proposed Specific Plan, in combination with other projects, would result cumulatively considerable construction impacts related to parks and recreation that cannot be reduced to less-than-significant levels, even with mitigation.

### **Other Public Facilities**

The cumulative setting for related to other public facilities, such as hospitals and libraries, includes the Planning Area established by the City's General Plan, which includes the Specific Plan Area.

Implementation of the proposed Specific Plan would result in an estimated buildout population of 38,280 new residents. As a result, demand for public facilities would increase, and in combination with population increases resulting from buildout of the City's General Plan, a potentially significant cumulative impact to public facilities could result.

General Plan Policies CI-47 and CI-51 specifically require that public facilities be identified and financed and that public services and facilities be available on time to maintain desired service levels. Throughout the 30-year buildout of the proposed Specific Plan, the City, County, and operators of local hospitals would continually evaluate acceptable service ratios and performance objectives for individual facilities, and the City would ensure that available capacity is available as buildout of the proposed Specific Plan occurs. However, because construction of public facilities could occur within the Specific Plan, and mitigation measures identified in this EIR related to construction would not reduce potential impacts to a less-than-significant level, a significant cumulative impact could occur when impacts resulting from other projects combine with potential impacts resulting from implementation of the proposed Specific Plan. Mitigation measures in this EIR would address impacts related to Aesthetics, Air Quality, and Noise. However, due to changes in land use and the overall development that would occur as a result of the proposed Specific Plan, mitigation measures such as AIR-2.1, AIR-2.2, AIR-2.3, and AIR-3.1 can be implemented, but would not fully mitigate potential impacts. As a result, cumulative impacts to public facilities would be considered significant.

Level of Significance With Mitigation: Significant and unavoidable. Implementation of mitigation measures included in this EIR would reduce potential impacts related to construction and operation of the proposed Specific Plan. However, there are some impacts related to Aesthetics, Air Quality, and Noise that would not be reduced to less-than-significant levels even with implementation of the mitigation measures included in this EIR. These measures include Mitigation Measures AES-4, AIR-2.1, AIR-2.2, AIR-2.3, AIR-3.1, NOI-1.1, NOI-1.2, NOI-1.3, and NOI-2.1. As a result, implementation of the proposed Specific Plan, in combination with other projects, would result in cumulatively considerable construction impacts related to public facilities that cannot be reduced to less-than-significant levels.

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