



VIII - INFRASTRUCTURE SERVICES AND FINANCE ELEMENT

VIII INFRASTRUCTURE, SERVICES, AND FINANCE ELEMENT



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VISION STATEMENT

Rancho Cordova will be a fiscally solvent community. The City will become a regional draw for businesses and cultural activities by providing efficient and well-financed infrastructure systems and public services. City leaders will ensure quality public services and infrastructure systems in all areas of the City through a variety of financing options. The full range of services and maintenance envisioned by the City and its residents

INTRODUCTION

Creating a successful, healthy community requires good land use planning, development of sound infrastructure systems, and the provision of services to meet the needs of the community. As a new City, Rancho Cordova must ensure that the planned land uses, infrastructure, and services are fiscally viable. The City will prioritize and finance first-rate infrastructure and services, increasing Rancho Cordova's regional desirability. City leaders will search for innovative financing mechanisms to ensure that adequate public services and infrastructure systems are provided to residents in all current neighborhoods and future developments. Ultimately, the infrastructure and services will be provided at the time they are needed and in a manner that ensures the City's fiscal solvency.

PURPOSE

This Element seeks to identify the ideal level and type of infrastructure and service provision necessary to achieving the goal of becoming a first-rate city. It also explores possible mechanisms to finance infrastructure and service improvements. The goals, policies, and actions contained in the Element set forth methods for ensuring that Rancho Cordova provide the highest service levels possible.





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RELATED PLANS AND PROGRAMS

The Infrastructure, Services, and Finance Element relates closely to several other plans and programs, including the following:

- **Rancho Cordova General Plan Pro Forma (Pro Forma).** The Pro Forma is a fiscal impact analysis of the General Plan that evaluates the economic viability of proposed land uses, infrastructure and services. This corporate business analysis tool will help to ensure that the City achieves and maintains fiscal solvency over the next five, ten to 25 years, and beyond. The Pro Forma evaluates revenue and expenditure relative to land use development and phasing with planned infrastructure and services (including future services). City Finance and Planning staff, along with a team of economic consultants, developed assumptions for the Pro Forma. The Pro Forma relies on land use data from the General Plan Land Use Model (PLACE³S) and economic data and analysis prepared by Bay Area Economics and Leland Consulting including the Rancho Cordova Office Demand Analysis, Rancho Cordova Retail Demand Analysis, and the Rancho Cordova Retail Strategy. The General Plan Pro Forma is not a completed report. Rather, it is an evolving analytical tool that will be updated regularly and used to evaluate the fiscal soundness of future land use decisions.
- **Fiscal Impact of New Development (FIND) Model.** The FIND Model was designed by Ralph Anderson to assess the fiscal impact of development for a single project or entire communities. The FIND Model is the primary tool used for the City's Pro Forma analysis of the General Plan. Cost and revenue data for City operations supported by the General Plan was input to the FIND Model along with development assumptions (General Plan land use type and phasing) to determine that General Fund revenues will exceed expenditures with appropriate precautions.
- **Rancho Cordova Redevelopment Plan.** The City's Redevelopment Agency is currently preparing a Redevelopment Plan that will allow the Agency to collect tax increment revenue for the purpose of improving and redeveloping commercial and residential areas, and supporting the production of mixed-income housing in the City. The Redevelopment Plan Area is approximately 2,500 acres in size (see Figure ED-1).
- **Rancho Cordova Capital Improvement Plan (CIP).** The City adopted its first CIP in 2005 establishing the five-year plan for phasing and financing of the City's roadway improvements. The CIP implements the City's Circulation Plan as outlined in the Circulation Element.

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- **Municipal Services Workshop, June 15, 2004.** The City hosted a workshop focused on determining the scope of existing and future municipal services provided or to be provided in the future by the City. The input from this workshop was incorporated into the City's General Plan Pro Forma.
- **Cordova Recreation and Parks District (CRPD) Master Plan.** The CRPD Master Plan, under preparation at the time this General Plan was prepared, will establish park requirements, parks plans, and recreation programs for the entire District, including the City of Rancho Cordova. The CRPD provides park and recreation services to the City and works with the City in the establishment of parks policies.
- **Local Agency Formation Commission (LAFCo).** LAFCOs are State-mandated quasi-judicial countywide commissions. They oversee boundary changes of cities and special districts, the formation of new agencies (including the incorporation of new cities and districts), and the consolidation or reorganization of special districts and cities. Sacramento LAFCo approved the City's incorporation and will consider any subsequent changes to the City's Sphere of Influence boundary, annexation requests, or changes to service districts or boundaries affecting Rancho Cordova.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The Infrastructure, Services, and Finance Element relates closely with the Land Use Element to identify feasible funding options for the provision of infrastructure and public services to both existing and new development areas. The planned infrastructure for the circulation network (roadway, trails and transit) are described and mapped in the Circulation Element. It also relates to the Safety Element, where policies related to police and fire protection are addressed, and the Open Space, Parks, and Trails Element, which discusses planning for parks and recreational spaces.

ISSUES AND CONSIDERATIONS

INFRASTRUCTURE, SERVICES, AND FINANCE SETTING

Infrastructure and public services are currently provided and financed in a variety of ways in Rancho Cordova. Infrastructure typically consists of the transportation network, water and sewer systems, and utilities systems. Public services generally include municipal services, fire and police protection, public schools, hospitals, libraries, park and recreation services, as



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well as social and cultural services. Currently, local government infrastructure and services provided by other entities at no cost or revenue to the City include: fire suppression, prevention, and search and rescue; emergency medical service and transport; water, sewer, storm drainage, gas and electricity and education. As the City grows, it is likely that the services provided by the City will also grow.

The General Plan Pro Forma identifies potential future services based on background reports (e.g., Municipal Services Workshop, Needs Assessment Report) community input, and sound fiscal planning. Future services that could potentially receive General Fund support include cemetery maintenance, initial upstart for a local museum, supplemental funds for the existing library system, and supplemental funding for the recreation programs provided by the Cordova Recreation and Parks District (CRPD). Other future services receiving non-general fund support may include transit, housing, fine arts, convention center, parking, and emerging technologies such as solar power and wireless city.

Transportation Network

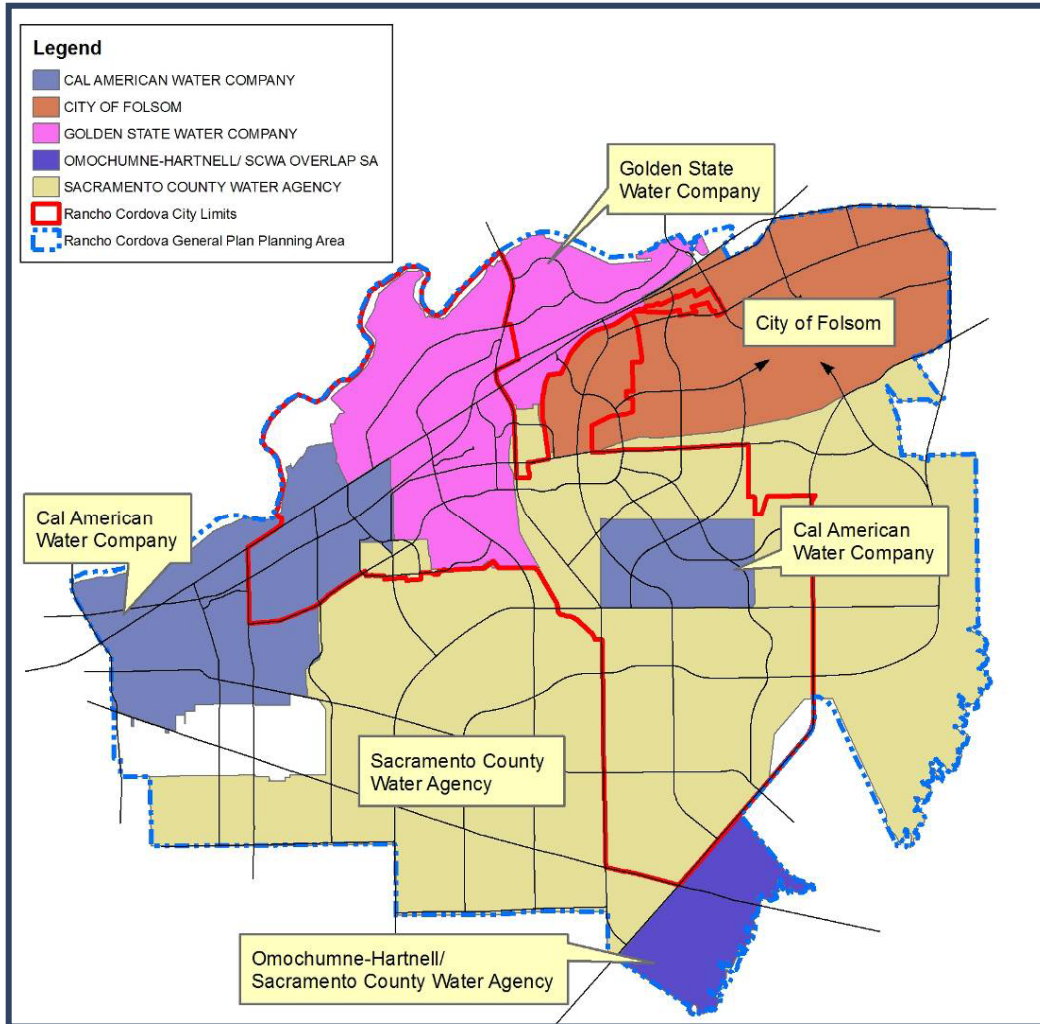
As outlined in the Circulation Element, the City's transportation network is comprised of streets and sidewalks, trails, light rail and other transit. The City is responsible for planning and ensuring proper implementation of the City's transportation network. Primary funding sources for these improvements include federal, state and local funds and grants, as well as City transportation fees paid by private development based on a fair-share contribution for impact.

Water Provision

A safe and reliable water supply, for drinking and for fire protection, is important to the health and well being of any community. The Sacramento County Water Agency (SCWA) provides primary water service to the Planning Area. Other agencies, including the California-American Water Company, the Golden State Water Company, and Omochumne-Hartnell Water District provide water service to portions of the Planning Area not served by SCWA. The water provided by these agencies is diverted from rivers or extracted from the underground aquifer system. Properties not connected to the public water system are served by private wells. Water Districts are shown in Figure ISF-1.



FIGURE ISF-1
WATER DISTRICTS WITHIN THE
GENERAL PLAN PLANNING AREA



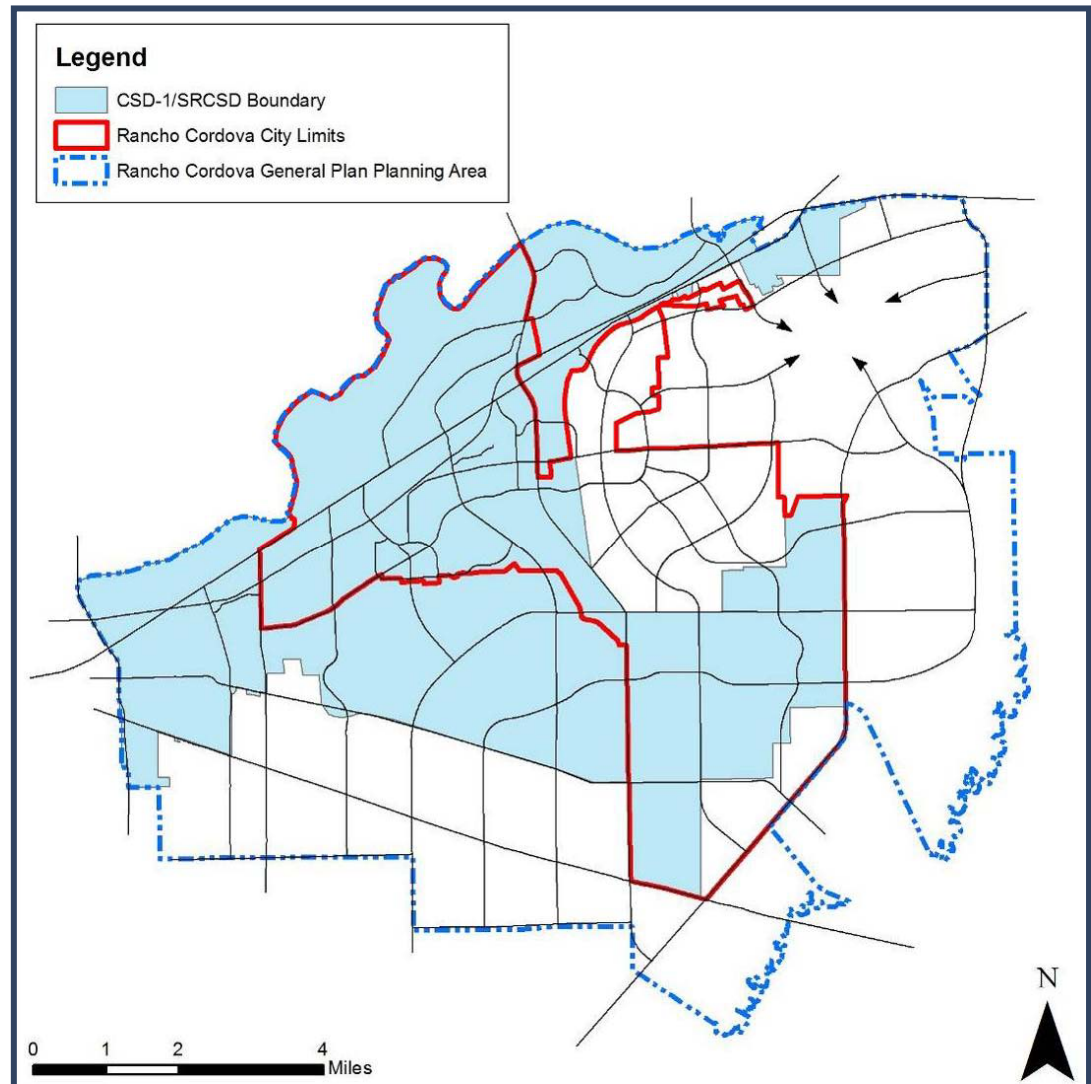
Sewer Service

Sanitary sewer service is provided to the entire Planning Area by the County Sanitation District 1. This agency operates and maintains the sewer system, which collects wastewater flows from individual developments within the Planning Area and conveys them to the Sacramento Regional County Sanitation District Interceptor system. Wastewater is ultimately delivered to the Sacramento Regional Wastewater Treatment Plant north of Elk Grove. See Figure ISF-2 for sewer service areas.



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FIGURE ISF-2
SEWER SERVICE WITHIN THE
GENERAL PLAN PLANNING AREA



Utilities

The Sacramento Municipal Utility District (SMUD) is the primary of electric service in the Planning Area and works closely with the City to ensure a reliable power supply for all residents. Pacific Gas and Electric Company (PG&E) provides natural gas to all customers in the Planning Area. PG&E also owns and maintains some of the City's electrical facilities. Several companies in the Planning Area, including Comcast and AT&T provide cable and telephone services.

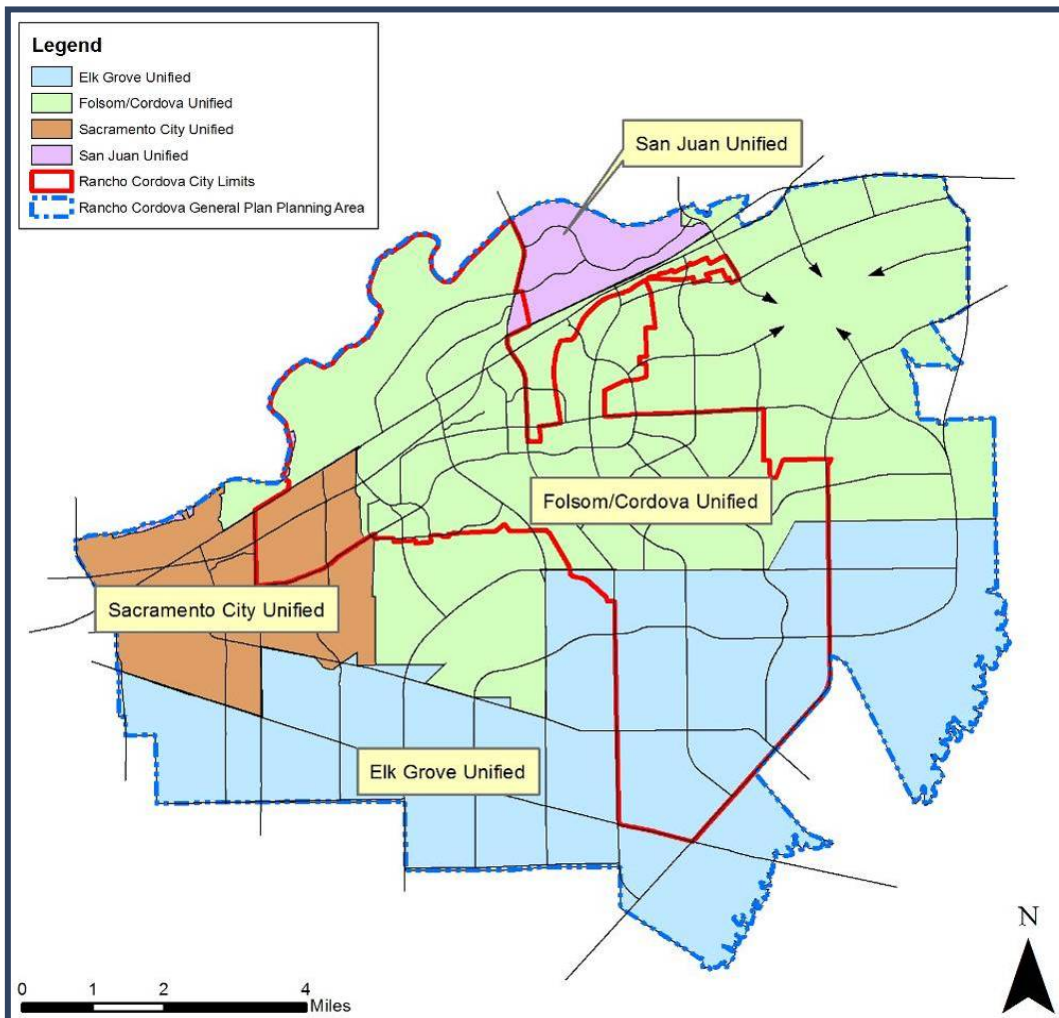
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Public Schools

The City of Rancho Cordova is served primarily by the Folsom Cordova Unified School District and the Elk Grove Unified School District. A small portion of the existing City along the western boundary is also served by the Sacramento City Unified School District. Land outside the City in the Planning Area is also served by San Juan Unified School District and Sacramento City School District. School district boundaries are shown in Figure ISF-3. Students within the Planning Area are currently served by 17 elementary schools, three middle schools and two high schools. Additionally, there are two high schools, two middle schools, and one elementary school located outside of the Planning Area boundary that serves students within the Planning Area.

FIGURE ISF-3
SCHOOL DISTRICTS WITHIN THE
GENERAL PLAN PLANNING AREA





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Both the Elk Grove and Folsom Cordova School Districts experienced substantial growth between 2000 and 2005 and are anticipated to continue to expand due to additional proposed development. In order to accommodate new students, both districts will need to construct new schools and expand existing facilities. The City will coordinate with the school districts on the development of residences and infrastructure with the siting and availability of public school facilities.

Parks and Recreation Services

The Cordova Parks and Recreation District (CRPD) provides comprehensive park development and maintenance services, as well as recreation programming for the City of Rancho Cordova. Land outside the City limits, within the Planning area, is served by both CRPD and Sacramento County Regional Parks (see Figure ISF-4). The City coordinates with CRPD in its land use authority to ensure that parkland dedication requirements are met and that parks are provided in accordance with the CRPD Master Plan and City policies on parks and open space.

Financing of Public Facilities

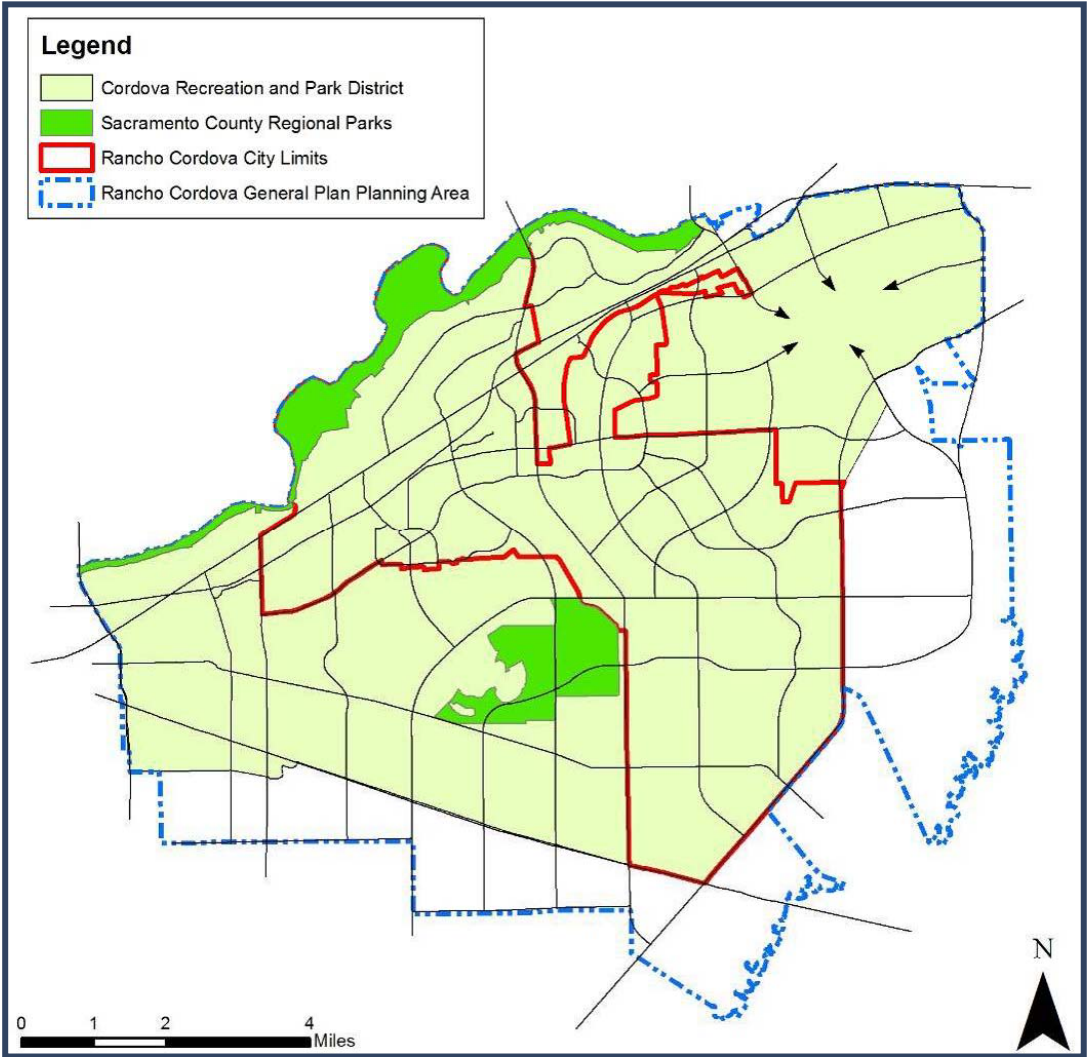
Public infrastructure systems are typically owned, operated, and maintained by public agencies, but may be funded through a variety of public and private mechanisms. The majority of public facilities in Rancho Cordova are funded by money from new development, specifically connection fees, property tax assessments, and impact fees.

Prior to the City's incorporation, public infrastructure funding and financing generally adhered to a "pay-as-you-go" strategy, and this often resulted in the construction of interim facilities. Permanent facilities were sometimes not constructed in a timely manner, resulting in traffic congestion, inadequate water or sewer service, and other problems. It is the City's goal to ensure that public facilities, infrastructure, and services are fully funded and available at the time they are needed.

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FIGURE ISF-4
PARKS AND RECREATION DISTRICTS WITHIN THE
GENERAL PLAN PLANNING AREA





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ISSUES THIS ELEMENT ATTEMPTS TO SOLVE

This Element addresses the following issues, many of which were raised by community members during General Plan workshops:

- Ensuring adequate financing for the City's infrastructure improvements and community services.
- Ensuring that long-term funding sources are available to operate public facilities and provide public services.
- Establishing a comprehensive infrastructure system to meet the needs of existing and future residents, employees, and visitors.
 - Managing new development areas to ensure that roads, water lines, electrical facilities, and sewer systems are constructed in advance of residential development.
 - Coordinating with water, sewer, and utility service providers to reduce incidences of service interruption, improve the quality and sustainability of services, and reduce per-unit costs.
 - Creating public schools that are at the forefront of educational efforts, seen as a viable option by all parents, and are safe for children.
 - Designing and providing local services to meet the needs of local residents.
 - Minimizing visual impacts and physical impediments of utilities.



GOALS, POLICIES, AND ACTIONS

The goals of this element are as follows and are listed subsequently with corresponding policies and actions.

- **Goal ISF.1: Build a vibrant first-rate City that is fiscally sound.**
- **Goal ISF.2: Ensure the development of quality infrastructure to meet community needs at the time they are needed.**

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- **Goal ISF.4: Provide a full range of local services that meet local needs.**
- **Goal ISF.4: Provide educational options that result in well educated children and adults in the City of Rancho Cordova.**

GOAL ISF.1 – BUILD A VIBRANT FIRST-RATE CITY THAT IS FISCALLY SOUND.

Policy ISF.1.1 - Ensure that the City’s current and planned land use will support City operations now and in the future.

- **Action ISF.1.1.1** – Utilize the City’s Fiscal Impact of New Development (FIND) Model within the review of proposed development projects to ensure revenues associated with the project will fully fund City expenses associated with the project.
- **Action ISF.1.1.2** – Annually review the Fiscal Impact of New Development (FIND) Model and update as needed to reflect actual costs of City Services.
- **Action ISF.1.1.3** – Periodically evaluate the City’s office and retail demand based on changing demographics and market conditions to ensure an adequate supply of land for non-residential use.

Cross reference:
LU.2.6,
ED.1.1.1

GOAL ISF.2 – ENSURE THE DEVELOPMENT OF QUALITY INFRASTRUCTURE TO MEET COMMUNITY NEEDS AT THE TIME THEY ARE NEEDED.

Policy ISF.2.1 – Ensure the development of public infrastructure that meets the long-term needs of residents and ensure infrastructure is available at the time such facilities are needed.

- **Action ISF.2.1.1** - Except when prohibited by state law, require sufficient capacity in all public facilities to maintain desired service levels and avoid capacity shortages, traffic congestion, or other negative effects on safety and quality of life.
- **Action ISF.2.1.2** – Adopt a phasing plan for the development of public facilities in a logical manner that encourages the orderly development of roadways, water and sewer, and other public facilities.



Cross reference:
LU.5.4.1,
ED.3.2.4,
LU.2.5,

Cross reference:
C.1.1.2



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- **Action ISF.2.1.3** - Withhold public financing or assistance from projects that do not comply with the planned phasing of public facilities, and approve interim facilities only in special circumstances.
- **Action ISF.2.1.4** - Work with utility providers to coordinate the installation or upgrading or relocation of utilities to minimize multiple trenching of City streets.

Policy ISF.2.2 - Coordinate with independent public service providers, including schools, parks and recreation, utility, transit, and other service districts, in developing service and financial planning strategies.

- **Action ISF.2.2.1** – Establish a Technical Review Committee for continued coordination with outside service agencies, including water and sewer providers, the Cordova Recreation and Park District, and the school districts, during the review of plans and development projects.

Policy ISF.2.3 - Ensure that adequate funding is available for all infrastructure and public facilities, and make certain that the cost of improvements is equitably distributed.

- **Action ISF.2.3.1** - Require secure financing for all components of the transportation system through the use of special taxes, assessment districts, developer dedications, or other appropriate mechanisms. Financing should be sufficient to complete required major public facilities at their full planned capacities in a single phase. Major facilities include roadways of collector size or larger; all wells, water transmission lines, treatment facilities, and storage tanks needed to serve the project; and all sewer trunk and interceptor lines and treatment plants or treatment plant capacity.

Cross reference:
ED.1.7.4

Cross reference:
C.1.1.5,
OSPT.1.1.3



- **Action ISF.2.3.2** - Require new development to fund its fair share portion of its impacts to all public infrastructure and facilities.

- **Action ISF.2.3.3** - Include sufficient funding in fee programs and/or other finance mechanisms to cover the costs of each of the following roadway items:

- Design, engineering, environmental compliance, and construction of roadway lanes, traffic signals, and bridges.
- Right of way acquisition, design, engineering, environmental compliance, and construction costs.

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- Drainage and other facilities related to new roadway construction.
- Installation of landscaped medians, sidewalks, and streetscaping where appropriate.

Policy ISF.2.4 - Ensure that water supply and delivery systems are available in time to meet the demand created by new development, or are guaranteed to be built by bonds or securities.

- **Action ISF.2.4.1** - The following shall be required for all legislative-level development projects, including community plans, general plan amendments, specific plans, rezonings, and other plan-level discretionary entitlements, but excluding tentative subdivisions maps, parcel maps, use permits, and other project-specific discretionary land-use entitlements or approvals:
 - Proposed water supplies and delivery systems shall be identified at the time of development project approval to the satisfaction of the City. The water agency or company proposing to provide service (collectively referred to as “water provider”) to the project may provide several alternative methods of supply and/or delivery, provided that each is capable individually of providing water to the project. The project applicant or water provider shall make a factual showing prior to project approval that the water provider or providers proposing to serve the development project has or have legal entitlements to the identified water supplies or that such entitlements are reasonably foreseeable by the time of subsequent, project-specific discretionary land-use entitlements or approvals. This factual showing shall also demonstrate that the water provider’s identified water supply is reasonably reliable over the long term (at least 20 years) under normal, single-dry and multiple-dry years.
 - All required water treatment and delivery infrastructure for the project shall be in place at the time of subsequent, project-specific discretionary land-use entitlements or approvals, or shall be assured prior to occupancy through the use of bonds or other sureties to the City’s satisfaction. Water infrastructure may be phased to coincide with the phased development of large-scale projects.
- **Action ISF.2.4.2** - The following shall be required for project-specific discretionary land-use entitlements and approvals including, but not limited to, all tentative subdivision maps, parcel maps, or use permits.
 - An assured water supply and delivery system shall be available or reasonably foreseeable at the time of project approval. The water agency providing service



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to the project may provide several alternative methods of supply and/or delivery, provided that each is capable individually of providing water to the project.

- The project applicant, water agency (or agencies), or water company (or companies) providing water service to the project site shall make a factual showing consistent with, or the City shall impose conditions similar to, those required by Government Code section 66473.7 in order to ensure an adequate water supply for development authorized by the project. Prior to recordation of any final subdivision map, or prior to City approval of any similar project-specific discretionary land use approval or entitlement required for nonresidential uses, the project applicant or water provider shall demonstrate the availability of a long-term, reliable water supply for the amount of development that would be authorized by the final subdivision map or project-specific discretionary non-residential approval or entitlement. This assurance of water supply shall identify that the water provider has legal entitlement to the water source and that the water source is reasonably reliable (at least 20 years) under normal, dry and multiple dry years. Such demonstration shall consist of a written certification from the water provider that either existing sources are available or that needed improvements will be in place prior to occupancy.
- Offsite and onsite water infrastructure sufficient to provide adequate water to the subdivision shall be in place prior to the issuance of building permits or their financing shall be assured to the satisfaction of the City prior to the approval of the Final Map, consistent with the requirements of the Subdivision Map Act, or prior to the issuance of a similar, project-level entitlement for non-residential land uses.
- Offsite and onsite water distribution systems required to serve the subdivision shall be in place and contain water at sufficient quantity and pressure prior to the issuance of any building permits. Model homes may be exempted from this policy as determined appropriate by the City, and subject to approval by the City.



Policy ISF.2.5 - Ensure that water flow and pressure are provided at sufficient levels to meet domestic, commercial, industrial, and firefighting needs.

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Policy ISF.2.6 - Ensure that sewage conveyance and treatment capacity are available in time to meet the demand created by new development, or are guaranteed to be built by bonds or other sureties.

- **Action ISF.2.6.1** - Require all subdivision developments to adhere to the following provisions, to the extent permitted by State law:
 - Sewage/wastewater treatment capacity shall be available at the time of tentative map approval.
 - The agency providing sewer service to the subdivision shall demonstrate prior to the approval of the Final Map by the City that sufficient capacity shall be available to accommodate the subdivision plus existing development, and other proposed or approved projects which have received sewage treatment capacity commitment.
 - Onsite and offsite sewage conveyance systems required to serve the subdivision shall be in place prior to the approval of the Final Map, or their financing shall be assured to the satisfaction of the City, consistent with the requirements of the Subdivision Map Act.
 - Sewage conveyance systems within the subdivision shall be in place and connected to the sewage disposal system prior to the issuance of any building permits. Model homes may be exempted from this policy as determined appropriate by the City, and subject to approval by the City.
- **Action ISF.2.6.2** – Generally, the City shall not allow construction of independent community sewer systems to serve new development.
- **Action ISF.2.6.3** - Require all commercial or industrial development, as well as all residential development with lots smaller than two acres, to connect to a public sewer system.



Policy ISF.2.7 – Minimize visual impacts and physical impediments of utility sites, infrastructure, and equipment.

- **Action ISF.2.7.1** – Coordinate with utility agencies to underground, strategically place, and screen equipment to the maximum extent feasible.



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- **Action ISF.2.7.2** - Require complete visual screening of all utility sites, facilities, and equipment, with special emphasis on screening in proximity to residential property or in viewshed.

Policy ISF.2.8 – Ensure accessibility to the latest technology for residents and businesses.

- **Action ISF.2.8.1** – Develop an Information Technology Strategic Plan with input from community stakeholders and experts.
- **Action ISF.2.8.2** – Explore ways to improve the City’s website to provide service in new ways.

GOAL ISF.3 – PROVIDE A FULL RANGE OF LOCAL SERVICES THAT MEET LOCAL NEEDS.

Policy ISF.3.1 – Foster the provision of comprehensive services targeted to meet the needs of the City’s growing population.

- **Action ISF.3.1.1** – City Staff shall actively work with other agencies and jurisdictions in the development/expansion and funding of a wide range of public services including, but not limited to neighborhood services, social and cultural services, special needs services, housing services, educational and community services, and recreational services.
- **Action ISF.3.1.2** – Regularly survey or otherwise identify the service needs and priorities of Rancho Cordova residents.
- **Action ISF.3.1.3** – Pursue grants and other funding opportunities to create new services or expand existing services targeted to meet the needs of Rancho Cordova residents and employees.
- **Action ISF.3.1.3** – Encourage the co-location of public service providers into commercial, office, and mixed use sites that are accessible to persons in need of services.



Policy ISF.3.2 – Support enhanced library services for existing and future residents and employees that exceed regional and national standards.

- **Action ISF.3.2.1** – Provide financial support to the existing library system to improve services for local residents and employees (e.g., extended hours).

Cross reference:
LU.3.5

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- **Action ISF.3.2.2** - Encourage the County to locate new libraries within Rancho Cordova accessible to pedestrians, bicycles, and public transit riders, in a highly visible location that is accessible to unaccompanied children.
- **Action ISF.3.2.3** – Consider the establishment of a fee for public library financing based on projected employment for new non-residential development.

Policy ISF.3.3 - Support the development of a full-service hospital in Rancho Cordova and facilitate the construction and operation the facility.

- **Action ISF.3.2.1** – Market the City’s strengths and desires for development of a full-service hospital to national hospitals and medical service providers.
- **Action ISF.3.2.2** – Consider the creation of economic development or redevelopment incentives to encourage the development of a full service hospital in Rancho Cordova (e.g., assembly and/or dedication of land, reduction of fees).

Policy ISF.3.4 – Foster a responsible and active citizenship through volunteer programs, advisory committees, outreach, and education programs.

- **Action ISF.3.4.1** – Create an organization of community volunteers at City Hall by contacting local volunteer groups, coordinating activities, and facilitating the sharing of information and resources.
- **Action ISF.3.4.2** – Create local neighborhood advisory committees and empower leaders to enhance their community.
- **Action ISF.3.4.3** – Create a neighborhood services education program to increase awareness about City standards and property maintenance.

GOAL ISF.4 – PROVIDE EDUCATIONAL OPTIONS THAT RESULT IN WELL EDUCATED CHILDREN AND ADULTS IN THE CITY OF RANCHO CORDOVA.



Policy ISF.4.1 - Encourage school districts to locate and site facilities in an integrated manner with the rest of the community.

- **Action ISF.4.1.1** – Convene a focused design effort with the School Districts to establish design guidelines for schools. Key issues include:



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- Proper sizing of school campuses and consideration of urban school design.
- Design solutions that enhance; rather than impact neighborhoods.
- Address shared use of school facilities, including continued park/school combined facilities and community use of school campus libraries.
- **Action ISF.4.1.2** - Support the School Districts in siting new school facilities according to the following criteria:
 - Schools should be within walking distance of most residences, and should connect with trails, bikeways, and pedestrian paths.



- Schools should serve as a focal point of neighborhood activity and be interconnected with churches, parks, greenways, and off-street paths whenever possible.
- New schools should continue to be placed adjacent to neighborhood and community parks whenever possible and be designed to promote joint use of appropriate facilities.

- **Action ISF.4.1.3** – Conduct focused discussion with local school districts to discuss design of pedestrian and bicycle facilities adjacent to and within the school sites.

Policy ISF.4.2 – Support a single unified school district serving the children of Rancho Cordova.

- **Action ISF.4.2.1** – Continue to pursue a single unified school district for the City’s K-12 children.

Policy ISF.4.3 – Encourage the location of colleges and universities within the City.

- **Action ISF.4.3.1** – Create economic development and/or redevelopment incentives for the location and development of educational institutions in proximity to light rail and/or visible from Highway 50.
- **Action ISF.4.3.2** - Require Community Plans, Specific Plans, and Special Planning Areas to consider the needs of community colleges and address the feasibility and appropriateness of off-campus facilities, particularly in town centers and transit-oriented developments.