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# Public Facilities and Services Element

## INTRODUCTION

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### PURPOSE

The Public Facilities and Services Element addresses nine types of public services mainly related to the physical development of the Sonoma County coast. These services include: water, wastewater disposal, public education, fire protection, law enforcement, medical, solid waste management, public utilities, and youth and family services.

The purpose of this Element is to lay the groundwork for future decisions related to these public services and infrastructure, to establish future policy regarding providing facilities for these services, and to integrate public service concerns into land use decision making. This Element is designed to increase the likelihood that public services will be available when needed to serve the residents and businesses of the Sonoma County coast.

The Public Works policy of the 1976 California Coastal Act allows, consistent with the General Plan, development of public works capacity to accommodate needs identified by the Local Coastal Plan. Where the capacity of basic public works is limited, development of land uses encouraged by the Coastal Act, such as coastal dependent industry, receive priority over other uses.

The Public Facilities and Services Element describes the current status of public services in terms of service capacity and demand in relation to projected growth. It is divided into sections providing policy direction for each type of public facility or service. Programs needed to implement proposed policies are also identified. In addition, the Element calls out ongoing or potential future County initiatives, referred to as "Other Initiatives," that support the provision and maintenance of adequate public facilities and services within the Coastal Zone.

### RELATIONSHIP TO OTHER ELEMENTS

Highway and public transportation needs are identified and addressed in the Circulation and Transit Element. Water supply and water quality issues are addressed in the Water Resources Element. Needed park and recreation facilities are identified and addressed in the Public Access Element.

### RELATIONSHIP TO CALIFORNIA COASTAL ACT

#### Section 30118 Special district

"Special district" means any public agency, other than a local government as defined in this chapter, formed pursuant to general law or special act for the local performance of governmental or

proprietary functions within limited boundaries. "Special district" includes, but is not limited to, a county service area, a maintenance district or area, an improvement district or improvement zone, or any other zone or area, formed for the purpose of designating an area within which a property tax rate will be levied to pay for service or improvement benefiting that area.

### **Section 30114 Public works**

"Public works" means the following:

- (a) All production, storage, transmission, and recovery facilities for water, sewerage, telephone, and other similar utilities owned or operated by any public agency or by any utility subject to the jurisdiction of the Public Utilities Commission, except for energy facilities.
- (b) All public transportation facilities, including streets, roads, highways, public parking lots and structures, ports, harbors, airports, railroads, and mass transit facilities and stations, bridges, trolley wires, and other related facilities. For purposes of this division, neither the Ports of Hueneme, Long Beach, Los Angeles, nor San Diego Unified Port District nor any of the developments within these ports shall be considered public works.
- (c) All publicly financed recreational facilities, all projects of the State Coastal Conservancy, and any development by a special district.
- (d) All community college facilities.

### **Section 30212.5 Public facilities; distribution**

Wherever appropriate and feasible, public facilities, including parking areas or facilities, shall be distributed throughout an area so as to mitigate against the impacts, social and otherwise, of overcrowding or overuse by the public of any single area.

### **Section 30222 Private lands; priority of development purposes**

The use of private lands suitable for visitor-serving commercial recreational facilities designed to enhance public opportunities for coastal recreation shall have priority over private residential, general industrial, or general commercial development, but not over agriculture or coastal-dependent industry.

### **Section 30231 Biological productivity; water quality**

The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface waterflow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.

### **Section 30233 Diking, filling or dredging; continued movement of sediment and nutrients**

(a) The diking, filling, or dredging of open coastal waters, wetlands, estuaries, and lakes shall be permitted in accordance with other applicable provisions of this division, where there is no feasible less environmentally damaging alternative, and where feasible mitigation measures have been provided to minimize adverse environmental effects, and shall be limited to the following:

- (1) New or expanded port, energy, and coastal-dependent industrial facilities, including commercial fishing facilities.
- (2) Maintaining existing, or restoring previously dredged, depths in existing navigational channels, turning basins, vessel berthing and mooring areas, and boat launching ramps.
- (3) In open coastal waters, other than wetlands, including streams, estuaries, and lakes, new or expanded boating facilities and the placement of structural pilings for public recreational piers that provide public access and recreational opportunities.
- (4) Incidental public service purposes, including but not limited to, burying cables and pipes or inspection of piers and maintenance of existing intake and outfall lines.
- (5) Mineral extraction, including sand for restoring beaches, except in environmentally sensitive areas.
- (6) Restoration purposes.
- (7) Nature study, aquaculture, or similar resource dependent activities.

(b) Dredging and spoils disposal shall be planned and carried out to avoid significant disruption to marine and wildlife habitats and water circulation. Dredge spoils suitable for beach replenishment should be transported for these purposes to appropriate beaches or into suitable longshore current systems.

(c) In addition to the other provisions of this section, diking, filling, or dredging in existing estuaries and wetlands shall maintain or enhance the functional capacity of the wetland or estuary. Any alteration of coastal wetlands identified by the Department of Fish and Game, including, but not limited to, the 19 coastal wetlands identified in its report entitled, "Acquisition Priorities for the Coastal Wetlands of California", shall be limited to very minor incidental public facilities, restorative measures, nature study, commercial fishing facilities in Bodega Bay, and development in already developed parts of south San Diego Bay, if otherwise in accordance with this division.

For the purposes of this section, "commercial fishing facilities in Bodega Bay" means that not less than 80 percent of all boating facilities proposed to be developed or improved, where the improvement would create additional berths in Bodega Bay, shall be designed and used for commercial fishing activities.

(d) Erosion control and flood control facilities constructed on watercourses can impede the movement of sediment and nutrients that would otherwise be carried by storm runoff into coastal waters. To facilitate the continued delivery of these sediments to the littoral zone, whenever feasible, the material removed from these facilities may be placed at appropriate points on the shoreline in accordance with other applicable provisions of this division, where feasible mitigation measures have been provided to minimize adverse environmental effects. Aspects that shall be considered before issuing a coastal development permit for these purposes are the method of placement, time of year of placement, and sensitivity of the placement area.

## **Section 30234 Commercial fishing and recreational boating facilities**

Facilities serving the commercial fishing and recreational boating industries shall be protected and, where feasible, upgraded. Existing commercial fishing and recreational boating harbor space shall not be reduced unless the demand for those facilities no longer exists or adequate substitute space has been provided. Proposed recreational boating facilities shall, where feasible, be designed and located in such a fashion as not to interfere with the needs of the commercial fishing industry.

## **Section 30234.5 Economic, commercial, and recreational importance of fishing**

The economic, commercial, and recreational importance of fishing activities shall be recognized and protected.

## **Section 30250 Location; existing developed area**

(a) New residential, commercial, or industrial development, except as otherwise provided in this division, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it or, where such areas are not able to accommodate it, in other areas with adequate public services and where it will not have significant adverse effects, either individually or cumulatively, on coastal resources. In addition, land divisions, other than leases for agricultural uses, outside existing developed areas shall be permitted only where 50 percent of the usable parcels in the area have been developed and the created parcels would be no smaller than the average size of surrounding parcels.

(b) Where feasible, new hazardous industrial development shall be located away from existing developed areas.

(c) Visitor-serving facilities that cannot feasibly be located in existing developed areas shall be located in existing isolated developments or at selected points of attraction for visitors.

## **Section 30254 Public works facilities**

New or expanded public works facilities shall be designed and limited to accommodate needs generated by development or uses permitted consistent with the provisions of this division; provided, however, that it is the intent of the Legislature that State Highway Route 1 in rural areas of the coastal zone remain a scenic two-lane road. Special districts shall not be formed or expanded except where assessment for, and provision of, the service would not induce new development inconsistent with this division. Where existing or planned public works facilities can accommodate only a limited amount of new development, services to coastal dependent land use, essential public services and basic industries vital to the economic health of the region, state, or nation, public recreation, commercial recreation, and visitor-serving land uses shall not be precluded by other development.

## **Section 30254.5 Terms or conditions on sewage treatment plant development; prohibition**

Notwithstanding any other provision of law, the commission may not impose any term or condition on the development of any sewage treatment plant which is applicable to any future development

that the commission finds can be accommodated by that plant consistent with this division. Nothing in this section modifies the provisions and requirements of Sections 30254 and 30412.

## **Section 30504 Special districts; submission of plans**

Special districts, which issue permits or otherwise grant approval for development or which conduct development activities that may affect coastal resources, shall submit their development plans to the affected local government pursuant to Section 65401 of the Government Code. Such plans shall be considered by the affected local government in the preparation of its local coastal program.

### **I. GENERAL PUBLIC FACILITIES**

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#### **I.1 Goal, Objectives, and Policies**

**Goal C-PF-1:** Ensure that water supply and wastewater treatment and disposal, park and recreation, public education, fire protection and emergency medical, law enforcement, medical, and solid waste management services and public utility sites are available to meet the future needs of Coastal Zone residents and visitors.

**Objective C-PF-1.1:** Limit water supply and wastewater treatment and disposal, parks and recreation, public education, fire protection and emergency medical, law enforcement, solid waste management, and public utilities facilities and services to those needed for projected demand from existing development.

**Objective C-PF-1.2:** Help County Service Areas and Special Districts to provide needed public facilities and services.

**The following policies, in addition to those in the Water Resources and Open Space and Resource Conservation Elements, shall be used to achieve these objectives:**

**Policy C-PF-1a:** Water supply and wastewater treatment and disposal, parks and recreation, public education, fire protection and emergency medical, law enforcement, solid waste management, and public utilities facilities and services shall be planned, designed, and constructed in accordance with projected demand from existing development as identified by Local Coastal Program (LCP) land use policies and the Chapter 3 requirements of the Coastal Act.

**Policy C-PF-1b:** New Special Districts shall only be established within defined Urban Service Areas and Rural Community Boundaries as designated in the Local Coastal Plan. Special districts shall only be formed or expanded where assessment for, and provision of, service would not induce new development inconsistent with policies of the LCP.

**Policy C-PF-1c:** Install charging stations for, electric, or other alternative fuel vehicles at public facilities and other visitor serving uses, and park facilities where compatible. (2023 POLICY OPTION)

## **1.2 Programs**

**Program C-PF-1-P1:** Work with the County Service Areas and Special Districts to provide local parks and recreation, public education, fire and emergency medical, law enforcement, solid waste management, and public utilities facilities and services.

## **2. WATER AND WASTEWATER TREATMENT FACILITIES**

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On the Sonoma County coast, development is concentrated in Urban Service Areas and Rural Communities. The Coastal Act mandates that new development be located in close proximity to developed areas with public facilities and services. To delineate the areas appropriate for development in the Coastal Zone, Urban Service Areas have been established on the Local Coastal Plan Land Use Map (C-LU-1a thru 1k) and include The Sea Ranch and Bodega Bay. Rural Community Boundaries, areas that were previously subdivided or developed with public water and private Onsite Waste Water Treatment Systems (OWTS, also known as “septic systems”), have also been established on the Land Use Map and include Duncans Mills, Jenner, Sereno del Mar/Carmet, Salmon Creek, Timber Cove, and Valley Ford.

On the coast expansion of public sewer beyond the boundaries of Urban Service Areas and expansion of public water or public sewer beyond the boundaries of Rural Communities are prohibited except under when necessary to mitigate impacts to coastal resources and public health created by a failing OWTS serving existing development. Development infill is expected where water and OWTSs or sewer regulations can be met. Part of the development infill strategy is to encourage consolidation of adjacent lots in high hazard areas or visually and environmentally sensitive areas in accordance with Coastal Act policies to protect views and coastal resources and minimize public safety hazards.

### **Water Supply**

An adequate and healthful water supply is essential if the Sonoma County coast is to sustain its residential population and its economic stability. As noted above, the Water Resources Element establishes goals, objectives, and policies addressing a broad range of water-related issues, including water quality and supply pertaining to private wells and public water systems. This section is intended to address issues regarding improving water systems for moderate expansion of planned communities, developing new water systems, and extending water services to new areas not currently served.

The Sonoma Coast is a water scarce area, and developing reliable water sources for urban development is very difficult. Several wells or springs may be needed to produce even modest water yields. Most of the water systems on the coast are small and substandard in some respect. The main problems are insufficient water and limited financial capability. Water sources are generally wells or creeks which may run low in summer months when demand is highest. Most coastal wells produce only a limited



amount of water at any time due to the geology of the area. The owners of small water systems cannot afford extensive search for and development of additional water supplies.

No additional sources of water supply appear feasible for the communities of Jenner, Rancho del Paradiso, Bridgehaven, West Beach, and Valley Ford. The Salmon Creek subdivision has marginally adequate water supplies for existing development. If adequate water supplies are not available, some lots in the existing subdivisions may be unbuildable. Water system development and improvement continues at The Sea Ranch, Timber Cove, Sereno del Mar, Carmet, and Bodega Bay. Water supplies sufficient for subdivision buildout or moderate additional expansion appears limited to these five areas and Duncans Mills.

Maintaining the quality of water in small water systems, especially surface springs and storage tanks, is problematic because it requires periodic monitoring and testing. Several older small water systems are poorly designed or maintained resulting in inadequate water pressure. The firefighting capability of most of the systems is inadequate because of limited water supplies or low water pressure.

## Public Water Systems

The definitions of a public water system and different types of public water systems are given below. These definitions are in Section 116275 of the California Safe Drinking Water Act which is contained in Part 12, Chapter 4 of the California Health and Safety Code:

116275. Definitions.

(h) **“Public water system”** means a system for the provision of water for human consumption through pipes or other constructed conveyances that has 15 or more service connections or regularly serves at least 25 individuals daily at least 60 days out of the year. A public water system includes the following:

- (1) Any collection, treatment, storage, and distribution facilities under control of the operator of the system that are used primarily in connection with the system.
- (2) Any collection or pretreatment storage facilities not under the control of the operator that are used primarily in connection with the system.
- (3) Any water system that treats water on behalf of one or more public water systems for the purpose of rendering it safe for human consumption.

(e) **“Human consumption”** means the use of water for drinking, bathing or showering, handwashing, oral hygiene, or cooking, including, but not limited to, preparing food and washing dishes.

(i) **“Community water system”** means a public water system that serves at least 15 service connections used by yearlong residents or regularly serves at least 25 yearlong residents of the area served by the system.

(j) **“Noncommunity water system”** means a public water system that is not a community water system.

(k) **“Nontransient noncommunity water system”** means a public water system that is not a community water system and that regularly serves at least 25 of the same persons over six months per year.

The Sonoma County coast has about 16 water systems that fall under the regulatory authority of the State Water Resources Control Board (Water Resources Board) as a “public water system”, ranging in size from The Sea Ranch Water Company, a Community system with 1,872 connections; to the Blue Heron Restaurant, a Non-Community Transient system with one connection. **Table C-PF-1** provides general information about the public and private water systems on the coast.

**Table C-PF-I. Characteristics of Public Water Systems**  
Information supplied by system operator and California Water Resources Control Board Division of Drinking Water

<i>Water System</i>	<i>Type</i>	<i>Uses Served</i>	<i># Connections/ Lots Served</i>	<i># Vacant Lots or Lots Not Served</i>	<i>Source of Water Supply</i>	<i>Adequacy of Water Supply</i>
<b>Bodega Bay Public Utilities District</b>	Community	Residential Commercial Industrial	1,215	194	Salmon Creek (2 wells) Roppolo wellfield - 3 wells Sand Dunes wellfield - 2 wells	Adequate for existing development
<b>Fort Ross School District</b>	Non-Transient Non-Community	School	2	0	Groundwater well onsite	Adequate for existing development
<b>Sonoma County County Service Area (CSA) 34 - Jenner</b>	Community	Residential Restaurant Hotel/Motel Public (297 parcels total)	136	174	Jenner Creek	May be inadequate for existing development. Surface water source vulnerable to climate change
<b>Sonoma County CSA 41 - Salmon Creek</b>	Community	Residential Public (130 parcels total)	99	36	Groundwater well on Maryana Drive; Spring - general subsurface flow of water from hills east of Salmon Creek; water collection and treatment system improvement project constructed in 2014	Adequate for existing development. Water collection and treatment system improvement project constructed in 2014
<b>Timber Cove County Water District</b>	Community	Residential	187	129	Timber Cove Creek, water stored in reservoir at 22108 Timber Cove Road constructed in 1997	Adequate for existing development and future development of vacant residential parcels. Reservoir volume adequate to supply 4 months water supply at build-out
<b>Blue Heron Restaurant</b>	Transient Non-Community	Restaurant	1	0	Groundwater well	Adequate
<b>Bridgehaven Trailer Park</b>	Community	Recreation	31	0	Spring about 150 yards uphill from water treatment building at trailer park Stream about 100 yards from south end of bridge at Jenner (from Red Hill)	Adequate supply. Surface water diversion may require additional treatment.

**Table C-PF-I. Characteristics of Public Water Systems**  
Information supplied by system operator and California Water Resources Control Board Division of Drinking Water

<i>Water System</i>	<i>Type</i>	<i>Uses Served</i>	<i># Connections/ Lots Served</i>	<i># Vacant Lots or Lots Not Served</i>	<i>Source of Water Supply</i>	<i>Adequacy of Water Supply</i>
<b>Casini Ranch Campground Water System</b>	Transient Non-Community	Recreation	14	0	2 wells 1 spring	Adequate for existing and future expansion of campground
<b>Duncans Mills Camping Company Duncans Mills Trading Company</b>	Transient Non-Community Transient Non-Community	Recreation Restaurant Retail	20	0	Well 1,400 feet from Russian River	Adequate for existing development. Supply may not be adequate for expansion of existing commercial uses.
<b>Fort Ross Lodge &amp; Store</b>	Transient Non-Community	Restaurant Hotel/Motel	2	0	Well below lowest unit of lodge	Adequate for existing use and future expansion.
<b>Rancho Del Paradiso - California Water Service Company</b>	Community	Residential	60	8	Intertie pipeline to Sweetwater Springs Water District facility in Monte Rio constructed in 2006	Adequate for existing development and future development of vacant residential parcels.
<b>Russian River Utility Sereno Del Mar Water Company - Sereno del Mar</b>	Community	Residential	136	9	9 wells - two gallery inlets from underflow of Scotty Creek, seven wells 70 feet deep; One spring about half mile east	Adequate for existing development and future development of vacant residential parcels.
<b>Russian River Utility Carmet-by-the-Sea Mutual Water System - Carmet</b>	Community	Residential	64	0	2 horizontal wells on hillside east of subdivision	Adequate for existing development. May be inadequate for future development.
<b>Russian River Utility Sereno Del Mar Water Company - Gleason Beach</b>	Community	Residential	6	15	50-meter wells and Carmet-by-the-Sea springs	Adequate for existing development. No potential for future development due to bluff collapse.
<b>The Sea Ranch Water Company</b>	Community	Residential Commercial	1,872	605	Gualala River	Adequate for existing development and future development of vacant residential parcels.
<b>Timber Cove Inn</b>	Non-Transient Non-Community	Hotel/Motel	3	N/A	Timber Cove County Water District	Adequate for existing development.

**Table C-PF-I. Characteristics of Public Water Systems**  
Information supplied by system operator and California Water Resources Control Board Division of Drinking Water

<i>Water System</i>	<i>Type</i>	<i>Uses Served</i>	<i># Connections/ Lots Served</i>	<i># Vacant Lots or Lots Not Served</i>	<i>Source of Water Supply</i>	<i>Adequacy of Water Supply</i>
<b>Valley Ford Water Association</b>	Community	Residential Commercial	23	0	3 wells south of community along north side of Estero Americano	Adequate supply, inadequate quality for existing development. Inadequate for expansion of existing uses.
<b>Valley Ford Hotel</b>	Transient Non-Community	Commercial	1	0	Groundwater well on site	Adequate for existing development. Inadequate for expansion of use.
<b>Stillwater Cove Regional Park</b>	Transient Non-Community	Recreation (campground w/22 sites, Ranger residence, office)	2	0	Canyon well – winter & spring (next to Regional Parks office driveway) Creek well – summer & fall (next to Stockholm Creek)	Adequate for existing use but vulnerable to drought. May be inadequate for future development. (2023 Policy Option)

## **Wastewater Treatment and Disposal Services**

Untreated or improperly treated wastewater contains bacteria, viruses, chemicals, and nutrients that can cause human diseases; kill or injure plants and animals; and produce surface waters that are contaminated, discolored, or odorous. Since all wastewater is eventually returned to the environment, the public has a vital interest in assuring proper wastewater management. The Water Resources Element establishes goals, objectives, and policies pertaining to water quality and wastewater management. This section of the Public Facilities and Services Element addresses issues regarding improving existing wastewater treatment systems, developing new wastewater treatment systems, and extending wastewater treatment services to new areas not currently served.

### **On Site Wastewater Treatment Systems**

An on-site wastewater treatment system (OWTS) is an individual wastewater treatment and dispersal system, small community collection, treatment and dispersal systems, or alternative collection and dispersal systems that use subsurface dispersal. These systems are commonly referred to as “septic systems”. OWTSs do not include graywater systems pursuant to the Health and Safety Code Section 17922.12.

A standard OWTS consists of a tank and leachfield (subsurface treatment and disposal of wastewater) and may include a diversion valve and/or pump. Wastewater enters the tank and is retained long enough so that large solid particles and very small solid particles joined together settle to the bottom. Bacteria digest the solids that accumulate in the tank at the bottom (sludge); and the fats, oils, grease, and other materials that float to the surface (scum); the resulting solids must be pumped out periodically. The partially treated wastewater (effluent) leaves the tank in pipes and is discharged below the ground surface into the leachfield, which consists of perforated pipes laid over gravel in trenches (leachlines). The effluent flows along the length of the pipes where it gradually percolates into the soil. The effluent receives secondary treatment through natural physical and microbiological processes in the soil.

New and replacement OWTSs shall be located, designed, constructed, and operated in a manner to ensure that sewage effluent does not surface at any time, that is protective of public health, safety and the environment and that percolation of effluent into the soil will not adversely affect beneficial uses of the waters of the State of California. (OWTS Manual)

The Sonoma County OWTS Manual establishes standards for all on-site wastewater systems in Sonoma County. These standards implement provisions of the Porter Cologne Water Quality Control Act, the State Water Resources Control Board OWTS Policy, and applicable sections of Sonoma County Code Chapters 7 and 24. California Water Code 13282 authorizes counties to adopt and enforce regulations, conditions, restrictions, and limitations regarding the dispersal of waste. The Sonoma County OWTS Manual is the local implementation of this authority.

On coastal parcels, meeting OWTS standards is often the limiting factor for development. On many lots it is difficult to meet the setbacks to property lines, road cuts, streams, drainage courses, cliffs, and the 10-year floodplain due to the small size of the lots, which in many cases were created prior to current OWTS regulations. For example, on small lots in Carmet, Jenner, Sereno del Mar and Salmon Creek, even if the soil has an adequate percolation rate, there is not enough room for even a one-

bedroom OWTS. A lot fronting Salmon Creek that is 40 feet long will not meet the required 100-foot setback from the 10-year floodplain. Steep slopes and shallow fractured bedrock also contribute to inadequate conditions for OWTS, as the effluent can move laterally and break out to the surface along the slope.

### ***On Site Wastewater Treatment Systems Regulations***

The State Regional Water Quality Control Boards (Regional Board) is responsible for establishing standards for OWTSs to protect water resources and public health. Permit Sonoma is the delegated authority for implementation and enforcement of State and County specific OWTS regulations. New OWTSs must meet standards for slope, soil depth, depth to groundwater, percolation rate, and system setback distance.

In areas where failure of OWTSs are likely to cause health hazards or impair water quality, Permit Sonoma or the pertinent Region Board (North Coast or San Francisco Bay) may issue an Order to prohibit any waiver of existing OWTS installation regulations in a specific area. This Order referred to as a “Waiver Prohibition Area,” is intended to decrease the likelihood of failure of new OWTSs. Jenner, Rancho del Paradiso, Sereno del Mar, Carmet, and Salmon Creek are in Waiver Prohibition areas.

On May 13, 2013, the North Coast Regional Board amended their Basin Plan to adopt the OWTS Policy. This policy establishes minimum standards for OWTSs that are constructed or replaced or are subject to a major repair. The OWTS Policy also includes minimum operating requirements for OWTSs that include requirements for siting, construction, and performance; OWTSs near certain waters listed as impaired under Section 303(d) of the Clean Water Act; corrective action; monitoring; exemption criteria; determining when an existing OWTS is subject to major repair; a conditional waiver of waste discharge; and authorizing local agency implementation of the OWTS Policy.

**OWTS Monitoring and Maintenance Program (On-Site Wastewater Disposal Zone).** An OWTS monitoring and maintenance program, also referred to as an on-site wastewater disposal zone, is another alternative to individual OWTSs. Such a program does not make more lots buildable, rather has the potential for extending the useful life of OWTS and promptly correcting operational problems. A public agency which is authorized to acquire, construct, maintain, or operate sewage treatment systems may run such a program. Once an on-site wastewater disposal zone is established, the agency has the power within that zone to acquire, design, own, construct, install, operate, monitor, inspect, and maintain individual OWTSs. The potential for this type of program is widespread on the Sonoma Coast.

A wastewater system monitoring and maintenance program is required for The Sea Ranch. In the late 1980s The Sea Ranch Association and the County of Sonoma created an On-Site Wastewater Disposal Zone (Zone) to address problems with about 1,570 on-site individual OWTSs at The Sea Ranch. In July 1989 the Zone was created under the agreement that the Board of Supervisors would contract with The Sea Ranch Association to operate, monitor, inspect, and maintain the OWTSs. In July 1995 the Zone was designated as CSA 41 and came under the direction of Permit Sonoma.

## **2.1 Goal, Objectives, and Policies**

**GOAL C-PF-2: Ensure that growth and development match existing water and wastewater treatment and disposal capacities.**

**Objective C-PF-2.1:** Plan for growth and development to match existing water and wastewater treatment and disposal capacities and facilities.

**Objective C-PF-2.2:** Operate County water and wastewater treatment and disposal facilities in compliance with applicable State and Federal standards.

**Objective C-PF-2.3:** Help resolve water problems resulting from proliferation of small water systems.

**Objective C-PF-2.4:** Limit extension of public water and sewer services into rural areas.

**Policy C-PF-2a:** Growth and development shall be planned in accordance with existing water and wastewater treatment and disposal capacities. Development, including land divisions, shall be prohibited unless a master plan consistent with Policy C-PF-2d identifies adequate water and wastewater treatment and disposal capacities and facilities to accommodate such development. In acting on any Coastal Development Permit, determine that adequate capacity is available and reserved in the system to serve priority land uses as shown in Land Use Element Table C-LU-1. In areas with limited service capacity, new development for a non-priority use, including land divisions, is prohibited unless adequate capacity remains for Coastal Act priority land uses within the service area.

**Policy C-PF-2b:** A public water or wastewater district shall not be formed or expanded except where assessment for, and provision of, the service would not induce new development inconsistent with the Local Coastal Plan in accordance with California Coastal Act Section 30254. New development within the service boundary of a public water or wastewater district shall be required to connect to the district for water or wastewater service.

**Policy C-PF-2c:** A Coastal Permit shall be required for water or wastewater management facility expansion or improvement projects unless otherwise exempt by the Local Coastal Program, or the Coastal Act. Development of new or expansion of existing water or wastewater management facilities shall be in phase with the availability of other public works infrastructure.

**Policy C-PF-2d:** Master plans or equivalent documentation shall be prepared for all water and wastewater management systems prior to approval of facility expansion or improvement projects. All facilities shall be designed and constructed in accordance with the existing and planned development in the applicable jurisdictions. In the event that a master plan or monitoring fails to show adequate facilities or supplies for existing development, zoning changes, building permits, or other entitlements in order to protect services to existing residents.



The minimum contents necessary for an adequate master plan or equivalent documentation are:

- (1) Maps showing potential future service area boundaries in accordance with California Coastal Act Section 30254.
- (2) Existing development within the existing and potential future service area boundaries.
- (3) Impact that sea level rise and climate change will have on existing and proposed facilities.
- (4) Projected growth and the related service and facility needs;
- (5) Estimated costs and revenues for needed improvements;
- (6) System design parameters and assumptions;
- (7) A program for water use reduction; and
- (8) A program to reduce stormwater infiltration.

**Policy C-PF-2e:** Extension of public sewer services outside of the boundary of The Sea Ranch and Bodega Bay Urban Service Areas shall be avoided. Exceptions to this policy shall be considered, to the extent allowed by law, only:

- (1) Where necessary to resolve a public health hazard resulting from existing development (i.e., contamination of land, surface water, or groundwater resulting from failure of an existing OWTS or other wastewater management system); or
- (2) Where appropriate to allow for development of public park or recreation facilities.

**Policy C-PF-2f:** Where several failing OWTSs or other health and safety problems which pose a significant hazard to human health and safety exist outside an Urban Service Area that could be addressed by extension of public sewer service, use Outside Service Area Agreements which limit the use of existing development. The evaluation should assure sufficient capacity to serve existing connections and potential buildout in the existing Urban Service Area.

A Coastal Development Permit shall be required for extension of public sewer services outside of an Urban Service Area.

**Policy C-PF-2g:** The following guidelines shall be used for any exception allowed by **Policy C-PF-2e:**

- (1) The property must adjoin the Urban Service Area Boundary, or the proposed connection to a public sewer system must be no more than 200 feet from the Urban Service Area Boundary;
- (2) Size sewage facilities to serve development consistent with the Local Coastal Plan;
- (3) Require written certification by the service provider that adequate service capacity, consistent with the facility master plan, is available for the use to be connected to the system; and
- (4) Use agreements, covenants, and zoning to limit the growth inducement potential of extension of public sewer services.

**Policy C-PF-2h:** Extension of public water service to a property that is outside the boundary of an Urban Service Area or Rural Community (i.e., Duncans Mills, Jenner, Sereno del Mar, Carmet, Salmon Creek, Timber Cove, and Valley Ford) shall be avoided. Exceptions to this policy shall be considered, to the extent allowed by law, only:

- (1) Where necessary to resolve a public health hazard resulting from existing development (i.e., failure of water wells or contamination of land, surface water, or groundwater resulting from failure of an existing OWTS or other wastewater management system); or
- (2) Where appropriate to allow for development of public park and recreational facilities.

A Coastal Permit shall be required for extension of public water service.

**Policy C-PF-2i:** The following guidelines shall be used for any exception allowed by  
**Policy C-PF-2g:**

- (1) Size facilities to serve development consistent with the Local Coastal Plan;
- (2) Require written certification that adequate service capacity is available for the economic life of the development to be connected to the system or planned to be connected in the future; and
- (3) Use out-of-service area agreements that limit the use to existing development rather than annexations.

**Policy C-PF-2j:** Applications for subdivision of land or new development or uses within a water or wastewater service area shall be required to include written certification from the service provider that existing water and wastewater services are available to serve the new parcels, development, and uses; or that the service provider will make improvements to the water or wastewater systems necessary to accommodate the new development and uses prior

to final project approval. The proposed project shall not be considered for approval if this written certification is not provided.

**Policy C-PF-2k:** When considering formation of new water service agencies, systems owned and operated by a governmental entity shall be favored over privately or mutually owned systems. New privately or mutually owned systems shall be authorized only if system revenues and water supplies are adequate to serve existing and projected growth for the life of the system, which shall be ensured through agreements or other mechanisms that set aside funds for long-term capital improvements and operation and maintenance costs.

**Policy C-PF-2l:** Approval of new wastewater treatment and disposal systems owned and operated by a governmental entity shall be considered only when necessary to resolve an existing public health hazard.

**Policy C-PF-2m:** New privately owned package treatment plants which serve multiple uses or serve separate parcels shall be avoided. Use of package treatment plants to serve affordable housing or other projects on a single parcel under one ownership shall be allowed provided that they comply with the following criteria:

- (1) The package treatment plant must comply with water quality and health standards and protect water resources;
- (2) The design and appearance of package treatment plants located in agricultural and other rural areas must be compatible with the rural area's character;
- (3) The project must include provisions for the long-term operation, maintenance, and eventual replacement and/or removal of the package treatment plant; and include adequate financing for these provisions through bonds, sinking funds, or other mechanisms; and
- (4) The package treatment plant is not to be used as a basis for approving a new affordable housing development in Rural Communities or on other rural land, or amending the Local Coastal Plan to allow for more intensive development.

**Policy C-PF-2n:** Consider use of alternative (non-standard) sewage disposal systems only to serve a single land use on a single parcel, and only if the availability of the system does not result in new development, except as allowed by the Local Coastal Plan.

**Policy C-PF-2o:** Any waiver of Regional Board standards for on-site wastewater disposal in Jenner, Carmet, Rancho del Paradiso, Sereno del Mar, and Salmon Creek shall be prohibited.

**Policy C-PF-2p:** Consider development or expansion of a community wastewater treatment system in areas with widespread OWTS problems that are a health concern and cannot be

addressed by an on-site wastewater maintenance and management program, in compliance with the policies of this Local Coastal Plan.

**Policy C-PF-2q:** Where existing or planned public works facilities can accommodate only a limited amount of new development, services to coastal dependent land use, essential public services and basic industries, public recreation, commercial recreation, and visitor-serving land uses shall not be precluded by other development in accordance with California Coastal Act Sections 30222 and 30254. The use of private lands suitable for visitor-serving commercial recreational facilities designed to enhance public opportunities for coastal recreation shall have priority consistent with coastal priority land uses of the Coastal Act.

## 2.2 Programs

**Program C-PF-2-P1:** Create a total water supply and use budget for the Sonoma County Coastal Zone that considers future impacts on water including, but not limited to: loss of groundwater to salt water intrusion, potential droughts, increased water usage for increased development, and fire suppression. Use this information guide land use planning and identify adequacy of individual water districts and suppliers. Once developed, review and update this information every 5 years.

**Program C-PF-2-P2:** Develop and implement programs that include obtaining grants for supporting and assisting communities in upgrading failing OWTs or developing on-site wastewater maintenance and management districts, community leachfields, or community wastewater treatment systems.

**Program C-PF-2-P3:** Consider development of on-site wastewater maintenance and management districts in areas with OWTs problems.

**Program C-PF-2-P4:** Consider the following and develop improvement plans where appropriate:

- (1) A community leachfield at Duncans Mills.
- (2) Relocation of the OWTs at Bridgehaven and Rancho del Paradiso.
- (3) A community wastewater collection and treatment system or a package wastewater treatment plant at Jenner.
- (4) A community wastewater collection and treatment system or a package wastewater treatment plant at Carmet.

At Salmon Creek and Wrights Beach: construction of a package wastewater treatment plant, relocation of the OWTs away from houses, or construction of a community leachfield.

### 3. PARKS AND RECREATION

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Outdoor recreation contributes to the tourism economy, enhances the quality of life for County residents and visitors, and conserves unique natural and cultural resources. The Public Facilities and Services Element describes the current status of public recreation in general terms of service capacity and demand in relation to projected growth. The needed park and recreation facilities are identified and addressed in the Public Access Element.

The various types of parkland found in Sonoma County are based on the Board of Supervisors approved parkland classification system. County planning staff considers a variety of factors in determining the need for local parks (e.g., Neighborhood and Community Parks) and the more intensively developed park and recreation facilities (e.g., Regional Recreation Areas). These factors include, but are not limited to, community preference, nearby population densities, proximity to other recreational areas and facilities, local and regional tourism, and accessibility, among others. Parkland needs for the resource-based park and recreation facilities (e.g., Regional Open Space Parks, Preserves, and Trails) are determined by these and other criteria, and are described in the Public Access Element.

#### 3.1 Goal, Objectives, and Policies

**Goal C-PF-3: Provide adequate park and recreation services on the Sonoma County coast.**

**Objective C-PF-3.1:** Provide an adequate supply and equitable geographic distribution of regional and local park and recreation services based on population projections, estimated user demand, and Local Coastal Plan resource objectives.

**Objective C-PF-3.2:** Use guidelines established by the Board of Supervisors as the minimum standards for determining park needs.

**Policy C-PF-3a:** The Public Access Element and Plan shall be used to determine regional park needs, including County regional open space parks, County trails, and State parks in order to support recreation in the Coastal Zone.

**Policy C-PF-3b:** The proposed accessway, park, and trail descriptions in the Public Access Plan shall be used to determine Local Coastal Plan consistency of proposed accessways, parks, and trails as consistent with the Public Access Element.

**Policy C-PF-3c:** Continue to implement park impact mitigation that allows for the dedication of land, the payment of fees, or both as a condition of approval for development projects.

**Policy C-PA-3d:** Allow park residences in areas visible to the public where necessary for security reasons and when impacts on views are mitigated.

**Policy C-PA-3e:** Allow extension of sewer service to parklands only where consistent with policies of the Public Facilities and Services Element of this Local Coastal Plan.

**Policy C-PA-3f:** Provide restrooms at significant recreational areas to protect coastal resources and public health and safety. Consider use patterns and the proximity of other nearby public restrooms when determining facility needs.

**Policy C-PA-3g:** Encourage the California Department of Parks and Recreation to install emergency communication facilities at Goat Rock.

## 3.2 Program

**Program C-PF-3-P1:** Where there is an unmet need for local park facilities in an area, and County Regional Parks does not have plans for facilities in the area, encourage the existing or formation of new County Service Areas or other Special Districts to meet the need, if economically feasible.

## 3.3 Initiative

**Initiative C-PF-3-I1:** Promote State funding of costs for patrolling new parks and public accessways which are mandated by the California Coastal Act.

# 4. PUBLIC EDUCATION

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## SCHOOLS

As the Sonoma County coast has relatively low population densities, schools are widely spaced in five Elementary School Districts and three High School Districts, and tend to be small with combined classes. Specialized education facilities are minimal. Each school district has its own revenue base, elected board, and administration. The Sonoma County Office of Education provides some administrative and business services to all districts. **Figures C-PF-1a to C-PF-1c** show the Public School Districts on the coast.

A major issue in planning for new facilities is the need for increased coordination between land use and facilities planning. Districts must be aware of the projected residential growth in their service area so that new school needs can be accurately forecast. An important source of financing for new school facilities is the "school impact" fee on new residential construction. State law now authorizes local school districts to charge development fees for permanent facilities. However, funding will likely continue to depend on State sources. California law also enables a County to acquire new school sites by dedication as a condition of subdivision approval.

## Elementary Schools

All elementary school districts must meet minimum state requirements regarding class sizes. Maximum class sizes for grades K-8 vary per California Education Code sections 41376 and 41378, which prescribe the maximum class sizes and penalties for districts across California. For Kindergarten, the average class size must not exceed 31 students, with no class larger than 33 students; for grades 1-3, the average class size must not exceed 30 students, with no class larger

than 32 students; for grades 4-8, the average class size must not exceed either 29.9 students or the average of the district in 1964, whichever is smaller. Additional classrooms are usually constructed only when these limits are reached.

**Horicon Elementary School District.** Horicon Elementary School District consists of one school, Horicon Elementary School, which is located in the community of Annapolis. Enrollment at Horicon Elementary School decreased from 80 students in four classrooms in 1979 to 47 students in four combined classrooms at the start of the 2015-2016 school year. According to the District, the number of students has been declining, as is common with general school enrollment trends statewide. Over the last eight school years, the student population has fluctuated between 70 students in 2011, 57 students in 2012, 60 students in 2013, 66 students 2014, 61 students in 2015, 47 students in 2015-2016 school year, 59 students in the 2016-2017 school year, 62 students in the 2017-2018 school year before reaching a total of 69 students in the 2018-2019 school year. The school serves students from the communities of The Sea Ranch and Annapolis. According to the District, there is no anticipated growth or need for additional facilities.

**Fort Ross School District.** The Timber Cove Subdivision is the largest planned residential development in, and the main growth area for, the Fort Ross School District. Enrollment at the Fort Ross Elementary School decreased from 53 students in two classrooms in 1979 to 32 students in two classrooms during the 2014-2015 school year, to 28 students in two classrooms during the 2015-2016 school year. Since then, the student population continues on the downward trend having 24 students in the 2016-2017 school year, 19 students in the 2017-2018 school year, and finally 21 students for the current school year. The District has seen a fluctuation within the last few years between 27 and 32 students, but generally the District enrollment has been steadily declining over the last 20 years. The District has a preschool site within a classroom at the Fort Ross Elementary School which is run by River to Coast Children's Services based in Guerneville. However, there is no current enrollment at the preschool. When enrollment resumes, the River to Coast Children's Services would remain responsible for running the preschool program at the school.

**Monte Rio School District (outside Coastal Zone).** Coastal areas are not expected to contribute significant numbers of new students to the Monte Rio School District. Enrollment at Monte Rio Elementary School decreased from 219 students in eight classrooms in 1979 to 112 students in six classrooms in 2005. There has been an additional decrease in student population figures, with 84 students using nine classrooms in 2015. The District believes that the decline in enrollment is due to the decrease in families moving to the area. The 2015-2016 school year brought one additional student to make 85 students for the school year, 90 students in 2016-2017, the 2017 to 2018 school year had 89 students, and 84 students in the school year of 2018-2019. The District projects a decrease in enrollment in the future for the same reason.

**Shoreline School District.** South Coast students attend Bodega Bay Elementary School for grades K-5, and are bused to Tomales Elementary School (outside of Sonoma County Coastal Zone) for grades 6-8. As most students attending Bodega Bay Elementary School are from the immediate area, construction of additional classrooms would be needed to accommodate additional Bodega Bay area growth. Enrollment at the Bodega Bay Elementary School decreased from 70 students in three classrooms in 1979 to 40 students in three classrooms in a new school in 2005, to 19 students using two classrooms in 2015-2016 school year. Since then there was a slight increase to 25 students for the 2016-2017 school year, 26 students in 2017-2018, and 23 students in the school year 2018-2019. The District

believes that enrollment numbers could fluctuate because of interdistrict transfers largely from Coast Guard families.

## High Schools

The Sonoma County coast is served by three high schools in three school districts, however, none of the high schools are located within the Sonoma County coastal zone. Students from Annapolis, The Sea Ranch, and Stewarts Point attend Point Arena High School in Mendocino County; students from Fort Ross through Bodega Bay attend Analy High School in Sebastopol, and South Coast students attend Tomales High School in Marin County.

Impacts of growth on high schools are not as severe as for elementary schools and are harder to estimate. Class sizes, schools, and district areas are larger. High schools have more flexibility in handling increments of students from specific development areas without adding classrooms or teachers.

### 4.1 Goal, Objective, and Policy

**Goal C-PF-4: Provide school facilities adequate to meet the future needs of Sonoma County coast residents.**

**Objective C-PF-4.1:** Accommodate new school sites as needed, consistent with protection of coastal resources.

**Policy C-PF-4a:** Continue to implement school impact mitigation that allows for the dedication of land, the payment of fees, or both as a condition of approval for development projects.

### 4.2 Initiatives

**Initiative C-PF-4-I1:** Work with school districts to provide safe walking and bicycle paths around schools and neighborhoods.

**Initiative C-PF-4-I2:** Encourage schools to offer recreation programs and before-school and after-school care whenever possible.

**Initiative C-PF-4-I3:** Work with Community Service Districts, Park & Recreation Districts, and School Districts to meet local community park needs.

**Initiative C-PF-4-I4:** Assist school districts in estimating the amount, rate, and location of projected population growth in their attendance areas.



## 5. FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES

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Fire protection and emergency medical and rescue services are essential to the protection of life and property in the unincorporated areas of Sonoma County. They are provided by four types of agencies. The California Department of Forestry and Fire Protection (CalFire) provides services to State Responsibility Areas. Fire Protection Districts provide services with revenues from property taxes, and are usually created to provide a reliable funding source to sustain a stable and/or increased level of fire protection services to certain areas of the County. Volunteer fire companies provide local services in rural communities. Community Service Areas (CSAs) and Community Service Districts (CSDs) are areas of the County that have approved special tax assessment for particular types of extended services, such as structural fire protection. **Figures C-PF-2a to C-PF-2c** show the Fire Districts that provide primary emergency response in the coastal zone.

Fire protection services are highly dependent on paid on-call, paid part-time, and volunteer personnel. Although this dependency remains, the number of volunteer firefighters has fallen off in recent years. While the County generally has been receiving acceptable levels of fire protection services, problems have resulted from the condition of existing equipment and matching the type of equipment and staff training to the type of fire. Sonoma County Fire District Station 10, and North Sonoma Coast Fire Protection District South Station, staffed by CalFire personnel funded through CSA 40, provide the only fire protection services by full time staff on the Sonoma County coast.

CSA 40 is a County entity that provides a moderate amount of funding and relies primarily on volunteer staff in various CSAs. CSA 40 also provides management oversight for, directs, and coordinates the various volunteer fire companies; and supplies training, safety equipment, and insurance coverage for voluntary staff.

The County has established the Department of Fire and Emergency Services (DES) to coordinate the fire protection service agencies in the County. DES contracts with various Fire Protection Districts and municipal fire agencies to provide support services including code enforcement, construction plan checking, and fire safe planning.

Demand for increased fire suppression and emergency medical services will not be generated by housing, population, or job growth alone. Increases in tourism, increases in level of service expectations, and changes in the population mix will also affect demand.

The primary tasks with regard to fire services planning are to ensure that needed organizational changes occur in a timely and cost effective manner, and to secure adequate revenue sources. Emergency medical services should also be evaluated, since the growth in medical calls over the first half of the decade has consistently outpaced fire emergency calls.

Structural fire protection on the coast has general inadequacies common to many rural areas. The Sea Ranch, Timber Cove, and Bodega Bay are the only areas with adequate water supply and water pressure for firefighting. Most departments lack paid staff and up-to-date firefighting equipment. The average age of fire apparatus is 26 years. Most of the fire stations are in need of maintenance and repair, and some need to be replaced. Fire protection response areas tend to be large, with limited road access. These factors combined with volunteer fire departments make for relatively long response times.

Increases in coastal development are not likely to bring about substantial changes in the organization of coastal fire departments because the costs for fire protection are too high. Only The Sea Ranch and Bodega Bay are expected to reach levels of development where minimal paid staffing levels would be possible. However, increased development and public access to the Sonoma Coast will increase fire risk and demand for emergency medical services. The aging demographics of coastal communities will make the recruitment of young volunteers problematic. Increasingly limited funds at Federal, State, and local levels make acquisition of fire equipment difficult, especially for departments that have relatively low call volume.

## **Emergency Medical Services**

The Sonoma County Coastal Zone lacks any hospitals, trauma centers, or health care clinics, with the exception of limited services provided by the Gualala Health Center located just north of the county line in Gualala. Medical emergencies require patients to be stabilized by fire protection district first responders and transported to medical facilities located inland along the Highway 101 corridor by ambulance or helicopter, with transport times of up to two hours. Maintaining emergency medical services is critical to protecting the health and safety of residents and visitors to the Sonoma Coast, and fire protection districts struggle with inadequate staffing, resources, and financial support.

The Coast Life Support District (CLSD) is a special tax district charged with providing basic and advanced life support ambulance services north of the Fort Ross Store, and includes the communities of communities of The Sea Ranch, Annapolis, Stewarts Point, Timber Cove, and Fort Ross. CLSD serves a large geographic area from the town of Gualala in Mendocino County. Because of the large area, ambulance service from the Russian River Fire Protection District in Guerneville supplements the ambulance services provided by CLSD. The Russian River Fire Protection District also provide ambulance services to the central Coastal Zone between Fort Ross and Shell Beach near Wright Hill Road.

Sonoma County Fire District provides emergency medical and advanced life support ambulance service to the South Coast, from the Russian River south to Tomales Bay and Dillon Beach in Marin County. This area includes most of the population and accounts for the majority of calls for service in the Coastal Zone. Sonoma County Fire District responds to 750 calls per year for medical emergencies, with the majority of these calls related to rescue and emergency medical services for visitors to the Coastal Zone. Maintaining Sonoma County Fire District's 24-hour paid staff of emergency medical technicians and paramedics is an important component of providing the public with safe access to the Sonoma Coast.

### **5.1 Goal, Objectives, and Policies**

**Goal C-PF-5:           Ensure that adequate fire protection and emergency medical services are provided to meet the future needs of Coastal Zone residents and visitors.**

**Objective C-PF-5.1:           Improve fire protection services to the Sonoma County coast.**

**Objective C-PF-5.2:** Promote cooperation among fire protection and emergency medical service agencies in the area of public education and awareness, especially in those areas isolated from emergency service providers either by distance or topography.

**Objective C-PF-5.3:** Encourage more effective use of existing fire protection and emergency medical services by emphasizing an integrated response system on the Sonoma County coast.

**Objective C-PF-5.4:** Maintain health, emergency medical, and other medical services to the Sonoma County coast, particularly to the South Coast.

**Policy C-PF-5a:** Emergency Services shall review and comment on any proposed changes in the boundaries of areas of State and local responsibility for wildland fire protection, and the service boundaries of local Fire Protection Districts and volunteer fire companies.

**Policy C-PF-5b:** Prior to project approval, require written certification from the applicable fire service agency that the project meets or exceeds current fire regulations and that fire protection and related services customarily provided to comparable uses are adequate and available or will be available prior to occupancy for projects within the service area.

**Policy C-PF-5c:** Support establishment of a health clinic in Bodega Bay or another location on the southern portion of the Sonoma County coast.

**Policy C-PF-5d:** Continue to coordinate fire protection services and planning with all other related agencies.

**Policy C-PF-5e:** Support actions, including consolidation of fire districts and increased tax revenue that will provide sustainable fire protection and emergency medical services. Identify funding opportunities that will require visitor serving uses to provide support to emergency service providers that is proportional to the demand for service created by visitors to the Coastal Zone.

## 5.2 Programs

**Program C-PF-5-P1:** Establish an adequate and reliable source of funding for fire protection agencies that would provide for adequate staffing, adequate volunteer support, and purchasing and maintaining modern fire equipment. Consider new or amended impact fees for new subdivisions or development as a means of funding improved fire protection services and facilities in the Coastal Zone.

**Program C-PF-5-P2:** Support establishment of a regional fire protection district that provides adequate and reliable sources of funding for fire protection services.

**Program C-PF-5-P3:** Support the work of the County Fire Services Advisory Committee and its rural firefighting network assessment. Prepare a Fire Services Master Plan for urban and

rural areas in cooperation with the State and other fire service agencies. The Master Plan shall be incorporated into the Local Coastal Plan. The minimum contents necessary for an adequate Master Plan are:

- (1) A statement of objectives, policies, and programs.
- (2) A forecast of growth.
- (3) Projected fire protection and emergency medical service needs.
- (4) A level of service assessment.
- (5) A discussion of fire regulations and policies for “defensible space” consistent with California Coastal Act sections applicable to Environmentally Sensitive Habitat Areas (ESHAs).

## **6. LAW ENFORCEMENT SERVICES**

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Law enforcement on the Sonoma County coast is the responsibility of the California Highway Patrol, Sonoma County Sheriff's Department, and State and County Park Rangers. The Sea Ranch maintains a private security force.

The coast is a large, sparsely populated area with limited access roads and rugged terrain. As such, provision of law enforcement services is necessarily limited. Resident Sheriff deputies are stationed at The Sea Ranch, Fort Ross, Timber Cove, and Bodega Bay. They investigate criminal complaints and respond to service calls, including search and rescue calls. Each deputy is on call five days a week and deputies alternate days off. Manpower is very limited.

The California Highway Patrol (CHP) has no regular beat along the Sonoma Coast. The traffic levels and accident rates are too low to merit one, and the region is too remote for efficient deployment of manpower. The CHP responds to accidents or other service calls on coastal roadways, but response times vary depending on where officers are and what else is happening at the time the call comes in.

State and County Park Rangers enforce park regulations which include vehicle parking, camping, and park use restrictions. They also render assistance and respond to emergencies on State and County park property.

Park Ranger staffing at State and County Parks on the Sonoma County coast in 2015 was as follows:

- (1) Bodega Bay Area Regional Parks (Doran and Westside Parks): 5 rangers
- (2) North Coast Regional Parks (Stillwater Cove and Gualala Point): 2 rangers
- (3) Salt Point State Park and Kruse Rhododendron Preserve, and Fort Ross State Historic Park (State): 3 rangers
- (4) Sonoma Coast State Beach, Armstrong State Reserve, and Austin Creek State Recreation Area (State): 7 rangers

New development on the coast will increase pressure for additional law enforcement protection by the County Sheriff and CHP. Residents in rural subdivisions often do not realize that urban emergency response times cannot be provided at isolated locations in rural areas, and become dissatisfied with the service levels. Even existing service levels cannot be maintained with an increase in service calls unless additional manpower is available.

Parking management is another law enforcement responsibility which may increase as a result of implementation of this Local Coastal Plan. Policies call for closing small or poorly located parking turnouts, prohibiting parallel parking along parts of State Highway 1, and enforcing parking restrictions. Only park rangers presently enforce parking restrictions, and their responsibility is limited to park lands. On peak weekends when park rangers are busiest with service calls and parking problems are greatest, parking enforcement receives low priority and little attention. The Sheriff and CHP currently do not enforce parking, since there is only one restricted parking area along Highway 1.

Acquisition and development of additional park land and public accessways, mandated by the California Coastal Act, will require increases in park rangers and other staff to maintain and operate them. The expected growth in park use will also cause an increase in ranger responsibilities. Law enforcement agencies are concerned about these expected increases in responsibilities. However, they have little recourse other than to request additional staff when service levels deteriorate. One option would be to pursue State funds for law enforcement services needed to patrol the new park land and public accessways.

## **6.1 Goal, Objective, and Policy**

**Goal C-PF-6: Ensure that law enforcement services are provided to meet the future needs of Coastal Zone residents and visitors.**

**Objective C-PF-6.1:** Improve law enforcement services to the Sonoma County coast, particularly patrolling State Highway 1, parks, and public accessways.

**The following policy shall be used to achieve these objectives:**

**Policy C-PF-6a:** Encourage an increase in traffic patrol of State Highway 1 through use of a CHP helicopter and any other feasible means.

## **7. SOLID WASTE MANAGEMENT SERVICES**

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The Sonoma County Waste Management Agency (SCWMA) is the joint powers authority of the nine incorporated cities (Cloverdale, Cotati, Healdsburg, Petaluma, Rohnert Park, Santa Rosa, Sebastopol, Sonoma, and Windsor) and the County of Sonoma, and this agency manages waste diversion throughout the County per AB 939. Along with standard waste diversion, the programs that SCWMA provides include household hazardous waste removal, composting, wood waste recycling, planning, and education.

Along the Sonoma County coast north of the Russian River/Jenner, solid waste collected by a licensed hauler is delivered to the Annapolis Transfer Station, from which it is transferred to the Central Disposal Site in Petaluma. Solid waste hauled by self-haul customers could be taken to the Annapolis Transfer Station or the Guerneville Transfer Station, from which it is transferred to the Central Disposal Site. On the coast south of the Russian River, solid waste collected by a licensed hauler is delivered to the Guerneville Transfer Station or directly to the Central Disposal Site. Solid waste hauled by self-haul customers would likely be taken to the Guerneville Transfer Station and could be taken directly to the Central Disposal Site. In 2013, the County entered into a long-term (effective April 1, 2015 for a 20-year term) Master Operations Agreement with Republic Services of Sonoma County, Inc. for operations of the Central Disposal Site and the County's solid waste transfer stations (Sonoma, Healdsburg, Guerneville, and Annapolis).

State law requires cities and/or counties to prepare a Countywide Integrated Waste Management Plan (CoIWMP) to identify and reserve sites for solid waste facilities, and ensure that land uses adjacent to or near solid waste facilities are compatible with those facilities. Sonoma County, in cooperation with the cities in the County, prepared a CoIWMP in 1994. The most recent amendment to the CoIWMP was approved by the California Department of Resources Recycling and Recovery in May 2010.

The CoIWMP is the principal planning document for solid waste management in the County. Solid waste management facilities located in unincorporated areas, including landfills and transfer stations, are designated in the Land Use Element. Issues pertaining to solid waste management addressed in the CoIWMP include:

- (1) The need to temporarily close the Central Landfill and transition from a landfill based system to an outhaul based system (truck and/or rail transport) due to the expense and regulatory uncertainty associated with expanding the Central Landfill and securing flow-control agreements from the cities.
- (2) The need to accommodate the sludge disposal needs of wastewater treatment facilities serving both cities and unincorporated areas; and other types of waste matter, including compostable yard waste and organic matter, recyclable inorganic products (plastic, glass, metal, etc.) and non-compostable organic matter, by treating them as a resource rather than a waste product.
- (3) Reduction of the quantity of waste deposited in landfills by 50% or greater after 2000, based on waste generation rates of 1990.

The CoIWMP contains goals, policies, and short, medium, and long-range objectives, together with measures designed to guide solid waste management and disposal actions of the County and other applicable agencies. The Public Facilities and Services Element is intended to complement the adopted policies of the CoIWMP and any subsequent amendments thereto.

## **7.1 Goal, Objective, and Policy**

**Goal C-PF-7:       Ensure that solid waste management facilities are sited to minimize adverse impacts on the Coastal Zone environment.**

**Objective C-PF-7.1:**       Locate solid waste management facilities to minimize adverse effects on natural and scenic resources.

**Policy C-PF-7a:** The application of biosolids generated in Sonoma County to agricultural lands in the County shall be allowed if it meets all of the following criteria. In the event that one or more of the criteria are not met, a Local Coastal Plan amendment shall be required.

- (1) The project's primary purpose is to enhance agricultural use. The rate of biosolid application shall be designed to enhance existing agricultural operations or designed in conjunction with a detailed management plan for proposed agricultural use.
- (2) The rate of biosolid application shall not result in any future limitations on the potential agricultural use of the area of application.
- (3) The project shall be subject to the approval of the applicable Regional Water Quality Control Board.
- (4) A use permit and, if necessary, a solid waste facility permit, shall be obtained.
- (5) A permit shall be obtained from the local solid waste enforcement agency.
- (6) The biosolids to be applied to agricultural lands shall be limited to those originating from an approved Sonoma County biosolids source.
- (7) The project shall include provisions for periodic review and evaluations of long-term impacts on soils, water, and agricultural production.
- (8) The site for biosolids application does not contain and is at least 100 feet from wetlands and other ESHAs.

In the event that the biosolids generated in the County is inadequate to address the agricultural demand for biosolids, the County may consider site specific Local Coastal Plan text amendments for the application of biosolids generated outside of the County, provided that the above criteria 1-5 and 7-8 are met and that:

- (1) The applicant can satisfy local public health officials that the method of production and content of the biosolids will not be detrimental to public health.
- (2) The applicant demonstrates that traffic and other impacts of the proposed project are mitigated to the maximum extent feasible.
- (3) The applicant demonstrates that there are no alternative sources of biosolids in the County.
- (4) The applicant demonstrates as part of the analysis that solid waste management facilities will not have a significant adverse effect on coastal resources and will mitigate against any potential impacts.

## 7.2 Program

**Program C-PF-7-P1:** Encourage and seek funding from the Economic Development Board and Visitor Tourism Bureau for the siting and development of publicly accessible restrooms, waste receptacles, and potable water.

## 8. PUBLIC UTILITIES AND TELECOMMUNICATIONS

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The Land Use Element designates existing public utilities as Public/Quasi-Public. Public utilities such as electricity, natural gas, broadband, and telephone services, require transmission and maintenance facilities that may affect natural and scenic resources or neighborhood character. The need for expanded and improved telecommunications services such as fiber and wireless broadband on the Sonoma County coast has been identified by residents and businesses.

In October 2006, Governor Schwarzenegger signed Executive Order S-23-06 to streamline approvals for building broadband networks; ensure all government agencies are using the best technologies to serve the people; and create a broadband task force that lets experts from government and business work together to identify and eliminate obstacles to making broadband internet access ubiquitous in the State. One of the issues raised at the Local Coastal Plan public workshops at The Sea Ranch and Jenner in May and June 2013 is the need for expansion and improvement of telecommunications services, including wireless broadband, on the Sonoma and Mendocino county coasts to provide access to emergency, medical, and educational services; improve the economy; and close the gap in the fiber-optic cable between AT&T on the North Coast and Verizon on the South Coast. In June 2015 The Sea Ranch filed an application for a Coastal Permit and Use Permit to build 59.8 miles of fiber optic telecommunications network, which is now in service providing broadband to residents of The Sea Ranch.

Expansion and improvement of broadband on the Sonoma County coast would close the “digital divide” by providing equality of opportunity for rural residents and businesses to have the same information and resources provided online to urban residents; boost the coast economy by allowing large, small, and home-based businesses to have a more level playing field from which to compete for a fair share of the market; increase opportunities for education, training, and employment of residents; and save lives and improve healthcare by decreasing emergency response times and increasing opportunities for telemedicine (the remote diagnosis and treatment of patients by means of telecommunications technology).

The “Economic Development Strategy and Jobs Plan - November 2011” developed by the Sonoma County Economic Development Board includes “Strategic Objective 6 – Facilitate Broadband Development in Rural Parts of the County”. The project and associated action steps are described in the “Economic Development Strategy and Jobs Plan” as follows:

*Access to broadband is becoming increasingly important to rural areas of the county, particularly for businesses such as hospitality, wine, agriculture, food processing and professional services. State funding has become available for consortia to participate in consortiums to develop three year plans for broadband deployment (training, promotion, and adoption) and there soon may be funds available for “middle mile” and “last mile” deployment. The County has joined with the North Bay North Coast Broadband Consortium*



*(NBNCBC) in their planning efforts, and should position itself to seek funds for middle and last mile broadband deployment locally, as well as be prepared for funds that may arise for further service. Extending broadband services into unserved and underserved areas would greatly benefit the current population of tourist destination wineries, creative professionals, and others, and provide opportunities as infrastructure needed for economic development is made available.*

## 8.1 Goal, Objective, and Policy

**Goal C-PF-8: Provide access to broadband telecommunications throughout the Coastal Zone.**

**Objective C-PF-8.1:** Extend broadband services into unserved and underserved areas in the Coastal Zone to serve residents and tourists, and reduce greenhouse gas emissions by making telecommuting possible throughout the Coastal Zone.

**The following policy shall be used to achieve this objective:**

**Policy C-PF-8a:** Identify underserved broadband areas and support efforts of the Economic Development Board through its Access Sonoma Broadband division to coordinate countywide broadband planning and broadband deployment, grant application development, and outreach.

## 8.2 Initiatives

**Initiative C-PF-8-I1:** Encourage the providers of telecommunication services, including broadband, to expand and improve services to the Sonoma County coast, based on areas of identified need, including closure of the gap in existing fiber-optic cable between the north and south coast.

**Initiative C-PF-8-I2:** Support the Sonoma County Economic Development Board and the Broadband Alliance of Mendocino County in their efforts to expand and improve wireless broadband services on the Sonoma and Mendocino County coasts.

## 9. YOUTH AND FAMILY SERVICES

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The traditional focus of the Local Coastal Plan has been on land use, housing, open space, and other land use related matters. While youth, family, and other social services are not typically considered in this context, many local jurisdictions are beginning to acknowledge the valuable contribution that these services make to a community's quality of life. Issues such as housing, recreation, and child care have a direct link to land use and applicable policies have been developed and are presented in this section. Other issues, such as neighborhood security, youth participation in government, child abuse, drug and alcohol prevention, etc. are not as directly related to land use but, nonetheless, Sonoma County recognizes the importance of these issues and will continue to solicit Federal and State funding to address a full range of health and human service programs designed to create an environment where the County's children, youth and families, senior citizens, and persons with

disabilities live in secure and healthy communities. The County would continue to support programs intended to address such significant issues as the prevention of child abuse, youth violence, and drug and alcohol use by minors; as well as those programs which enhance diversity, promote parent education and support services, affordable child care, youth recreation programs, neighborhood revitalization, school based health services, and programs which provide for the needs of low income seniors and disabled persons.

## **9.1 Goal, Objectives, and Policies**

**Goal C-PF-9:** Provide a full range of health and human services to create secure and healthy communities.

**Objective C-PF-9.1:** Promote living conditions in homes and neighborhoods that support safety and security for residents of unincorporated areas.

**Objective C-PF-9.2:** Encourage the development of quality child care facilities, including large and small family child care homes, and public and private daycare centers, in order to provide a wide range of alternatives that meet the diverse needs of children and parents.

**Objective C-PF-9.3:** Foster a safe living environment that encourages independence, promotes opportunities for socialization, and facilitates the creation of adequate and affordable housing options for seniors and persons with disabilities that consider all levels of care, including independent living, assisted living, board and care, skilled nursing facilities, and day care options.

**Policy C-PF-9a:** Public spaces shall be designed to reflect the needs of children, youth, families, seniors, and persons with disabilities; and to protect their safety. In designing park and recreational facilities, recognize that accessibility will vary depending on the location and purpose of the facility, consistent with State and Federal guidelines.

**Policy C-PF-9b:** Consider the potential negative impacts of proposed projects involving the selling or serving of alcohol or tobacco products or any other controlled substance of a similar nature. When reviewing new proposals, consider the site's proximity to other such uses and to youth serving facilities, and consider denial of Use Permit applications that would result in negative impacts.

**Policy C-PF-9c:** Encourage and support the availability of sites for community based health services, including school based health services and facilities.

**Policy C-PF-9d:** Encourage and support the availability of sites for alcohol, drug, and mental health treatment; as well as housing for persons receiving such treatment.

**Policy C-PF-9e:** Encourage opportunities for safe physical activity as an important component in the design and development of parks and public spaces.

**Policy C-PF-9f:** Child care facilities shall be allowed in all land use designations and encouraged in underserved areas.

**Policy C-PF-9g:** Child care facilities shall be allowed in new housing or office/industrial developments, and required in large projects where a legal nexus between the new development and the need for childcare can be established.

**Policy C-PF-9h:** Consider the needs of youth in transportation planning. Seek youth participation in such decisions.

**Policy C-PF-9i:** New housing and public facilities which provide youth, family, and senior services shall be sited near transit stops when feasible.

**Policy C-PF-9j:** Consider the needs and limitations of senior citizens and persons with disabilities when planning for public transit routes and equipment.

**Policy C-PF-9k:** Consistent with the Land Use Element, provide seniors and persons with disabilities with access to affordable housing by continuing to assist in the planning and construction of such housing.

## **9.2 Program**

**Program C-PF-9-P1:** Consider streamlining zoning regulations, for which a Local Coastal Plan Amendment would be required, and reducing fees for large family child care homes and day care centers. Cooperate with the Sonoma County Child Care Planning Council and non-governmental organizations in creating a uniform and simplified review process for childcare facilities.

## **9.3 Initiative**

**Initiative C-PF-9-I1:** Collaborate with stakeholders to establish long-term goals for improving the living conditions of children, youth, families, senior citizens, and persons with disabilities; and continue to monitor available data regarding their status.