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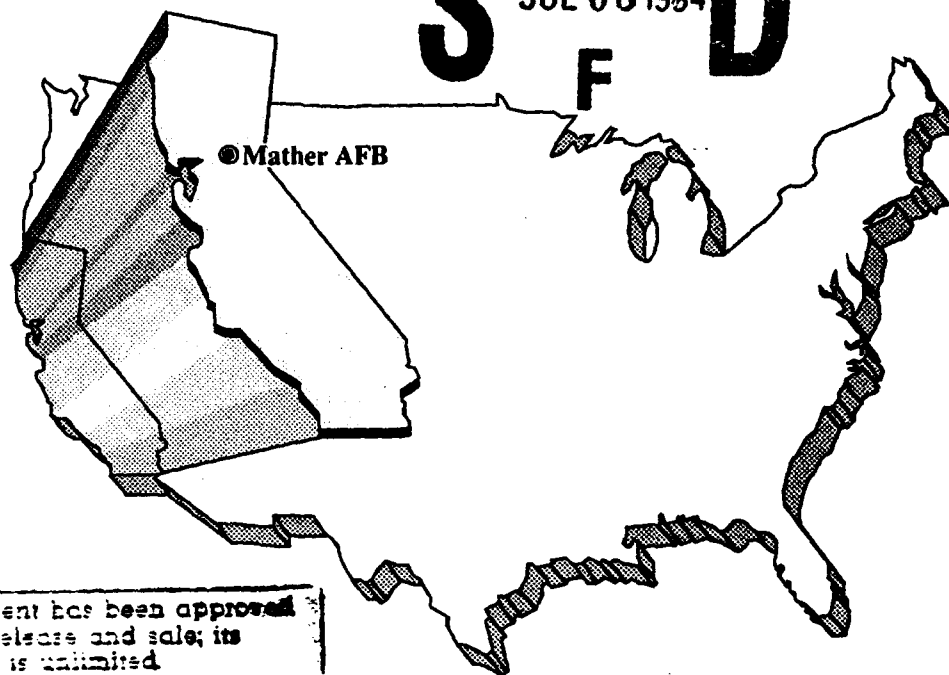
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FINAL
SOCIOECONOMIC IMPACT ANALYSIS STUDY
May 1992

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DISPOSAL AND REUSE OF
MATHER AIR FORCE BASE, CALIFORNIA

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FINAL

**SOCIOECONOMIC IMPACT ANALYSIS STUDY
DISPOSAL AND REUSE OF
MATHER AIR FORCE BASE
CALIFORNIA**

MAY 1992

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U.S. Department of the Air Force

SUMMARY

The Defense Secretary's Commission on Base Realignment and Closure in 1988 identified Mather Air Force Base (AFB), California, for closure. The Secretary of Defense adopted, in total, the Commission's recommendations. Mather AFB is scheduled to be closed in September 1993.

Since 1941 the primary role of Mather AFB has been to provide training for navigators and related specialists. The 323rd Flying Training Wing Air Training Command is Mather's host organization. Closure of the base will involve the transfer and consolidation of its activities to Beale AFB, California and relocation of the 940th Air Refueling Group (Air Force Reserve) to McClellan AFB. The base contains an airfield, a hospital, residential areas, and other support facilities.

The Final Environmental Impact Statement (EIS) for the Closure of Mather AFB was released by the Air Force in 1990. The Mather AFB Final Disposal and Reuse EIS, released by the Air Force in April 1992, analyzes environmental effects of the disposition of the base and its reuse under alternative redevelopment plans.

This Socioeconomic Impact Analysis Study is a supplement to these EISs and addresses the socioeconomic effects of closure and potential reuse of the base. The scope of this study includes economic activity, population, housing, public finance, transportation, utilities, and airspace.

Mather AFB is located about 10 miles east of downtown Sacramento, the principal support community in the region and the state capital of California. Folsom is the only other incorporated city in the vicinity of the base, 10 miles to the northeast. Unincorporated communities on the outskirts of Sacramento, most notably Rancho Cordova, provide housing and services to base-related personnel. Direct and secondary employment related to base activities, in the region composed of the Sacramento Metropolitan Statistical Area (MSA), has decreased from more than 11,000 jobs in 1987 to about 8,600 jobs in 1990. Employment due to residual base operations is expected to continue declining from this level through 1993, and then level off at less than 70 jobs by the start of 1994.

If the base is placed in caretaker status and not reused for other purposes, most or all of the "mothballed" facilities would be restricted from public access. Security and minimal maintenance activities would provide only limited employment opportunities on the base. A total of 50 direct jobs would be required to maintain the premises; maintenance activity would generate less

than 20 secondary jobs. This closure and caretaker scenario serves as the baseline and No-Action Alternative for this study.

This report analyzes the socioeconomic effects of four conceptual plans involving reuse of the base by private and public entities. All four plans are compared to post-closure conditions. The alternative plans are the following:

- Proposed Action, or General Aviation with Air Cargo
- Non-Aviation with Mixed-Density Residential Alternative
- General Aviation with Aircraft Maintenance Alternative
- Non-Aviation with Low-Density Residential Alternative.

All four plans involve new construction and/or base renovation activity beginning at closure on September 30, 1993.

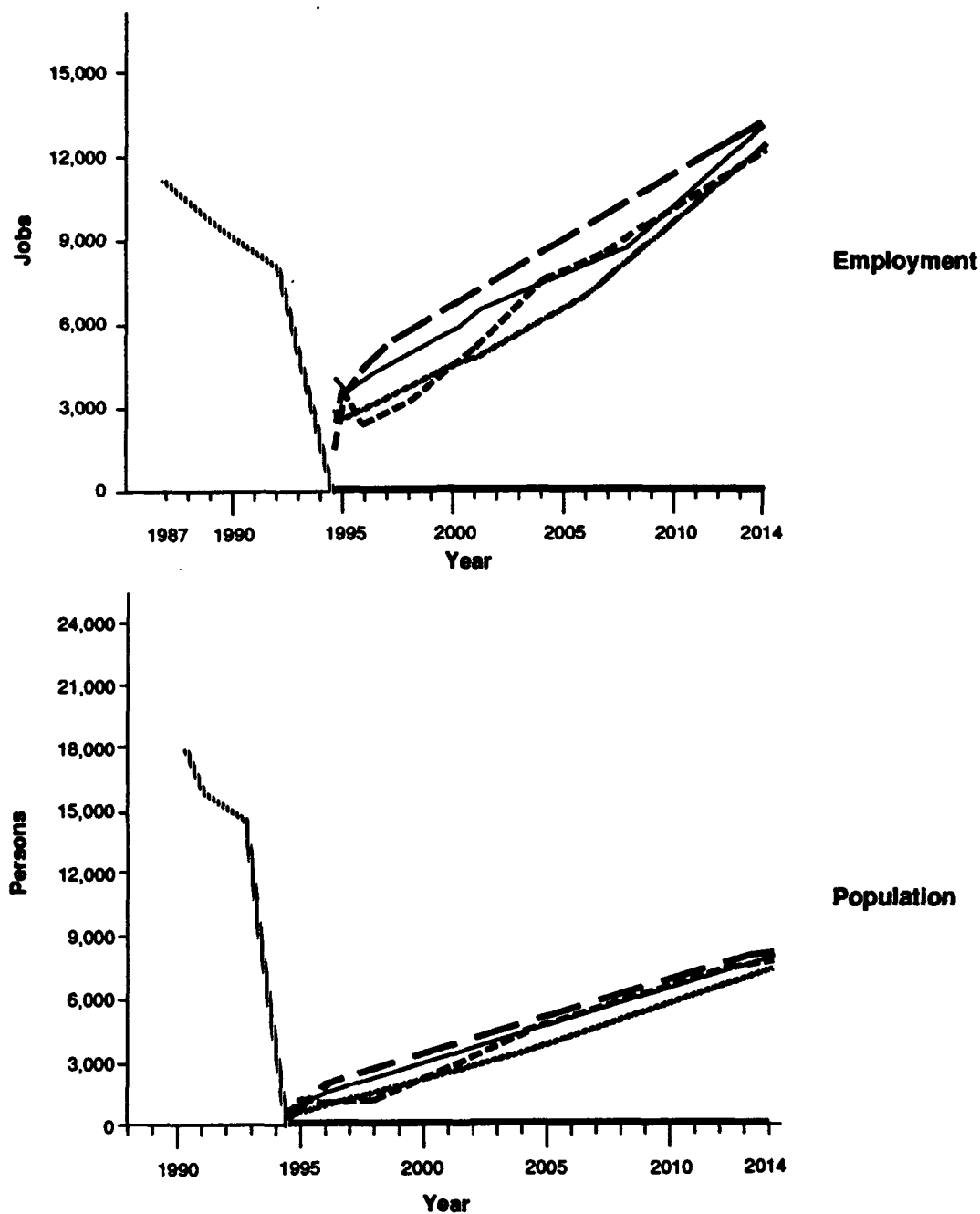
The Proposed Action is the creation of a civilian airport surrounded by industrial, commercial, and residential uses. In accordance with the Land Use Element of the Sacramento County General Plan, the proposal incorporates the concept of Transit Oriented Developments (TODs), which are mixtures of residential, commercial, and office land uses oriented around a central open space and providing a pedestrian scale community with efficient linkages to the regional transit systems.

The Non-Aviation with Mixed-Density Residential Alternative differs from the Proposed Action in one major way; the airfield is replaced with mixed-density housing. The General Aviation with Aircraft Maintenance Alternative varies from the Proposed Action in that it would have no TODs, more single-family housing units, and substantially more acreage designated as natural habitat. Planned commercial and industrial development would occur in bands extending both to the north and south of the airfield.

The focus of the Non-Aviation with Low-Density Residential Alternative is two-fold; it would provide large areas of low-density single-family housing units while preserving the sensitive habitats of the vernal pools, riparian corridors, and other wetland areas. This alternative varies from the Proposed Action in that new low-density housing would be located on the existing base airfield as well as to the north, south, and east of the existing housing stock.

The net effects of base reuse on the communities in the vicinity of Mather AFB would vary with the reuse alternative developed. Figure S-1 illustrates the projected profile of future employment (both direct and secondary jobs) and in-migrating population within the Sacramento MSA for each of the following reuse alternatives:

- The Proposed Action would support almost 12,200 direct and secondary jobs by 2014, 10 percent more than the 1987 levels supported by Mather AFB operations. About 7,800 persons would



EXPLANATION

- Post-Closure/No-Action
- - - - Proposed Action
- Non-Aviation with Mixed-Density Residential
- - - - General Aviation with Aircraft Maintenance
- Non-Aviation with Low-Density Residential
- Preclosure

Site-Related ROI Employment and Population Impacts- Proposed Action and Alternatives

Figure S-1

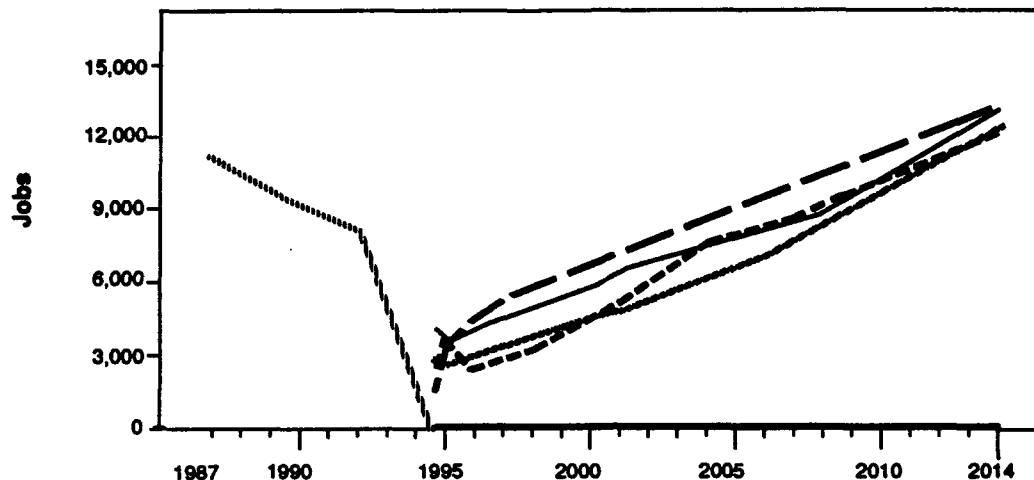
relocate to the region in response to these job opportunities, approximately 37 percent of the estimated loss of about 21,300 associated with Mather AFB. An estimated 13,700 persons would reside on site by the year 2014. Temporary fiscal shortfalls would be experienced by the city of Sacramento while the county of Sacramento, as well as school districts in the vicinity, would experience long-term shortfalls.

- The Non-Aviation with Mixed-Density Residential Alternative would have about the same effects, supporting almost 12,400 direct and secondary jobs by 2014, and drawing about 7,550 people to the region. Population in residence on the base would be more than 37,600 by the year 2014. Fiscal shortfalls would be reversed for the city of Sacramento by 2010.
- The General Aviation with Aircraft Maintenance Alternative would have the greatest socioeconomic impacts, resulting in about 13,700 direct and secondary jobs by 2014 and attracting about 8,500 people to the region. An estimated 11,400 persons would reside on site by the year 2014. Fiscal shortfalls would be reversed for the city of Sacramento by 2006.
- The Non-Aviation with Low-Density Residential Alternative would generate approximately 13,600 direct and secondary jobs by the year 2014, with a projected ROI population increase of 8,100. It is estimated that approximately 38,400 persons would reside on site by year 2014. The city of Sacramento's fiscal shortfalls would be reversed by 2002.

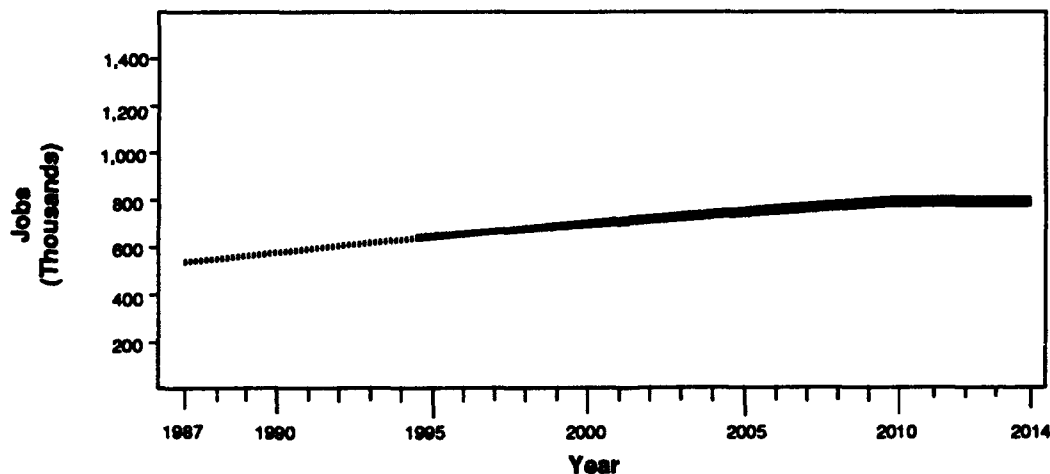
The employment impacts and total employment within Sacramento County, the area of concentrated study (ACS), for employment for the No-Action Alternative and the four reuse alternatives are shown in Figure S-2. Similar information for population impacts is presented in Figure S-3.

ALTERNATIVE	1994	1999	2004	2014
Proposed Action	2,145	3,282	7,436	11,217
Non-Aviation with Mixed-Density Residential Alternative	2,471	3,830	5,872	11,313
General Aviation with Aircraft Maintenance Alternative	1,267	5,790	8,002	12,544
Non-Aviation with Low-Density Residential Alternative	3,445	4,990	7,364	12,441
No Action	65	65	65	65

**ACS
Employment
Impacts**



**ACS
Employment
Impacts**



**Total ACS
Employment
with Impacts
of Alternatives**

EXPLANATION

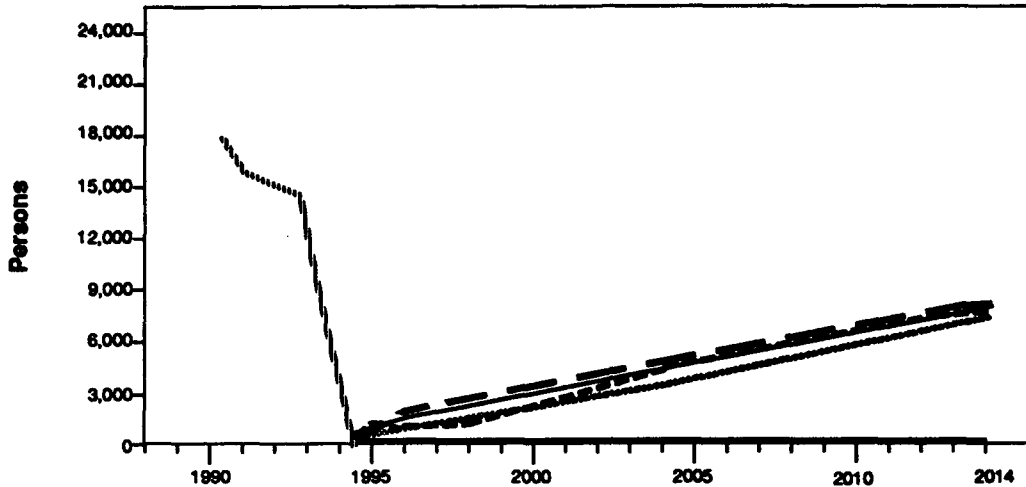
- Post-Closure/No-Action
- - - - - Proposed Action
- - - - - Non-Aviation with Mixed-Density Residential
- - - - - General Aviation with Aircraft Maintenance
- - - - - Non-Aviation with Low-Density Residential
- Preclosure

**Area of Concentrated
Study (ACS) Total
Employment and
Employment Impacts-
Proposed Action and
Alternatives**

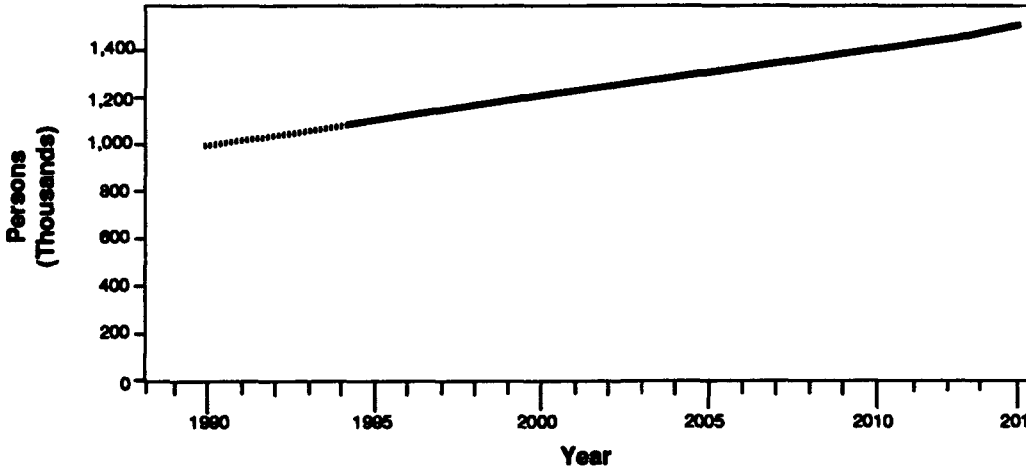
Figure S-2

ALTERNATIVE	1994	1999	2004	2014
Proposed Action	423	1,608	3,971	6,976
Non-Aviation with Mixed-Density Residential Alternative	489	1,825	2,989	6,717
General Aviation with Aircraft Maintenance Alternative	249	3,002	4,383	7,539
Non-Aviation with Low-Density Residential Alternative	682	2,330	3,694	7,178
No Action	0	0	0	0

**ACS
Population
Impacts**



**ACS
Population
Impacts**



**Total ACS
Population
with Impacts of
Alternatives**

EXPLANATION

- Post-Closure/No-Action
- Proposed Action
- Non-Aviation with Mixed-Density Residential
- General Aviation with Aircraft Maintenance
- Non-Aviation with Low-Density Residential
- Preclosure

**Area of Concentrated
Study (ACS) Total
Population and
Population Impacts-
Proposed Action
and Alternatives**

Figure S-3

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1.0 INTRODUCTION

Chapter 1.0 presents the purpose of this study, briefly discusses the reason for and nature of the closure of Mather Air Force Base (AFB), reviews results of previous base closures, and defines the potential reuse alternatives in terms relevant to the analysis of socioeconomic impacts.

This report is organized to provide an assessment of (1) the current socioeconomic characteristics and impacts of base operation, (2) the post-closure conditions for activities related to the site, assuming the base remains in caretaker status and is not redeveloped, and (3) the impacts of alternative site reuse actions on the region. The report is divided into the following chapters:

- Chapter 2.0 provides the current community setting and profile of personnel, payroll, and activities at the base.
- Chapter 3.0 establishes the projected post-closure conditions for the area after the base closes, and assumes it remains in caretaker or "mothballed" status.
- Chapter 4.0 evaluates the impacts of alternative reuse plans and compares them to projected post-closure conditions.
- Chapter 5.0 compares the effects of the alternative reuse plans to each other.

1.1 PURPOSE OF THE STUDY

The *Final Environmental Impact Statement (EIS) for the Closure of Mather AFB, CA* was released by the Air Force in March 1990 (U.S. Air Force, 1991b). That document evaluated environmental impacts expected to result from the closure. The *Mather AFB Disposal and Reuse EIS*, currently in preparation, will analyze the environmental issues associated with disposal of the base and its reuse under a range of potential redevelopment plans.

These environmental documents were initiated to fulfill National Environmental Policy Act (NEPA) requirements, which apply to federal actions such as the decision to close Mather AFB. Socioeconomic factors are addressed within the EISs from the perspective of their potential effect on the biophysical environment. For instance, changes in economic activity, particularly in regional spending and employment, may lead to changes in area population, public service demand, and vehicular traffic on the area's road network. These effects, in turn, have the potential for beneficial or adverse environmental consequences on land use, air quality, water quality, noise, and biological and cultural resources.

The *Socioeconomic Impact Analysis Study* is not a NEPA document. It focuses on the socioeconomic effects resulting from the closure and potential reuse of

Mather AFB. The scope of issues addressed includes economic activity, population and housing, and other major issues of local concern, such as public services, public finance, transportation, utilities, and airspace. These factors substantially influence the character of communities in the vicinity of the base, and are important to local residents. The analysis of these issues is intended to provide local planning officials with the necessary information with which to plan for changes at Mather AFB.

1.2 CLOSURE OF MATHER AFB

It is the policy of the Department of Defense (DOD) to identify installations that are not essential to mission readiness plans or national security objectives. This policy, in conjunction with the fiscal prudence necessitated by provisions in the Gramm-Rudman-Hollings Act, has provided an opportunity to consider the downscaling and realignment of U.S. military forces (U.S. Air Force, 1990b).

The Defense Secretary's Commission on Base Realignment and Closure identified five active Air Force bases for closure, including Mather AFB (Defense Secretary's Commission on Base Realignment and Closure, 1988). The Secretary of Defense adopted in total the Commission's recommendations on 5 January 1989 pursuant to the provisions of the Base Closure and Realignment Act of 1988 (Public Law 100-526).

Mather AFB is scheduled to be closed by October 1993. This action involves consolidation of Air Force activities with transfers of personnel, equipment, and training courses from Mather AFB to Randolph AFB, Texas, and McClellan AFB, California (Base Closure and Realignment Acts of 1988 and 1990).

This study takes as its projected post-closure conditions or "no action" scenario the phase-down of residual operations at the base, subsequent base closure, and ongoing maintenance of the base in caretaker status. Caretaker status includes provision of security, minimal repair, minor use to keep base facilities in "mothballed" condition, and complete environmental cleanup.

Analysis of this projected post-closure scenario provides an assessment of short-term and long-term conditions in communities near the base when the base is no longer in operation. This scenario then provides a benchmark for comparison of the socioeconomic consequences of alternative reuse plans.

1.3 PREVIOUS BASE CLOSURES

Because of the potential for severing longstanding social and economic relationships, base closures can be a very disrupting experience for host communities. The future state of the local economy is always of concern, although many communities affected by base closures have successfully implemented installation reuse plans. A recent study completed by the President's Economic Adjustment Committee indicates that opportunities exist

for successful conversion of military installations to civilian use (U.S. Department of Defense, Office of Economic Adjustment, 1990).

After reviewing the experiences of nearly 100 communities that lost a local military base between 1961 and 1990, the Committee made several important findings:

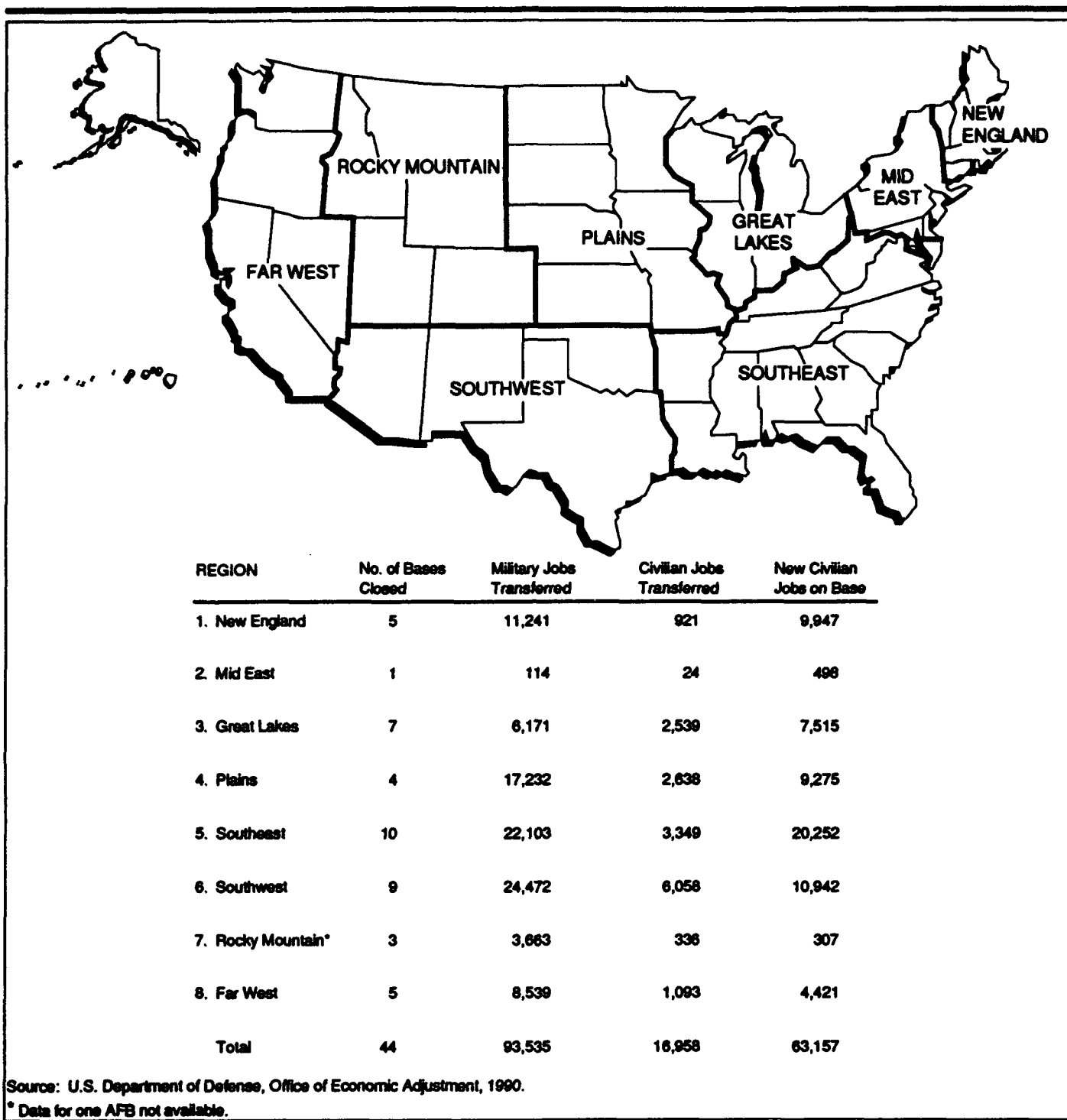
- Almost 138,000 military jobs were transferred out of local communities. These transfers represented permanent long-term reductions in the economic base of the communities.
- Conversion to civilian use led to a total of 158,000 direct jobs, more than replacing the 93,000 DOD civilian and contractor jobs lost due to the closing.
- Fifty-seven former bases became the seat of a number of four-year colleges, community colleges, and post-secondary vocational-technical programs. In 1990 these schools accommodated 73,000 college students, 25,000 secondary vocational-technical students, and 62,000 trainees.
- Seventy-five former bases are host to industrial parks or plants, and 42 established municipal or general aviation airports.

The conclusion of the study was that in the short term, closure can have substantial negative effects on the local economy. The difficult transition period generally lasts 3 to 5 years (U.S. Department of Defense, Office of Economic Adjustment, 1990).

Figure 1.3-1 provides employment statistics for 44 Air Force installation closure and reuse actions completed between 1961 and 1990. These Air Force actions resulted in the transfer of approximately 93,500 military personnel. About 17,000 on-base civilian jobs were lost in these actions. Nearly 63,200 civilian jobs were gained due to reuse of the sites. Considering individual installations, in most cases the number of civilian jobs in 1990 was greater than when the base was under military control. In only about 20 percent of the cases does the number of new civilian jobs exceed the number of both civilian and military jobs lost as a result of base closure.

1.4 REUSE OPTIONS

The Proposed Action for reuse of Mather AFB is the General Aviation with Air Cargo Alternative, proposed by Sacramento County and discussed in Section 1.4.1. Three other alternatives were also defined for reuse of the disposed property. The Non-Aviation with Mixed-Density Residential Alternative is discussed in Section 1.4.2; the General Aviation with Aircraft Maintenance Alternative is discussed in Section 1.4.3; and the Non-Aviation with Low-Density Residential Alternative is discussed in Section 1.4.4. The land use acreage for the Proposed Action and each of the alternatives is shown on Table 1.4-1. Under the No-Action Alternative the Air Force would retain ownership of the base after closure.



Summary of Air Force Installation Closure and Reuse Actions Completed Between 1961 and 1990

Figure 1.3-1

Table 1.4-1. Land Use Acreage for the Proposed Action and Alternatives

Land Use Categories	Proposed Action	Non-Aviation with Mixed-Density Residential	General Aviation with Aircraft Maintenance	Non-Aviation with Low-Density Residential
AIRFIELD	1,369	0	1,625	0
AVIATION SUPPORT	1,141	0	322	0
LIGHT INDUSTRIAL	0	265	210	607
INSTITUTIONAL				
Hospital (Military)	23	23	23	23
Education Complex	13	13	92	36
COMMERCIAL				
Commercial	112	151	108	130
Office	82	104	0	0
RESIDENTIAL				
Single Family	659	2,568	1,855	3,212
Townhouses	45	147	0	0
Garden Apartments	147	147	0	0
Apartments	0	88	0	0
Suburban Commercial	12	27	15	26
Schools	80	215	215	350
PARKS AND RECREATION	1,260	1,195	329	295
NATURAL HABITAT	773	773	922	1,037
BASE TOTAL (acres)	5,716	5,716	5,716	5,716
PRE-DEVELOPMENT AGGREGATE MINING AREA (acres)	1,203	1,113	1,172	1,617

Caretaker services would be provided to assure base security and to maintain the grounds and existing facilities and infrastructure. Since the decision to close the base has already been made, caretaker status is considered to represent post-closure conditions. The No-Action Alternative is discussed in Section 1.4.5.

1.4.1 Proposed Action

The Proposed Action analyzed in this document calls for the conversion of Mather AFB to a civilian airport accompanied by reuse of existing facilities and the construction of new facilities for industrial, commercial, and residential activities in currently undeveloped portions of the base. Many proposals related to the future use of land and buildings have been received by the county of Sacramento and the Mather Internal Study Team (MIST) to be recommended to the Sacramento County Board of Supervisors which would forward them to DOD. MIST (and its predecessor, the Sacramento Area Commission on Mather Conversion, SACOMC) is composed of the heads of numerous Sacramento County public agencies and departments and reports directly to the Sacramento County Board of Supervisors. A central assumption of SACOMC's preliminary plan was that the facility would remain an aviation facility. The Rancho Cordova Chamber of Commerce simultaneously developed a Mather AFB reuse plan which focused on a civilian airfield and residential growth. Subsequently, the MIST, at the direction of the Sacramento County Board of Supervisors, developed a consolidated, aviation-focused use plan, which integrates the essential land use development aspects of both the SACOMC and Rancho Cordova plans. For the purposes of analysis, the Proposed Action described here represents the land use plan with the aviation component presented by Sacramento County.

In accordance with the Land Use Element of the Sacramento County General Plan, the proposal incorporates the concept of Transit Oriented Developments (TODs), which are mixtures of residential, commercial and office land uses oriented around a central open space, and providing a pedestrian scale community with efficient linkages to the regional transit systems. An urban TOD will have a residential density of 15 dwelling units per acre (garden apartments), neighborhood center with a density of 12 dwellings per acre, and the traditional low-density single family areas with 6 dwellings per acre.

Key features of the proposed action are as follows:

- The airfield and appurtenant facilities (covering 1,369 acres) would be retained and utilized for civilian (general and commercial transport) aviation activities.
- Another 1,141 acres would be devoted to aviation-related uses for the California Department of Forestry, the U.S. Forest Service, the California State Department of Justice, and other general aviation and commercial air cargo operations, aviation maintenance/refurbishing and ground schools.
- Mather Hospital (occupying 23 acres) would be maintained as an annex to McClellan AFB.
- An educational complex (covering 13 acres) would be developed, along with 80 acres designated for as-needed development of elementary and secondary schools (in addition to the existing elementary schools).

- A total of 124 acres would be devoted to commercial uses, (including 12 acres of suburban commercial use) and 82 acres would be devoted to office space.
- Residential development would include 659 acres of low-density units (5 units/acre; including 375 acres of existing family housing units), 45 acres of neighborhood residences (12 units/acre) that form 3 planned TODs, and 147 acres of urban residential units (15 units/acre).
- Another 773 acres would preserve the vernal pools and riparian habitat in the southern part of the base, and 1,260 acres (including the 130-acre golf course) would be devoted to parks and recreational use.
- The Proposed Action would also involve aggregate mining activities over an area of 1,203 acres prior to development.

Construction employment associated with the Proposed Action would begin with more than 1,000 jobs at closure, and would continue at varying levels until full buildout. With the addition of operations jobs beginning in 1995, total on-site employment would increase steadily from more than 1,900 in 1999 to more than 4,300 in 2004 (Table 1.4-2). By the year 2014, there would be greater than 7,000 jobs on the site, approximately 58 percent of the total employment anticipated there at full buildout.

Population in residence on the base would exceed 4,300 by 1999, climb steadily to almost 7,300 in 2004, and be more than 13,700 by the year 2014. The 2014 figure is approximately 93 percent of the total residents anticipated on the site at full buildout.

1.4.2 Non-Aviation with Mixed-Density Residential Alternative

This proposal varies from the Proposed Action in one major way: the airfield is replaced principally with low-density housing. Whereas the proposed urban residential development would remain equivalent to the acreage under the Proposed Action, acreage proposed for the other residential uses would be increased substantially; low-density residential units would cover 2,568 acres, another 88 acres would consist of multiple-family residential units, and 147 acres would be devoted to neighborhood residential areas. The variation in the remaining land use categories is small.

Key features of the Non-Aviation with Mixed-Density Residential Alternative are as follows:

- A light industrial sector would be located in the 7000 Area of the base (265 acres) including light manufacturing, research and development, and assembly activities.
- Mather Hospital (occupying 23 acres) would remain as an annex to McClellan AFB.

Table 1.4-2 On-Site Employment and Population

	1994	1999	2004	2014
Proposed Action				
Total Persons On Site	1,017	6,222	11,597	20,750
Direct Employment ^(a)	1,017	1,917	4,325	7,019
Resident Population ^(b)	0	4,305	7,272	13,731
Non-Aviation with Mixed Density Residential Alternative				
Total Persons On Site	1,175	12,586	23,213	44,704
Direct Employment ^(a)	1,175	2,324	3,593	7,098
Resident Population ^(b)	0	10,262	19,620	37,606
General Aviation with Aircraft Maintenance Alternative				
Total Persons On Site	597	5,926	10,261	19,006
Direct Employment ^(a)	597	3,522	4,852	7,587
Resident Population ^(b)	0	2,404	5,409	11,419
Non-Aviation with Low Density Residential Alternative				
Total Persons On Site	1,640	13,803	24,454	46,048
Direct Employment ^(a)	1,640	3,018	4,477	7,687
Resident Population ^(b)	0	10,785	19,977	38,361

(a) Excludes an estimated 12 persons employed in aggregate mining activities on the site.

(b) Includes students.

- An educational complex (covering 13 acres) would be developed, along with 215 acres designated for as-needed development of elementary and secondary schools (in addition to the existing elementary schools).
- A total of 178 acres would be devoted to commercial uses (including 27 acres of suburban commercial use), and 104 acres would be devoted to office space.
- Residential development would include 2,568 acres of low-density units (5 units/acre), 88 acres of high density residential apartments (20 units/acre), and another 294 acres designated for townhouses (12 units/acre) and garden apartments (15 units/acre).
- Another 773 acres would preserve the vernal pools and riparian habitat in the southern part of the base, and 1,195 acres (including the 130-acre golf course) would be devoted to parks and recreational use.
- This alternative would also involve aggregate mining activities over an area of 1,113 acres prior to development.

Construction employment associated with this alternative would begin with nearly 1,200 jobs at closure, and would continue at varying levels until full buildout. With the addition of operations jobs beginning in 1995, total on-site employment would increase steadily from more than 2,300 in 1999 to almost 3,600 in 2004 (see Table 1.4-2). By the year 2014, there would be nearly 7,100

jobs on the site, approximately 39 percent of the total employment anticipated at full buildout.

Population in residence on the base would be nearly 10,300 by 1999, climb steadily to more than 19,600 in 2004, and exceed 37,600 by the year 2014. The 2014 figure is approximately 56 percent of the total residents anticipated on the site at full buildout.

1.4.3 General Aviation with Aircraft Maintenance Alternative

The main difference in land use between this alternative and the Proposed Action is that the General Aviation with Aircraft Maintenance Alternative has no TODs and no air cargo, and there is substantially more acreage of natural habitat (922 acres). Planned commercial and industrial development would occur in bands extending both to the north and south of the airfield. The only residential construction under this alternative would be low-density single-family units.

Key features of the General Aviation with Aircraft Maintenance Alternative are as follows:

- The airfield and appurtenant facilities (covering 1,625 acres) would be retained and utilized for civilian (general and commercial transport) aviation activities.
- Another 322 acres would be devoted to aviation-related uses for the California Department of Forestry, the U.S. Forest Service, the California State Department of Justice, and other general aviation and commercial air cargo operations, aviation maintenance/refurbishing and ground schools.
- Mather Hospital (occupying 23 acres) would be maintained as an annex to McClellan AFB.
- Educational facilities (covering 92 acres) will be converted into a vocational/technical education complex along with 215 acres designated for as-needed development of elementary and secondary schools (in addition to the existing elementary schools).
- A total of 123 acres would be devoted to commercial uses (including 15 acres of suburban commercial use) and 210 acres would be designated for light industrial uses.
- Residential development would include 1,855 acres of low-density units (6 units/acre). The existing family housing units would be demolished.
- Another 922 acres would preserve the vernal pools and riparian habitat in the southern part of the base and 329 acres (including the 130-acre golf course) would be devoted to parks and recreational use.
- This alternative would also involve aggregate mining activities over an area of 1,172 acres prior to development.

Construction employment associated with this alternative would begin with nearly 600 jobs at closure, and would continue at varying levels until full

buildout. With the addition of operations jobs beginning in 1995, total on-site employment would increase steadily from more than 3,500 in 1999 to almost 4,900 in 2004 (see Table 1.4-2). By the year 2014, there would be nearly 7,600 jobs on the site, approximately 68 percent of the total employment anticipated at full buildout.

Population in residences on the base would exceed 2,400 by 1999, climb steadily to more than 5,400 in 2004, and be more than 11,400 by the year 2014. The 2014 figure is approximately 38 percent of the total residents anticipated on the site at full buildout.

1.4.4 Non-Aviation with Low-Density Residential Alternative

The primary focus of this alternative is twofold; it seeks to provide areas of low-density family housing (3,212 acres) while preserving the sensitive habitats of the vernal pools, riparian corridors, and other wetland areas (1,037 acres altogether). This alternative varies from the Proposed Action in that new low-density housing is located on the original airfield as well as to the north, south, and east of the existing housing.

Key features of the Non-Aviation with Low-Density Residential Alternative are as follows:

- The current 7000 Area and the western end of the main base area, along with the northeastern corner of the base (covering 607 acres) would house light manufacturing, research and development, and assembly activities.
- Mather Hospital (occupying 23 acres) would be maintained as an annex to McClellan AFB.
- An educational complex (covering 36 acres) would be developed, along with 350 acres designated for as-needed development of elementary and secondary schools (in addition to the existing elementary schools).
- A total of 156 acres would be devoted to commercial uses (including 26 acres of suburban commercial use).
- Residential development would include 3,212 acres of low-density units (5 units/acre) that includes the existing family housing area and extend around the golf course and Mather Lake.
- Another 1,037 acres would preserve the vernal pools and riparian habitat in the southern part of the base, and 295 acres (including the 130-acre golf course) would be devoted to parks and recreational use.
- This alternative would also involve aggregate mining activities over an area of 1,617 acres prior to development.

Construction employment associated with this alternative would begin with more than 1,600 jobs at closure, and would continue at varying levels until full buildout. With the addition of operations jobs beginning in 1995, total on-site

employment would increase steadily from more than 3,000 in 1999 to almost 4,500 in 2004 (see Table 1.4-2). By the year 2014, there would be nearly 7,700 jobs on the site, approximately 40 percent of the total employment anticipated there at full buildout.

Population in residence on the base would be nearly 10,800 by 1999, climb steadily to almost 20,000 in 2004, and approach 38,400 by the year 2014. The 2014 figure is approximately 79 percent of the total residents anticipated on the site at full buildout.

1.4.5 No-Action Alternative

The No-Action Alternative is equivalent to projected post-closure conditions for the area, and assumes phase-down of residual base operations, closure, and maintenance of the base in caretaker status. Under caretaker status, the Air Force would retain responsibility for the property after closure and provide services such as maintenance and prevention of deterioration for a specified term. Caretaker responsibilities generally involve maintenance of land, facilities, and mechanical, electrical, and plumbing systems at a level that preserves the economic value of the installation. No further use of base land or improvements is proposed under this alternative.

The future land uses and levels of maintenance would be as follows:

- Maintain all structures in "mothballed" condition. This would involve disconnecting or draining all utility lines and securing facilities
- Maintain and protect on-base wetlands
- Isolate or deactivate all on-base utility distribution lines
- Provide minimal maintenance of roads to ensure access
- Provide minimal grounds maintenance of open areas. This would primarily consist of infrequent cutting to eliminate fire, health, and safety hazards
- Maintain water level in Mather Lake
- Minimally maintain the golf course greens.

Personnel loading associated with such activities is assumed to be 50 full-time equivalent jobs.

1.4.6 Other Land Use Concepts

This section describes proposed federal property transfers, as well as other independent land use concepts. These land use concepts are not part of any integrated reuse option, but would be initiated on an individual basis.

There are two major independent proposals which may be considered as enhancements to the Proposed Action and alternatives. They are as follows:

- **California Department of Transportation Regional Transportation Research and Development Center.** Caltrans has issued a request of intent for this potential project. The project features a 6-mile long test track (a ring) enclosing about 2,000 acres; 1,500 acres within the test track ring would be available for other uses. This overlay could be done in the southeastern corner of the base. In a non-aviation scenario it could represent a portion of the reuse of the main base structures.
- **Theme Park.** A proposal for a theme park-centered development would require 3,700 to 5,300 acres. One thousand acres would be the theme park itself; 3,000 acres would be landscaped or left in its natural condition; and the remainder would be developed as offices, hotels, motels, and parking.

In addition to the above two major independent proposals, numerous other requests were received for transfer or conveyance of specific facilities. These requests are described below.

U.S. Department of Agriculture, U.S. Forest Service Pacific Southwest Region. The U.S. Department of Agriculture (USDA) seeks to obtain facilities for general office space (90,000 square feet [sf]); warehouse space (25,000 sf) for office supplies, furniture, displays, audiovisual equipment; a fitness center with showers for employees; child day-care center services; and public and employee parking. The facility would serve as administrative headquarters for the Forest Service in California.

Bureau of Land Management. The Bureau of Land Management (BLM) seeks to establish a BLM Aviation Management Group Office with hangar space.

U.S. Department of Health and Human Services Residential Treatment Center for American Indian Youth. The Department of Health and Human Services seeks to establish a 24-bed in-patient care facility.

State of California National Guard Bureau. The California National Guard seeks to retain the 126th Air Ambulance Medical Company with ramp space and additional armory space; the Army Aviation Support Facility; an Army Aviation Flight Facility; a 1 C-12 passenger aircraft with hangar; and the 162nd Combat Communications Group/149th Combat Communications Squadron with 35 acres of land. This request is supported by State of California Governor's Office.

State of California Department of Forestry. The California Department of Forestry seeks the Consolidated Air Operations Facility with air program management and operations support (from Sacramento Executive Airport) with 7,500 sf of office space and 115,000 sf of hangar space; the Fixed Wing Maintenance Operations (from Stockton) with 8,000 sf of covered storage space and 6 acres of ramp space; and the Rotary Wing Maintenance Operations (from

Stockton) with administrative aircraft and storage. This request is supported by State of California Governor's Office.

State of California Department of Justice, Bureau of Narcotic Enforcement. The California Department of Justice seeks hangar and ramp space.

State of California, Department of Transportation (Caltrans). Caltrans seeks to create a Western Region Research and Design Center.

State Commission of Peace Officer Standards, Los Rios Community College District, Sacramento Police Department, and Sacramento County Sheriff's Department. The aforementioned groups seek space in which to conduct training sessions.

California State University (CSU), Sacramento. CSU Sacramento desires that the Planetarium be moved to Mather Park.

California State Fire Marshall. The State Fire Marshall seeks to lease one or more explosive storage bunkers for safekeeping of fireworks and explosives and to share use of auditorium, classrooms, and fire training area.

Sacramento County Department of Parks and Recreation. The Department of Parks and Recreation is interested in continuing operation of the base's 64-acre lake, 34-stall equestrian center, 18-hole championship golf course, model airplane facility, and small arms range. In addition, the department seeks to create a regional handicapped center, an oak woodland forest, multi-sports complex, group picnicking, camping, velodrome, floral gardens, and other special facilities appropriate for regional significance. This request is supported by U.S. Department of the Interior, National Park Service, Western Region.

Sacramento County Sheriff's Department, Aero Bureau/Airbourne Law Enforcement. The Sheriff's department seeks to base 4 helicopters, 2 fixed wing planes, and 21 staff, and to lease 22,470 sf.

Sacramento County Child Care and Family Support Center. The county seeks to acquire the Mather Child Care Center.

Sacramento County-wide Education Consortium: Sacramento County Office of Education, Sacramento County School Districts, California State University, Sacramento, Los Rios Community College. The consortium seeks building and warehouse space for vehicle maintenance and repair facilities.

Sacramento Housing and Redevelopment Agency. The agency seeks that all housing units, community facilities, improvements and surrounding open space are sold at a discounted price to the Housing Authority of the County of Sacramento, or to a specially created nonprofit development corporation

affiliated with the Sacramento Housing and Redevelopment Agency. The agency also seeks to increase the locally available stock of moderately priced housing. All single-family housing units would be transferred via a negotiated sale, and dormitory units would be made available under the provisions of the McKinney Act.

Cordova Recreation and Park District. Cordova's recreation and park district seeks to acquire through public conveyance the base gymnasium, 3 lighted softball fields, 7 tennis courts, lighted outdoor game courts, jogging trails, parking lots, a 3-acre picnic site near the Alert site, and other open space areas. This request is supported by U.S. Department of the Interior, National Parks Service, Western Region.

Folsom Cordova Unified School District. The school district seeks to have lands and buildings associated with Kitty Hawk Elementary School and Mather Elementary School publicly conveyed.

Los Rios Community College District. The Los Rios Community College District seeks additional classroom buildings, the Simulator Building, and the Aviation Maintenance Training Buildings.

City of Sacramento Police Department. The Sacramento Police Department seeks an interim agreement for range facilities, staff offices, dormitory rooms, classroom space, emergency vehicle operations course, kitchen and dining facilities, gymnasium, secure storage area, and library.

Regional Transit Authority. The Regional Transit Authority seeks to reuse the railway right-of-way to Folsom line, and to use a building and an unspecified amount of land for storage and maintenance of buses and light rail vehicles.

2.0 COMMUNITY SETTING AND BASE PROFILE

This chapter describes the community setting and Mather AFB activity and program levels prior to and following the closure announcement, as reflected in the *Economic Resource Impact Statements* for fiscal years 1987 through 1990 (U.S. Air Force, 1988, 1989, 1990b, 1991c).

2.1 COMMUNITY SETTING

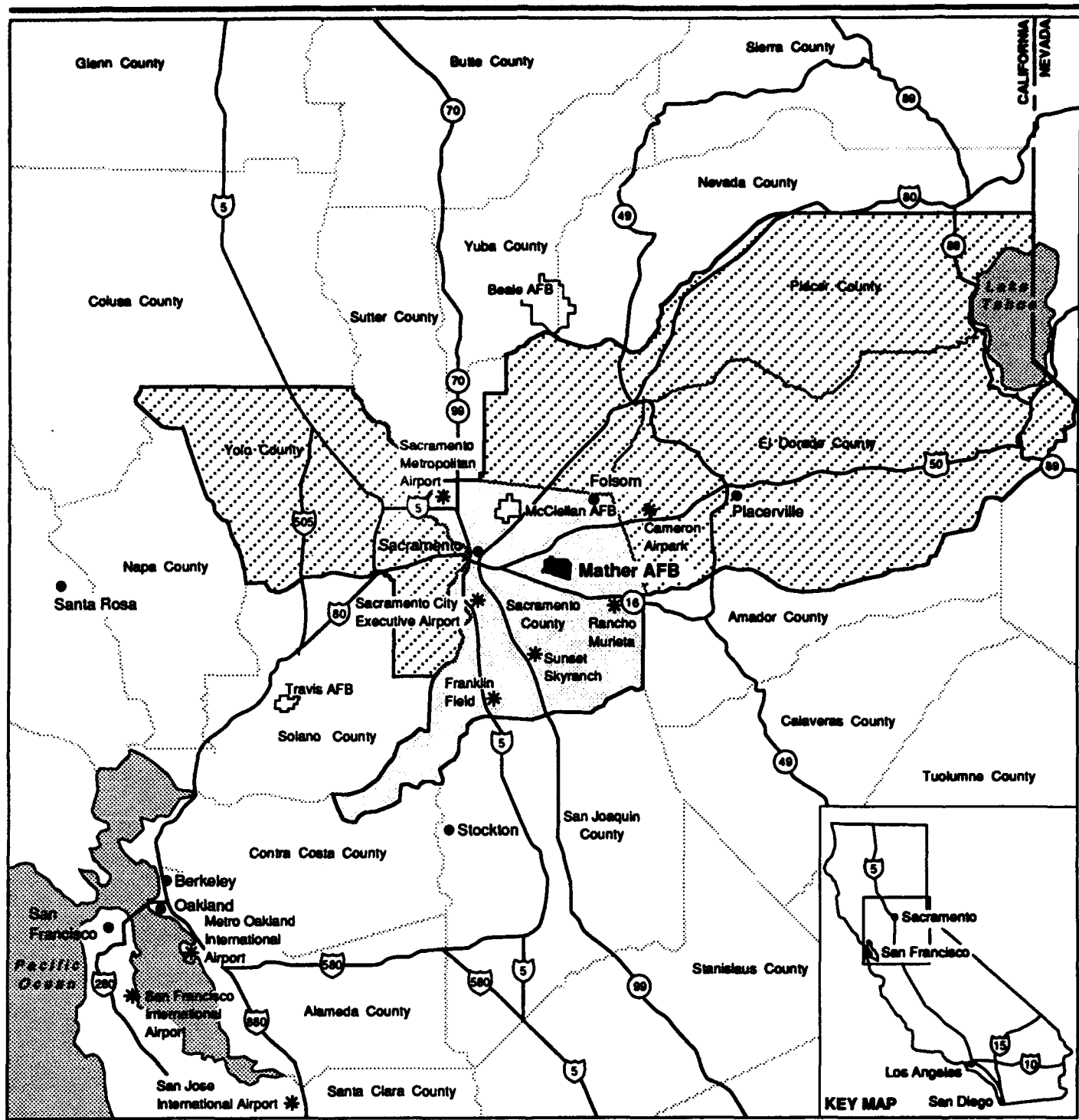
Mather AFB is located about 10 miles east of downtown Sacramento, California which is the principal support community in the region and the state capital. Sacramento lies at the confluence of two major rivers, the Sacramento and the American, with abundant cultural and recreational opportunities. The Lake Tahoe resort area is located about 95 miles to the east and the San Francisco Bay area is 60 miles to the southwest (Figure 2.1-1). Other communities on the outskirts of Sacramento, such as Rancho Cordova, Vineyard, Arden, Carmichael, Elk Grove, Fair Oaks, Florin, and Orangevale, provide housing and public services to base-related personnel. Rancho Cordova, an unincorporated suburban community adjacent to and north of the base, is the nearest. Folsom is an incorporated city in the vicinity of the base, 20 miles east of Sacramento and 10 miles northeast of Mather AFB.

The Sacramento Metropolitan Statistical Area (MSA) consists of Sacramento, El Dorado, Placer and Yolo counties, and is the region of influence (ROI) for this study. This ROI is smaller than the local region defined by Mather AFB's four recent *Economic Resource Impact Statements*. These studies included an 11-county region with the four counties in the Sacramento MSA, plus seven others within a 50-mile radius around Mather AFB. Base personnel data indicate, however, that 99.5 percent of the military and 98 percent of the civilian personnel assigned to the base reside in the Sacramento MSA alone. Therefore, a majority of the socioeconomic impacts from activities at Mather AFB would occur in the Sacramento MSA. The urban and suburban areas of Sacramento County are expected to experience the greatest impacts of both closure and potential reuse of Mather AFB, hence, Sacramento County has been defined as the area of concentrated study (ACS) (Figure 2.1-2).

The following subsections briefly summarize the preclosure socioeconomic environment of this ROI and the areas around the base. An expanded discussion of these topics appears in Chapter 3.0.

2.1.1 Economic Activity

ROI employment grew between 1970 and 1988 at a rate much faster than either the state or nation despite a decrease of nearly 5,000 military jobs in the region during that period. The average annual employment growth rate during this period was 4.2 percent per year in the Sacramento MSA, compared to annual



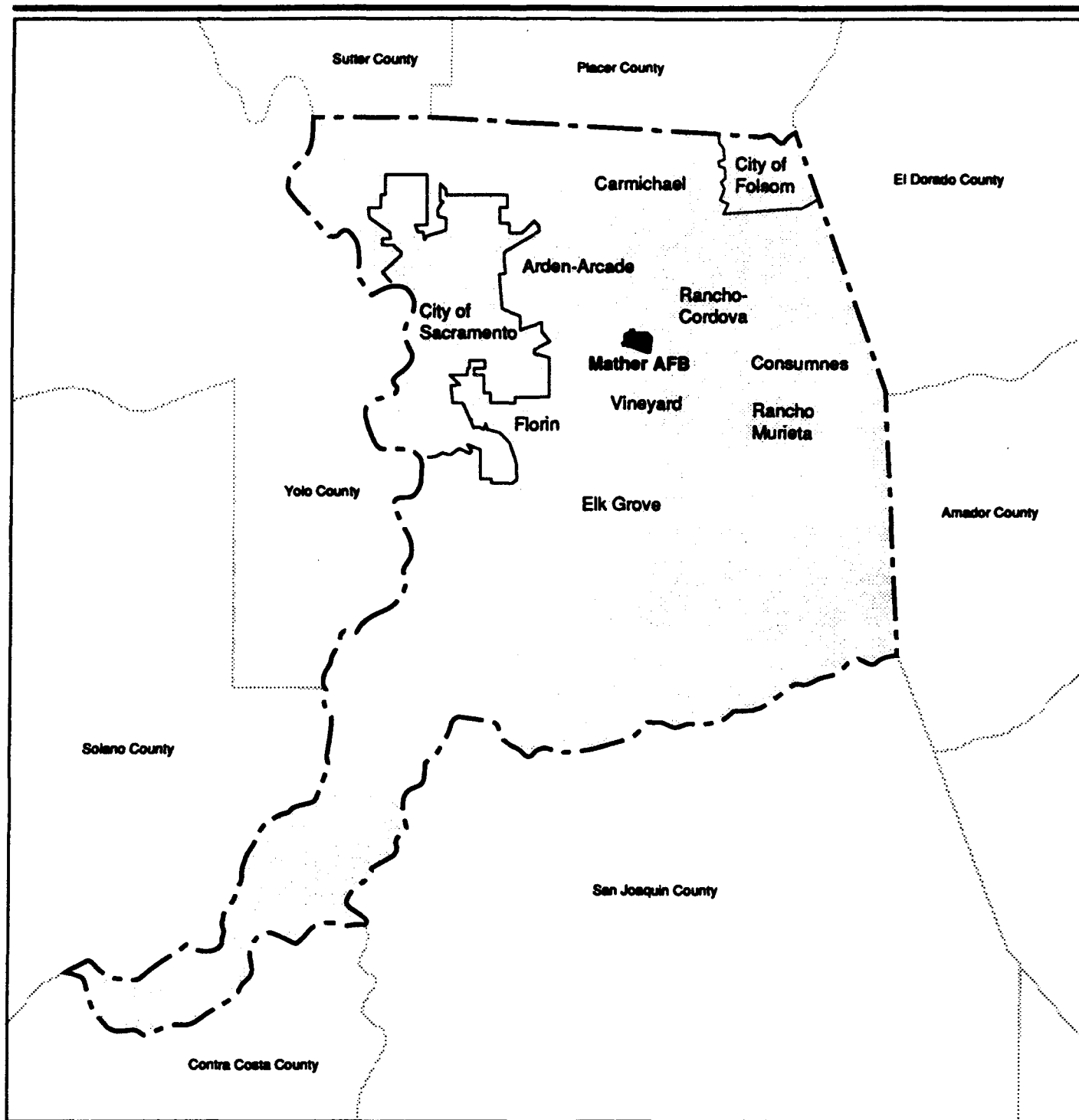
EXPLANATION

- * Airports
-  Sacramento MSA
-  Sacramento County
-  Air Force Base
-  County Boundary



Regional Map

Figure 2.1-1



EXPLANATION

- - - Sacramento County Boundary

Area of Concentrated Study

0 2 4 8 Miles



Figure 2.1-2

rates of 3.2 and 2.2 percent for California and the United States, respectively. Government, services, and retail trade are the leading employment sectors. Of a total 744,000 jobs in 1988, nearly 200,000 were in the government sector (13,600 of these were military jobs including personnel stationed at Mather AFB and Sacramento Army Depot, which are both closing, and McClellan AFB which will continue to operate), about 183,000 were in services, and 126,000 were in retail trade. (Mather AFB employment is discussed in Section 2.2.1.)

The unemployment rate in February 1991 was 7.2 percent, much higher than the previous year (4.6 percent in February 1990), but still below the 7.8 percent unemployment rate for California as a whole. Average annual per-capita income was about \$18,800 in 1988, slightly less than the state average but greater than the national average.

2.1.2 Population

The total ROI population was almost 1.5 million in 1990, with more than 1 million of these persons residing in Sacramento County. This population grew during the 1980s at an average annual rate of 3 percent.

As population expanded outwards from the central Sacramento metropolitan area over the past two decades, it led to population growth in the unincorporated communities near Mather AFB. Presently, the eastern extent of greater Sacramento's urban fringe is adjacent to the northern and western sides of the base, while the areas south and east of Mather AFB are more rural.

2.1.3 Housing

The growth in the housing stock of the ROI has kept pace with population growth. Current vacancy rates are moderate, estimated at about 8.5 percent for the region.

In the vicinity of Mather AFB, residential development is most dense north of the base in Rancho Cordova. The community has many recently constructed multi-family housing developments, apartments, and condominiums. Housing is also abundant west of Mather AFB, but here single family homes are more common. Housing is sparse to the south and east of Mather AFB.

2.1.4 Public Services

Mather AFB is located in Sacramento County; the area around the base is located within the county's Fifth Supervisorial District, and consists of many unincorporated communities. Accordingly, the local area's public services are primarily provided through county government, including police protection by the Sacramento County Sheriff's Department, and fire protection from the Sacramento County Fire District. Mutual aid agreements in effect with other police and fire departments (including those on Mather AFB as well as the cities

of Sacramento and Folsom) can also be called upon to service the public in this area.

Four school districts administer public education to more than 131,000 students in the area surrounding the base: Folsom Cordova Unified School District (USD), Sacramento City USD, San Juan USD, and Elk Grove USD.

Student-teacher ratios (total enrollments divided by total teachers) in Fall 1989 ranged from 21.6 in San Juan USD to 24.4 in Elk Grove USD, close to the state average of 23 students per teacher, and higher than the national average of 18. Fall 1989 enrollments ranged from slightly less than 12,000 in the Folsom Cordova USD to more than 48,000 in the Sacramento City USD. The Folsom Cordova USD operates two elementary schools on Mather AFB, and provides public education to about 720 dependents of military or civil service base personnel.

Thirteen hospitals are licensed to provide general medical and acute care in Sacramento County, including Mather AFB Hospital. Throughout the region, there are more than 3,600 medical doctors (MDs), more than 12,100 registered nurses (RNs), and nearly 3,300 licensed vocational nurses (LVNs).

2.1.5 Public Finance

The cities of Sacramento and Folsom, the four school districts discussed above, and Sacramento County provide basic public services to Mather AFB area residents. Local property and sales tax revenue, license and fee revenues, charges for services, and intergovernmental transfers are the principal revenue sources of the county and cities. School districts depend to a large degree upon state education aid programs. Federal impact assistance under Public Law (P.L.) 81-874 programs also plays an important role in the Folsom Cordova Unified School District, representing nearly 2 percent of the district's total revenues over the last three fiscal years.

2.1.6 Other Relevant Resources

Transportation. Access to and through the region is provided by road, air, and rail transportation systems. Two interstate highways cross near downtown Sacramento: Interstate 5 (I-5), 10 miles west of Mather AFB, connects the area with Stockton and Los Angeles to the south and with Red Bluff and Redding to the north; and I-80, 6 miles north of the base, leads northeast to Reno and southwest to San Francisco. U.S. 50, moreover, lies about 1 mile north of Mather AFB, and extends eastward to Lake Tahoe and Carson City, Nevada.

Sacramento Metropolitan Airport, about 20 miles northwest, provides the nearest scheduled commercial airline service to the Mather AFB area. This airport has daily direct flights to major California cities, and affords fliers connections to international flights.

The area is served by both the Southern Pacific and Union Pacific railroads. A Southern Pacific line, in fact, runs parallel to U.S. 50 about 1 mile north of the base; a spur that runs south from this line enters Mather AFB for about one-quarter mile near the intersection of Lower Placerville Road.

Utilities. Supplies of water and energy, as well as capacities of wastewater and solid waste disposal systems in the area, are adequate to meet existing and future demands. Ten wells currently provide water to the base and its housing areas. The Sacramento Regional County Sanitation District provides wastewater treatment for County Sanitation District One (Mather AFB and the surrounding communities of Arden-Arcade, Florin, Rancho Cordova, and Sloughhouse), and the cities of Sacramento and Folsom.

Solid waste produced in the area is currently disposed of in the Kiefer landfill, which is owned and operated by the county of Sacramento. A private hauler transports solid waste to this landfill, which has a design capacity through the year 2040, but will not accept liquid or toxic wastes.

Electricity is provided to the base and surrounding communities by the Sacramento Municipal Utility District. Natural gas is provided to the area by the Pacific Gas and Electric Company (PG&E).

Airspace. Flight activities at Mather AFB currently are integrated in a complex flow of aircraft operations in the Sacramento area. The airport operations in the vicinity of Mather AFB are managed under the Sacramento Approach Control airspace area. There are 60 civil airports and three military airbases (Mather, Beale, and McClellan) within the approach airspace area. The major airports in the approach area are Sacramento Metropolitan Airport and Sacramento Executive Airport.

2.2 PRECLOSURE BASE PROFILE

2.2.1 Employment

Total employment at Mather AFB decreased from nearly 8,300 jobs in fiscal year (FY) 1987 to less than 6,800 jobs in FY 1990, an 18.5 percent decrease (Table 2.2-1). Almost all of this decline is from reductions in military personnel (1,514 out of 1,531). Appropriated fund civilian (civil service) jobs also decreased considerably (12.2 percent). An increase in contract civilian positions made up this difference, particularly during the last year of the period.

2.2.2 Population and Housing

Mather AFB population declined from FY 1987 to FY 1990 (Table 2.2-2). In addition to the 1,514 fewer military personnel, military dependents decreased by 1,453 during this period. DOD records indicate that slightly more than 17,000 military retirees reside in the Sacramento MSA. Furthermore, the base estimates

Table 2.2-1. Mather AFB Employment

Employment Category	FY 87	FY 88	FY 89	FY 90
Military Personnel	6,183	5,652	4,934	4,669
Civilian Personnel				
Appropriated Fund	1,127	1,079	1,070	990
Nonappropriated Fund/BX	537	518	549	520
Contract Civilians	296	233	172	441
Private Business	134	132	132	126
Total Employment	8,277	7,614	6,857	6,746

Note: Columns may not sum to totals because of computer rounding.

Sources: U.S. Air Force, 1988, 1989, 1990b, 1991c; Economic Resource Impact Statement: Fiscal Years 1987, 1988, 1989, and 1990; The Cost Branch, 323D Comptroller Division, Mather AFB, California.

Table 2.2-2. Military Population and Housing, Mather AFB

Category	FY 87	FY 88	FY 89	FY 90
Military Personnel				
Living on Base	2,546	2,489	1,261	2,171
Living off Base	3,637	3,163	3,673	2,498
Military Dependents				
Living on Base	3,578	2,913	2,527	5,048
Living off base	6,375	2,668	2,080	3,452
Military Retirees				
Within 50 miles	40,168	43,165	53,900	39,501
Within 4 county ROI	NA	NA	NA	17,046
Housing Assets				
Family Housing Units	NA	1,271	1,271	1,271
Unaccompanied Quarters				
Dormitory Facilities	NA	18	18	18
Bed Capacity	NA	1,630	1,630	1,590

Note: NA = Not Available

Sources: U.S. Air Force, 1988, 1989, 1990b, 1991c; Economic Resource Impact Statement: Fiscal Years 1987, 1988, 1989, and 1990; The Cost Branch, 323D Comptroller Division, Mather AFB, California. Military Retirees within 4-county ROI (El Dorado, Placer, Sacramento, and Yolo) derived from records of the Department of Defense, Office of the actuary; computer printout of military retirees by zip code as of 30 September 1989.

that about 39,500 retirees are within a 50-mile radius of Mather AFB. The Mather AFB housing inventory contains nearly 1,300 military family housing units along with 18 dormitory facilities that can accommodate approximately 1,600 persons.

2.2.3 Payrolls

Base payrolls decreased from more than \$167 million in FY 1987 to less than \$133 million in FY 1990 (Table 2.2-3), a 20 percent decline that does not account for inflation (and thus is greater than 20 percent in real terms). All three payroll categories (military, civil service, and nonappropriated fund [NAF] civilians) dropped during this period.

Table 2.2-3. Mather AFB Payrolls (in \$ thousands)

Category	FY 87	FY 88	FY 89	FY 90
Military	117,376	113,174	100,937	95,750
Appropriated Fund Civilians	33,627	27,573	30,851	28,495
NAF and Other Civilians	16,370	14,135	14,172	8,376
Total Payrolls	167,373	154,882	145,960	132,621

Note: Columns may not sum to totals because of computer rounding.

Sources: U.S. Air Force, 1988, 1989, 1990b, 1991c; Economic Resource Impact Statement: Fiscal Years 1987, 1988, 1989, and 1990; The Cost Branch, 323D Comptroller Division, Mather AFB, California.

2.2.4 Expenditures

Total annual expenditures have decreased from \$53.2 million in FY 1987 to \$31.1 million in FY 1990 (Table 2.2-4). The decline in construction expenditures was particularly dramatic, decreasing from more than \$9.3 million in FY 1987 to less than \$2 million in FY 1990. Services expenditures remain the largest category of annual expenditures at Mather AFB (\$21.3 million in FY 1990, down slightly from \$26.3 million in FY 1987).

Table 2.2-4. Mather AFB Annual Expenditures (in \$ thousands)

Expenditure Category	FY 87	FY 88	FY 89	FY 90
Total Construction	9,306	8,574	2,444	1,972
Total Services	26,348	30,042	26,027	21,285
Commissary/Base Exchange	13,125	11,250	12,235	1,999
Education	1,550	2,211	1,244	800
Health	2,782	11,435	10,765	4,973
TDY	116	51	53	76
Total Annual Expenditures	53,227	63,563	52,768	31,105

Sources: U.S. Air Force, 1988, 1989, 1990b, 1991c; Economic Resource Impact Statement: Fiscal Years 1987, 1988, 1989, and 1990; The Cost Branch, 323D Comptroller Division, Mather AFB, California.

2.2.5 Programs and Services

Established at the beginning of World War I to train combat pilots, the training of navigators and related specialists has been Mather AFB's primary mission since 1941. Mather has served as the consolidated training base for all formal Air Force navigator training since the 1960s. As of 1989, Mather AFB hosted DOD's only aerial navigation school.

The 323rd Flying Training Wing Air Training Command is Mather's host organization. Other tenants include the 3506th USAF Recruiting Group, the Air

Force Reserve 940th AREFG, the 2034th Communications Squadron, and an Army Aviation support facility.

Mather's 60-bed, acute care hospital serves the base population as well as that of McClellan AFB, the Sacramento Army Depot, other local units, and many of the military retirees in the area (see Table 2.2-2). The Aerospace Physiology Training Unit also is operated from these hospital facilities.

More than 30 of the buildings on base are devoted to recreational purposes, including Falcon Bowling Center, Denker Recreation, and an arts and crafts center. The base also operates a golf course, and sponsors numerous athletic programs, youth activities, the Rod & Gun Club, and the Circle 'M' Riding Club.

2.2.6 Educational Facilities

In support of its navigator training mission, the 323rd maintains Boeing T-43 and Cessna T-37 aircraft in addition to millions of dollars' worth of ground trainers and simulators.

There are two on-base elementary schools operated by the Folsom Cordova Unified School District, currently serving about 875 children.

2.3 CLOSING BASE PROFILE

2.3.1 Closure Profile

Actual drawdown plans for Mather AFB activities and occupancy have not been finalized. It is assumed, however, that the majority of personnel would depart from the base during the final twelve months prior to closure, with most personnel leaving in the third and fourth quarters of FY 1993. The base will be closed, effective September 30, 1993.

2.3.2 Post-Closure (Caretaker Status)

Assuming no reuse activities, the base would be placed in caretaker status at the time of closure. Caretaker status would involve minimal staffing to maintain existing grounds and facilities. An estimated 50 direct on-site jobs would be required for these caretaker activities.

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3.0 EVALUATION AND CHARACTERIZATION OF SOCIOECONOMIC RESOURCES

This chapter defines the ROI and areas of concentrated study for individual socioeconomic issues, details the data sources and methods used for both baseline and impact analyses, and describes baseline socioeconomic conditions. Baseline conditions are described for two distinct periods of time: recent actual conditions through 1990, and projected future conditions through base closure in 1993. Post-closure conditions, which assume the base to be in caretaker status, and projected impacts resulting from potential reuse activities associated with the Proposed Action and alternatives are discussed in Chapter 4.

3.1 REGION OF INFLUENCE AND AREAS OF CONCENTRATED STUDY

This study evaluates the socioeconomic effects of closure and reuse of Mather AFB at two geographic scales. The first scale is the ROI, intended as the region in which the principal direct and secondary socioeconomic effects of actions at Mather AFB are likely to occur. The second scale is the ACS, the area where socioeconomic effects are expected to be of most consequence for local jurisdictions.

Two factors were important in determining the ROI and ACS used in this analysis: place of residence and economic linkage. The first is the distribution of places of residence for current military and civilian personnel stationed at Mather AFB. This residential distribution will have a critical influence on where the greatest effects of closure will occur. It also provides a useful guide to the possible effects of reusing the base, since it reflects current availability of suitable housing, existing commuting patterns, and attractiveness of area communities for people employed on the site.

Table 3.1-1 displays the residential distribution by school district and zip code of a large sample (nearly half) of the persons presently employed on the base. School districts are used to present and analyze this information, because they provide a comprehensive and mutually exclusive coverage of the entire geographic area, and because school district operation and finances are important concerns to local residents. Data on the zip codes of residences for a large portion of base personnel were obtained from the base personnel offices. These zip codes were mapped to school districts to derive the information presented in Table 3.1-1. Most base personnel presently live within the boundaries of the Folsom Cordova and Elk Grove school districts (Figure 3.1-1).

The second important factor in determining the extent of socioeconomic impacts is the degree of linkage among the economies of communities in the region. This linkage, based on trade among sectors within the region, determines the nature and magnitude of multiplier effects of actions at the base. Mather AFB is located within the Sacramento MSA, a four-county region identified by the federal

Table 3.1-1. Residential Locations of Mather AFB Military and Civilian Personnel, by School District, Zip Code, and Local Unincorporated Areas

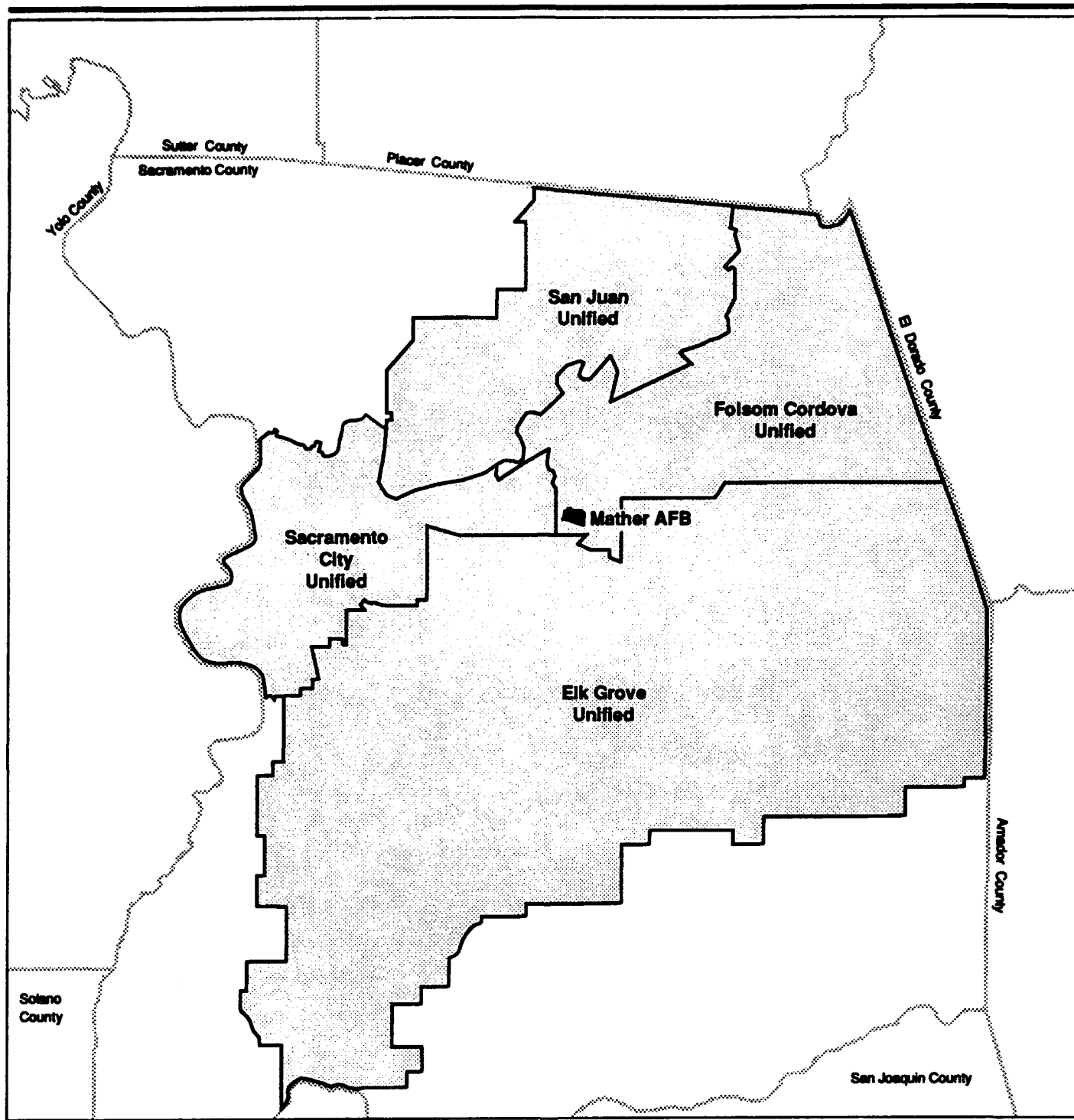
School District/Area	Zip Codes	Military	Civilian	Total
Elk Grove USD	95829, 95830, and parts of 95639, 95832, 95832, 95630, 95655, 95693, 95827, 95624, 95826, 95828, 95683, 95741, and 95638.	684	140	824
Folsom Cordova USD	95671, and parts of 95655, 95670, 95630, and 95741.	1,201	70	1,271
Sacramento City USD	95822, 95819, 95816, 95831, 95818, 95817, 95820, 95824, and parts of 95826, 95832, 95827, 95828, 95814, 95815, and 95823.	167	191	358
San Juan USD	95608, 95825, 95621, 95662, 95821, 95628, 95610, 95864, and parts of 95660, 95670, and 95841.	151	163	314
Rest of Sacramento County	All other Sacramento County zip codes, and parts of 95815, 95639, 95814, 95638, 95632, and 95841.	41	80	121
El Dorado, Placer, and Yolo Counties		34	67	101
Total Sample		2,290	734	3,024
Unincorporated Areas:				
Mather AFB	95655 (parts in Folsom Cordova and Elk Grove USDs).	1,532	51	1,583
Arden-Arcade	95825 (in San Juan USD).	9	11	20
Carmichael	95608 (in San Juan USD).	13	20	33
Elk Grove	95624 (parts in Elk Grove USD and rest of county).	16	7	23
Florin	95828 (parts in Elk Grove and Sacramento City USDs).	74	48	122
Orangevale	95662 (in San Juan USD).	14	22	36
Rancho Cordova	95741, 95742, and 95670 (parts in Elk Grove, Folsom Cordova, and San Juan USDs).	219	27	246

Note: Data shown include all personnel for whom information is available. Less than 1 percent of the sample reside outside the four-county region.

Source: U.S. Air Force, 1991d. Mapping to school districts and unincorporated areas prepared for this study, 1991.

government as possessing extensive economic interactions and linkages. Due to these interactions, it is likely that most of the potential direct and secondary regional socioeconomic effects associated with closure and reuse of Mather AFB would occur within Sacramento, El Dorado, Placer, and Yolo counties.

Considering both the residential locations of Mather AFB personnel and the nature of economic interactions in the region, the Sacramento MSA was selected



EXPLANATION

----- County Boundaries

School Districts

0 1.25 2.5 5 Miles



Figure 3.1-1

as the ROI for this analysis. Due to the expectation that Sacramento County would be most affected by persons relocating from and to the area due to Mather AFB closure and reuse, the county, particularly the unincorporated communities that surround Mather AFB, was selected as the ACS for the issues addressed in this analysis. Specific socioeconomic factors further influencing the selection of study areas are discussed below.

3.1.1 Economic Activity

Regional purchases associated with Mather AFB, both spending by the base for goods and services and spending by base personnel, were reported in economic benefit statements prepared annually for FYs 1987 through 1990 (see Section 2.2). The regional expenditures cited in these statements were reported for an area encompassing a 50-mile radius around the base, which primarily includes the Sacramento MSA. Although the 50-mile radius includes portions of other surrounding counties, it is anticipated that almost all of the final demands associated with reported payroll expenditures, and the majority of the final demands associated with reported goods and services expenditures, occur within the four-county MSA. The majority of final demands associated with regional economic effects of base closure and potential reuse activities at the site are also anticipated to occur within the four-county region.

The Sacramento and Folsom urban and suburban areas are expected to experience the greatest employment effects of both closure and potential reuse of Mather AFB, hence, Sacramento County has been defined as the ACS for economic activity. Potential indirect effects outside the four-county ROI are expected to be minimal and are considered to be outside the scope of this analysis.

3.1.2 Population

Population impacts of closure and potential reuse of Mather AFB are analyzed at both the ROI and local levels. The ACS for population impacts consists of the cities of Sacramento and Folsom, as well as the unincorporated communities of Elk Grove, Florin, and Rancho Cordova. In addition to their proximity to the base, these communities are home to many current base personnel (see Table 3.1-1). Population impacts are also estimated for each of the three remaining ROI counties.

3.1.3 Housing

Housing impacts associated with the closure and potential reuse of Mather AFB are analyzed at ROI and local levels. The ACS for housing impacts lies within Sacramento County and comprises the cities of Sacramento and Folsom, as well as the unincorporated communities of Rancho Cordova, Elk Grove, and Florin. These housing impacts are also estimated for each of the three remaining ROI counties.

3.1.4 Public Services

The ACS for the public service analysis is the area immediately surrounding Mather AFB, in an unincorporated portion of Sacramento County, and extending into the cities of Sacramento and Folsom. Within this geographic area, the analysis focuses on the principal jurisdictions which have the closest affiliation with Mather AFB by either providing services directly to Mather AFB military and civilian personnel or their dependents, by having public service and facility arrangements with the base, or that likely would be most affected by reuse of the base. Public services in smaller communities near the base are provided by these principal jurisdictions.

3.1.5 Public Finance

Data on the residency patterns of current Mather AFB military and civilian workers reveals that 91.7 percent of the workforce resides within the boundaries of four school districts: Sacramento City USD, Elk Grove USD, San Juan USD, and Folsom Cordova USD. The incorporated cities within this area include the cities of Sacramento and Folsom. These six jurisdictions, as well as Sacramento County itself, are expected to receive the majority of effects from base closure and reuse and thus are the focus of the public finance analysis.

3.1.6 Other Relevant Resources

Transportation. The ACS for the transportation analysis includes Sacramento County with emphasis on the area surrounding Mather AFB. Within this geographic area, the analysis examines the existing principal road, air, and rail transportation networks, including those segments of the transportation networks in the region that serve as direct or mandatory indirect linkages to the base, and those that are commonly used by Mather AFB personnel.

Utilities. The ACS for the utilities analysis (including water supply and distribution, wastewater collection and treatment, solid waste collection and disposal, and energy supply and distribution) generally consist of the service areas of the local purveyors that serve Mather AFB and the surrounding Sacramento area.

Airspace. The ROI for assessing the economic effects from changes in airspace use is the Sacramento Approach Control airspace area. Of the 63 airports (or airfields) in this airspace area, only those airports influenced by landings, takeoffs, and traffic pattern operations at Mather AFB are considered for analysis. Airfields and airports included in this assessment are Beale AFB, McClellan AFB, and Sacramento Metropolitan, Sacramento Executive, Cameron, and Rancho Murieta airports.

3.2 DATA SOURCES

3.2.1 Economic Activity

County-level jobs and earnings data, provided by major industrial sector, and per-capita personal income data, were obtained for the years 1969-1988 from the Regional Economic Information System (U.S. Bureau of Economic Analysis, 1990b). Data on national output and employment, by industrial sector, were obtained for the years 1958 through 1988 from computer printouts of the U.S. Office of Economic Growth (U.S. Bureau of Labor Statistics, 1989). Indices for the conversion of current year dollars to constant 1990 dollars were provided in the Annual Report of the U.S. Council of Economic Advisors (U.S. Council of Economic Advisors, 1991). Data pertaining to the existing labor force and employment were obtained from the California Employment Development Department. This source also provided additional information pertaining to recent trends in the major industrial sectors of the regional economy (California Employment Development Department, 1991). Information concerning the largest employers in the Sacramento area and projections of future employment levels was obtained from local municipal planning departments and chambers of commerce publications. Data concerning Mather AFB spending within the region were obtained from Mather AFB Economic Resource Impact Statements (U.S. Air Force, 1987, 1988, 1989, 1990b, 1991c).

3.2.2 Population

The primary source of population data for this study was the U.S. Bureau of the Census. The data examined included the final 1990 census counts for counties and places (U.S. Bureau of the Census, 1991). Supplemental population data were available from the 1980 census of population (U.S. Bureau of the Census, 1982b), which when compared with the 1990 data provide an appreciation of the change experienced in the ROI during the last decade. Population projections prepared for individual counties by the Demographic Research Unit of the California Department of Finance (CDF) yield insights on anticipated population changes in El Dorado, Placer, Sacramento, and Yolo counties over the next two decades (CDF, 1986, 1990b, 1991). Additional projections, prepared by the Sacramento Area Council of Governments (SACOG), the Sacramento County Planning and Community Development Department (SCPCDD), the City of Sacramento Planning Commission (CSPC), and the City of Folsom Community Development Department (CFCDD), serve the same purpose as the CDF projections, although their foci at both the county and community levels enable different geographic levels of study (CSPC, 1988; SCPCDD, 1989d; CFCDD, 1990; SACOG, 1990). Information on the spatial distribution of Mather AFB personnel was provided by the installation.

3.2.3 Housing

The major source of data on housing characteristics in the ROI was the 1990 census of housing and population (U.S. Bureau of the Census, 1991). Additional housing data were available from the 1980 census of housing (U.S. Bureau of the Census, 1982a), which when compared to the most recent census data enable an examination of change for several key housing characteristics. Data in the current construction reports series provided information on housing units authorized by construction permits (U.S. Bureau of the Census, 1981, 1982c, 1983, 1984, 1985, 1986, 1987b, 1988, 1989, 1990a). Estimates of 1991 total housing units and vacancy rates were available at the county and community levels from the Demographic Research Unit of CDF (CDF, 1991). Supplemental housing data were provided by various federal, state, county, community, and private sector sources. Particularly useful were planning documents from the communities of Folsom and Sacramento (CSPC, 1988; CFCDD, 1990; SCPCDD, 1989b) and from certain unincorporated places (SCPCDD, 1985).

3.2.4 Public Services

Due to the varied nature of public service analysis, no single clearinghouse of data exists from which all pertinent and necessary information addressing government structure, public education, police and fire protection, health care, and recreation can be acquired. Therefore, information regarding staffing levels, jurisdictional boundaries, degrees of use, equipment, and facilities for public service providers has been acquired directly through personal communication with agency representatives or from documents published by these agencies. Additional information regarding public education has been obtained from the California Department of Education in Sacramento and the Sacramento County Office of Education. Information related to similar community services currently provided by the federal government within the boundaries of Mather AFB has been acquired indirectly from representatives of the base.

3.2.5 Public Finance

Data sources for public finance include the most recent financial reports, typically through FY 1989 or FY 1990, and the current year budget reports for the potentially affected local government units in the ROI. The financial reports provide the actual amount of revenue collected and money spent over the most recent 5- to 10-year period and compare these amounts to budgeted levels. Budget reports were used as sources for specific property tax rate information.

3.2.6 Other Relevant Resources

Transportation. Data regarding road and highway transportation, including maps, circulation plans, highway improvement plans, and traffic volume counts were collected from Mather AFB, local jurisdictions (such as the city of Sacramento and Sacramento County), and the California Department of

Transportation (Caltrans) District 3 Office. Data addressing private, passenger, and cargo air service in the region were acquired directly from representatives of airports serving the area and air transportation studies of the area. Information regarding rail transportation was obtained from the Sacramento AMTRAK office.

Utilities. Representatives from various branches and facilities at Mather AFB, including Civil Engineering and the Comptroller's Office, provided historic consumption data, peak demand characteristics, storage and distribution capacities, and related information for base utilities. Information was also obtained from various engineering reports and the Mather AFB Comprehensive Plan. Public and private utility purveyors and related county and local agencies were also contacted to obtain historic consumption data, peak demand characteristics, storage and distribution capacities, number of interruptible service customers and a history of curtailment and related information, including projections of future utility demand for the particular service areas of each utility provider.

Airspace. The principal source of information for the airspace assessment included in this study is interviews with operations personnel and/or Federal Aviation Administration (FAA) representatives at airfields in the study area. These interviews regard the nature and extent of current interactions between potentially affected airports and Mather AFB, and expected changes in this interaction upon closure and reuse of the base.

3.3 METHODS

This section presents methods used to estimate existing and future socioeconomic conditions, for post-closure conditions (caretaker status) and for the Proposed Action and other alternatives. The description of existing socioeconomic conditions includes important indicators that provide a basis for comparison to state and national trends, as well as to future conditions with and without the Proposed Action and alternatives.

All changes exclusive of potential reuse were considered post-closure changes and include impacts of closure. Post-closure refers to future conditions without reuse. All changes associated with the Proposed Action and alternatives were considered impacts. The No-Action Alternative was considered equivalent to post-closure conditions.

Historic data were used to define existing conditions and to develop projections of future socioeconomic conditions that would result from base closure without reuse. This section identifies any potential beneficial or limiting factors present within the region. Impact assessment (Chapter 4) then determines whether such factors might make the region either more or less susceptible to negative socioeconomic impacts as a result of the Proposed Action and alternatives.

3.3.1 Economic Activity

The socioeconomic impact analysis utilized total output, employment, and earnings multipliers for the Sacramento MSA, obtained from the U.S. Bureau of Economic Analysis (BEA) Regional Input/Output Modeling System (RIMS II). These multipliers were prepared using the United States input-output table in combination with the most recent region-specific information describing the relationship of the regional economy to the national economy. The BEA's RIMS II model is based on research by Cartwright, Beemiller, and Gustely (1981).

The same methodology was used to develop quantitative projections of economic activity for closure conditions, the Proposed Action, and the other reuse alternatives. Changes in final demand in each local industrial and household sector were estimated as follows:

- For closure conditions, demands from residual base operations and caretaker activities were estimated from employment, payroll, and contract data published in the Economic Resource Impact Statements for Mather AFB.
- For reuse, construction-phase demands were estimated from cost data published by R.S. Means, from parameters developed in the Land Use Plan, and from RIMS II labor and material coefficients. Operation final demands were estimated from land use-jobs planning factors, estimated regional earnings-per-job and output-per-job ratios by industrial sector, and RIMS II coefficients.

These primary or direct effects were then multiplied, using RIMS II coefficients specific to the regional economy. Input-output sectors were selected to reflect the anticipated spending profile associated with the Proposed Action and alternatives to capture the economic characteristics of each scenario within the defined region. The forecasts of total output, employment, and earnings within the region then became inputs to the impact analysis.

Numbers of in-migrant workers associated with each alternative (or out-migrant workers associated with phase-down of base operations) were estimated according to a set of proportional assumptions (Table 3.3-1). Average household sizes were assumed to correspond, for most categories, with the average size of state-to-state migrating families between 1980 and 1985. For out-migrating military families, the household size is based on Mather AFB personnel records. For students and retired military, the average household sizes were assumed to be 1.00 and 2.00, respectively. These assumptions were specific to each type of employment, including direct and indirect employment by category.

Under the relocation parameter values used in this analysis, employment impacts are expected to be greater than population impacts. For example, for each 100 direct jobs created by a reuse plan, 30 are projected to be filled by workers moving into the ROI, while the remaining 70 jobs would be filled by local hires. For indirect jobs an even smaller fraction of the jobs (5 percent) is projected to be

filled by relocating workers. Depending on the mix of direct and indirect jobs, it is likely that employment impacts of a reuse scenario would exceed population impacts, even with dependents included as a component of the population impact.

This outcome is consistent with the general economic and demographic character of Sacramento County and the rest of the ROI. A large and diverse labor force resides within the ROI and is available to take jobs in the area. Creation of jobs on the Mather AFB site would draw on a portion of this readily available supply of local labor.

The relocation assumptions specified in Table 3.3-1 were judged to be the most likely values applicable to this study. Other parameter values would result in either higher or lower population impacts than those resulting from the assumptions specified. Such outcomes are certainly possible, but were judged to be less probable than the parameter values identified in Table 3.3-1.

Table 3.3-1. Assumed Percentages of Population Relocation by Employment Category

Employment Category	Percent Relocating to/from Region	Household Size
Out-migration Categories ^(a)		
Military	100	2.34
Civil Service (Appropriated fund)	40	2.91
Non appropriated Fund	5	2.91
Contract	5	2.91
Indirect	5	2.91
Retired Military	10	2.00
In-migration Categories ^(b)		
Direct On-site Operation ^(c)	30	2.91
Construction	10	2.91
Indirect (on- and off-site)	5	2.91
Students	0	1.00

(a) The out-migration categories relate to current base operations.

(b) The in-migration categories relate to the various reuse alternatives.

(c) This assumption applies to all the reuse alternatives except Caretaker Status, for which in-migration is assumed to be zero.

The allocation analysis separately accounts for the distribution of direct and indirect workers and their families among the various residential opportunities within the region. The direct portion of the impact allocation process accounts for the two main factors affecting the distribution of in-migrant direct workers: (1) the number of workers anticipated to be directly involved with each alternative; and

(2) the locations and relative attractiveness of residential opportunities within the region.

The number of workers associated with each alternative was estimated from land uses and other characteristics of each alternative. The relative attractiveness of residential opportunities was estimated from Mather AFB personnel files for civilian workers. The residential choices of current Mather AFB civilian workers, were anticipated to coincide with the residential choices of direct in-migrants to the area. This assumption is based on the expectation that the attractiveness of residential location, including attributes such as adequate public and commercial services and proximity to work location, would best be measured by the revealed preferences of current base workers.

Table 3.3-2 shows the relative percentages of military personnel, other direct workers, and indirect (secondary) workers residing in each local area. These percentages for military personnel and other direct workers were calculated from the sample data presented in Table 3.1-1. The distribution of secondary jobs was assumed to be proportional to the relative sizes of communities in the region. In the first stage of the allocation process, the local areas were school districts. Further allocation to selected communities was done according to the ratio of community population to school district population, using data derived from census reports.

Table 3.3-2. Projected Distribution of Future Relocating Workers

Local Areas	Military	Civilian Direct and Worker Spending Indirect	Civilian Goods and Services Indirect	Military Retirees
Sacramento City USD	7.3%	26.0%	19.7%	17.4%
Folsom Cordova USD	52.4	10.6	4.9	10.3
San Juan USD	6.6	22.2	19.1	28.2
Elk Grove USD	29.9	19.1	10.0	9.6
Rest of Sacramento County	1.8	10.9	16.5	14.6
El Dorado County	0.4	4.8	8.5	4.1
Placer County	0.7	2.9	11.7	11.4
Yolo County	0.3	1.5	9.5	4.3
Outside ROI	0.5	2.0	0.0	0.0
Total	100.0%	100.0%	100.0%	100.0%

Notes: Columns may not sum to totals because of computer rounding.

1. Distributions for military, military retirees, and civilian direct are based on actual data (see Table 3.1-1) and are used to project the distribution of future relocating workers.
2. Civilian indirect distribution is based on existing population of the areas within the region.
3. The existing distribution for military personnel is influenced by the location of base housing.

Finally, there are two important components of employment and population associated with the Proposed Action and alternatives. The first component, previously discussed, is people in-migrating to the ROI in response to both the

direct and indirect job opportunities afforded by reuse activities. The second component concerns people on site, including persons employed directly by reuse activities at Mather AFB and persons expected to reside in housing proposed for the base. These on-site estimates determine impacts on transportation and utilities, and to a lesser extent, on public services and public finances.

On-site employment estimates are derived on the basis of the land use assumptions and an estimated schedule of market demand for those land uses. Resident population is estimated in accordance with the types and numbers of dwelling units expected to be occupied over the time period analyzed, and is assumed to include varying numbers of students. The latter accounts for regional population impacts that will generally be smaller than the number of people expected to reside in the proposed housing on the site. That is, while some of this demand for housing would come from project-related in-migrants, most of it would be from existing regional residents, as well as new residents associated with normal growth not related to jobs created on the site.

Once the allocation of direct and indirect workers and their families is made, other attributes that were output from RIMS II, such as earnings and output, were distributed in accordance with the allocation of in-migrants.

3.3.2 Population

Population changes associated with preclosure and post-closure trends, the Proposed Action, and all alternatives are an important determinant of other socioeconomic and environmental impacts. These population changes have three key components: (1) baseline growth, (2) relocation of workers and their dependents, and (3) natural increase (births minus deaths) of relocating workers.

Baseline population projections for the ROI counties were prepared by SACOG (1990). These projections assumed continued operation of Mather AFB and the Sacramento Army Depot within the ROI. For present purposes, the SACOG forecasts were adjusted to account for the estimated population loss expected with closure of these two installations.

Relocation of workers in response to closure and subsequent reuse utilized the methods and assumptions discussed in Section 3.3.1. The number of dependents expected to relocate with these workers was estimated based on estimates of household size derived from census demographic data (see Table 3.3-1).

The natural increase of population relocating to the ROI was calculated using demographic estimates developed for Sacramento County by the CDF (1990b). These estimates indicate a natural increase in the county of 7.8 percent between 1980 and 1989, equivalent to an approximately 17 percent gain from natural increase over a 20-year period. This analysis assumes the relocating population

would exhibit similar fertility and mortality characteristics during the 20-year study period.

To evaluate anticipated population impacts, potential future changes associated with each reuse scenario were compared to changes projected without reuse and to changes that occurred prior to base closure. Both graphic and numerical comparisons were employed in this evaluation.

3.3.3 Housing

Changes in housing demand would accompany population changes associated with closure and reuse. Housing impacts were estimated from migration projected for each scenario, assuming each in-migrating household would require one unit and each out-migrating household would relinquish one unit. Housing impacts were calculated by dividing the population impact by the average household size of state-to-state migrants (U.S. Bureau of the Census, 1987b).

Expected housing availability was considered for the ROI as a whole, Sacramento County, and the communities of Sacramento, Folsom, Rancho Cordova, Elk Grove, and Florin based on recent housing construction and vacancy trends. Housing projections prepared by government agencies and reuse plans for Mather AFB housing units also were used to evaluate housing availability. Housing impacts associated with reuse scenarios were then assessed in the context of recent housing construction trends and vacancies in key communities.

3.3.4 Public Services

Potential impacts to local public services due to changes in demand by the closure and reuse of Mather AFB are determined for the region's key public services: government structure, public education, law enforcement, fire protection, health care, and recreation. Impacts are determined for the jurisdictions that have the closest affiliations with Mather AFB, military and civilian personnel, and personnel dependents, as well as jurisdictions likely to be most affected by reuse of the base.

Projected changes in public school enrollments were estimated based upon the results of the population analysis. The number of future public school instructors that would be required to meet future demand is based on enrollment projections and existing student/teacher ratios. The number of future public servants needed to meet future demand and maintain existing levels of service for other public services is determined using projected population changes and existing service level ratios. These employment projections represent requirements to meet demand and allow no deteriorations of current service levels. Actual future employment of teachers and public servants would depend on availability of funding, among other factors.

Finally, the analysis examines the geographical distribution of potential impacts, the ability of existing services and facilities to adjust to these impacts, and any potential problems arising from base closure and reuse. Because of the magnitude of some effects of closure and reuse, past level-of-service ratios may not adequately meet new service requirements. Therefore, changes in land area served and types of services to be provided were considered. Discussions with staff at key local agencies were used to assess these particular factors.

3.3.5 Public Finance

Local jurisdiction finances are evaluated and measured as the changes in historic revenue and expenditure levels, changes in fund balances, and reserve bonding capacities. The focus is on each jurisdiction's governmental funds (general fund, special revenue funds, and, as applicable, capital projects and debt service funds). Other funds, such as enterprise funds, which account for government activities funded principally through user charges and do not contribute to the general tax burden of area residents, have not been included in the analyses.

In this analysis, the following assumptions were made:

- Sales and income taxes are assumed to be responsive to changing income levels.
- Interest earnings are assumed to be unaffected by project activities.
- Property taxes are assumed to be directly related to developable land acquired.
- Expenditures are assumed to change in response to changing service demands.

Closure conditions and effects of alternative reuses are assumed to be determined by:

- Gains (or losses) of jobs in the region
- Population increases (or decreases) in each jurisdiction, including school districts
- Earnings and income gains (or losses)
- Potential changes in each jurisdiction's real and personal property tax base.

Revenue impacts are estimated for both the tax and non-tax revenue sources of each jurisdiction. Changes in tax revenue are estimated for the major types of taxes collected by the local jurisdiction based on the change in the tax base resulting from closure or reuse (e.g., taxable retail sales and assessed values) and the tax rate associated with that tax source (e.g., the applicable sales tax rate or property tax rate applicable to each jurisdiction). Non-tax revenue impacts, such as changes in service charges, intergovernmental transfers, fines, fees, and miscellaneous revenues are estimated on a per-capita basis.

Using historic levels and existing budget projections as guides, expenditure impacts are estimated based on the change in public service demands (as measured by change in public service personnel requirements) associated with the changing population base and estimates of the per-employee costs for those service departments. Expenditure impacts for the remaining services are estimated on a per-capita basis.

These projections are supplemented by interviews with the local officials responsible for providing the services. As appropriate, the projections are adjusted either up or down to reflect each jurisdiction's ability to adjust service levels in response to changes in revenue availability.

3.3.6 Other Relevant Resources

Transportation. The transportation network of the Sacramento area was examined to identify potential impacts to levels of service (LOS) arising from closure conditions and the effects of alternative reuse scenarios. Changes in traffic volumes and peak-hour LOS ratings were projected for road segments (excluding intersections and freeway ramps). LOS ratings were based on Highway Capacity Manual recommendations (Transportation Research Board, 1985).

Traffic volumes typically are reported as either the daily number of vehicular movements in both directions on a segment of roadway averaged over a full calendar year (average annual daily traffic [AADT]) or the number of vehicular movements on a road segment during the average peak hour. The average peak hour volume typically is about 10 percent of the AADT but varies depending on the type and size of traffic generator (Transportation Research Board, 1985). These values are useful indicators in determining the extent to which the roadway segment is used and in assessing the potential for congestion and other problems.

Traffic flow conditions are generally reported in terms of LOS, rating factors that represent the general freedom of movement on roadways (Table 3.3-3). LOS values are used to define peak-hour (morning and evening "rush hour") conditions and depend on the physical characteristics of the roadway, traffic volumes, and the vehicular mix of traffic. A common design goal is to provide peak-hour service at LOS no lower than C or D. A typical two-lane rural highway will have a maximum two-way design capacity of 1,500 to 2,000 passenger vehicles per hour. By contrast, each lane of an interstate highway (divided, with restricted access) provides a capacity of about 2,000 vehicles under a wide range of conditions. LOS ratings presented in the Impacts sections were determined by peak-hour traffic volumes and capacity for key roadways.

Table 3.3-3. Road Transportation Levels of Service

LOS	Description	Criteria (Volume/Capacity)		
		4-Lane Freeway	4 to 6-Lane Arterial	2-Lane Highway
A	Free flow with users unaffected by presence of others in traffic stream.	0-0.35	0-0.28	0-0.10
B	Stable flow, but presence of other users in traffic stream becomes noticeable.	0.36-0.54	0.29-0.45	0.11-0.23
C	Stable flow, but operation of single users becomes affected by interactions with others in traffic stream.	0.55-0.77	0.46-0.60	0.24-0.39
D	High density, but stable flow; speed and freedom of movement are severely restricted; poor level of comfort and convenience.	0.78-0.93	0.61-0.76	0.40-0.57
E	Unstable flow; operating conditions near capacity with reduced speeds, maneuvering difficulty, and extremely poor levels of comfort and convenience.	0.94-1.00	0.77-1.00	0.58-0.94
F	Forced or breakdown flow with traffic demand exceeding capacity; unstable stop-and-go traffic.	> 1.00	> 1.00	> 0.94

Source: Transportation Research Board, 1985.

Traffic volumes for the ROI were derived from the counts provided by Caltrans, Sacramento County, the Mather AFB *Comprehensive Plan Traffic Element*, (Omni-Means, Ltd., 1988) and the *Mather AFB Reuse Study Traffic Analysis* (Sacramento County, 1991). Changes in traffic volumes arising from land use changes at Mather AFB were estimated and resulting volume changes on the local road network determined. Resulting changes in peak-hour LOS ratings were then determined. The extent to which TODs reduce traffic volumes was considered for varying levels of effectiveness (0 to 20 percent). Changes in demand for air and rail passenger service, arising from closure and reuse of the base, were determined from data provided in the project description and projected population changes.

Utilities. The utility systems addressed in this analysis include the facilities and infrastructure used for:

- Potable water pumping, treatment, storage and distribution
- Wastewater collection and treatment
- Solid waste collection and disposal
- Energy generation and distribution, including the provision of electricity and natural gas.

Projections of changes in future utility demand associated with reuse of Mather AFB were estimated for residual base operation (1991 through 1993), closure conditions (1994), and for the Proposed Action and the three reuse alternatives (1994 through 2014).

Long-term projections were obtained from the various utility purveyors in the Sacramento area (through at least 2010) for each of their respective service areas. These projections were prepared by each of the utility purveyors (or the California Energy Commission for electricity) in conjunction with forecasts of

future population, employment, acreage of various types of land uses, as well as numerous other factors. Extrapolations were made to 2014 as needed. Each utility purveyors' projection was then used to derive their implicit future rates of per capita utility demand (Table 3.3-4).

Table 3.3-4. Estimated Average Per Capita Demand in The Sacramento County Utility Service Areas

	1994	1999	2004	2014
Water demand (gallons/day)	293.8	296.1	298.1	301.1
Wastewater generation (gallons/day)	157.8	158.3	158.4	158.7
Solid waste generation (lbs/day)	4.2	4.1	4.1	4.1
Electricity demand (kwh/day)	21.9	22.4	23.0	24.5
Natural gas demand (therms/day)	1.0	1.0	1.0	1.0

Sources: Based on Sacramento County Water Agency, 1989; Cappola, 1991; Sacramento County Department of Public Works, 1988; California Energy Commission, 1990; Sacramento Municipal Utility District, 1991; and Mattina, 1991.

The long-term projections were adjusted to reflect the decrease in demand associated with closure of Mather AFB and its subsequent operation under caretaker status (for each utility, the most recent comprehensive projections available were made prior to the base closure announcement and/or did not take into account a change in demand from the base). The adjustments were made using the future per capita rates and the forecast of population change resulting from base closure. These adjusted long-term projections were then considered the post-closure conditions for comparison with potential reuse alternatives.

Forecasts of direct and indirect population changes for the Proposed Action and each alternative were multiplied by the future per capita utility demand rate to determine the net and total effects to each purveyors' adjusted long-term demand projections. These forecasts of future utility demand include both on-site Mather AFB activities planned under the Proposed Action and alternatives, and the resulting increases in domestic demand associated with direct and indirect population changes within the entire service area of each utility purveyor. The potential effects of reuse alternatives were evaluated by comparing the additional direct and indirect demand associated with each alternative to the existing and projected operating capabilities of each utility system. Future effects of site reuse were considered with respect to curtailment of natural gas and electricity service.

For the reuse alternatives, local purveyors of potable water, wastewater treatment, and energy were anticipated to provide services within the area of the existing base, and these entities would acquire most or all related on-base utilities infrastructure. It was also assumed that reuse activities would generate solid wastes that would be disposed of in area landfills.

Airspace. Airspace is defined as a four-dimensional resource (reflecting potential uses over time of an area having length, width, and height). Airspace can be leased, sold, traded, or rationed.

Opportunity cost is incurred when use of airspace by one precludes use of the same airspace by another user. For example, a property owner may opt to construct a 10-story office building on a property with a clear zone. If a runway were built within 1 mile of the property, its utility as a commercial complex would be lost. Likewise, if the property is located in a high noise contour, the value of the property for a residential building may be reduced. Similarly, recreational uses of airspace may come in conflict with other airspace uses such as commercial aircraft operations. Sometimes one type of commercial operation interferes with another, resulting in scheduled air traffic delays and accidents.

The availability and use of airspace will have possible spill-over effects on some property values, as is the case for commercial and industrial properties near major commercial airports.

Discussion of the economic impacts of airspace use in this section will be limited to the following issues:

- Effects the Proposed Action or alternatives could have by eliminating or severely limiting non-commercial uses of airspace
- Potential effects of the Proposed Action or alternatives on instrument and visual flight operations of commercial, non-commercial, and government air traffic
- Possible effects on construction, property use, and other commercial activities
- The positive economic spill-over impacts on the Proposed Action and alternatives.

Economic effects are considered to include changes in the value or utility of airspace directly or indirectly related to changes at Mather AFB. Particular attention was concentrated on the following standards of measure applied to closure and all reuse alternatives:

- Current restrictions which might be relaxed or efficiency gains which could occur with Mather AFB closed and reused for non-aviation purposes only
- Changes in operating procedures or regulations which may be necessary to accommodate increased airspace use attributable to reuse of Mather AFB as an operating public airport
- Possible competition with other air operations from aviation reuse of Mather AFB.

Interview responses were evaluated to provide a comparative and qualitative assessment of efficiency gains or losses and possible economic competition among airspace users for each alternative.

3.4 AFFECTED ENVIRONMENT

This subsection presents recent trends with respect to socioeconomic conditions in the region (preclosure conditions), as well as outlining the impacts of base closure (closure conditions), for comparison with projected conditions under each of the alternative reuse scenarios.

Under closure conditions, it was assumed that Mather AFB would not be reused and caretaker activity at the base would contribute little economic stimulus to the region. Direct and secondary employment from current Mather AFB operations are expected to remain relatively stable until 1992. By October 1993, all military personnel will be transferred from the base and all civilian jobs will be eliminated, except those military and civilian personnel charged with the environmental cleanup, maintenance, and monitoring of the base site. Beginning in October 1993, about 50 jobs associated with security and minimal maintenance activities planned under caretaker status would support less than 20 secondary jobs in the region.

Local and regional population changes would be minimal after the more than substantial decline of 21,000 people projected to occur between 1987 and October of 1993. Employment related to Mather AFB operations would decrease by more than 11,000. Off-base housing demand would decrease by about 4,800 units as a result of base closure (Table 3.4-1).

All major Air Force operations at Mather AFB would cease under post-closure conditions. Jurisdiction over the base area would remain the charge of the federal government. In this case, potential impacts to public services in the region would result solely from changes in regional population associated with activity at the base, and not from increased public service provision areas arising from conveyance of base property. With population related to activity at Mather AFB declining to caretaker personnel and their families by 1994, all demand for public services directly related to operations at Mather AFB essentially would be eliminated.

Revenue shortfalls are projected for local jurisdictions (see Table 3.4-1). The greatest impact would be to the county of Sacramento, with long-term shortfalls projected to be almost \$10 million annually. Other jurisdictions expected to experience sizable shortfalls in constant dollars include the city of Sacramento (\$1.4 million per year), the Folsom Cordova USD (\$1 million per year), and the city of Folsom (\$800,000 per year).

Short-term reductions in area traffic and utility demands would accompany base closure, but these reductions would be small in comparison to demand increases expected to accompany forecasted growth in population of the area during the next two decades.

Table 3.4-1. Impacts of Closure of Mather AFB

Resource Category	Short-term (through 1993)
Economic Activity	
Employment	Decline of more than 11,000 jobs between 1987 and 1993
Earnings (1990 dollars)	Decline of almost \$245 million/yr between 1987 and 1993
Population	
Military-related	Decline of more than 16,000 people between 1987 and 1993
Civilian	Decline of more than 5,000 people between 1987 and 1993
Housing	Decline in demand of about 4,800 units between 1987 and 1993
Public Services	
General Government, Police and Fire Sacramento County	Decline in population served of about 20,000 between 1987 and 1993
City of Folsom	Decline in population served of about 3,700 between 1987 and 1993
Education	Decline in regional enrollments of about 3,500; and Folsom Cordova USD enrollments of about 1,500
Health	Mather AFB Hospital annexed by McClellan AFB and run by the military
Public Finances (1990 Dollars)	
City of Sacramento	Shortfalls to \$1.4 million per year
County of Sacramento	Shortfalls to \$9.6 million per year
Sacramento City USD	Shortfalls to \$130,000 per year
Folsom Cordova USD	Shortfalls to \$1 million per year
San Juan USD	Shortfalls to \$70,000 per year
Elk Grove USD	Shortfalls to \$110,000 per year
City of Folsom	Shortfalls to \$800,000 per year
Other Relevant Resources	
Transportation	Base-related traffic reductions on local roads overshadowed by projected increases from other sources.
Utilities	Projected growth in demand for water, wastewater treatment, solid waste disposal, and energy would be about 1 percent lower than local forecasts.

3.4.1 Economic Activity

Recent Trends

Employment. The number of full- and part-time jobs within the Sacramento MSA grew between 1970 and 1988 at rates much faster than those in either the state or nation. Total job growth averaged 4.2 percent per year in the four-county region during this period, whereas the total number of jobs in California and the United States increased at average rates of 3.2 and 2.2 percent, respectively, during the

same period (Table 3.4-2). The number of jobs in both Sacramento and Yolo counties approximately doubled during the 1970-1988 period, whereas employment in El Dorado and Placer counties nearly tripled during this 18-year period.

Table 3.4-2. Summary of Economic Indicators for Sacramento MSA, State of California, and United States

	1970	1980	1988	Average Annual Change (%)
SACRAMENTO MSA				
Total Employment by job type:	352,505	531,953	743,928	4.2
Civilian Jobs	334,162	520,272	730,330	4.4
Military Jobs	18,343	11,681	13,598	-1.6
Military + Total	5.2%	2.2%	1.8%	N/A
Earnings Per Job	\$27,027	\$24,591	\$25,160	-0.4
Per Capita Income	\$14,588	\$16,822	\$18,837	1.4
CALIFORNIA				
Total Employment by job type:	8,857,086	12,512,866	15,711,508	3.2
Civilian Jobs	8,389,202	12,170,694	15,316,733	3.4
Military Jobs	467,884	342,172	394,775	-0.9
Military + Total	5.3%	2.7%	2.5%	N/A
Earnings Per Job	\$28,106	\$26,138	\$27,991	0.0
Per Capita Income	\$15,987	\$18,404	\$20,730	1.5
UNITED STATES				
Total Employment by job type:	89,752,500	112,256,700	132,502,500	2.2
Civilian Jobs	86,520,500	109,805,700	129,731,500	2.3
Military Jobs	3,232,000	2,451,000	2,771,000	-0.9
Military + Total	3.6%	2.2%	2.1%	N/A
Earnings Per Job	\$24,687	\$23,810	\$24,798	0.0
Per Capita Income	\$13,646	\$15,733	\$18,218	1.6

Notes: Employment includes full- and part-time jobs by place of work. Earnings and income are in constant 1990 dollars. Average annual change is for period covering the earliest and most recent years of available data.

Sources: U.S. Bureau of Economic Analysis, 1990b; and U.S. Council of Economic Advisors, 1991.

Military Sector Employment. The percentage of military jobs within the Sacramento MSA economy decreased steadily between 1970 and 1988, similar to the trend at both the state and national levels. In 1988, military jobs comprised 1.8 percent of the jobs within the Sacramento MSA, down from 5.2 percent in 1970. The number of military jobs decreased from 18,343 in 1970 to 13,598 in 1988 (including personnel stationed at Mather AFB and the Sacramento Army

Depot, which are both closing, and McClellan AFB, which will continue operating). Over the same period, there was a substantial increase in non-military jobs from 334,162 in 1970 to 730,330 in 1988 (non-military jobs include both private jobs and civilian jobs within federal, state, and local governments).

Employment by Major Sectors. The major employment sectors within the region are government, services, and retail trade (Figure 3.4-1). Together government and services account for more than one-half of all jobs within the Sacramento MSA. Government, both civilian and military, provided nearly 200,000 jobs in 1988. Services provided approximately 183,000 jobs that same year. The relatively large percentage of government employment is attributable both to the considerable number of state government jobs in Sacramento, the state capital, and to the two major state universities located in Sacramento and Davis, in Yolo County. There were also over 126,000 retail trade jobs within the four counties in 1988. The percentage of manufacturing sector jobs in 1988 within the Sacramento MSA (5.9 percent) is relatively small in comparison to both the state (14.2 percent) and the nation (15.1 percent).

Earnings and Income. Average annual earnings per job and per-capita personal income in the Sacramento MSA were lower than the state average but greater than the national average rates during 1970-1988. Per-capita income in the Sacramento MSA was \$18,837 in 1988, up from \$14,588 in 1970 (stated in constant 1990 dollars). A comparison of average 1980-1988 earnings per job by sector indicates that jobs in the transportation-public utilities sector had higher average earnings levels (of over \$38,000 per job) than any of the other major industrial sectors. Average earnings per job in the mining, construction, manufacturing, wholesale trade, and government sectors of the four-county economy averaged between \$28,000 and \$36,000 during 1980-1988. Jobs in the agriculture, services, retail trade, finance-insurance-real estate, and agricultural services-forestry-fishing-other sectors averaged less than \$22,000.

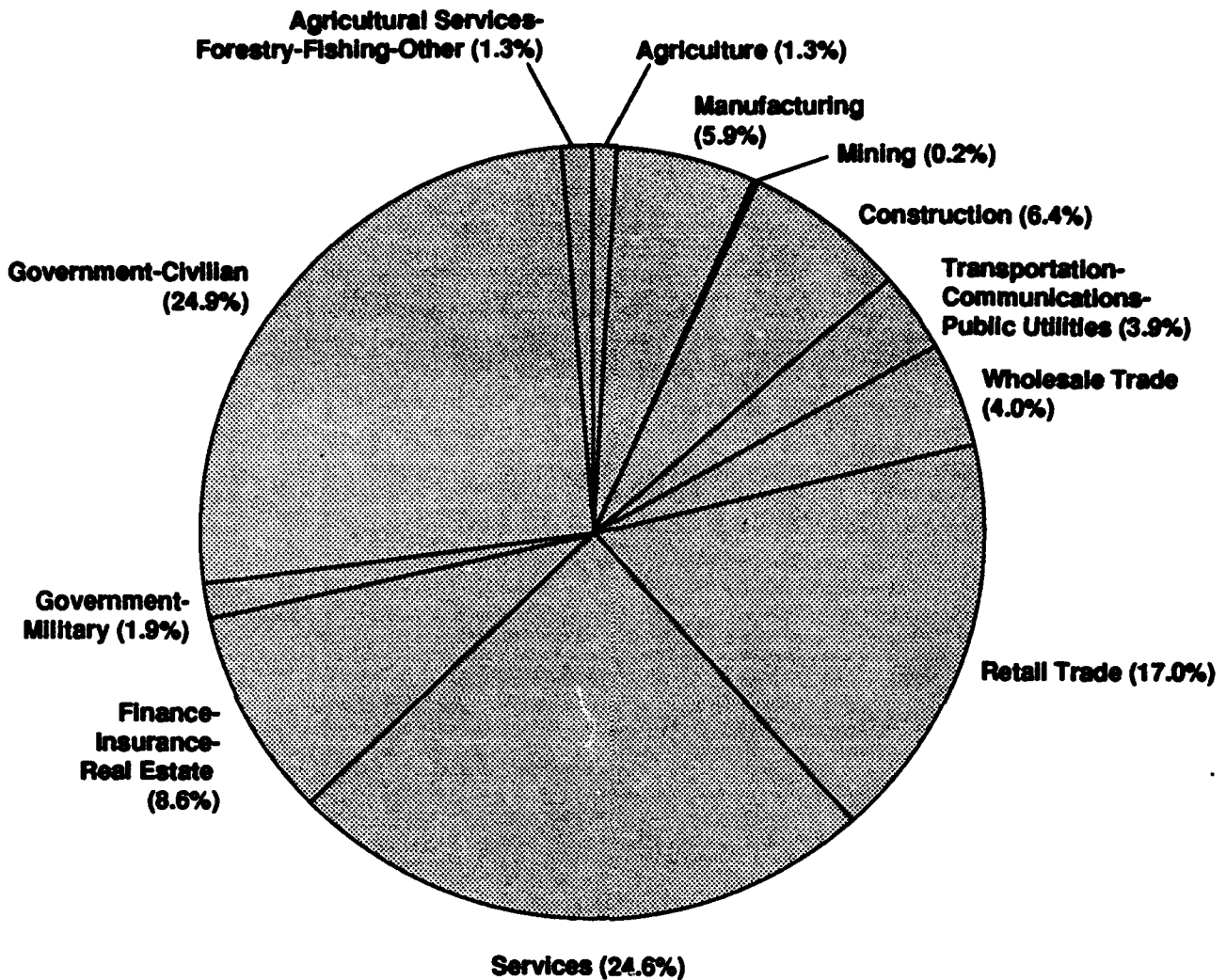
Impacts of Closure

Mather AFB employment levels will continue to decline through FY 1993 as the drawdown of personnel at the base continues (Table 3.4-3 and Figure 3.4-2). Most remaining military and civilian positions will be transferred out of the regional economy or phased out, causing an indirectly-related decrease of nearly 1,900 additional secondary regional jobs between 1990 and 1994. By 1994, direct and indirect regional earnings levels will have declined by an additional \$174 million from estimated 1990 levels.

Mather AFB would be retained by the federal government in a caretaker status for an indefinite period of time following the drawdown of residual operations of the base, which will be complete by October 1993. Table 3.4-3 and Figure 3.4-2 (bottom) also show the effect of the recently-announced closure of the Sacramento Army Depot, which is expected to be completed by July 1997. It was estimated that about 50 direct jobs and related procurements for small amounts

Major Industrial Sectors, 1988

Total Employment = 743,928



Source: U.S. Bureau of Economic Analysis, 1990.

EXPLANATION

ROI (Region of Influence) is the Sacramento MSA, consisting of Sacramento, Yolo, Placer, and El Dorado counties.

Distribution of ROI Jobs by Major Industrial Sectors, 1988

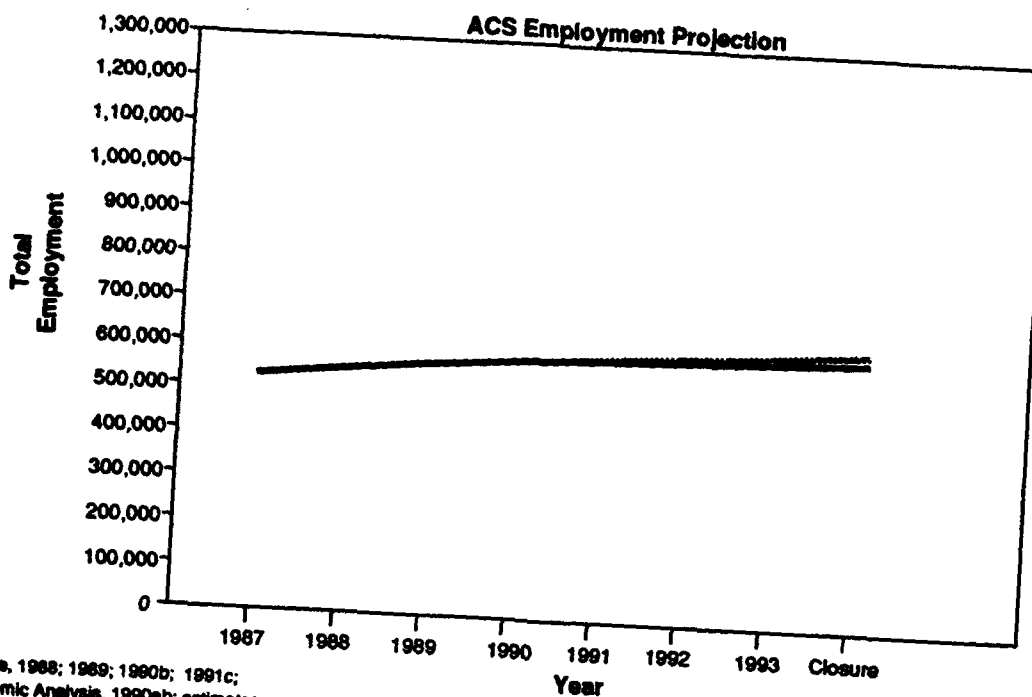
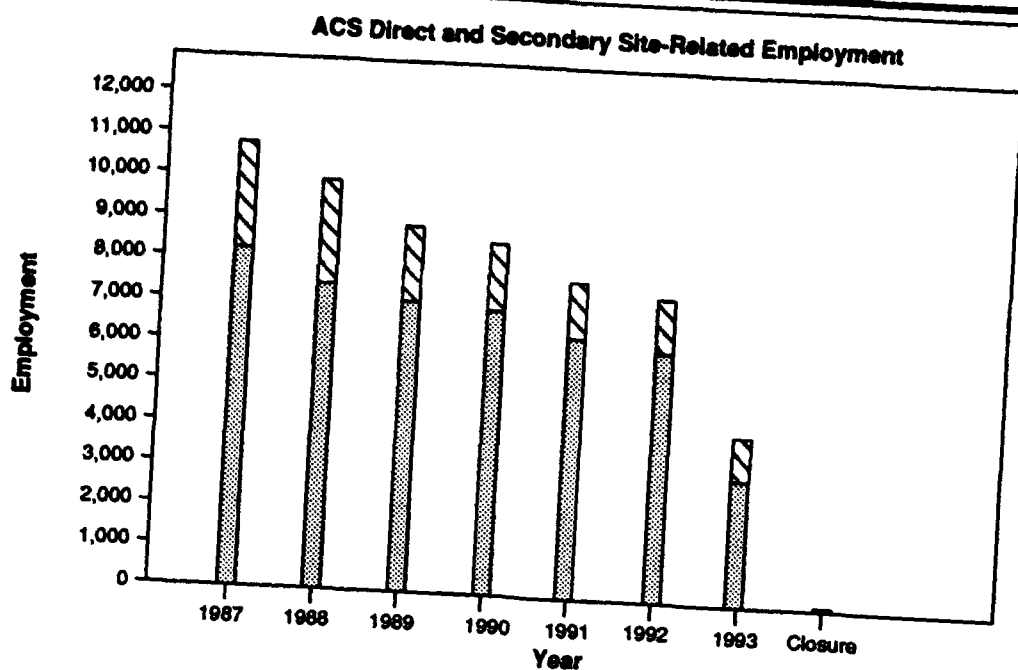
Figure 3.4-1

Table 3.4-3. Base-Related Employment and Earnings Effects^(a) Residual Base Operation and Post-Closure without Reuse

	1987	1988	1989	1990	1991	1992	1993	1994
Residual Base Operation								
Base-Related Jobs	11,077	10,275	9,260	8,616	8,185	7,754	3,877	67
Direct Jobs	8,277	7,614	6,857	6,746	6,409	6,071	3,036	50
Secondary Jobs	2,800	2,661	2,403	1,870	1,776	1,683	841	17
Sacramento County	2,465	2,330	2,107	1,653	1,570	1,488	744	15
Rest of ROI	335	331	296	217	206	195	98	2
Earnings (millions \$1990)	\$244.4	\$223.2	\$203.5	\$173.7	\$165.0	\$156.3	\$78.2	\$1.7
Direct Earnings	\$182.6	\$164.7	\$150.6	\$132.6	\$126.0	\$119.4	\$59.7	\$1.3
Secondary Earnings	\$61.9	\$58.5	\$52.9	\$41.1	\$39.0	\$37.0	\$18.5	\$0.4
US BEA Estimates and Forecast								
Sacramento MSA Jobs (ROI)	713,332	743,938	761,104	778,270	795,436	812,602	829,768	846,934
Sacramento County Jobs (ACS)	533,092	554,458	568,006	580,817	593,628	606,439	619,250	632,061
ROI Closure Adjustments^(b)								
SAC Army Depot Jobs	N/A	4,429	N/A	N/A	4,429	3,986	3,322	2,215
Job Loss Since 1988	N/A	N/A	N/A	N/A	0	(443)	(1,107)	(2,215)
Mather AFB Jobs	11,077	10,275	9,260	8,616	8,185	7,754	3,877	67
Job Loss Since 1988	N/A	N/A	(1,015)	(1,659)	(2,090)	(2,521)	(6,398)	(10,208)
ACS Closure Adjustments^(b)								
SAC Army Depot Jobs	N/A	4,318	N/A	N/A	4,318	3,886	3,238	2,159
Job Loss Since 1988	N/A	N/A	N/A	N/A	0	(432)	(1,079)	(2,159)
Mather AFB Jobs	10,742	9,944	8,964	8,399	7,979	7,559	3,779	65
Job Loss Since 1988	N/A	N/A	(980)	(1,545)	(1,965)	(2,385)	(6,165)	(9,879)
Adjusted ROI Forecast	713,332	743,938	760,089	776,611	793,346	809,638	822,263	834,511
Adjusted ACS Forecast	533,092	554,458	567,026	579,272	591,663	603,622	612,006	620,023

(a) Historic data from Economic Resource Impact Statements regarding base employment and earnings from 1987 to 1990 were actually for fiscal years; the data were assumed to correspond with actual employment and earnings for calendar years.

(b) The adjustments shown were made to the US BEA Sacramento MSA job forecast to account for closure of the Sacramento Army Depot and Mather AFB. Several assumptions were made to estimate the reduction in the number of jobs since 1988 at the Sacramento Army Depot: 1) 1988 employment was equal to present employment; 2) the ratio of direct to secondary jobs at the Depot was the same as the ratio estimated for Mather AFB using regional spending information and regional input-output employment coefficients; 3) drawdown of personnel at the Depot was assumed to be 10 percent by 1992, 25 percent by 1993 and 50 percent by 1994 (the Depot will close July 10, 1997).



Source: U.S. Air Force, 1988; 1989; 1990b; 1991c;
U.S. Bureau of Economic Analysis, 1990ab; estimates
and projections developed for this study, 1991.

EXPLANATION

-  Caretaker Operations
-  ACS Direct Employment
-  ACS Secondary Employment
-  BEA Actual & Closure Projection
-  BEA Forecast (Assumed No Base Closure)

Note: Closure represents June 1994 conditions.

ACS Base-Related and Total ACS Employment Projections

Figure 3.4-2

of goods and services would generate less than 20 secondary jobs in the regional economy involved with the environmental cleanup, maintenance, and monitoring of the site. Direct earnings levels were assumed to be about \$1.3 million annually with local secondary earnings of about \$360 thousand annually.

3.4.2 Population

Recent Trends

Final 1990 census counts indicate that population within the ROI increased at an average annual rate of 3 percent over the preceding decade (Table 3.4-4). The rapid population growth witnessed during the 1980s in this region was slightly greater than the increase experienced during the 1970s. All four counties within the ROI experienced population increases between 1980 and 1990, with the growth rates of El Dorado and Placer counties about 33 percent faster than Sacramento County.

Table 3.4-4. Population Trends for El Dorado, Placer, Sacramento, and Yolo Counties, 1950-1990

Area	Population					Average Annual Growth Rate (%)			
	1950	1960	1970	1980	1990	1950-60	1960-70	1970-80	1980-90
El Dorado	16,207	29,390	43,833	85,812	125,995	6.1	4.1	6.9	3.9
Placer	41,649	56,998	77,632	117,247	172,796	3.2	3.1	4.2	4.0
Sacramento	277,140	502,778	634,373	783,381	1,041,219	6.1	2.4	2.1	2.9
Yolo	40,640	65,727	91,788	113,374	141,092	4.9	3.4	2.1	2.2
ROI	375,636	654,893	847,626	1,099,814	1,481,102	5.7	2.6	2.6	3.0

Sources: U.S. Bureau of the Census, 1982a, 1991.

The populations of the communities examined in this study also grew steadily (Table 3.4-5). Sustained population growth occurred in the city of Sacramento throughout the 1980s, with the greatest increases occurring in the northern, eastern, and southern portions of the city (North Natomas, North Sacramento, East Broadway, and South Sacramento districts; CSPC, 1988). The average annual rate of population increase in Folsom during the 1980s was more than twice that documented for either the ROI or Sacramento County, as that community gained a growing share of the region's population (SCPCDD, 1989a).

The unincorporated communities of Sacramento County have grown at varying rates in recent decades. For example, the communities of Elk Grove and Florin grew at annual rates in excess of 5 percent during the 1980s, while Rancho Cordova grew at an annual rate of only 2 percent during the same period. (SCPCDD, 1985).

Table 3.4-5. Selected Population Data for Communities in the Mather ROI

	Population		Average Annual Rate of Change %
	1980	1990	1980-1990
Cities			
Folsom	11,003	29,802	10.5
Sacramento	275,741	369,365	3.0
Unincorporated Areas			
Arden-Arcade	82,764	90,495	0.9
Carmichael	43,085	50,315	1.6
Elk Grove	13,172	21,878	5.2
Florin	14,844	24,330	5.1
Orangevale	21,598	28,812	2.9
Rancho Cordova	78,242	98,937	2.0
Vineyard	3,100	5,601	6.1

Sources: U.S. Bureau of the Census, 1982a, 1991; SACOG, 1990.

Sustained population growth is projected in the ROI for the foreseeable future (CSPC, 1988; CDF, 1991). The population changes presently experienced in Sacramento County and the changes anticipated in the near future (not accounting for the closure of Mather AFB) are characterized by growth at varying rates, generally steady for Sacramento County and the city of Sacramento, more rapid for Folsom (Table 3.4-6). This continued growth is expected to hold through 2014 (CDF, 1986).

Table 3.4-6. Current and Projected Population for El Dorado, Placer, Sacramento, and Yolo Counties, and Selected Communities: 1990-2010

	Population			Average Annual Rate of Change (%)	
	1990	2000	2010	1990-2000	2000-2010
El Dorado County	125,995	174,300	220,500	3.3	2.4
Placer County ^(a)	172,796	231,801	298,849	3.0	2.6
Sacramento County ^(a)	1,041,219	1,215,300	1,417,400	1.6	1.6
Folsom ^(a)	29,802	52,000	73,100	5.7	3.5
Sacramento ^(a)	369,365	390,992	494,025	0.6	2.4
Yolo County	141,092	152,200	199,800	1.9	1.4
ROI	1,481,102	1,795,801	2,136,549	1.9	1.8

Note: (a) Placer and Sacramento County projections, and Folsom and Sacramento City projections, from SACOG; remaining projections from CDF (2010 extrapolated from projected 2000-2005 growth).

Sources: CDF, 1986, 1991; SACOG, 1990; U.S. Bureau of the Census, 1991.

Impacts of Closure

Under closure conditions, the total population residing in the ROI due to activities associated with Mather AFB would decline from more than 18,000 in 1990 to zero by 1994 (Table 3.4-7). Reductions are projected both for civilian and military personnel associated with the installation. It is assumed that a disposal management team (DMT) would be present from the time of closure and would consist of local hires.

Table 3.4-7. Site-Related ROI Population Projections

Area	1987	1988	1989	1990	1991	1992	1993	1994
Sacramento County	20,209	15,532	14,574	17,022	14,209	13,605	8,174	0
City of Folsom	3,694	2,647	2,320	3,043	2,438	2,317	1,231	0
City of Sacramento	2,849	2,425	2,458	2,478	2,194	2,118	1,437	0
Unincorporated Area	13,665	10,460	9,796	11,501	9,578	9,170	5,506	0
Elk Grove	184	152	154	159	139	134	93	0
Florin	754	598	573	641	546	523	321	0
Rancho Cordova	1,965	1,519	1,448	1,663	1,393	1,337	840	0
El Dorado County	300	288	315	271	256	249	194	0
Placer County	585	577	667	543	519	512	451	0
Yolo County	249	243	274	227	215	212	180	0
Total	21,344	16,639	15,830	18,062	15,199	14,579	9,000	0

Note: Columns may not sum to totals because of computer rounding. Potential changes in population due to closure of the Sacramento Army Depot would be in addition to the changes presented above.

More than 94 percent of the population loss in the ROI as a consequence of base closure would occur in Sacramento County. Population losses in the remainder of the ROI would be minimal, with impacts on Placer County about twice those projected for El Dorado and Yolo counties.

At the sub-county level, most of the population losses in Sacramento County are projected for the unincorporated communities surrounding the base. Of the two incorporated communities examined in this study, Folsom is projected to experience the greatest absolute and percentage losses in population, with more than 3,000 residents emigrating between 1990 and 1994.

The Mather AFB Air Installation Compatible Use Zone (AICUZ) has constrained much development, and hence much population growth, in Sacramento County east of the city of Sacramento, due to noise associated with base operations (SCPCDD, 1985; Rancho Cordova Chamber of Commerce, 1991). Reuse alternatives which reduce the AICUZ could promote additional population growth in this area.

3.4.3 Housing

Recent Trends

As with population, the number of housing units within the Mather AFB ROI increased steadily throughout the region during the 1980s (Table 3.4-8). The housing stock in Folsom grew particularly fast between 1980 and 1990. Accompanying the increase in the number of housing units was a change in composition: both Sacramento County and Sacramento City witnessed an increase in multi-family dwelling of 5 units or more; Folsom, in turn, experienced an increase in single-family housing units (Table 3.4-9).

Table 3.4-8. Housing Units and Vacancy Rates for the Mather AFB ROI: 1980, 1990

	1980				1990		1980-1990
	Total Housing Units	Year-Round Units	Owner Vacancy Rate (%) ^(a)	Renter Vacancy Rate (%) ^(a)	Total Housing Units	Total Vacancy Rate (%)	Average Annual Rate of Change (%) ^(b)
El Dorado County	44,987	39,530	4.2	11.9	61,451	21.7	3.2
Placer County	54,014	46,757	4.3	8.8	77,879	18.4	3.7
Sacramento County ^(c)	323,702	323,434	3.0	9.5	417,574	5.4	2.6
Folsom	3,999	3,996	5.8	8.8	9,418	3.9	8.9
Sacramento	123,284	123,237	3.2	10.6	153,362	7.6	2.2
Yolo County	43,605	43,439	1.9	4.8	53,000	3.3	2.0
ROI	466,308	453,160	3.1 ^(d)	9.2 ^(d)	609,904	8.5 ^(d)	2.7

Notes: (a) For year-round units
 (b) For total housing units
 (c) Sacramento County figures include the cities of Folsom and Sacramento and unincorporated areas.
 (d) Estimated based on weighted average
 Sources: U.S. Bureau of the Census, 1982b, 1991; CDF, 1990a.

Table 3.4-9. Types of Housing Units for Selected Areas in the Mather ROI: 1980, 1990

Unit Type	1980			1990		
	Sacramento City	Folsom City	Rest of Sacramento County	Sacramento City	Folsom City	Rest of Sacramento County
Total Number	123,256	3,993	323,537	153,362	9,418	417,574
Single Family	65.0%	64.2%	67.4%	64.0%	73.3%	66.8%
2-4 Units	11.1%	10.4%	9.9%	9.5%	5.1%	7.9%
5 + Units	22.0%	9.0%	19.5%	23.2%	11.8%	21.0%
Mobile homes	2.0%	16.4%	3.2%	2.2%	9.4%	3.6%

Note: Percentages in 1990 may not sum precisely to 100.0 percent due to exclusion of units classified under "other" category.
 Sources: U.S. Bureau of the Census, 1982b, 1991.

Vacancy rates in Sacramento County were low for owner year-round units and moderate for renter year-round units in 1980, the most recent year for which reliable county-wide data are available by tenure (see Table 3.4-8). These rates varied among the other three counties in the ROI. Vacancy rates within the two incorporated ACS communities were comparable to those documented for Sacramento County, both for owner and renter units. The estimated vacancy rate for all housing units in Sacramento County and the ACS communities continued at a low-to-moderate level throughout the 1980s, amidst a certain amount of fluctuation (Figure 3.4-3); variability is particularly evident in the Folsom vacancy rates, probably due to the relatively few housing units in that community coupled with the rapid construction of additional units. Total vacancy rates were moderate-to-high in El Dorado and Placer counties and relatively low in Yolo County in 1980 and 1990 (see Table 3.4-8).

The last two decennial censuses contain data on housing unit tenure and costs (Table 3.4-10). Housing tenure characteristics and costs varied slightly throughout the Mather ROI in 1980. Sacramento County housing costs were close to the lowest in the region; housing unit value and contract rent was lower in Folsom and the city of Sacramento than any county examined except for Sacramento County itself. Costs for all types of housing units increased substantially, while the proportion of housing rented grew for most jurisdictions in the area during the 1980s. The most dramatic cost escalation occurred in owner-occupied housing units in the city of Folsom, a community which also experienced a notable increase in the percentage of owner-occupied units. Housing costs also increased in the city of Sacramento, where providing adequate housing for all income levels is becoming an increasingly serious problem (CSPC, 1988).

Table 3.4-10. Housing Tenure, Median Value, and Median Contract Rent for the Mather ROI: 1980, 1990

	1980			1990		
	Percent Owner Occupied	Median Value ^(a)	Median Contract Rent ^(b)	Percent Owner Occupied	Median Value ^(c)	Median Contract Rent ^(d)
El Dorado County	67.4	\$83,200	\$283	70.4	\$155,000	\$478
Placer County	72.0	\$78,100	\$222	70.1	\$169,000	\$496
Sacramento County ^(e)	60.4	\$63,300	\$215	56.6	\$129,800	\$555
Folsom	69.3	\$65,600	\$197	74.1	\$210,600	\$462
Sacramento	56.4	\$54,600	\$177	51.3	\$115,800	\$429
Yolo County	54.0	\$66,000	\$210	51.9	\$137,800	\$459

Note: 1980 figures refer to occupied, year-round housing units; 1990 figures refer to occupied total housing units.

(a) Owner-occupied units, 1980 dollars.

(b) Renter-occupied units, 1980 dollars (by month).

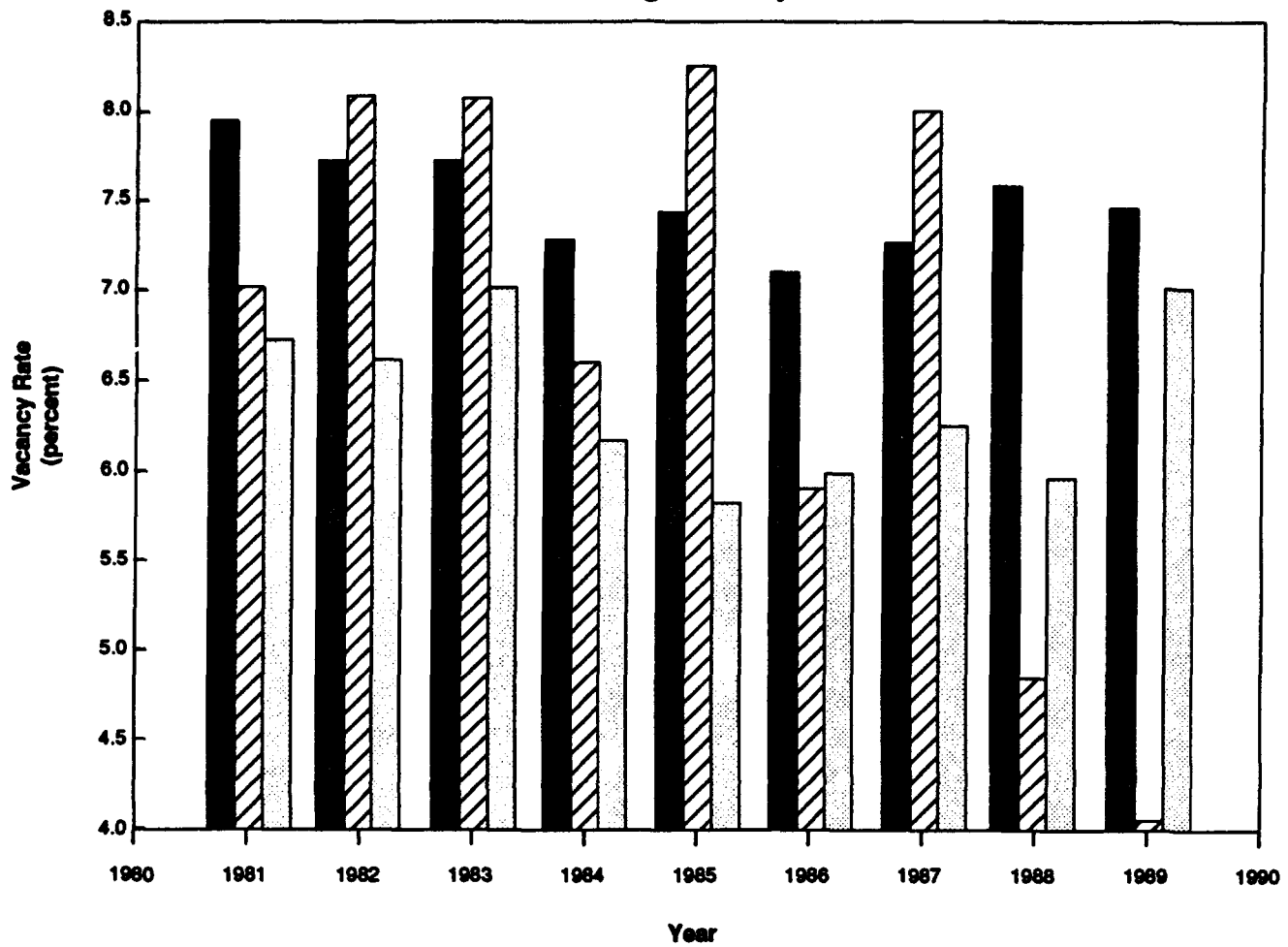
(c) Owner-occupied units, 1990 dollars.

(d) Renter-occupied units, 1990 dollars (by month).

(e) Sacramento County figures include the cities of Folsom and Sacramento and unincorporated areas.

Sources: U.S. Bureau of the Census, 1982b, 1991.

Housing Vacancy Rates



Source: CDF, 1990a; U.S. Bureau of the Census 1982b, 1991.

EXPLANATION

-  Sacramento County
-  Sacramento City
-  Folsom City

**Housing Vacancy Rates
for Sacramento County,
Sacramento City, and
Folsom City**

Figure 3.4-3

Housing construction in Sacramento County began slowly during the early 1980s, but by 1985 the annual production level had nearly quintupled (Table 3.4-11). Much of the increase in construction during the middle of the decade consisted of multi-family housing (Figure 3.4-4), which accounts for the change in housing mix documented in Table 3.4-9 above. As a consequence of the substantial amounts of housing construction during the 1970s and 1980s, nearly half of the county's present year-round housing stock was constructed in these two decades. Housing construction in Sacramento City roughly paralleled that in the county during the 1980s, while construction in Folsom generally increased throughout the decade.

Table 3.4-11. Housing Units Authorized by Building Permits, for Selected Portions within the Mather ROI: 1981 - 1990

	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990
Sacramento County	3,759	3,962	8,450	11,205	18,327	11,682	10,191	11,397	13,121	10,390
Folsom	134	109	439	467	717	570	846	1,078	1,078	1,544
Sacramento	1,516	1,681	3,792	4,123	6,186	3,681	3,315	2,135	2,297	2,181
Unincorporated	2,109	2,172	4,219	6,615	11,424	7,431	6,030	8,184	9,746	6,665

Source: U.S. Bureau of the Census, 1983, 1985, 1987b, 1989, 1990.

Substantial amounts of housing construction in Sacramento County are expected to continue through 2010, as planners project a demand for nearly 190,000 additional units to accommodate anticipated population growth (SCPCDD, 1989a; see also SCPCDD, 1989c, d). Projected housing growth is expected to concentrate primarily on single-family and multi-family (containing five or more units) housing (Figure 3.4-5).

Impacts of Closure

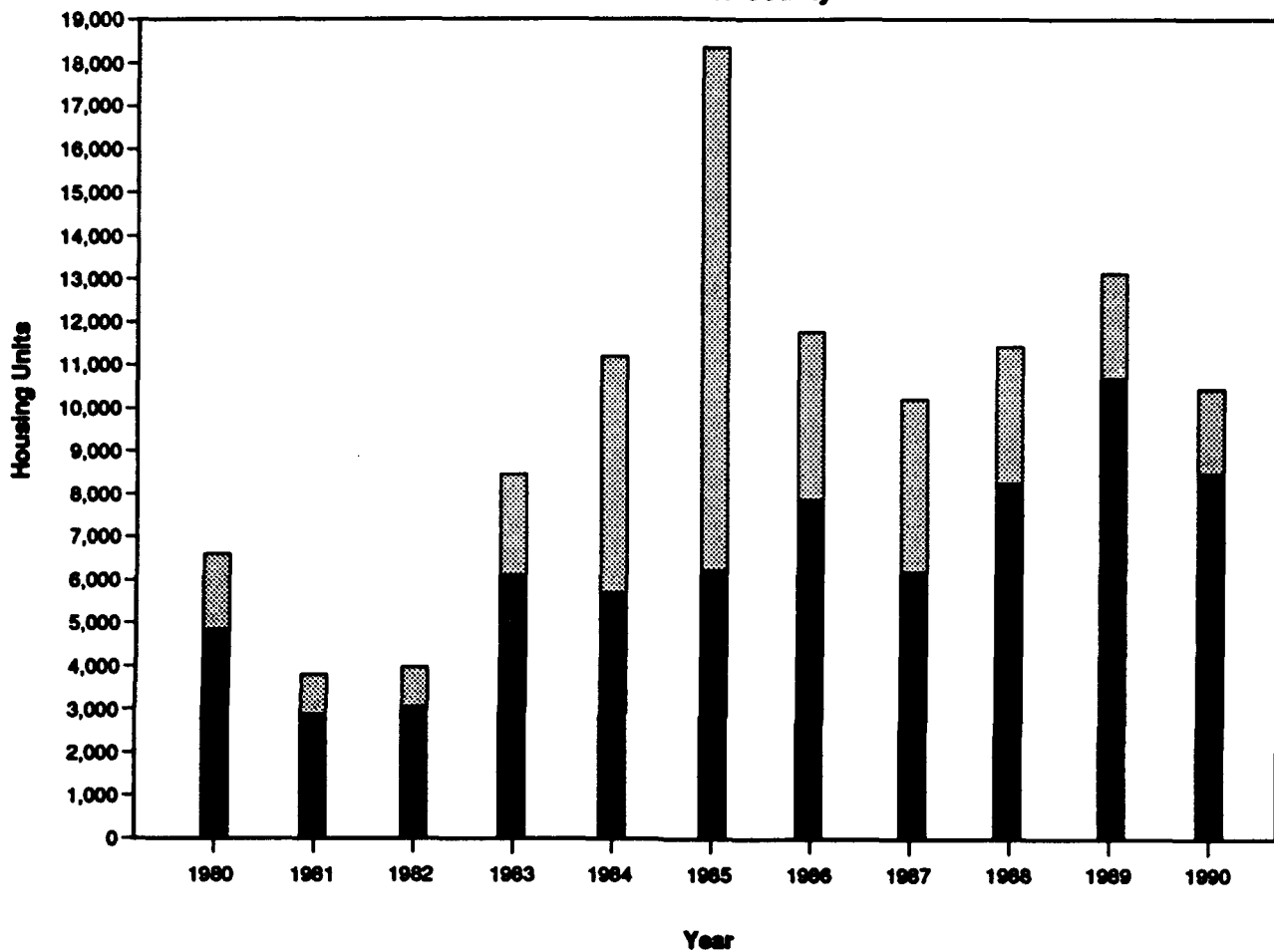
Under closure conditions, reductions in housing demand are anticipated for counties and communities in the ROI (Table 3.4-12). These impacts parallel the population impacts discussed above. For Sacramento County as a whole,

Table 3.4-12. Projected Site-Related Housing Demands

Area	1987	1988	1989	1990	1991	1992	1993	1994
Sacramento County	4,399	2,848	3,747	3,678	4,883	4,675	2,809	0
City of Folsom	1,269	910	797	1,046	838	796	423	0
City of Sacramento	979	833	845	852	754	728	494	0
Unincorporated Area	2,150	1,106	2,105	1,781	3,291	3,151	1,892	0
Elk Grove	63	52	53	55	48	46	32	0
Florin	259	205	197	220	188	180	110	0
Rancho Cordova	675	522	498	571	479	459	289	0
El Dorado County	103	99	108	93	88	86	67	0
Placer County	201	198	229	187	178	176	155	0
Yolo County	86	84	94	78	74	73	62	0
Total	4,788	3,229	4,179	4,036	5,223	5,010	3,092	0

Note: Columns may not sum to totals because of computer rounding.

Housing Permits: Sacramento County



Sources: U.S. Bureau of the Census, 1981, 1982a, 1983, 1984, 1985, 1986, 1987a, 1988, 1989, 1990a.

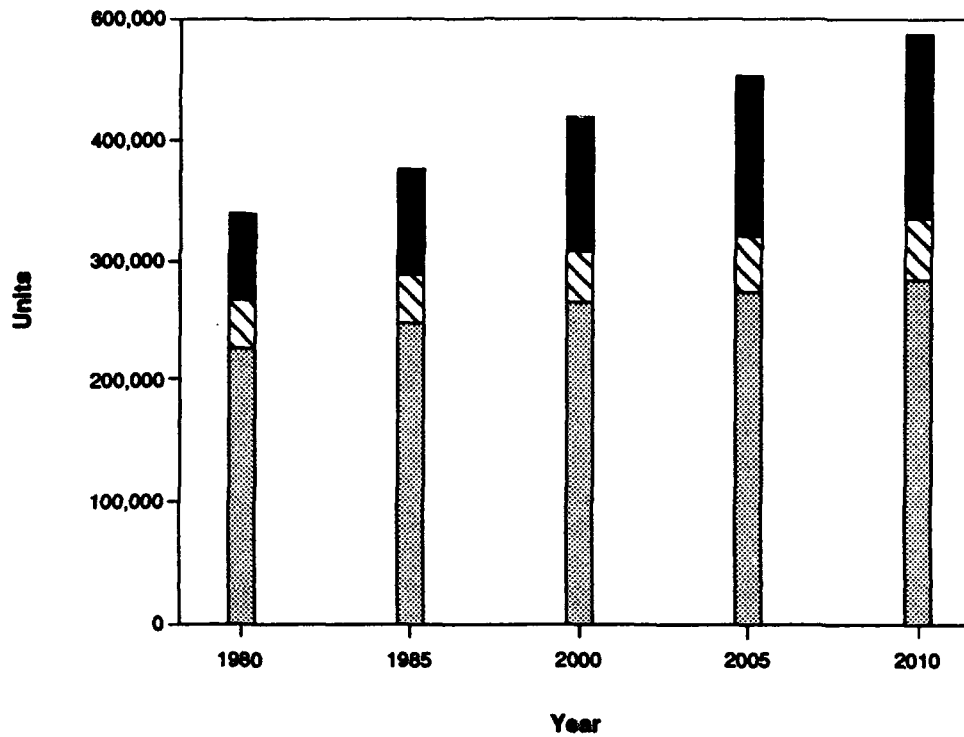
EXPLANATION



Housing Permits Sacramento County 1980-1990

Figure 3.4-4

Housing Units by Type of Structure Sacramento County



Source: SCPCDD, 1989d.

EXPLANATION

-  Single-Family
-  2-4 Units
-  5+ Units

**Current and Projected
Housing Units by Type
of Structure
Sacramento County
(1980-2010)**

Figure 3

base-related housing demand is projected to peak at nearly 4,900 units in 1991 before decreasing essentially to zero by 1994. The greatest reductions in housing demand are projected for the unincorporated communities of Sacramento County, including Rancho Cordova, Elk Grove, and Florin. Of the incorporated communities considered, the greatest reduction in demand both in absolute and relative terms is projected for Folsom, decreasing from more than 1,000 housing units in 1990 to zero in 1994. The decline in housing demands in the remaining three ROI counties are projected to be minimal.

Despite the reduced housing demand anticipated throughout the ROI due to base closure, rapid population growth is projected to continue over the next two decades. This growth would likely absorb the extra housing available due to caretaker status at Mather AFB, although some increases in vacancies may occur over the short term.

With the closure of Mather AFB, the current AICUZ and Comprehensive Land Use Plan (CLUP) would no longer apply. It is projected that several thousand acres of land surrounding Mather AFB would then become available for development.

3.4.4 Public Services

The key public services examined in this analysis are municipal and county government, public education, police and fire protection, health care, and recreation. In the Mather AFB region, providers of these services are county and local governments; public school districts; police and fire departments; hospitals and clinics; and recreation and park departments. The following section presents a discussion of the existing conditions for each of these major public services in the region of influence and focuses on those service providers that are either the closest geographically to Mather AFB or those which maintain the closest relations to the base.

The levels of general public services are usually determined by the ratio of employees (e.g., municipal employees, sworn officers, professional firefighters) to serviced population and by student/teacher ratios at the primary and secondary public school levels.

3.4.4.1 Governmental Structure

Recent Trends

Mather AFB is located in an unincorporated area of Sacramento County adjacent to the community of Rancho Cordova and between the cities of Sacramento and Folsom. Several other communities located within Sacramento County serve as home for Mather AFB personnel; publicly funded services are provided by the county for these communities.

City of Sacramento

Sacramento was incorporated in 1850, as the first city in the state. The city operates under a City Charter and a City Council/City Manager form of government. The City Council establishes city policies, ordinances, and land uses; approves the city's annual budget, contracts, and agreements; hears appeals of decisions; and appoints four Council Officers, a City Manager, City Attorney, City Treasurer, and City Clerk. The council consists of eight elected council members and the mayor. All members of the council serve staggered four year-terms. Policies and programs approved by the City Council are administered by a professional City Manager (City of Sacramento, undated a).

The city of Sacramento provides a complete menu of municipal services for its residents which includes 16 major departments. The city currently employs 4,269 people and maintains a level of municipal service of 11.6 personnel per 1,000 people, the Department of Public Works and Department of Parks and Community Services are the two largest with respect to employment (Jackson, 1991; Rocha, 1991).

City of Folsom

The city of Folsom operates under a council/manager system of government. The City Council comprises five at-large council members and the mayor, who is elected by the council. The city has eight municipal departments and employs 270 full-time workers which provides the city with a level of service of 9.1 personnel per 1,000 population; the city's Public Works Department is the largest department (Arzaga, 1991).

Community of Rancho Cordova

Rancho Cordova is an unincorporated community in central Sacramento located between the cities of Sacramento and Folsom. Planning and government services in the area are provided by Sacramento County; the area is located within the county's Fifth Supervisorial District. The county supervisor from the Fifth District appoints members to the 13-member Cordova Planning Advisory Council (CorPAC), which serves solely as an advisory committee to the county's Planning Department and Board of Supervisors; CorPAC cannot enact any policies independently. Discussion of incorporation of Rancho Cordova have been introduced in the past, but it is the current Sacramento County Board of Supervisors' policy to allow no new incorporation anywhere in the county (Nielson, 1991).

County of Sacramento

The Sacramento County Board of Supervisors is charged with fundamental powers as the county's legislative and executive body. The board consists of five supervisors from five districts; one supervisor is elected by the board as a 1-year

chairman. Each of the supervisorial districts is apportioned based on population: Mather AFB and the Rancho Cordova community are located in the county's Supervisorial District 5 (Zanni, 1991).

Sacramento County administers more than 33 major departments. The county employs 10,696 full- and part-time personnel throughout the county, leading to an overall level of service of 10.3 personnel per 1,000 population. Of the county's various departments, the Department of Social Services, Department of Public Works, and the Sacramento County Sheriff's Office are the largest in employment (Robinson, 1991).

Impacts of Closure

Changes to local government employment arising from base closure are presented in Table 3.4-13. Effects attributable to changes in demand for local government services would follow the pattern of project-related population changes and would primarily affect Sacramento County and the cities of Sacramento and Folsom since unincorporated areas do not directly provide services to their residents.

Table 3.4-13. Site-Related Government Employees

Jurisdiction	1987	1988	1989	1990	1991	1992	1993	1994
Sacramento County	208	160	150	175	146	140	84	0
City of Folsom	34	24	21	28	22	21	11	0
City of Sacramento	33	28	29	29	25	25	17	0

Projected, temporarily decreasing population in Sacramento County and the cities of Folsom and Sacramento arising from base closure would imply that decreased municipal staffs could maintain the current levels of service. These potential reductions in municipal and county government personnel are unlikely since population in the ROI is growing at an average annual rate that either matches or exceeds the population that would be lost by closing the base (Table 3.4-6). However, depending on the timing of these population impacts, there could be serious short-term budgetary shortfalls necessitating personnel cutback and/or revenue increases. Nevertheless, natural population growth and non-Mather AFB-related in-migration to the region would eventually maintain or expand existing levels of demand for the area's public services and facilities.

3.4.4.2 Public Education

Recent Trends

Four school districts provide public education facilities and services to more than 131,000 students in the area surrounding Mather AFB. In the 1989-90 school year, these school districts ranged in enrollment size from slightly less than

12,000 students in Folsom Cordova USD to more than 48,000 students in Sacramento City USD (California Department of Education, 1989).

Between 1984 and 1989, total enrollments at public school districts in the ROI have increased at an annual rate of 3.8 percent, or approximately 20 percent for that entire period (Table 3.4-14). The greatest percentage enrollment increases have been at school districts in El Dorado County, taken together they have grown at 12.1 percent annually or 77.3 percent over the period. Of the districts near Mather AFB, Elk Grove USD has grown the fastest at 9.3 percent annually, or 55.8 percent between 1984 and 1989 (California Department of Education, 1984, 1987, 1988, 1989).

Table 3.4-14. Historic Enrollments in Public School Districts in ROI: 1984, 1987-89

District	Fall 1984 Enrollment	Fall 1987 Enrollment	Fall 1988 Enrollment	Fall 1989 Enrollment	Total % Change '84-'89	Average Annual Change (%)
Elk Grove USD	15,659	19,904	22,077	24,390	55.8	9.3
Folsom Cordova USD	10,148	11,339	11,613	11,952	17.8	3.3
Sacramento City USD	42,746	46,064	46,632	48,061	12.4	2.4
San Juan USD	44,156	46,710	46,715	46,640	5.6	1.1
Other Sacramento County SDs	32,563	36,799	38,799	40,236	23.6	4.3
El Dorado County SDs	17,674	20,460	21,968	31,335	77.3	12.1
Placer County SDs	24,785	27,943	29,565	23,577	-4.9	-1.0
Yolo County SDs	17,916	19,702	20,769	21,742	21.4	4.0
Total ROI	205,647	229,921	237,762	247,933	20.6	3.8

Note: Columns may not sum to totals because of computer rounding.

Sources: California Department of Education, 1984, 1987, 1988, and 1989.

In Fall 1989, student-teacher ratios at school districts in the Mather AFB area ranged from 21.6 in San Juan USD to 24.4 in Elk Grove USD; in the ROI, the more rural districts of Yolo County had a student-teacher ratio of 20.6 for the county as a whole (Table 3.4-15; California Department of Education, 1989). These ratios compare to a state average of 23.0 students per teacher for Fall 1990 (Galbreath, 1991) and a 1987 national average of 18 students per teacher (U.S. Department of Education, 1987).

The school district whose enrollment is most affected by military and civilian personnel force strength at Mather AFB is the Folsom Cordova USD. This district operates two public schools on the base; dependents of Air Force personnel receive both primary and secondary public education through the Folsom Cordova USD.

**Table 3.4-15. Student/Teacher Ratios in Public School Districts in ROI:
1984, 1987-89**

District/Area	Fall 1987	Fall 1988	Fall 1989
Sacramento City USD	23.9	23.3	23.3
Folsom Cordova USD	24.4	24.2	23.9
San Juan USD	22.1	22.2	21.6
Elk Grove USD	25.2	24.8	24.4
All Sacramento County SDs	22.8	22.6	22.4
All El Dorado County SDs	22.6	23.1	22.6
All Placer County SDs	22.9	23.7	23.1
All Yolo County SDs	20.7	21.3	20.6

Sources: California Department of Education, 1987, 1988, 1989.

Sacramento City Unified School District

Public education in the southern half of the city of Sacramento and in some unincorporated areas to the south and east (including a non-housing portion of Mather AFB) is provided by Sacramento City USD (County of Sacramento, undated).

Between 1984 and 1989, total enrollment in Sacramento City USD increased from nearly 43,000 students to more than 48,000 students, a growth in enrollment of 12.4 percent, or an average annual enrollment growth rate of 2.4 percent (California Department of Education, 1984, 1987, 1988, 1989). Of the Fall 1989 enrollment, 110 students were dependents of military and civilian personnel employed at Mather AFB; that number dropped to 100 students by Fall 1990 (Kwan, 1991). In Fall 1989 the district's teaching strength was 2,059 teachers, leading to a student-teacher ratio of 23.3 (California Department of Education, 1989).

Folsom Cordova Unified School District

Folsom Cordova USD operates 17 elementary schools, 3 junior high schools, and 2 high schools in eastern Sacramento County. This district includes most of Mather AFB, Rancho Cordova, and the city of Folsom. Two of the schools, Mather Heights Elementary and Kitty Hawk Elementary are located on the base. Mather Heights currently is operated as a conventional elementary school while Kitty Hawk, established as a conventional K-6 school, is currently dedicated to special programs (Powers, 1991).

Each of the district's schools operate at or beyond its design capacity and most schools in the district are using portable classrooms. Enrollments at elementary schools range between 420 and 690 students; at the junior highs, they range from

650 to 825 students; and at the high schools, between 950 and 1300 students. Between 1984 and 1989, total district enrollment has grown at a steady rate of 17.8 percent for the period, or an annual rate of 3.3 percent. With a teaching staff strength of 500 teachers, the student-teacher ratio was 23.9 for the 1988-90 school year, the district's lowest ratio in five years (California Department of Education, 1984, 1987, 1988, 1989).

Folsom Cordova USD serves more dependents of Mather AFB personnel than any other school district; it provides public education services to approximately 720 dependents of military or federally-employed civilians at Mather AFB (Folsom Cordova USD, 1991).

The district's enrollment growth is attributed largely to population growth in the community outside the influence of activities and staffing strength at Mather AFB and centered on Folsom (Powers, 1991). The district anticipates that this growth will continue and that enrollment will double by the year 2010. To accommodate this anticipated growth, the district plans to open a new, year-round elementary school in August 1991 and has six elementaries, two junior highs, and two high schools in its future plans (Powers, 1991).

San Juan Unified School District

San Juan USD provides primary and secondary public education to those students residing in the unincorporated area of Sacramento County northeast of the city of Sacramento and north of the Folsom Cordova USD. The district operates 77 schools: 51 elementaries, 10 middle, 9 high, and 7 special purpose schools (Houseman, 1991).

Enrollment in San Juan USD had stabilized at approximately 46,500 students during the last three years; average annual growth since 1984 has been 1.1 percent. Unlike other districts in the region, San Juan USD has little large open spaces left to develop; most development that occurs within the district is infilling in the few remaining open areas. Due to this condition, future enrollments are anticipated to remain constant or increase only slightly. Nevertheless, all schools in the district are operating at or near capacity. Portable classrooms are used widely in the district (Houseman, 1991).

Federally related enrollment (students whose parents are either military or civilian employed by the federal government) in the district is approximately 1,100 students. Of that total, 70 students are related to activity at Mather AFB. The majority of the remainder are related to activity at McClellan AFB, part of which is located within the boundaries of San Juan USD (Houseman, 1991).

In Fall 1989, the district maintained a teaching staff strength of 2,157 teachers leading to a student-teacher ratio of 21.6 (California Department of Education, 1989).

Elk Grove Unified School District

Public primary and secondary education in the unincorporated areas of central Sacramento County, south of the city of Sacramento, is provided by the Elk Grove USD. The school district operates 22 elementary, 3 middle, 3 high, 1 special education, 4 continuation high, and one independent study high school (O'Neill, 1991).

Total enrollment increased more rapidly in this school district than in any other surrounding Mather AFB between 1984 and 1989. District enrollment increased from less than 15,700 students in Fall 1984 to nearly 24,400 in Fall 1989, an absolute increase of 55.8 percent or 9.3 percent annually. The district has had difficulty building new schools to maintain pace with this 2,000-student per-year increase due to lag time and difficulty in acquiring funding. The student-teacher ratio for the school district was 24.4 for the 1989-90 school year (California Department of Education, 1984, 1987, 1988, 1989).

Schools in the district currently are operating at or above design capacity. To accommodate these students, the district is making full use of portable classrooms at all schools. The school district anticipates that enrollment growth will continue at its current rate; in order to keep pace with this growth, the district already has four new campuses under construction and has tentative plans for construction of 15 to 20 new schools over the next five years (O'Neill, 1991).

Impacts of Closure

Potential impacts to public school enrollments and teaching staff strength arising from base closure are presented in Tables 3.4-16 and 3.4-17. While nearly all the school districts in the region surrounding Mather AFB would experience some enrollment decreases due to base closure, the greatest decreases would occur in Folsom Cordova USD and Elk Grove USD.

Table 3.4-16. Site-Related Total Enrollments

	1987	1988	1989	1990	1991	1992	1993	1994
Sacramento City USD	374	318	323	325	288	278	189	0
Folsom Cordova USD	1,495	1,071	939	1,232	987	938	498	0
San Juan USD	407	362	385	362	328	319	240	0
Elk Grove USD	912	670	599	756	615	585	320	0
Rest, Sacramento County	167	158	174	152	142	139	111	0
El Dorado County	56	54	59	51	48	47	36	0
Placer County	106	104	121	98	94	93	82	0
Yolo County	38	37	42	35	33	33	28	0
Total	3,555	2,774	2,641	3,010	2,534	2,430	1,503	0

Note: Columns may not sum to totals because of computer rounding.

Table 3.4-17. Site-Related Total Teaching Staff Employment

	1987	1988	1989	1990	1991	1992	1993	1994
Sacramento City USD	16	14	14	14	12	12	8	0
Folsom Cordova USD	63	45	39	52	41	39	21	0
San Juan USD	19	17	18	17	15	15	11	0
Elk Grove USD	37	27	25	31	25	24	13	0
Rest, Sacramento County	7	7	8	7	6	6	5	0
El Dorado County	2	2	3	2	2	2	2	0
Placer County	5	5	5	4	4	4	4	0
Yolo County	2	2	2	2	2	2	1	0
Total	151	118	113	128	108	104	65	0

Note: Columns may not sum to totals because of computer rounding.

Since Folsom Cordova USD serves base housing and provides public education to the areas closest to the base, this district has enrollments that include large numbers of dependents of workers (both military and civilian) involved with activities at Mather AFB. An estimated 1,232 (10.3 percent) of the 11,952 students enrolled in the 1989-90 school year were dependents of workers associated directly and indirectly with operations at Mather AFB. By 1994, these enrollments related to base operations would decline to zero.

Under post-closure conditions, enrollments at the two schools that Folsom Cordova USD operates at the base would decline drastically. Following base closure, however, the district would maintain these schools' operation and redirect students from other crowded campuses to these schools.

Corresponding reductions in base-related demand for teachers and facilities would temporarily accompany these projected enrollment decreases. These potential reductions in public school enrollments and teachers are likely to be lessened by natural population growth and non-Mather AFB-related in-migration to the region over time. This incoming population would counter the decreased demand arising from base closure, however the replacement effectiveness of this new demand would be a function of the resident geographic distribution patterns.

With the closure of Mather AFB, the current AICUZ and CLUP would no longer apply. It is projected that approximately 60,000 acres of land surrounding Mather AFB would then become available for development. The majority of this acreage would be within the boundaries of the Elk Grove Unified School District. Depending upon the timing, density, and type of any future development, the district has estimated that enrollment in the district could increase by up to 26,000 pupils by FY 2005 (Elk Grove USD, 1991a).

3.4.4.3 Police Protection

Recent Trends

Police protection in the region surrounding Mather AFB is provided by forces from the base; the cities of Sacramento and Folsom; the Sacramento County Sheriff's Office; and the California Highway Patrol. The principal correctional facilities in the county are the Main Jail located in downtown Sacramento and the Rio Cosumnes Correctional Center located south of Elk Grove which serve all police departments in the region.

323rd Security Police Squadron

Law enforcement and police protection within the boundaries of Mather AFB is provided by the 323rd Security Police Squadron. The squadron maintains a staffing strength of 168 total personnel, two of which are sworn officers, and operates from two stations on the base with 22 vehicles. The squadron runs one 27-bed holding facility. Special capabilities that the squadron has which civilian agencies do not have are ready access to a firing range, explosives-detecting dogs, and drug-detecting dogs (U.S. Air Force, 1991a).

City of Sacramento Police Department

Law enforcement within the city limits of Sacramento is provided by the Sacramento Police Department. The department operates from two police stations and has a total career staff of 878 personnel, 481 of which are sworn police patrol officers. The department operates with a level of service of 1.6 sworn officers per 1,000 people. For detention of suspects and prisoners, the Sacramento Police Department uses the Main Jail facility operated by the county (Phillips, 1991).

City of Folsom Police Department

The Folsom Police Department provides law enforcement and police protection services within incorporated limits of the city of Folsom. The department operates out of a single police station with a strength of 37 sworn officers and 13 administrative staff members. The department's level of service for police protection is 1.2 sworn officers per 1,000 population. The department maintains 35 total vehicles, including marked cruisers, unmarked cars, and motorcycles (Peters, 1991).

Sacramento County Sheriff's Department

The Sacramento County Sheriff's Department provides specialized law enforcement services to Sacramento County and local police protection to the county's unincorporated areas. Specialized law enforcement includes provision of court security services, operation of a detention system for pretrial and

sentenced inmates, and operation of a training complex. Local police protection includes response to emergencies, investigations, surveillance, and routine patrolling (County of Sacramento, 1991).

The Sacramento County Sheriff's Department operates a headquarters building, two substations, a training academy, aero divisions, and two correctional facilities with a total of 1,072 sworn officers, including 272 patrol officers. The Sheriff's Department offers police protection at a level of 1.7 sworn officers per 1,000 population for the entire service area in the county. Deputy patrols are allocated to seven patrol districts in the county covering approximately 880 square miles (County of Sacramento, 1991). These patrol districts are grouped into two divisions, the North Patrol and the South Patrol, separated by the American River.

The South Patrol Division serves Rancho Cordova and surrounding unincorporated areas and maintains a total staff strength of 120 deputy sheriffs and operates 69 patrol vehicles. Of the South Patrol's component districts, District 5 provides police protection for the area surrounding Mather AFB. The district is bounded by the American River to the north, Jackson Road to the south, Watt Boulevard to the west, and the county line to the east. District 5 has a staff strength of 40 deputy sheriffs and operates patrol cars from the South Patrol's total of 69 vehicles (Rimbey, 1991).

The Sheriff's Office has Mutual Aid Agreements with all other police protection forces in the county (municipal and federal) to provide additional support when necessary; the Sheriff's Office has responded to calls for support in the Mather AFB housing area in the past (Rimbey, 1991).

The two correctional facilities are the Main Jail in downtown Sacramento and the Rio Cosumnes Correctional Center south of Elk Grove. The Main Jail, completed in February 1989 and opened in January 1990, contains 1,252 cells: 104 for female inmates, 198 maximum security cells, 996 for general population male inmates, and 64 for health services and special handling areas. As of February 1991, the Main Jail inmate population was approximately 10 percent higher than full capacity (County of Sacramento, 1991). The Rio Cosumnes Correctional Center has been operated in a variety of capacities since the 1940s. Today, the center comprises three facilities: a minimum-security, a medium-security, and a maximum-security facility, and has a total capacity of 1,490 persons. All law enforcement agencies in the county use these facilities (Rimbey, 1991; Solorzano, 1991).

Impacts of Closure

Projected effects on police protection in the ROI resulting from base closure are presented in Table 3.4-18 from pre-closure conditions to the beginning of caretaker activities. Potential impacts resulting from changes in demand for police protection services reflect the pattern of project-related population changes in the region under the closure baseline conditions. Declining

Table 3.4-18. Site-Related Police Officer Employment

	1987	1988	1989	1990	1991	1992	1993	1994
City of Folsom	4	3	3	4	3	3	1	0
City of Sacramento	5	4	4	4	4	4	2	0
Sacramento Co Sheriff's	23	18	17	20	16	16	9	0

requirements for police protection due to base closure would be replaced by demand arising from natural population increases and continued in-migration to the area.

With the closure of the base, the 323rd Security Police Squadron would no longer provide police protection for the base area. The Sacramento County Sheriff's Department would support the on-site caretaker staff in assuming responsibility for law enforcement and police protection of the area as long as the base remains in an unincorporated area of the county.

3.4.4.4 Fire Protection

Recent Trends

Fire protection in the Mather AFB region is provided by the base, county fire districts, and municipal fire departments. These organizations' staffs comprise mostly professional firefighters; these firefighters are trained not only to fight structural fires and address hazardous waste and civilian emergencies but also to battle brush fires. Each fire department or district maintains Mutual Aid Agreements and cooperates with others in the region during emergencies.

Mather AFB Fire Department (323rd Civil Engineering Squadron/DEF)

The Mather AFB Fire Department provides fire protection services for the base area. This fire protection force has a staffing strength of 72 personnel: 36 military and 36 civilian. The squadron operates from two fire stations on the base, one near the main flight line and one in the housing area. The squadron maintains 15 vehicles, 9 of which are major firefighting equipment and 6 which are support. Of the major firefighting equipment on the base, 5 of the vehicles are designed as air crash vehicles and are not maintained by local departments in the surrounding community. The base fire department supports surrounding departments through mutual aid agreements and has had occasion to assist in off-base emergencies (Brooker, 1991).

City of Sacramento Fire Department

The City of Sacramento Fire Department provides fire protection services for approximately 139 square miles: the city of Sacramento's 95.5 square miles and 43.6 square miles of service area contracted by the Natomas District northwest of the city. The department has a total staff of 478 personnel, 450 are sworn personnel and 231 are firefighters. The department maintains a 0.6 firefighter per 1,000 population level of service. The department currently operates 45 major pieces of equipment in addition to pick-up trucks, boats, and other support equipment, and operates 31 companies out of 21 fire stations. The City of Sacramento Fire Department maintains Mutual Aid Agreements with all fire departments in the region and has arrangements to support departments throughout the state when needed during the fire season (Klembeck, 1991).

City of Folsom Fire Department

Fire protection in the city of Folsom is provided by the Folsom Fire Department. The department operates from four stations and maintains a staff strength of 52 professional firefighters and 2 volunteers, leading to a level of service of 1.7 firefighters per 1,000 people. The district operates 21 total vehicles, including 4 engines, 4 ambulances, 4 grass units, 1 tanker, and 9 support vehicles. The department maintains Mutual Aid Agreements with other departments in the region (Murdoch, 1991).

Sacramento County Fire District

The Sacramento County Fire District is responsible for fire protection and emergency services in two service areas of central Sacramento County, including the region surrounding Mather AFB. The district, which is divided into two unconnected halves, was formed in July 1989 from the consolidation of the Rancho Cordova Fire Protection District and the Citrus Heights Fire Protection District. The northern half of the district comprises 42 square miles north of the American River and the southern half 85 square miles south of the river to just south of Mather AFB between the city of Sacramento and the El Dorado County line. Total area of the district is 127 square miles or 81,280 acres including Mather AFB, for which the district is not currently responsible, or 118 square miles (75,480 acres) not including Mather AFB acreage (Baxter, 1991).

The district maintains a staff strength of 270 firefighters and 55 support staff. Since the resident population of the fire district is uncertain, the level of service standard applied to Sacramento Fire District is service area per firefighter rather than firefighters per capita; in this case, the department provides fire protection for 280 acres per line personnel. Fire protection is provided from 17 fire stations outfitted with a total of 17 engines, 4 truck companies, and 1 transporting ambulance. The district maintains Mutual Aid Agreements with all Air Force bases in the county and Automatic Aid Agreements ("Boundary Drop") with all other county fire departments (Baxter, 1991).

Impacts of Closure

Potential impacts on fire protection services in the ROI are presented in Table 3.4-19. With Mather AFB in caretaker status, there would be no base-related personnel in the surrounding communities and, correspondingly, no requirement for community fire protection services. In addition, local fire districts and communities no longer would be able to rely on the Mather AFB firefighting squadron to assist in fire protection, fire suppression, or hazardous materials emergencies. Responsibility for fire protection over the current base area would become the responsibility of the Sacramento County Fire District. To serve this increased infrastructure and land area, consisting of more than 9 square miles, at the district's current level of service, the district would need an additional 21 personnel.

Table 3.4-19. Site-Related Fire Protection Employment

	1987	1988	1989	1990	1991	1992	1993	1994
City of Folsom	6	4	4	5	4	4	2	0
City of Sacramento	2	1	1	1	1	1	1	0

3.4.4.5 Health Care

Recent Trends

Thirteen hospitals, including Mather AFB Hospital are licensed to provide general medical and acute care in Sacramento County. Currently, there are 2,594 MDs (including surgeons), 8,416 RNs, and 2,390 LVNs licensed to practice in Sacramento County. Placer County has 417 MDs, 1,645 RNs and 396 LVNs. Yolo County has 410 MDs, 935 RNs, and 282 LVNs. El Dorado County has 184 MDs, 1,117 RNs, and 231 LVNs. Thus, total ROI licensed medical providers include 3,605 MDs, 12,113 RNs and 3,299 LVNs.

Military Health Care. The Mather AFB Hospital opened in 1971; designed to accommodate 105 in-patients, it currently functions at a 40-bed capacity. It offers 24-hour emergency care, as well as in- and out-patient medical and dental services. The Mather AFB Hospital had 3,326 in-patient admissions and treated 186,542 out-patients during 1989. The hospital and its clinics provide services to military personnel and their dependents.

The various clinics within the base hospital served an average of over 15,000 patients per month during 1989. Extensive out-patient services are offered in general and family practice, pediatrics, internal medicine, gynecology, obstetrics, neurology, urology, psychiatry, surgery, optometry, podiatry, physical therapy, cardio-pulmonary specialties, oral hygiene and complete dental services.

orthodontics, oral surgery and prosthodontics. The hospital also provides full laboratory, X-ray, and pharmaceutical services.

Mather AFB Hospital facility also includes the Aerospace Physiology Training Unit (APTU), which is responsible for acquainting aircrews to the hazards of high altitude flight. The unit trains crewmembers from various military organizations throughout the northwestern United States.

The closest Veteran's Administration (VA) Hospital is in Martinez, approximately 30 miles south of Sacramento City, with 314 general medical/surgical beds. The VA also operates an out-patient clinic in Sacramento City. VA hospitals generally provide medical services only to veterans with active-duty related injuries or illnesses and to former prisoners-of-war. Dependents of veterans are not eligible for care at VA hospitals.

The two Air Force bases providing medical services closest to Mather AFB are McClellan AFB, also in Sacramento County, and Travis AFB approximately 45 miles southwest of Sacramento in Solano County. McClellan AFB provides only out-patient care. All resident military personnel from McClellan requiring hospital admission are referred to other military hospitals. In addition to Mather AFB and Travis AFB, McClellan AFB also refers some patients to Letterman Army Medical Center and Oak Knoll Naval Facility, both more than 60 miles southwest of Sacramento in the San Francisco area.

The Civilian Health and Medical Program of the Uniformed Services (CHAMPUS) is a co-payment medical plan, with a \$50 annual deductible, that provides payment for specific medical services to eligible dependents of active, retired, or deceased military personnel. As with many insurance plans, CHAMPUS pays approximately 75 percent of the set rate for a given medical service. The Primary Care Clinic at Mather AFB is available for all CHAMPUS eligible beneficiaries. The clinic is staffed with doctors and nurses seven days a week, including holidays. Patients do not pay a deductible or copayment, but they must be enrolled in the Defense Eligibility Enrollment Reporting System (DEERS). CHAMPUS is honored by hospitals, clinics and doctors nationwide. Because there are limitations and constraints to the coverage offered by CHAMPUS, retired military personnel are encouraged to supplement this health care plan with secondary coverage.

Impacts of Closure

At base closure, Mather AFB Hospital would remain open and be operated by McClellan AFB. The transfer of hospital command from Mather AFB to McClellan AFB is being planned to ensure minimum disruption of medical care. The distribution of medical services between the clinic at McClellan and the facilities McClellan will annex at Mather is yet to be decided. Some of the services formerly offered at Mather will be consolidated at the McClellan clinic; that will allow for the expansion of current services and the addition of new services at Mather Hospital.

3.4.4.6 Recreation

Recent Trends

The region surrounding Mather AFB offers a diverse range of recreational opportunities. In addition to county and municipal recreation facilities such as tennis courts, golf courses, playing fields, swimming pools, the American River Parkway which runs through the area contains a host of regional recreation areas, parks, trails, and outdoor opportunities. The region is also located within 100 miles of the mountain resorts of Sierra Nevada and Lake Tahoe which provide boating and camping in the summer and skiing in the winter. The great number of recreational attractions associated with greater Northern California, such as the theaters, wineries, historic and cultural sites, and sporting events of the San Francisco Bay area, are also within 100 miles to the southwest of the region.

Mather AFB

Mather AFB supports a recreation infrastructure for base personnel, dependents, and civil servants. Recreational facilities on the base are highlighted by an 18-hole golf course. Adjacent to the golf course is Mather Lake, which is stocked with trout, bass, crappie, and catfish. Lakeside facilities include picnic pavilions and barbecue areas. Denker Recreation Center offers a variety of recreation classes and features a large ballroom for special functions. The base Physical Fitness Center is equipped with racquetball courts, a weight room, basketball courts, volleyball and badminton courts, and a lifecycle rowing room. Falcon Lanes, a 24-lane bowling center, provides group and individual instruction as well as league play. Additional year-round athletic facilities on the base are three softball fields, 12 tennis courts, gym annex, and two jogging tracks. Three swimming pools are open in the summer. Other recreational and leisure activities are offered through the base's Fine Arts Center, Auto Crafts Center, and Wood Craft Center (U.S. Air Force, 1990a).

City of Sacramento

The City of Sacramento Department of Parks and Community Services offers recreation activities and facilities at 29 community parks which offer picnic and playgrounds and facilities for tennis, softball, basketball, swimming, fishing, and other activities. In addition to these parks, the city operates a zoo, science center, and several golf courses. Adult and child recreation and fitness classes are offered through the department at schools and park facilities throughout the city. Total parkland in the city is approximately 1,311 acres, or 3.5 acres per 1,000 population (City of Sacramento, undated).

City of Folsom

The City of Folsom Recreation Division operates 13 sites that offer a variety of opportunities for city residents. Total parkland in the city is approximately

168 acres, or 5.6 acres per 1,000 population. City parks offer campgrounds, picnic grounds, tennis courts, and ballfields. The Recreation Division offers a series of workshops and programs for both adults and children, including arts and crafts, exercise, and aquatics activities (LePage, 1991; Folsom Recreation Division, 1990).

County of Sacramento

Sacramento County offers recreational opportunities at numerous regional parks through its Department of Parks and Recreation. Total parkland in the county is approximately 10,891 acres, or 17 acres per 1,000 population. Facilities are available for a wide variety of activities, including picnicking, bicycling, horseback riding, boating, softball, soccer, golf, archery, camping, and swimming. Specialized facilities in the park system offer camping cabins; nature study and environmental living programs; an equestrian center with horse boarding, riding lessons, horse rentals, and hayrides; and a performing arts facility. While the Department of Parks and Recreation offers activities and programs throughout the county, a large number of the recreational facilities are located in the American River Parkway, a system of parks and regional recreation areas that line the American River and are within 2 miles of Mather AFB (Sacramento County Department of Parks and Recreation, undated).

Impacts of Closure

After base closure, recreational facilities currently used and maintained at the base no longer would be available for use. Since these facilities were limited to use by Air Force personnel, closure of these facilities would have no effect on regional public recreation. If the base were to remain closed, these facilities would not be eligible for incorporation into community park or recreational systems. The reduced demand for recreational facilities in the community arising from population changes attributable to base closure would have a minimal effect on the use of community facilities since natural population growth and non-Mather AFB-related in-migration would replace this temporarily reduced demand.

3.4.5 Public Finance

City of Sacramento

Recent Trends

Governmental fund revenues and expenditures (general fund, special revenue funds, capital projects, and debt service) of the city of Sacramento over the FY 1983-88 period are presented in Table 3.4-20. In FY 1988, revenues and expenditures were \$225.5 million and \$261.5 million, respectively. Fund balances amounted to \$122.2 million, representing about 47 percent of operating expenditures in that year. Approximately 90 percent of the fund balances were

Table 3.4-20. City of Sacramento, Governmental Fund Revenues and Expenditures, FY 1983-88
(thousands of current dollars)

	Fiscal Year					
	1983	1984	1985	1986	1987	1988
Revenues						
Property Taxes	21,515	23,218	25,367	38,629	42,882	49,549
Other Taxes	42,402	57,595	64,967	63,933	66,497	68,553
Licenses and Permits	3,131	3,449	3,145	3,329	3,474	3,227
Fines and Penalties	2,279	2,107	2,125	2,177	2,274	2,833
Use of Money and Property	6,226	9,078	8,348	8,435	12,492	8,956
Intergovernmental	36,050	40,258	53,798	61,015	63,386	58,608
Charges for Services	3,849	6,899	7,288	8,710	8,015	11,645
Miscellaneous	7,004	12,685	24,041	12,439	14,625	22,104
Subtotal	122,456	155,289	189,079	198,667	213,645	225,475
Expenditures						
General Government	23,930	40,668	45,157	51,366	69,554	80,919
Public Safety	51,284	56,455	60,900	67,625	73,472	77,673
Public Works	20,049	13,405	15,932	20,512	24,062	15,663
Culture and Leisure	14,860	18,055	20,293	28,251	26,356	27,859
Capital Improvements	13,898	25,862	46,615	48,132	53,580	58,565
Debt Service	854	855	855	860	843	850
Subtotal	124,875	155,300	189,752	216,746	247,867	261,529
Fund Balance	NA	NA	NA	NA	107,037	122,231

Source: City of Sacramento, 1990.

reserved or otherwise designated for future operations and capital projects in progress with the remainder reserved for contingencies.

Public safety functions (police and fire protection services) and general administrative functions account for the majority of city expenditures. Public safety functions accounted for approximately 30 percent of FY 1988 expenditures and general administration functions accounted for another 30 percent. Both expenditures and revenues have grown steadily since FY 1983 although expenditures have outpaced revenues over this period.

The city's principal revenue sources are property, sales, and utility taxes, which accounted for about one-half of all governmental revenue in FY 1988. Intergovernmental revenues accounted for the next largest major revenue source, \$58.6 million in FY 1988 or 25 percent of all governmental fund revenues in that year.

Assessed valuation is approximately \$12.3 billion. The city has \$5.9 million in outstanding general obligation bonds. Reserve bonding capacity is \$1.8 million.

Impacts of Closure

The full effects of base closure on city finances will be felt by FY 1994. Reduced personal income levels, lower employment, and out-migration of an estimated 2,400 residents are projected to result in reduced general and special revenue fund revenues of approximately \$1.4 million (Table 3.4-21). Lower intergovernmental revenues (\$0.5 million), lost sales tax revenues (\$260,000), and reduced miscellaneous tax revenues (\$280,000) would be the principal revenue sources affected. The total revenue loss represents less than one percent of the city's general and special revenue fund budgets.

Table 3.4-21. Net Fiscal Impacts of Closure of Mather AFB on Potentially Affected Local Government Units, FY 1990-94 (thousands of 1990\$)

Jurisdiction	FY 1990	FY 1991	FY 1992	FY 1993	FY 1994
City of Sacramento	(34)	(176)	(222)	(630)	(1,390)
City of Folsom	110	(68)	(104)	(429)	(796)
Sacramento County	853	(855)	(1,228)	(4,584)	(9,598)
Sacramento City USD	(9)	(26)	(38)	(64)	(130)
Folsom Cordova SD	23	(201)	(219)	(482)	(982)
San Juan USD	(5)	(11)	(21)	(44)	(71)
Elk Grove USD	(7)	(14)	(27)	(68)	(107)

Note: Data reflect the difference in projected revenue losses less expenditures reductions for city and county general and special revenue funds and general funds of school district. Parentheses indicate negative values, or net shortfalls.

These revenue losses could be offset by lower outlays if city agencies respond by budget cutbacks, either through personnel cutbacks, deferred maintenance and capital outlays, and reduced non-personnel related outlays, as examples. Alternative sources of revenue, such as increases in tax and non-tax revenue schedules, new taxes, or new fees for services, as examples, may also be required to offset projected shortfalls.

These shortfalls also may be offset to a certain degree by the reassessment of property upon the sale of homes previously owned by the outmigrating households, and the subsequent increase in valuations and property tax collections due to these sales and revaluations. The extent, however, of this impact depends upon the tenure and home ownership patterns of the outmigrating households. These impacts would be negligible if the outmigrants did not own their homes, if they were recent homeowners, or if they decided not to sell. It could be substantial if all outmigrants owned their homes prior to implementation of Proposition 13 and subsequently sold these homes upon closure of the base.

City of Folsom

Recent Trends

Services provided by the city of Folsom are funded principally through the city's general and special revenue funds. In FY 1988, revenues and expenditures of these funds were \$10.5 million and \$8.7 million, respectively (Table 3.4-22). Fund balances amounted to \$4.8 million, representing about 55 percent of operating expenditures in that year. Approximately 30 percent of the fund balance was unreserved and undesignated with the remaining balance reserved for future operations and contingencies. Fund balances also increased to \$6.3 million but when measured as a percentage of operating expenditures balances fell to 44 percent of operating expenditures by FY 1990.

Table 3.4-22. City of Folsom, General and Special Fund Revenues and Expenditures, FY 1988-90 (current dollars)

	FY 1988	FY 1989	FY 1990
Revenues			
Property Taxes	\$2,585,767	\$3,106,712	\$3,872,870
Sales Taxes	1,424,188	1,731,073	2,709,983
Other Taxes	119,544	133,643	208,655
Licenses and Permits	1,496,816	2,259,351	2,704,886
Fines and Forfeitures	83,508	53,944	70,665
Interest Revenue	381,987	484,868	521,389
Intergovernmental	1,461,620	1,792,940	2,205,475
Charges for Services	2,752,287	2,584,034	3,775,705
Miscellaneous	146,864	54,814	102,562
Total	\$10,452,581	\$12,201,379	\$16,172,190
Expenditures			
General Government	\$2,211,148	\$2,747,560	\$3,424,406
Public Safety	4,067,424	4,398,792	4,970,065
Public Works	1,801,835	2,804,578	3,382,684
Culture and Recreation	282,520	295,487	1,354,238
Other	299,370	165,920	1,041,840
Total	\$8,662,297	\$10,412,337	\$14,173,233
Fund Balance	\$4,812,767	\$5,070,319	\$6,305,458

Sources: City of Folsom, 1989a, 1989b, 1990.

Public safety functions (police and fire protection services) and general administrative functions account for the majority of city expenditures. Public safety functions accounted for approximately 35 percent of FY 1990 expenditures and general administration functions accounted for another 24 percent.

The principal revenue sources of the city are property taxes, sales taxes, charges for services, and license and permit revenue. Property and sales taxes accounted for about 40 percent of all general and special revenue fund revenue in FY 1990. Charges for services accounted for 23 percent of total revenue and license and permit revenue accounted for about 17 percent of revenue in FY 1990.

Assessed valuation is approximately \$1.4 billion. The city has \$700,000 in outstanding general obligation bonds. Reserve general obligation bonding capacity is \$137 million.

Impacts of Closure

The full effects of base closure on city finances will be felt by FY 1994 (see Table 3.4-21). Reduced personal income levels, lower employment, and out-migration of an estimated 2,600 residents are projected to result in reduced general and special revenue fund revenues of approximately \$800,000. Lower charges for services (\$300,000), license and permit revenue (\$220,000), and reduced sales tax revenue (\$30,000) would be the principal revenue sources affected. The total revenue loss represents about 5 percent of the city's general and special revenue fund budgets.

These revenue losses could be offset by lower outlays if city agencies respond by budget cutbacks, either through personnel cutbacks, deferred maintenance and capital outlays, and reduced non-personnel related outlays, as examples. However, the level of the population change in the city, coupled with other non-base related growth and the service demands associated with this growth, would likely preclude these types of responses by city agencies. If expenditure cutbacks are not made, alternative sources of revenue, such as increases in tax and non-tax revenue schedules, new taxes, or new fees for services, as examples, would be required to offset projected shortfalls.

These shortfalls also may be offset to a certain degree by the reassessment of property upon the sale of homes previously owned by the outmigrating households, and the subsequent increase in valuations and property tax collections due to these sales and revaluations. The extent, however, of this impact depends upon the tenure and home ownership patterns of the outmigrating households. These impacts would be negligible if the outmigrants did not own their homes, if they were recent homeowners, or if they decided not to sell. It could be substantial if all outmigrants owned their homes prior to implementation of Proposition 13 and subsequently sold these homes upon closure of the base.

County of Sacramento

Recent Trends

Governmental fund revenues and expenditures (general fund, special revenue funds, capital projects, and debt service) of Sacramento County over the FY 1983-90 period are presented in Table 3.4-23. In FY 1990, revenues and expenditures were \$993.0 million and \$997.2 million, respectively. Fund balances amounted to \$242.5 million, representing about 25 percent of operating expenditures in that year. Approximately 64 percent of the fund balances were reserved or otherwise designated for future operations and capital projects in progress with the remainder unreserved.

Table 3.4-23. County of Sacramento, Governmental Fund Revenues and Expenditures, FY 1983-88
(thousands of current dollars)

	Fiscal Year							
	1983	1984	1985	1986	1987	1988	1989	1990
Revenues								
Taxes	115,250	126,028	141,648	156,493	180,651	197,609	214,373	300,900
Charges for services	13,252	16,514	21,893	26,601	29,284	31,882	39,548	46,257
Licenses and permits	6,292	8,553	7,553	8,267	8,658	16,118	21,609	27,586
Fines and Forfeitures	5,949	8,369	8,949	9,263	10,943	11,996	12,787	15,822
Intergovernmental	288,207	309,034	347,706	393,977	430,693	427,549	468,320	538,237
Use of Money & Property	16,114	16,087	22,265	19,713	17,576	20,307	25,596	31,845
Miscellaneous	8,996	7,620	9,114	12,312	17,594	19,033	42,833	32,900
Subtotal	454,060	492,205	559,128	626,626	695,399	724,494	825,066	993,547
Expenditures								
General Government	39,154	42,744	53,642	46,503	46,758	47,573	52,955	60,833
Public Protection	109,675	125,751	149,190	188,629	172,617	184,099	208,117	238,717
Public Assistance	224,814	253,719	273,318	303,089	302,393	327,380	366,164	417,555
Health and Sanitation	37,239	35,297	37,746	42,984	70,838	76,393	85,834	107,632
Public Works	23,027	21,984	28,804	23,921	25,953	22,053	23,422	70,320
Recreation	10,146	12,506	14,132	16,553	16,164	16,860	18,711	21,009
Education	4,435	4,798	6,241	6,895	7,001	7,458	8,698	10,151
Capital Projects	NA	NA	NA	NA	64,817	35,139	37,746	44,588
Debt Service	1,019	1,021	1,033	1,026	1,031	1,034	2,262	6,349
Subtotal	449,509	497,820	564,106	629,600	707,572	717,989	803,909	977,154
Fund Balance	NA	NA	NA	NA	118,371	168,651	221,588	242,493

Note: Columns may not sum to totals because of computer rounding.

NA = Not Available

Source: County of Sacramento, 1988, 1989, 1990.

Public assistance programs and public protection functions accounted for 43 percent and 25 percent, respectively, of FY 1990 expenditures. Total expenditures have grown steadily since FY 1983. Tax revenues (property and sales taxes) and intergovernmental transfers are the principal revenue sources of the county.

Assessed valuation is approximately \$38.1 billion. The city has about \$4.6 million in outstanding general obligation bonds. Reserve bonding capacity is \$470 million.

Impacts of Closure

Effects of base closure on county finances would be similar to those discussed for the city. The full effect of base closure will be felt by FY 1994. Reduced personal income levels, lower employment, and out-migration of an estimated 15,000 residents are projected to result in a reduction of approximately \$9.6 million in general and special revenue fund revenues by FY 1994 (see Table 3.4-21). Lower intergovernmental revenues (\$7.7 million), lost sales tax revenues (\$210,000), lower license and fee revenues (\$360,000), and charges for services (\$600,000) would be the principal revenue sources affected. The total revenue loss represents about 1 percent of the county's general and special revenue fund budgets.

These revenue losses could be offset by lower outlays if county agencies respond by personnel cutbacks, deferred maintenance and capital outlays, and reduced non-personnel related outlays, as examples. However, the county may also experience increased public assistance needs as the effects of reduced employment are felt by those remaining in the area. If expenditure cutbacks are not made, alternative sources of revenue, such as increases in tax and non-tax revenue schedules, new taxes, or new fees for services, as examples, could be required to offset projected shortfalls.

These shortfalls also may be offset to a certain degree by the reassessment of property upon sale of homes previously owned by the outmigrating households, and the subsequent increase in valuations and property tax collections due to these sales revaluations. The extent, however, of this impact depends upon the tenure and home ownership patterns of the outmigrating households. These impacts would be negligible if the outmigrants did not own their homes, if they were recent homeowners, or if they decided not to sell. It could be substantial if all the outmigrants owned their homes prior to implementation of Proposition 13 and subsequently sold these homes upon closure of the base.

Sacramento City Unified School District

Recent Trends

Educational services provided by the Sacramento City USD are funded principally through the district's general fund. In FY 1988, revenues and expenditures of this

fund were \$165 million and \$160.6 million, respectively (Table 3.4-24). The fund balance was \$6.7 million, representing about 4 percent of operating expenditures in that year. Since FY 1988, expenditures have increased at a faster rate than revenues with fund balances increasing as a result. By FY 1990, fund balances stood at \$16.1 million, representing about 8 percent of operating expenditures in that year.

Table 3.4-24. Sacramento City Unified School District, General Fund Revenues and Expenditures, FY 1988-90 (current dollars)

	FY 1988	FY 1989	FY 1990
Revenues			
Revenue Limit Sources	\$120,227,035	\$127,169,256	\$138,252,248
State Apportionment	97,036,591	102,292,875	111,658,021
Local Sources	23,190,444	24,876,381	26,594,227
Other State Sources	30,511,179	37,197,176	36,156,939
Other Local Sources	3,939,651	3,663,415	4,275,953
Federal Sources	10,341,614	13,431,931	14,273,950
Subtotal	\$165,019,479	\$181,461,778	\$192,959,090
Expenditures			
Salaries/Direct Instruction	\$146,906,265	\$152,503,539	\$167,880,488
Operating Expenses	9,863,766	14,231,571	15,653,330
Debt Service	1,182,888		637,215
Other	2,687,355	6,032,749	6,825,777
Subtotal	\$160,640,274	\$172,767,859	\$190,996,810
Fund Balance	\$6,701,352	\$14,572,713	\$16,126,804

Note: Columns may not sum to totals because of computer rounding.

Sources: Perry-Smith & Co., 1988, 1989a, 1990a.

State education aid program revenues are the largest revenue source of the district. State revenue limit apportionments and other state source revenues account for about three-quarters of all general fund revenues. Property tax revenues account for the majority of the remaining available revenue sources. P.L. 81-874 program revenues are minimal (budgeted FY 1990 levels are \$70,000). Long-term debt outstanding is \$17.5 million at the end of FY 1990.

Impacts of Closure

The projected reduction in enrollments of approximately 330 students will principally affect the amount of state educational aid revenues the district will receive. Revenue limit sources are the district's primary source of revenue. Revenue limits are calculated on a per pupil basis and are funded by a combination of local property taxes and state aid. The per-pupil revenue limit in the district (in constant 1990 dollar values) is about \$2,700 per-pupil. Because of the level of projected growth in the region from non-base related activities and the size of the overall tax base in the district, closure of the base is not expected to have a substantial negative effect on overall property tax collections.

Since the amount of property tax projected to be collected by the district is not expected to change, the reduction of 330 pupils (not including effects associated with other non-base related growth) would principally affect the amount of state aid received. Reduced state aid payments of approximately \$900,000 by FY 1994 are projected. To the extent property tax collections are negatively affected by base closure, the reduction in state aid would be proportionally less. Total revenue reductions, including other state, local, and federal program revenues, would amount to \$1.3 million. Federal program revenue reductions include approximately \$70,000 in P.L. 81-874 program revenues.

However, reduced enrollment levels will result in a direct need for fewer teachers (assuming class sizes remain constant and not including effects associated with non-base related growth). Direct instruction costs are estimated to decrease by approximately \$1.1 million. Other costs, such as general administrative and other operating costs, are expected to remain at or near pre-closure announcement levels. These expenditure reductions would not be sufficient to offset projected revenue losses and shortfalls of approximately \$130,000 are projected by FY 1994 (see Table 3.4-21). Further program cutbacks and/or increases in other revenue sources would be required if a balanced fiscal position is to be maintained.

Folsom Cordova Unified School District

Recent Trends

Educational services provided by the Folsom Cordova USD are funded principally through the district's general fund. In FY 1988, revenues and expenditures of this fund were \$37 million and \$36.6 million, respectively (Table 3.4-25). The fund balance was \$2.1 million, representing about 6 percent of operating expenditures in that year. Since FY 1988, revenue growth has outpaced expenditures with fund balances increasing as a result. By FY 1991, fund balances stood at \$5 million, representing about 11 percent of operating expenditures in that year.

Similar to other school districts in the area, state educational aid program revenues and property taxes are the principal revenue sources of the district. State source revenues (the state apportionment of the base revenue limit and

Table 3.4-25. Folsom Cordova Unified School District, General Fund Revenues and Expenditures, FY 1988-90 (current dollars)

	FY 1988	FY 1989	FY 1990	FY 1991
Revenues				
Revenue Limit Sources	\$29,204,294	\$31,274,858	\$34,598,165	\$38,207,143
State Apportionment	22,925,695	23,736,462	26,074,752	N.A.
Local Sources	6,278,599	7,538,396	8,523,413	N.A.
Other State Sources	5,084,741	6,046,441	7,081,004	6,765,278
Other Local Sources	1,054,982	711,929	806,436	1,360,884
Federal Sources	1,652,557	1,910,321	1,782,761	1,860,005
P.L. 81-874	619,441	828,812	640,261	N.A.
Other	1,033,116	1,081,509	1,142,500	N.A.
Subtotal	\$36,996,474	\$43,360,324	\$44,268,366	\$48,193,300
Expenditures				
Salaries/Direct Instruction	\$32,803,492	\$34,691,633	\$37,270,956	\$42,558,393
Operating Expenses	2,509,150	2,806,093	3,459,335	3,127,750
Other	1,317,732	1,234,697	920,276	2,138,380
Subtotal	\$36,630,374	\$38,732,423	\$41,650,567	\$47,524,530
Fund Balance	\$2,063,452	\$2,602,984	\$4,625,193	\$4,993,968

Note: Columns may not sum to totals because of computer rounding.

Sources: Porterfield & Co., 1988, 1989, 1990; Folsom Cordova USD, undated.

other state source revenues) accounted for 79 percent of all general fund revenues in FY 1991. Local property tax revenues accounted for the majority of the remaining revenues. The district also serves the educational needs of the dependents of Mather AFB personnel and received \$640,000 in P.L. 81-874 program revenues in FY 1990. This was down slightly from the previous year's level of \$830,000.

The district had no general obligation bond indebtedness as of FY 1990 but does have outstanding capital leases of approximately \$6.7 million on various buildings and equipment in the district.

Impacts of Closure

Fiscal effects to the Folsom Cordova USD are similar to those discussed for the Sacramento City USD. However, because the Folsom Cordova district relies to a greater extent on federal program revenues (principally P.L. 81-874 program revenues), fiscal effects in this district are comparatively greater.

Based on per-pupil revenue limits of \$2,870 per pupil and projected enrollment declines of approximately 1,100 students, state revenue limit source revenue is projected to decline by \$3.2 million by FY 1994. Because the amount of property

tax projected to be collected by the district is not expected to change substantially when the base is placed in caretaker status, this revenue loss would be entirely attributed to reduced state aid payments. To the extent property tax collections are negatively affected by base closure, the reduction in state aid would be proportionally less. P.L. 81-874 program revenues are projected to decline by approximately \$800,000. Total revenue losses are estimated at \$4.8 million, representing about 10 percent of the district's general fund budget.

Similar to the Sacramento City USD, lower enrollments will result in direct need for fewer teachers. Direct instruction costs are estimated to decrease by approximately \$3.5 million. Other costs, such as general administrative and other operating costs, are expected to remain at or near pre-closure announcement levels. These expenditure reductions would not be sufficient to offset projected revenue losses and shortfalls of about \$1 million annually are projected (see Table 3.4-21). Further program cutbacks and/or increases in other revenue sources would be required if a balanced fiscal position is to be maintained.

San Juan Unified School District

Recent Trends

Services provided by the San Juan USD are funded principally through the district's general fund. In FY 1989, revenues and expenditures of this fund were \$174.9 million and \$169.7 million, respectively (Table 3.4-26). Fund balances were \$12.6 million, representing about 7 percent of operating expenditures in that year. By FY 1991, however, projected revenues are not anticipated to meet expenditure demands. Reserves are proposed to be carried forward as operating revenues in that year with a subsequent reduction in fund balances approximating \$2.9 million by the end of FY 1991.

Revenues from P.L. 81-874 programs also are projected to decline from approximately \$90,000 received in FY 1988 to about \$25,000 in FY 1991. Long-term debt at the end of FY 1990 is approximately \$17.9 million. State source revenues (the apportionment of the base revenue limit and other state source revenues) accounted for 77 percent of all general fund revenues in FY 1990. Local property tax revenues accounted for the majority of the remaining revenue sources.

Impacts of Closure

Enrollment losses in this district are estimated at approximately 400 students. Based on a per-pupil revenue limit of \$2,800, reduction of revenue limit source revenues is estimated at about \$1.1 million. Total revenue losses are estimated at about \$1.5 million, including approximately \$60,000 in reduced P.L. 81-874 program revenues. Expenditure reductions are projected to be about \$1.4 million, principally due to reduced direct instruction-related costs. Shortfalls

**Table 3.4-26. San Juan Unified School District, General Fund Revenues and Expenditures,
FY 1989-91 (current dollars)**

	FY 1989	FY 1990	FY 1991
Revenues			
Revenue Limit Sources	\$128,387,020	\$135,989,113	\$140,039,753
State Apportionment	98,851,250	104,519,282	106,881,080
Local Sources	29,535,770	31,469,831	33,158,673
Other State Sources	36,127,048	38,899,537	39,989,212
Other Local Sources	4,763,887	4,233,196	4,316,289
Federal Sources	5,670,778	6,265,096	5,449,653
P.L. 81-874	91,337	59,900	25,000
Other	5,579,441	6,205,196	5,424,653
Subtotal	\$174,948,733	\$185,386,942	\$189,794,907
Expenditures			
Salaries/Direct Instruction	\$155,183,780	\$167,932,136	\$182,344,382
Operating Expenses	8,976,329	10,044,914	11,751,265
Dept Service	326,555	308,309	N/A
Other	5,227,731	6,734,975	6,205,961
Subtotal	\$169,714,395	\$185,020,334	\$200,301,608
Fund Balance	\$12,633,882	\$13,336,903	\$2,875,096

Note: FY 1991 values reflect proposed budget.
Columns may not sum to totals because of computer rounding.
Sources: Perry-Smith & Co., 1989b, 1990b; San Juan USD, 1990.

are projected to be approximately \$70,000 annually (see Table 3.4-21). Further program cutbacks and/or increases in other revenue sources would be required if a balanced fiscal position is to be maintained.

Elk Grove Unified School District

Recent Trends

Services provided by the Elk Grove USD are funded principally through the district's general fund. In FY 1988, revenues and expenditures of this fund were \$67 million and \$64.7 million, respectively (Table 3.4-27). Fund balances were \$5.3 million, representing about 8 percent of operating expenditures in that year. By FY 1990, revenues and expenditures increased to \$93.1 million and \$90.2 million, respectively. Fund balances increased to \$10.9 million, representing about 12 percent of expenditures in that year. Revenues from P.L. 81-874 programs are minimal, averaging about \$50,000 per year. General obligation bond indebtedness at the end of FY 1990 is approximately \$4.4 million.

**Table 3.4-27. Elk Grove Unified School District, General Fund Revenues and Expenditures,
FY 1988-90 (current dollars)**

	FY 1988	FY 1989	FY 1990
Revenues			
Revenue Limit Sources	\$52,130,823	\$59,620,094	\$70,926,037
State Apportionment	44,119,627	50,244,546	60,447,176
Local Sources	8,011,196	9,375,548	10,478,861
Other State Sources	11,218,427	16,110,327	17,115,588
Other Local Sources	1,766,347	1,964,791	1,871,176
Federal Sources	1,899,100	2,310,158	3,164,900
P.L. 81-874	46,540	53,504	54,014
Other	1,852,560	2,256,654	3,110,886
Subtotal	\$67,014,697	\$80,005,370	\$93,077,701
Expenditures			
Salaries/Direct Instruction	\$57,689,790	\$68,250,935	\$80,573,438
Operating Expenses	4,581,243	5,208,694	6,307,278
Other	2,387,028	2,292,760	3,296,168
Subtotal	\$64,658,061	\$75,752,389	\$90,176,884
Fund Balance	\$5,309,392	\$8,689,901	\$10,585,181

Note: Columns may not sum to totals because of computer rounding.
Sources: Peat Marwick Main & Co., 1988, 1989; Perry-Smith & Co., 1990c.

Impacts of Closure

Enrollment losses in this district are estimated at approximately 700 students. Based on a per-pupil revenue limit of \$2,900, reduction of revenue limit source revenues is estimated at about \$2 million. Total revenue losses are estimated at about \$2.6 million, including approximately \$50,000 in reduced P.L. 81-874 program revenues. Expenditure reductions are projected to be about \$2.5 million, principally due to reduced direct instruction-related costs. Shortfalls are projected to be approximately \$100,000 annually (see Table 3.4-21).

3.4.6 Other Relevant Resources

3.4.6.1 Transportation

Roadways

Recent Trends

The region surrounding Mather AFB is served by a network of interstate, U.S., and state highways, and city and county roads. The Sacramento area and Mather

AFB are served by several freeways: Interstate 5 (I-5), a north-south freeway 10 miles west of the base; I-80, located about 6 miles north of the base; U.S. 50, about 1 mile north of the base, and U.S. 99 which parallels I-5 to Stockton. These four major highway corridors radiate from downtown Sacramento.

The circulation element of the Sacramento County General Plan is currently under revision. The California Department of Transportation (Caltrans) has scheduled several improvements for U.S. 50 in the vicinity of the base. Although no widening of U.S. 50 is planned at present, high-occupancy vehicle lanes in the area have been considered.

Access to the base is provided by five community roadways:

- Mather Field Drive (Main Gate)
- Old Placerville Road (West Gate, or SAC Gate and Commissary Gate – which is not currently used)
- Excelsior Road (Wherry Gate – not currently used)
- Douglas Boulevard (Douglas Gate).

Mather Field Drive is a four-lane roadway leading 0.75 mile to the Main Gate south from a full freeway interchange with the eight-lane U.S. 50; the road also extends north of U.S. 50 about 0.5 mile to Folsom Boulevard. Old Placerville Road adjoins a portion of the west side of the base and runs between Bradshaw Road (about 1 mile west of the base) and Rockingham Drive (which connects to Mather Field Drive with a signalized intersection about 0.5 mile to the east). Excelsior Road, a two-lane low volume road, extends from the base's Wherry Gate about 2 miles south to State Route (SR) -16 (Jackson Road), and continues south from there. Douglas Boulevard is a two-lane road exiting the base's east boundary.

These four roads together with Routiers Road, Klefer Boulevard, Zinfandel Drive, and International Drive are, therefore, designated as key community roads in this analysis. Routiers Road is a two-lane road which presently runs from Old Placerville Road on the south across U.S. 50 to Folsom Boulevard on the north. An interchange with U.S. 50 is planned for the future. Routiers Road does not presently extend south from Old Placerville, but such a southerly extension is planned and is assumed here to be in place by 1999.

Klefer Boulevard is presently an unpaved road between about one-quarter mile west of Sunrise Boulevard and the southerly alignment of Routiers Road; other portions are two-lane paved roads.

Zinfandel Drive is a two-lane road between International Drive and White Rock Road, and a four-lane road north from there to its intersection with U.S. 50. Although it does not presently run south of International Drive to the base, its four-lane extension is planned; it is assumed here that this will be completed by 1999.

International Drive is presently a four-lane roadway between Mather Field Drive, near the base, and east past Zinfandel Drive to about one-quarter mile west of Sunrise Boulevard.

Although three gates provide access to Mather AFB, only the Main Gate remains open every day for 24 hours. The principal roads from the Main Gate are Eknes Street and Sbth Street. They are north-south, one-way, two-lane roadways that together form a two-way couplet. This couplet serves as the main entry and exit route to and from the base.

Airmen Way links the Commissary Gate (at Old Placerville Road), the commissary, and nearby activity sites. Except at the gate, where it is four lanes, Airmen Way is a two-lane road.

Mather Boulevard is a two-lane on-base road that provides access from the Wherry Gate entrance and connects G and H avenues to Douglas Road. G and H avenues join to form a two-lane roadway that provides major east-west circulation through the base and links the West Gate with Mather Boulevard. E Avenue is a two-lane roadway which provides east-west circulation through the base and crosses major north-south roadways such as Sbth Street and Eknes Street. Douglas Road connects Mather Boulevard with the West Gate. Levels of service along all on-base roadways are A (Omni-Means, Ltd., 1988).

Impacts of Closure

By 1994, after Mather AFB is scheduled to close, the population of the area is expected to have grown by an estimated 6.6 percent (1.6 percent per year) over that of 1990. It is likely that traffic on the key roads will have increased by the same proportion, minus the traffic generated by the base. Upon closure of Mather AFB, it is assumed that the only traffic on base would be generated by a small 50-person disposal management team, with the Main Gate being the only access point. In the event that the on-base elementary schools remain open for use by 500 to 600 students, they would generate 500 to 600 daily trips.

Air Transportation

Recent Trends

The air transportation analysis includes passenger travel by commercial airline and charter flights, business and recreational travel by private (general) aviation, and priority package and freight delivery by commercial and other carriers. There are a total of seven non-military airports in Sacramento County, three of which are publicly owned (Sacramento Metropolitan Airport, Sacramento Executive Airport, and Franklin Field). All have general aviation, but only Sacramento Metropolitan handles commercial aviation.

Impacts of Closure

Upon closure of Mather AFB, there would be an approximately 0.3 percent reduction in travel through the Sacramento Metropolitan Airport resulting from the loss of military-related passengers who currently use the airport.

Rail

Recent Trends

The Sacramento area is served by two major transcontinental railroads: Southern Pacific and Union Pacific. A line of the Southern Pacific is located parallel to U.S. 50, about 1 mile north of Mather AFB. A spur line runs south from the Southern Pacific line onto the base. AMTRAK passenger service operates out of the Southern Pacific Depot in Old Sacramento.

Sacramento's Rapid Transit (RT) Light Rail System provides public mass transit which currently connects the downtown Capitol Mall area with the suburbs to the east via two routes. Current ridership averages approximately 24,000 passengers monthly from near-base connections (January to March 1991 IRT Boarding Counts). The Regional Transit Bus Route 28 stop near the Main Gate (Mather Field Drive at Rockingham Place) provides Metro Connection Service.

Impacts of Closure

Upon closure of Mather AFB, there would be some very small reductions in use of the RT Light Rail and AMTRAK systems through Sacramento. Long range light rail development plans identify extensions from the current terminus at Butterfield Road to the city of Folsom with a new station at Mather Field Drive. These reductions would be overcome quickly by the projected population growth in the Sacramento metropolitan area. Public transit, including the light rail system, would be virtually unaffected by the loss of military and civilian personnel at closure due to present lack of use.

3.4.6.2 Utilities

Water Supply

Recent Trends

Mather AFB currently derives its potable water from ten wells throughout the base (California Department of Health Services, 1989, 1990). The main base, the housing, and the SAC/K-9 areas create three distinct geographic water distribution areas on Mather AFB. There is an inter-tie between the housing and main-base systems which is used only in emergencies (Sacramento County Department of Public Works, 1990). Water services for the housing, golf course, K-9, and weapons storage areas (WSA) operate solely on gravity feed systems. Water on the main base is pumped from the base wells through the distribution

lines. In 1989, the Air Force began using a computer monitoring system that automatically turns well pumps on or off to maintain adequate storage tank and reservoir water levels (Sacramento County Department of Public Works, 1990).

The average daily water production for the entire base (1986 through 1990) was 2.3 million gallons per day (MGD). The housing area produced an average of 1.43 MGD during this period. The on-base area produced an average of 0.82 MGD and the golf course and test cell area produced an average of 0.05 MGD (California Department of Health Services, 1991).

Impacts of Closure

Prior to the announcement of the closure of Mather AFB, the base had few plans to make infrastructural changes to the water supply system. Generally, regular maintenance of the existing system was planned to accommodate water demand on the base through 2010. Closure of the base would result in a 1.6 percent reduction in water consumption within the Sacramento County Water Agency region in 1994.

Two local water purveyors, Arden-Cordova Water Services and Citizens Utilities Company, have expressed interest in serving the base site after the Air Force ceases operations there (Carson, 1991; Freuer, 1991). Both purveyors have accessible water mains adjacent to the base which would allow interconnection of on- and off-base systems. Water supply and distribution lines of both purveyors are adequate for the communities they serve, although due to a county-wide groundwater management program, future well permits may be more difficult to obtain which could restrict the ability to expand such systems to accommodate rapid growth in water demand (Sacramento County Water Agency, 1989). The ten potable wells on the site would be an asset to the purveyor which incorporates the base into its service area.

Wastewater

Recent Trends

Prior to mid-1983, Mather AFB operated its own wastewater treatment plant, located approximately 1.0 mile south of the 7000 Area, across runway 4R. After treatment, the effluent from the old plant was discharged into Morrison Creek. Base wastewater now is conveyed by county interceptor lines to the Sacramento Regional Wastewater Treatment Plant (SRWTP). Mather AFB and the surrounding communities of Arden-Arcade, Florin, Rancho Cordova, and Sloughhouse are located in the unincorporated county area that is part of County Sanitation District No. 1 (CSD-1). CSD-1 is one of three agencies contributing to the Sacramento Regional County Sanitation District (SRCSD) treatment plant (Wong, 1991). The other two agencies are the city of Sacramento and the city of Folsom. The regional treatment plant is approximately 13 miles southwest of Mather AFB,

along the Sacramento River. The base has contracted with SRCSD to treat 0.8 MGD average dry weather flow and 2 MGD during peak wet weather flow.

The SRWTP is located on 900 acres of a 3,500-acre site near the community of Freesport. The major treatment processes at the regional plant include primary sedimentation, pure oxygen activated sludge, secondary sedimentation, chlorination for disinfection, and dechlorination prior to discharge to the Sacramento River (SRWTP, undated). The system's average dry weather flow is about 125 MGD. During the peak wet season the average flow is approximately 240 MGD. The plant uses a pure oxygen-activated sludge process and currently can treat 136 MGD. The treatment site has 80 acres of basins which can store over 200 million gallons of wastewater during periods of excessive flows for return to the plant when storm flows subside. These basins are also used when the Sacramento River flow slows to less than 0.5 feet per second so that effluent is properly diluted in the river.

Impacts of Closure

The SRWTP currently serves an estimated 750,000 residents and is designed for continued growth, having a modular, phased expansion plan which allows specific treatment processes to be added to the facility, individually, as required (SRWTP, undated). The current design capacity of the plant is expected to be adequate for the region until about 2000 (Sacramento County Department of Public Works, 1985). Closure of Mather AFB would result in a 1994 forecast reduction of 1.6 percent in wastewater production.

Solid Waste

Recent Trends

Solid waste from Mather AFB and the surrounding region is currently disposed of in Kiefer Landfill, owned and operated by the county of Sacramento, with smaller quantities going to the privately owned and operated L&D Landfill. Kiefer Landfill is near Sloughhouse, near the intersection of Grant Line Road and Kiefer Road, approximately 7 miles southeast of the base. The facility is designated as a Class III landfill, suitable for the disposal of nonhazardous and general municipal waste, and has a design capacity through 2040 (Sacramento County Department of Public Works, 1988). The Class III L&D Landfill, within the city limits of Sacramento, accepts only high paper and wood content commercial refuse with low moisture and garbage content, which has not been mechanically compacted. At a daily average of 316 tons per day, the landfill has an expected closure date of 1992 (Sacramento County Department of Public Works, 1988).

Sunrise Waste Container Service provides private solid waste hauling for Mather AFB. The Mather contract is their only client. The hauler collects an average annual total of 240,000 cubic yards (5,700 tons) per year from the base. The

material is hauled to Klefer Landfill and L&D Landfill (Smith, 1991). Mather AFB contributes about 1 percent of the total waste received at Klefer Landfill annually.

The base also currently operates a natural gas-fired incinerator which is used for the combustion of JP-4 transfer vapor recovery volatiles. Hospital waste is hauled by a private hauler and incinerated off base (Smith, 1991).

Impacts of Closure

Closure of Mather AFB would result in a reduction of 0.6 percent in forecast solid waste disposal within Sacramento County by 1994.

Energy

Recent Trends

Electricity. Sacramento Municipal Utility District (SMUD) supplies electricity to Mather AFB and the surrounding communities. The base is part of SMUD's Rancho Cordova District. Base demand averaged 5 megawatts (MW) per month in 1990 (SMUD, 1991). Typically, demand peaks during the summer months of June through September. Data from 1988 through 1990 indicate that average summer consumption was approximately 6 MW per month (U.S. Air Force, 1991). Generally, the on-base electrical system is considered to be in satisfactory condition, with the exception of the housing area (Day, 1991).

There are 126 interruptible service customers (industrial/commercial type users) in SMUD's service area. Curtailment of service has been used in the region as a means of managing peak demand. However, this does not indicate a deficiency in SMUD's ability to meet future growth in the region, and curtailments to interruptible service customers is expected to continue in the future (DeSelle, 1991).

Natural Gas. PG&E provides natural gas to Mather AFB and the surrounding region. The on-base distribution system is owned and maintained by the Air Force, except the housing area where there are 1,280 individual PG&E meters.

Similar to electricity service, PG&E can curtail natural gas service to interruptible service customers. PG&E has not curtailed service to these customers in the recent past and does not anticipate having to do so in the future due to industrial/commercial growth in the region (Bohn, 1991).

Diesel and Propane. The hospital is heated by steam via a diesel oil-fired boiler system. Service lines consist of 3-inch steam lines and 2.5-inch steam return lines. The system has backup generators for use in emergencies. Facilities on the southeast side of the runway, which comprise less than 5 percent of the total amount of building space on base, presently use propane as a heating fuel. Although propane is more expensive than natural gas, the initial capital expense

of extending the natural gas distribution lines to these remote areas of the base has never been warranted (U.S. Air Force, 1989).

Impacts of Closure

By 1994, closure of Mather AFB would result in a 1.6 percent reduction in electricity consumption within the SMUD region. Natural gas consumption within the PG&E Sacramento District would be reduced by 2 percent.

3.4.6.3 Airspace

Recent Trends

Flight activities at Mather, Beale, and McClellan AFBs are currently managed under the Sacramento Approach Control Area. Mather competes with 29 public-use airports, 39 private-use airports, and 2 military bases within the approach complex. Various types of aircraft (aerial tanker, bomber, trainer, and fire suppression aircraft) are based or transit through Mather AFB. In calendar year 1990, Mather AFB had a total of nearly 78,000 aircraft operations (an aircraft operation is one takeoff or one landing).

Impact of Closure

The number of flights into and out of Mather AFB will diminish through the end of 1992, with all aviation activity at the base scheduled to cease in 1993. Other area airspace users include commercial airports, military airfields, smaller public airports, and private airfields. This action will make additional local airspace available for other aviation and non-aviation use.

Because 63 airports compete for airspace in the approach complex, realignment of approach and departure procedures upon closure of Mather AFB could lead to significant efficiency gains for the major airports. Upon closure, the 323rd Flying Training Wing of Mather AFB could be relocated to Randolph AFB, Texas, depending on the reuse alternatives.

Private use airports such as Rancho Murieta, and Cameron airports reported that they have no current interaction with Mather AFB (Rancho Murieta Airport, 1991; Sacramento Executive Airport, 1991; Cameron Airport, 1991).

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4.0 SOCIOECONOMIC EFFECTS OF PROPOSED ACTION AND REUSE ALTERNATIVES

This chapter discusses the potential socioeconomic effects associated with the Proposed Action and three alternatives for reuse of Mather AFB as well as the No-Action Alternative. The purpose of the study is to identify major socioeconomic issues related to each of the five possibilities for future activity at the base, and where possible, estimate the relative levels of probable socioeconomic effects through quantitative assessments.

Future reuse of the base is uncertain in its scope, activities, and timing. This report addresses these uncertainties by evaluating alternative reuse scenarios intended to encompass the full range of reasonably foreseeable reuses and their socioeconomic impacts.

Alternatives are defined for this analysis on the basis of (1) plans of local communities and interested individuals, and (2) general land use planning considerations. Reuse scenarios considered in this study must be sufficiently detailed to permit environmental analysis. Initial concepts and plans are taken as starting points for scenarios to be analyzed. Available information on any reuse alternative is then supplemented with economic, demographic, transportation, and other planning data to provide a reuse scenario for analysis.

Descriptions of the effects of the Proposed Action and three development alternatives are provided sequentially for each of five major issue areas in Sections 4.1 through 4.5. A summary of effects for other relevant issues is provided in Section 4.6; the accompanying *Mather AFB Disposal and Reuse EIS* provides more detailed descriptions of effects for these other relevant issues. The description of effects of the No-Action Alternative is inherently the same as post-closure conditions, presented in Section 3.4.

Context of Analysis. This analysis addresses the timing of impacts associated with each of the various alternative plans for future disposition of the base. The analysis covers a time period extending 20 years after the first full year of closure of Mather AFB, and results are presented for each of the alternatives for the years 1994 (the first full year of complete base closure), 1999 (5 years after the first year of closure), 2004 (10 years after the first year of closure), and 2014 (20 years after the first year of closure).

The projections presented in this report are annual average figures. In late 1993 and early 1994 the only activities assumed to occur on the site are the caretaker activities of the DMT (see Chapter 3). Subsequent start-up of reuse construction activities under all alternatives was projected to phase in during 1994, with operation activities generally starting in 1995.

Of particular importance in this analysis are "site-related" effects of the Proposed Action or an alternative. Site-related effects are defined to include both direct on-site and secondary effects of reusing the base. Direct on-site effects are the changes immediately associated with an action, such as the employment of workers at facilities planned under each reuse plan. Secondary effects include the indirect and induced changes that may occur either on-site or off-site elsewhere in the region. The actual location of secondary effects is primarily dependent on personal and organizational purchasing choices (e.g., locational decisions).

This analysis recognizes the potential for community impacts stemming from "announcement effects" of information regarding the base's closure or reuse. Such announcements may impact the affected communities' perceptions and, thus, could have important local economic consequences.

An example of one such effect would be the in-migration of people anticipating employment under one of the reuse options. If it were announced later that the No-Action Alternative was chosen, many of these newcomers would leave the area seeking employment elsewhere. This announcement effect would, thus, include (1) a temporary increase in population in anticipation of future employment, and (2) a subsequent decline in population, as people leave the area after the announcement.

Changes associated with announcement effects, while potentially important, are highly unpredictable. Such effects thus were excluded from the quantitative analysis in this study, and are not displayed in any of the tabular or graphic data presented in this report.

4.1 ECONOMIC ACTIVITY

Based on a forecast by the U.S. Bureau of Economic Analysis (1990a), adjusted for the closure effects of Mather AFB and the Sacramento Army Depot, total employment in the ROI is projected to grow from 836,700 in 1994 to 1,033,800 in 2014 in the absence of any base reuse activities at Mather AFB or the Sacramento Army Depot. This is a projected increase of 1.1 percent annually. This post-closure condition provides a reference for comparison of the employment effects of base reuse actions.

4.1.1 Proposed Action

More than 1,000 direct construction jobs would be generated during the first year after base closure under the Proposed Action. These direct construction jobs would taper off to slightly more than 200 jobs annually through the 20-year period. It was assumed that the airport facility and various businesses would first become operational by 1995, and by 1999 such activity would create about

1,800 direct on-site jobs, increasing to about 6,800 by 2014 (Table 4.1-1 and Figure 4.1-1). Approximately 7,000 total direct (construction and operation) jobs would be created from reuse activity at the Mather AFB site in 2014, providing the stimulus for about 5,200 secondary jobs throughout the four-county ROI, most of which would be located within the ACS (Sacramento County).

Table 4.1-1. Site-Related Employment and Earnings Projections - Proposed Action

	1994	1999	2004	2014
Proposed Action				
Base-Related Jobs	2,429	3,600	8,158	12,191
Direct Jobs	1,017	1,917	4,325	7,019
Construction	1,017	294	319	215
Operation	0	1,622	4,006	6,804
Secondary Jobs	1,412	1,684	3,833	5,172
Sacramento County	1,128	1,365	3,111	4,198
Rest of ROI	284	318	722	974
 Earnings (millions \$1990)	 \$72.0	 \$98.8	 \$226.5	 \$301.8
Direct Earnings	\$35.9	\$58.9	\$136.3	\$184.1
Construction	\$35.9	\$10.4	\$11.3	\$7.6
Operation	\$0.0	\$48.5	\$125.1	\$176.5
Secondary Earnings	\$36.1	\$39.9	\$90.1	\$117.7
 Post-Closure w/o Reuse ^(a)				
Site-Related Jobs	67	67	67	67
Earnings (millions \$1990)	\$1.7	\$1.7	\$1.7	\$1.7
 Proposed Action Increase Over Post-Closure w/o Reuse ^(a)				
Site-Related Jobs	2,362	3,533	8,091	12,124
Earnings (millions \$1990)	\$70.3	\$97.1	\$224.8	\$300.1

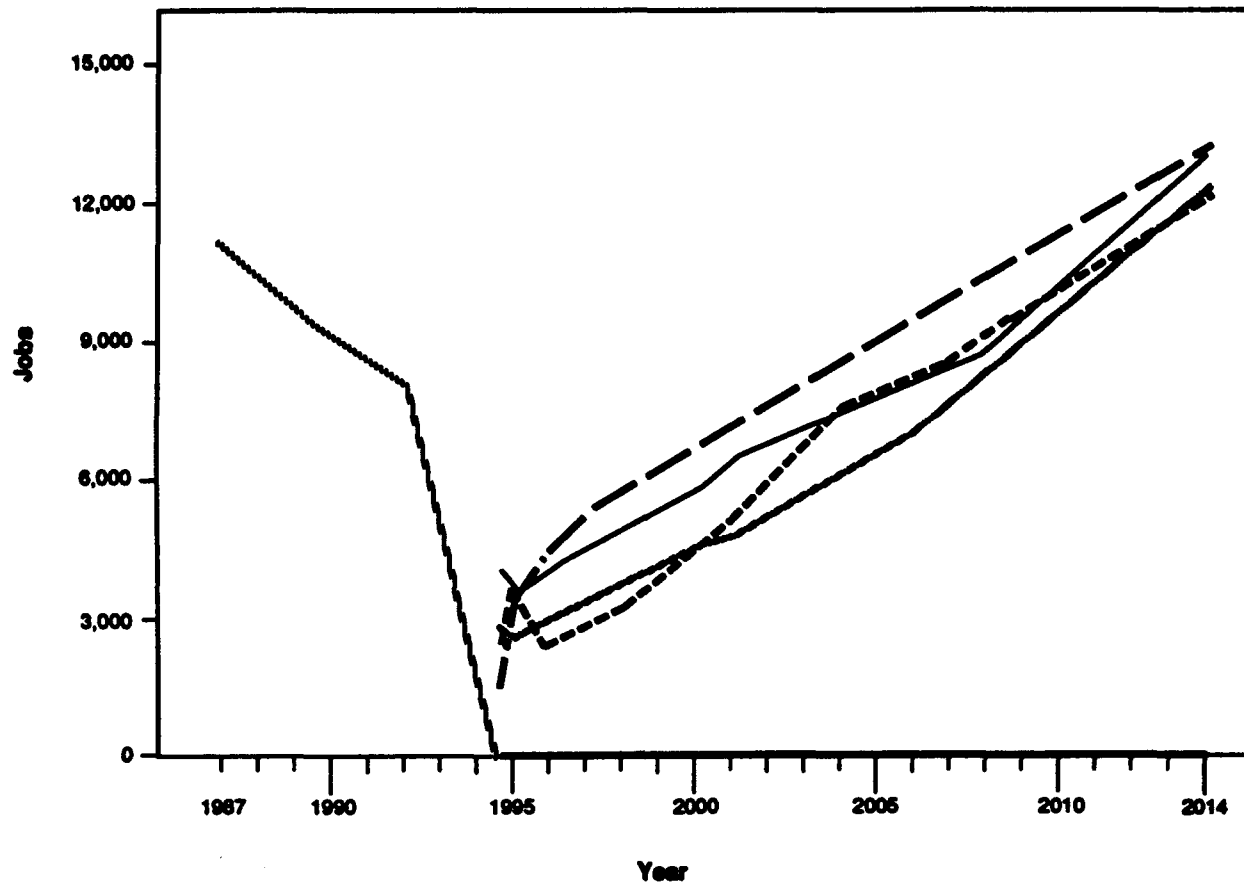
Notes: Potential changes due to the closure and/or reuse of the Sacramento Army Depot would be in addition to the changes shown above.

(a) Includes both direct and secondary employment and earnings impacts.

Regional direct and secondary earnings associated with this alternative are estimated to reach \$302 million annually by 2014.

4.1.2 Non-Aviation with Mixed-Density Residential Alternative

Almost 1,200 direct construction jobs would be generated during the first year after base closure under this alternative. These direct construction jobs would decrease to about 770 jobs by the year 2014. Industrial and commercial activities would first become operational by 1995, and by 1999 such activity would create about 1,800 direct on-site jobs, increasing to more than 6,300 by 2014 (Table 4.1-2 and Figure 4.1-1). Approximately 7,100 total direct (construction and operation) jobs would be created from reuse activity at the Mather AFB site in 2014, providing the stimulus for an additional 5,200 secondary jobs throughout the four-county ROI, most of which would be located within the ACS.



EXPLANATION

- Post-Closure/No-Action
- Proposed Action
- Non-Aviation with Mixed-Density Residential
- - - General Aviation with Aircraft Maintenance
- Non-Aviation with Low-Density Residential
- Preclosure

ROI Employment Impacts-Proposed Action and Alternatives

Figure 4.1-1

**Table 4.1-2. Site-Related Employment and Earnings Projections -
Non-Aviation with Mixed-Density Residential Alternative**

	1994	1999	2004	2014
Reuse-Related Jobs	2,808	4,203	6,438	12,355
Direct Jobs	1,175	2,324	3,593	7,098
Construction	1,175	549	733	766
Operation	0	1,775	2,860	6,332
Secondary Jobs	1,633	1,878	2,845	5,257
Sacramento County	1,296	1,505	2,279	4,215
Rest of ROI	337	373	566	1,042
Earnings (millions \$1990)	\$83.1	\$104.3	\$156.9	\$290.0
Direct Earnings	\$41.4	\$59.0	\$88.8	\$166.7
Construction	\$41.4	\$19.4	\$25.9	\$27.0
Operation	\$0.0	\$39.7	\$63.0	\$139.7
Secondary Earnings	\$41.7	\$45.3	\$68.1	\$124.2
Post-Closure w/o Reuse^(a)				
Site-Related Jobs	67	67	67	67
Earnings (millions \$1990)	\$1.7	\$1.7	\$1.7	\$1.7
Non-Aviation with Mixed-Density Residential Increase Over Post-Closure w/o Reuse^(a)				
Site-Related Jobs	2,741	4,136	6,371	12,288
Earnings (millions \$1990)	\$81.5	\$102.6	\$155.2	\$289.2

Notes: Potential changes due to the closure and/or reuse of the Sacramento Army Depot would be in addition to the changes shown above.

(a) Includes both direct and secondary employment and earnings impacts.

Regional direct and secondary earnings associated with this alternative are estimated to reach about \$290 million annually by 2014.

4.1.3 General Aviation with Aircraft Maintenance Alternative

About 600 direct construction jobs would be generated during the first year after base closure under this alternative. These direct construction jobs would decrease to about 350 jobs annually through the 20-year period. Airport and other business activities would first become operational by 1995, and by 1999 such activity would create more than 3,100 direct on-site jobs, increasing to almost 7,250 by 2014 (Table 4.1-3 and Figure 4.1-1). Approximately 7,600 total direct (construction and operation) jobs associated with reuse activity at the Mather AFB site in 2014 would provide the stimulus for an additional 6,100 secondary jobs throughout the four-county ROI, most of which would be located within the ACS.

**Table 4.1-3. Site-Related Employment and Earnings Projections -
General Aviation with Aircraft Maintenance Alternative**

	1994	1999	2004	2014
Reuse-Related Jobs	1,437	6,315	8,738	13,712
Direct Jobs	597	3,522	4,852	7,587
Construction	597	393	395	345
Operation	0	3,129	4,456	7,242
Secondary Jobs	840	2,793	3,886	6,125
Sacramento County	670	2,268	3,150	4,957
Rest of ROI	170	524	736	1,168
Earnings (millions \$1990)	\$42.7	\$167.0	\$226.8	\$350.1
Direct Earnings	\$21.1	\$101.6	\$136.2	\$208.1
Construction	\$21.1	\$13.9	\$13.9	\$12.2
Operation	\$0.0	\$87.8	\$122.3	\$195.9
Secondary Earnings	\$21.7	\$65.4	\$90.6	\$142.0
Post-Closure w/o Reuse^(a)				
Site-Related Jobs	67	67	67	67
Earnings (millions \$1990)	\$1.7	\$1.7	\$1.7	\$1.7
General Aviation with Aircraft Maintenance Increase Over Post-Closure w/o Reuse^(a)				
Site-Related Jobs	1,370	6,248	8,671	13,645
Earnings (millions \$1990)	\$41.1	\$165.4	\$225.2	\$348.5

Notes: Potential changes due to the closure and/or reuse of the Sacramento Army Depot would be in addition to the changes shown above.

(a) Includes both direct and secondary employment and earnings impacts.

Regional direct and secondary earnings associated with this alternative are estimated to exceed \$350 million annually by 2014.

4.1.4 Non-Aviation with Low-Density Residential Alternative

Almost 1,650 direct construction jobs would be generated during the first year after base closure under this alternative. These direct construction jobs would decrease to about 1,040 jobs by the year 2014. Industrial and commercial activities would first become operational by 1995, and by 1999 such activity would create about 2,230 direct on-site jobs, increasing to nearly 6,650 by 2014 (Table 4.1-4 and Figure 4.1-1).

Approximately 7,700 total direct (construction and operation) jobs associated with reuse activity at the Mather AFB site in 2014 would provide the stimulus for an additional 6,000 secondary jobs throughout the four-county ROI, most of which would be located within the ACS.

**Table 4.1-4. Site-Related Employment and Earnings Projections -
Non-Aviation with Low-Density Residential Alternative**

	1994	1999	2004	2014
Reuse-Related Jobs	3,916	5,480	8,084	13,628
Direct Jobs	1,640	3,018	4,477	7,687
Construction	1,640	790	979	1,039
Operation	0	2,228	3,498	6,648
Secondary Jobs	2,276	2,462	3,607	5,941
Sacramento County	1,805	1,971	2,887	4,754
Rest of ROI	472	490	721	1,188
Earnings (millions \$1990)	\$116.0	\$135.7	\$196.4	\$321.1
Direct Earnings	\$57.9	\$77.5	\$111.7	\$183.5
Construction	\$57.9	\$27.9	\$34.5	\$36.7
Operation	\$0.0	\$49.6	\$77.2	\$146.9
Secondary Earnings	\$58.1	\$58.3	\$84.7	\$137.6
Post-Closure w/o Reuse^(a)	67	67	67	67
Site-Related Jobs	\$1.7	\$1.7	\$1.7	\$1.7
Earnings (millions \$1990)				
Non-Aviation with Low-Density Residential Increase Over Post-Closure w/o Reuse^(a)				
Site-Related Jobs	3,849	5,413	8,017	13,561
Earnings (millions \$1990)	\$114.3	\$134.1	\$194.7	\$319.4

Notes: Potential changes due to the closure and/or reuse of the Sacramento Army Depot would be in addition to the changes shown above.

(a) Includes both direct and secondary employment and earnings impacts.

Regional direct and secondary earnings associated with this alternative are estimated to reach more than \$320 million annually by 2014.

4.1.5 No-Action Alternative

Employment and earning impacts under the No-Action Alternative would be those described above as post-closure conditions.

4.2 POPULATION

If no reuse of Mather AFB occurs, total population of the ROI is projected to increase from 1,581,600 in 1994 to 2,289,500 in 2014, based on figures presented in Chapter 3 of this study and independent projections prepared by the California Department of Finance. This is a projected increase of 1.9 percent annually. This post-closure condition provides a reference for comparing the population impacts of alternative reuse plans.

Population impacts of the Proposed Action and each of the reuse alternatives are defined to include all individuals directly and indirectly associated with the Mather AFB site who would not reside in the ROI were it not for activities at the site. Population impacts consist of these individuals and their dependents. The remaining individuals associated with on-site activities are assumed to be from within the ROI and would reside in the region regardless of activities at the base. These local residents are expected to fill many site-related jobs; local hiring would reduce the in-migration associated with base reuse. Thus, the population impacts due to in-migration are substantially less than the on-site resident population discussed in Section 1.4 (see Table 1.4-2).

4.2.1 Proposed Action

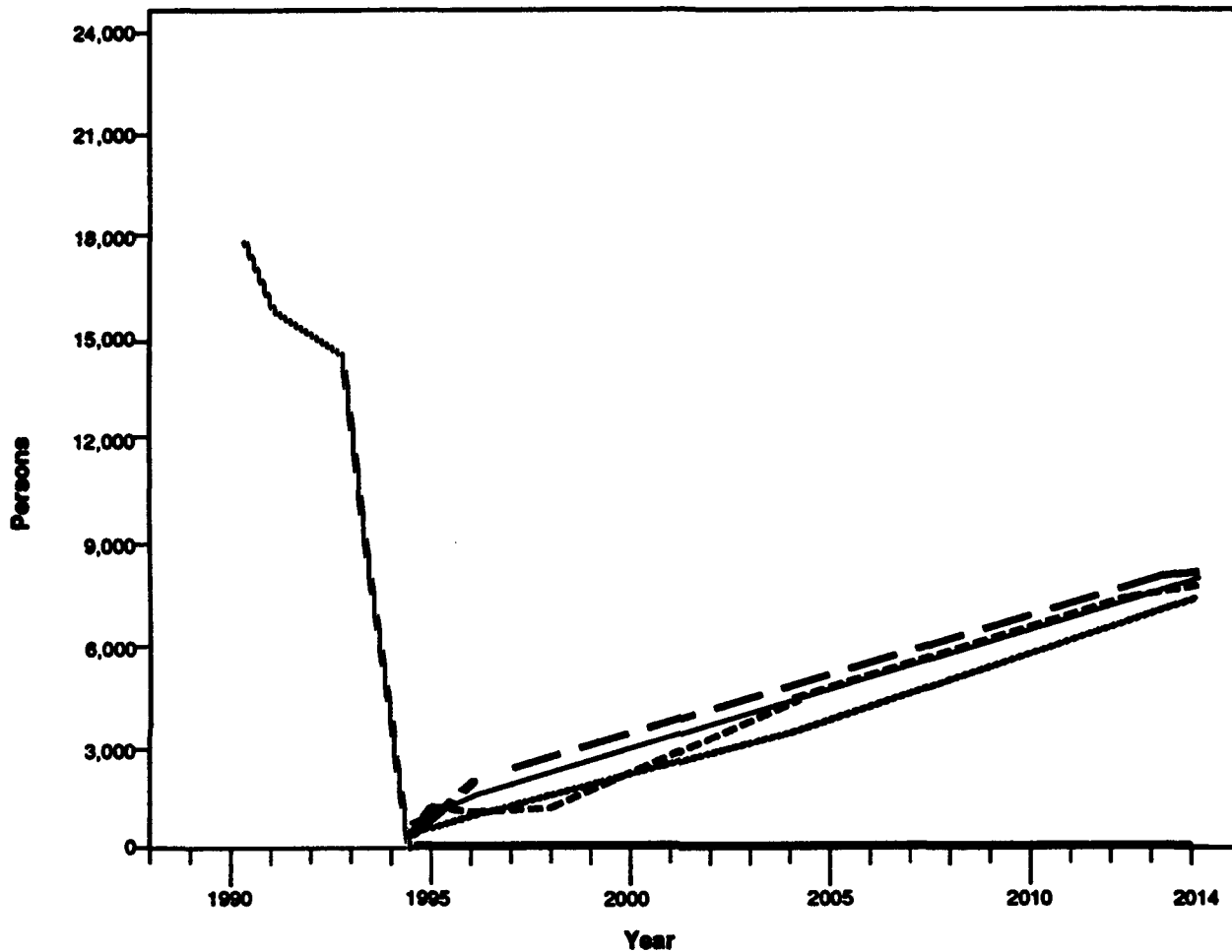
In 1999 the Proposed Action would create a short-term population impact in the ROI of about 1,800 persons (Table 4.2-1). Since Mather AFB is scheduled to close by 30 September 1993, the total population impact of this alternative includes no individuals attributable to residual base operations. Population effects of the Proposed Action would increase after 1999, as the airport and aviation-related industrial activities become fully operational (Figure 4.2-1), reaching more than 7,800 persons by 2014.

Table 4.2-1. Proposed Action: Total ROI and ACS Regional Population Impacts - Counties and Selected Cities

	1994	1999	2004	2014
Sacramento County	423	1,608	3,971	6,976
City of Sacramento	155	594	1,466	2,577
City of Folsom	18	76	189	334
Unincorporated Area	250	938	2,316	4,065
Elk Grove	6	19	46	79
Florin	25	112	278	492
Rancho Cordova	23	73	179	310
El Dorado County	30	95	233	403
Placer County	29	68	167	281
Yolo County	21	42	102	168
Total ROI	503	1,813	4,473	7,828

Note: These numbers represent in-migrants to the ROI; on-site resident population is presented in Table 1.4-2.

Population impacts were allocated to portions of the ROI based upon documented residential patterns of civilian employees at Mather AFB (see Section 3.3.1 and Table 3.3-2). As stated above, the residential choices of direct in-migrants to the area are anticipated to coincide with those of civilian workers rather than military personnel since the distribution of military personnel is influenced less by choice than by the location of base housing. Although all four counties are anticipated to experience in-migration in both the short and



EXPLANATION

- Post-Closure/No-Action
- - - - - Proposed Action
- - - - - Non-Aviation with Mixed-Density Residential
- . - . - General Aviation with Aircraft Maintenance
- Non-Aviation with Low-Density Residential
- Predclosure

ROI Population Impacts- Proposed Action and Alternatives

Figure 4.2-1

long term under the Proposed Action, the vast majority (in excess of 84 percent for each impact year considered) of population impacts associated with this alternative are projected for Sacramento County. Short-term impacts would occur in Sacramento County in 1999, with about 1,600 persons migrating there (see Table 4.2-1). By 2014, nearly 7,000 persons are anticipated to move to Sacramento County as a consequence of adopting the Proposed Action. Compared to anticipated demographic impacts in Sacramento County, in-migration to the remaining three counties in the ROI would be small.

As discussed in Section 3.4.2, the cities of Folsom and Sacramento and the unincorporated communities of Elk Grove, Florin, and Rancho Cordova all are anticipated to lose population when Mather AFB closes. Under the Proposed Action, nearly 600 persons would relocate to the city of Sacramento in 1999 due to activities at the Mather site (see Table 4.2-1). By 2014, roughly 2,600 persons are projected to reside in the city of Sacramento under the Proposed Action. Population resurgence in the remaining four communities examined is expected to be much less than that projected for Sacramento. The greatest number of in-migrants to these communities is predicted for Florin, approaching 500 by 2014.

Of the four reuse options examined in this study, projected in-migration under this alternative ranks third over the long term. Viewed independently, the limited demographic recovery anticipated following base closure might cause concern. However, because population grew so rapidly in this part of central California throughout the 1980s, and is projected to continue growing over the next two decades, this limited growth in site-related population should be compensated for at the regional, county, and community levels.

4.2.2 Non-Aviation with Mixed-Density Residential Alternative

The Non-Aviation with Mixed-Density Residential Alternative would lead to the in-migration of more than 2,000 persons to the ROI by 1999 (Table 4.2-2). Once again, these individuals would comprise newcomers, including dependents, who would not reside in the region were it not for the implementation of this reuse alternative. Population impacts of this alternative are projected to increase over the long term, approaching 7,600 persons by 2014 (see Figure 4.2-1). Compared to the roughly 18,000 persons residing in the region in 1990 due to site-related activities, the in-migrants associated with the Non-Aviation with Mixed-Density Residential Alternative would fall short of a complete demographic resurgence by about 10,500 persons in the ROI over the long term.

All four ROI counties would experience in-migration under the Non-Aviation with Mixed-Density Residential Alternative. As with the Proposed Action, the majority of site-related in-migrants are projected to move to Sacramento County (see Table 4.2-2). In 1999 a short-term population impact exceeding 1,800 persons is

**Table 4.2-2. Non-Aviation with Mixed-Density Residential
Alternative: Total ROI and ACS Population Impacts -
Counties and Selected Cities**

	1994	1999	2004	2014
Sacramento County	489	1,825	2,989	6,717
City of Sacramento	179	673	1,103	2,481
City of Folsom	21	87	142	320
Unincorporated Area	288	1,065	1,744	3,916
Elk Grove	7	21	34	77
Florin	29	127	208	472
Rancho Cordova	27	83	135	301
El Dorado County	35	108	176	391
Placer County	33	78	127	277
Yolo County	24	48	78	167
Total ROI	581	2,059	3,369	7,552

Note: These numbers represent in-migrants to the ROI; on-site resident population is presented in Table 1.4-2.

projected; by 2014, more than 6,700 persons are expected to migrate to Sacramento County if this alternative is adopted. In contrast to in-migration projected for Sacramento County under the Non-Aviation with Mixed-Density Residential Alternative, population impacts in the remaining three counties would be small.

The greatest proportion of site-related population impacts at the community level are projected for the city of Sacramento (see Table 4.2-2). As a consequence of the Non-Aviation with Mixed-Density Residential Alternative, in-migration to this community would approach 700 persons by 1999, growing to nearly 2,500 by 2014. Population impacts in Elk Grove, Florin, Folsom, and Rancho Cordova would be much less than in the city of Sacramento. Florin would lead the four smaller communities in site-related in-migrants, with about 125 in 1999 and 475 by 2014.

In-migration is projected for all geographic entities considered in this study under the Non-Aviation with Mixed-Density Residential Alternative. However, with the exceptions of El Dorado County and the city of Sacramento, long-term demographic recovery is not expected to reach 1990 population levels. In El Dorado County and the city of Sacramento, the projected population gains are expected to be small over the 20-year time period considered. The relatively rapid population growth projected for the region over the coming two decades would outweigh demographic changes associated with the Non-Aviation with Mixed-Density Residential Alternative.

4.2.3 General Aviation with Aircraft Maintenance Alternative

Under the General Aviation with Aircraft Maintenance Alternative, population in the ROI associated with the Mather AFB site is projected to approach 3,400 persons in 1999 (Table 4.2-3). Population impacts of this alternative would increase over the long term, exceeding 8,400 persons by 2014 (Figure 4.2-1). Compared to the roughly 18,000 persons residing in the region in 1990 due to site-related activities, the General Aviation with Aircraft Maintenance Alternative would generate a long-term resurgence in ROI population which would be nearly 9,600 persons less than this preclosure total.

**Table 4.2-3. General Aviation with Aircraft Maintenance Alternative:
Total ROI and ACS Population Impacts - Counties and Selected
Cities**

	1994	1999	2004	2014
Sacramento County	249	3,002	4,383	7,539
City of Sacramento	91	1,109	1,619	2,784
City of Folsom	11	143	209	359
Unincorporated Area	147	1,750	2,555	4,395
Elk Grove	3	34	50	86
Florin	15	211	308	529
Rancho Cordova	14	134	196	338
El Dorado County	18	175	255	439
Placer County	17	124	181	311
Yolo County	12	75	109	188
Total ROI	296	3,375	4,929	8,478

Note: These numbers represent in-migrants to the ROI; on-site resident population is presented in Table 1.4-2.

All four counties in the ROI would experience in-migration under the General Aviation with Aircraft Maintenance Alternative. As with the previously discussed alternatives, the majority of site-related in-migrants are projected to move to Sacramento County (see Table 4.2-3). In 1999 a short-term population impact of about 3,000 persons is projected; by 2014, more than 7,500 persons are expected to migrate to Sacramento County if the General Aviation with Aircraft Maintenance Alternative is adopted. Population impacts in the remaining three counties are anticipated to be small in comparison to those projected for Sacramento County.

The largest share of site-related population impacts at the community level are projected for the city of Sacramento (see Table 4.2-3). Under the General Aviation with Aircraft Maintenance Alternative in-migration to this community would exceed 1,100 persons by 1999, growing to nearly 2,800 by 2014. Population impacts in Elk Grove, Florin, Folsom and Rancho Cordova would be much less, led by Florin with more than 500 in-migrants by 2014.

Population impacts under the General Aviation with Aircraft Maintenance Alternative are projected to be the greatest of the four reuse options considered in this study. However, when compared to 1990 site-related population levels, all places examined except El Dorado County and the city of Sacramento are anticipated to experience net long-term population losses. Future demographic growth throughout the region should compensate for the population losses projected, including the relatively great losses projected for Folsom. Moreover, the population increases anticipated in El Dorado County and the city of Sacramento would be small compared to the non-site-related growth anticipated in these two places over the coming decades.

4.2.4 Non-Aviation with Low-Density Residential Alternative

The Non-Aviation with Low-Density Residential Alternative would result in a short-term population impact in the ROI of about 2,600 persons in 1999 (Table 4.2-4). Subsequent impacts are anticipated to be more substantial, and by 2014 the number of in-migrants associated with this alternative is projected to approach 8,100 persons (Figure 4.2-1).

**Table 4.2-4. Non-Aviation with Low-Density Residential Alternative:
Total ROI and ACS Population Impacts - Counties and Selected
Cities**

	1994	1999	2004	2014
Sacramento County	682	2,330	3,694	7,178
City of Sacramento	250	860	1,364	2,650
City of Folsom	30	110	175	342
Unincorporated Area	402	1,359	2,155	4,186
Elk Grove	9	27	43	82
Florin	41	162	257	502
Rancho Cordova	37	106	168	323
El Dorado County	49	138	218	420
Placer County	46	101	158	300
Yolo County	33	62	97	183
Total ROI	810	2,630	4,167	8,081

Note: These numbers represent in-migrants to the ROI; on-site resident population is presented in Table 1.4-2.

The greatest county-level population impacts associated with the Non-Aviation with Low-Density Residential Alternative are projected for Sacramento County. In 1999, these impacts are projected at about 2,300 persons, increasing to nearly 7,200 by 2014 (see Table 4.2-4). In-migration to the other three counties under this alternative would be small.

Of the five communities examined in this study, the greatest population impacts are projected for the city of Sacramento (see Table 4.2-4). Under the Non-Aviation with Low-Density Residential Alternative, Sacramento's site-related

In-migrants would exceed 800 by 1999, approaching 2,700 by 2014. Population impacts in the remaining four communities examined would be much less, led by Florin with slightly more than 150 in-migrants in 1999 and about 500 in-migrants by 2014.

Although long-term population impacts associated with the Non-Aviation with Low-Density Residential Alternative rank second of the four reuse options considered, they are comparable with impacts projected for the Non-Aviation with Mixed-Density Residential Alternative and the General Aviation with Aircraft Maintenance Alternative. As with these other alternatives, the non-site-related growth projected over the coming 20 years should outweigh the minimal increases projected to accompany the Non-Aviation with Low-Density Residential Alternative.

4.2.5 No-Action Alternative

Population change under the No-Action Alternative would be the same as described for post-closure conditions.

4.3 HOUSING

Housing impacts of the Proposed Action and each of the reuse alternatives are defined to include the demand associated with in-migrants to the ROI. Thus, the impacts discussed below are considerably smaller than the number of units proposed to be built on the site. This result is due to the general market demand for housing in the area. Although some of this demand would come from project-related in-migrants, most of it would be from current regional residents as well as new residents associated with normal growth not related to jobs created on the site.

4.3.1 Proposed Action

Under the Proposed Action more than 600 housing units would be required to accommodate site-related population impacts projected for the ROI in 1999 (Table 4.3-1). Site-related housing impacts are projected to grow continually over the ensuing 15 years, reaching nearly 2,700 units by 2014.

Projected housing requirements within the region were based upon population impacts and thus ultimately allocated in accordance with the residential patterns of civilians working at Mather AFB (see Section 3.3.1 and Table 3.3-2). For the four counties considered in this analysis, the majority (nearly 84 percent) of the site-related increase in housing demand under the Proposed Action is projected for Sacramento County. Totalling about 550 units in 1999, by 2014 the increased site-related population in this county would require nearly 2,400 housing units (see Table 4.3-1). Compared to Sacramento County, the housing impacts associated with this alternative are small in the remaining three ROI counties.

**Table 4.3-1 Proposed Action: Total ROI and ACS Housing Impacts -
Counties and Selected Cities**

	1994	1999	2004	2014
Sacramento County	145	552	1,365	2,398
City of Sacramento	53	204	504	886
City of Folsom	6	26	65	115
Unincorporated Area	86	322	796	1,397
Elk Grove	2	7	16	27
Florin	9	38	96	169
Rancho Cordova	8	25	62	107
El Dorado County	10	33	80	138
Placer County	10	23	57	97
Yolo County	7	14	35	58
Total ROI	172	622	1,537	2,692

At the community level, it is anticipated that the city of Sacramento will experience the greatest need for additional housing to accommodate population increases under the Proposed Action. About 200 additional housing units would be required in 1999; fifteen years later, nearly 900 additional housing units would be required to house site-related in-migrants to the city of Sacramento (see Table 4.3-1). Housing impacts are projected to be much less in the remaining four communities examined. The greatest demand for housing in these places is projected for Florin: nearly 40 units would be required in 1999, growing to more than 150 units by 2014.

As discussed in Section 3.4.3, the rapid population growth found in this portion of central California over the past decade has given rise to a very active housing construction industry. Regardless of possible reuse plans for Mather AFB, population projections for the area indicate that housing demand will increase in the ROI, and that housing construction will continue at a rapid pace. For all but two places examined in this study (El Dorado County and the city of Sacramento) housing demands associated with the Proposed Action are projected to be far below those historically associated with Mather AFB operation in any of the years considered. The rapid population growth and housing demand projected in general over the coming decades should more than compensate for the losses in demand due to closure for the jurisdictions where population does not rebound to earlier levels. Sustained baseline growth also should enable the absorption of the increased demand projected in El Dorado County and Sacramento. The conceptual development plan for the Proposed Action anticipates that demand from baseline growth would be sufficient for the on-site construction of about 2,500 housing units by 1999, rising to more than 5,800 units by 2014. Site-related in-migrants from outside the region could compete with the local population for residence in these units.

4.3.2 Non-Aviation with Mixed-Density Residential Alternative

Future Mather site-related housing demand in the ROI is anticipated to exceed 700 units by 1999 as a result of implementing the Non-Aviation with Mixed-Density Residential Alternative (Table 4.3-2). By 2014, this demand is projected to reach roughly 2,600 units.

Table 4.3-2. Non-Aviation with Mixed-Density Residential Alternative: Total ROI and ACS Housing Impacts - Counties and Selected Cities

	1994	1999	2004	2014
Sacramento County	168	627	1,027	2,308
City of Sacramento	62	231	379	853
City of Folsom	7	30	49	110
Unincorporated Area	99	366	599	1,346
Elk Grove	2	7	12	26
Florin	10	44	71	162
Rancho Cordova	9	29	46	103
El Dorado County	12	37	60	134
Placer County	11	27	44	95
Yolo County	8	16	27	57
Total ROI	199	708	1,158	2,595

Most of the county-level impacts on housing under this alternative would occur in Sacramento County. Housing demand in this county is projected at more than 600 additional units in 1999, increasing steadily to more than 2,300 units by 2014 (see Table 4.3-2). Site-related housing impacts in El Dorado, Placer, and Yolo counties are anticipated to be much less than those in Sacramento County.

At the community level, the greatest housing impacts under the Non-Aviation with Mixed-Density Residential Alternative are projected for the city of Sacramento. By 1999, these impacts are expected to exceed 200 housing units and grow to more than 800 units by 2014 (see Table 4.3-2). Housing impacts associated with this alternative should be much less in the remaining four communities examined, led by Florin, which would reach nearly 50 units in 1999 and more than 150 by 2014.

With the exceptions of El Dorado County and the city of Sacramento, the resurgence of site-related housing demands under the Non-Aviation with Mixed-Density Residential Alternative are not projected to reach those estimated for 1990 at any level of geographic focus. In the places where housing demand is not anticipated to rise to preclosure levels, the substantial growth in population and housing requirements over the coming decades should more than compensate for these shortfalls. In the two portions of the ROI expected to

witness site-related housing demand which are higher than 1990 levels, the area's productive housing industry would be more than able to accommodate the small increases in housing requirements anticipated. The conceptual development plan for the Non-Aviation with Mixed-Density Residential Alternative anticipates that demand from baseline growth would be sufficient for the on-site construction of about 3,300 housing units by 1999 and rise to almost 14,100 units by 2014. Site-related in-migrants from outside the region could compete with the local population for residence in these units.

4.3.3 General Aviation with Aircraft Maintenance Alternative

As a result of implementing the General Aviation with Aircraft Maintenance Alternative, future housing demand in the ROI associated with Mather AFB reuse is anticipated to approach 1,200 housing units by 1999 (Table 4.3-3). By 2014, regional demand is projected to reach more than 2,900 units.

**Table 4.3-3. General Aviation with Aircraft Maintenance Alternative:
Total ROI and ACS Housing Impacts - Counties and Selected Cities**

	1994	1999	2004	2014
Sacramento County	86	1,032	1,506	2,590
City of Sacramento	31	381	556	957
City of Folsom	4	49	72	123
Unincorporated Area	51	601	878	1,510
Elk Grove	1	12	17	30
Florin	5	73	106	182
Rancho Cordova	5	46	67	116
El Dorado County	6	60	88	151
Placer County	6	43	62	107
Yolo County	4	26	37	65
Total ROI	102	1,160	1,693	2,913

Most of the increased demand for housing in the ROI is expected to occur in Sacramento County. Under the General Aviation with Aircraft Maintenance Alternative, county demand is projected at more than 1,000 additional units by 1999, increasing steadily over the following 15 years to a demand for nearly 2,600 units by 2014 (see Table 4.3-3). Site-related housing impacts in El Dorado, Placer, and Yolo counties under this alternative are projected to be much lower than those in Sacramento County.

Of the five individual communities considered in this study, the greatest site-related housing impacts are anticipated in the city of Sacramento. By 1999, an increased demand for nearly 400 housing units is projected; over the succeeding 15 years, the total site-related housing demand is expected to approach 1,000 units (see Table 4.3-3). Compared to the city of Sacramento, housing impacts associated with the General Aviation with Aircraft Maintenance

Alternative are expected to be much lower in the remaining four communities examined. Of these places, Florin is projected to experience the greatest site-related demand for housing, about 75 in 1999, increasing to nearly 200 by 2014.

In comparison to housing impacts projected for other reuse options for Mather AFB being considered, those associated with this alternative are the greatest over the long term (through 2014). Nevertheless, the number of housing units required by site-related in-migrants would reach 1990 site-related housing demands in only two places, El Dorado County and the city of Sacramento. As with the other reuse alternatives considered in this analysis, the general rapid population growth and increasing housing demand projected for this portion of central California should accommodate the changes in housing demand under the General Aviation with Aircraft Maintenance Alternative. Sufficient units thus would be provided in those places projected to witness housing demand beyond historic site-related levels, and additional units would be absorbed in those places where demand is not expected to reach historic levels. The conceptual development plan for the General Aviation with Aircraft Maintenance Alternative anticipates that demand from post-closure growth would be sufficient for the on-site construction of about 900 housing units by 1999, rising to more than 4,200 units by 2014. Site-related in-migrants from outside the region could compete with the local population for residence in these units.

4.3.4 Non-Aviation with Low-Density Residential Alternative

Under the Non-Aviation with Low-Density Residential Alternative, about 900 housing units would be required in the ROI in 1999 to accommodate anticipated population impacts (Table 4.3-4). By 2014 housing demand in the ROI is anticipated to approach 2,800 units.

**Table 4.3-4. Non-Aviation with Low-Density Residential Alternative:
Total ROI and ACS Housing Impacts- Counties and Selected Cities**

	1994	1999	2004	2014
Sacramento County	234	800	1,269	2,467
City of Sacramento	86	296	469	911
City of Folsom	10	38	60	118
Unincorporated Area	138	467	741	1,438
Elk Grove	3	9	15	28
Florin	14	56	88	173
Rancho Cordova	13	36	58	111
El Dorado County	17	47	75	144
Placer County	16	35	54	103
Yolo County	11	21	33	63
Total ROI	278	904	1,432	2,777

Site-related housing demand in Sacramento County under the Non-Aviation with Low-Density Residential Alternative is anticipated to comprise the greatest impacts in the ROI. County impacts are projected at 800 housing units in 1999, increasing to nearly 2,500 units by 2014 (see Table 4.3-4). Housing impacts are anticipated to be relatively minor by comparison in the three remaining counties examined in this study.

About 300 housing units would be required in the city of Sacramento in 1999 to accommodate projected population growth associated with the Non-Aviation with Low-Density Residential Alternative (see Table 4.3-4). By 2014 housing demand in this community would exceed 900 units. Approximately 175 additional housing units would be required by 2014 in Florin, the unincorporated community projected to experience the greatest site-related housing impacts under this alternative.

Over the long term, housing impacts under the Non-Aviation with Low-Density Residential Alternative are expected to reach levels comparable to those associated with the Non-Aviation with Mixed-Density Residential Alternative and the General Aviation with Aircraft Maintenance Alternative. As with those two reuse options, when compared to site-related housing demand in 1990 only El Dorado County and the city of Sacramento are projected to recover fully by 2014. Anticipated declines in housing demand associated with closure should be compensated for by the rapid growth in population and housing requirements projected over the next two decades for this part of central California. Anticipated increases in site-related housing demands in El Dorado County and the city of Sacramento should be small enough and should occur over a sufficiently long time period that they could be absorbed in those two portions of the ROI. The conceptual development plan for the Non-Aviation with Low-Density Residential Alternative anticipates that demand from post-closure growth would be sufficient for the on-site construction of about 3,400 housing units by 1999, rising to almost 14,400 units by 2014. Site-related in-migrants from outside the region could compete with the local population for residence in these units.

4.3.5 No-Action Alternative

Housing impacts under the No-Action Alternative would be those described above as post-closure conditions.

4.4 PUBLIC SERVICES

Impacts to key local public services are determined by the change in demand for personnel and facilities arising from project implementation. The ability to accommodate increased demand or to respond to decreases in demand while maintaining accustomed levels of local public service is examined based on potential changes in demand for services.

Direct impacts to public services would arise from changes in public service demand which would be a direct result of changes in levels of employment at the project site. The number of workers at the site, their accompanying dependents, and their settlement patterns would affect public service demand and responding service provision throughout the ROI. Current levels of public service (students per teacher and key employee per 1,000 population ratios) are used as standards of service at each geographic level examined. Potential project impacts are determined by either the necessary addition or reduction of public service employees (e.g., municipal employees, public school teachers, police officers, firefighters, health care providers) needed to serve resulting project-related population increases or decreases.

Since per-capita demand for public services attributable to base activity at closure would not exist, any future demand attributable to project-related in-migrants would represent an increased demand from closure. However, to put this increased demand into the context of a jurisdiction's ability to accommodate it, historical levels of site-related demand prior to closure are used as benchmarks for proven service provision.

Other direct impacts would focus on increased provision of public services to the additional area and infrastructure arising from the shift from federal administration of Mather AFB to public administration. The base currently is located in an unincorporated portion of Sacramento County, however public service provision and facility support (with some exceptions, such as public education) has been the responsibility of the Federal Government. Following disposition of any parcel to the private sector, Sacramento County or other special jurisdictions would become responsible for serving the demand for municipal services, police protection, fire protection, health care provision, and recreation services over the base area. Also, local service providers would lose Air Force support in the form of discontinued aid agreements (e.g., for public education and fire protection).

Impacts to public services in the immediate vicinity of the site may be exacerbated by current or future ROI residents choosing to reside at the site instead of elsewhere in the region. This settlement pattern could have impacts to local government, public education, police and fire protection, and health care services. These impacts, however, are assumed to be part of the region's baseline growth; therefore, they are considered as a redistribution of existing and future growth within the ROI. Moreover, the development and staffing of necessary public service facilities were included as direct impacts in each of the alternative conceptual reuse plans.

Finally, if a limited or non-aviation alternative is selected, reduced or eliminated noise contours surrounding the base airfield could result in increased development in areas previously restricted from development and hence additional demand for public services to these areas may arise. Due to

uncertainties regarding this development potential, these impacts have not been quantified.

4.4.1 Local Government

Potential impacts to local government structure and employment are examined for the Proposed Action and each alternative. The analysis considers population changes and changes in service area and infrastructure responsibility resulting under each alternative. It should be noted that in-migrant settlement patterns, and therefore local government employment, primarily reflect the documented geographic distribution of residences of civilian personnel associated with Mather AFB, not the historical residence distribution of the base's military personnel (see Section 3.3-1 and Table 3.3-2).

4.4.1.1 Proposed Action. Impacts to local government employment arising from implementation of the Proposed Action are presented in Table 4.4-1. Potential impacts for local government services follow the pattern of project-related population changes and focus on the city of Sacramento and Sacramento County. Projected levels of local government employment under the Proposed Action would be less than historical levels attributable to operations at the base over both the long and short term.

Table 4.4-1. Proposed Action: Total Government Employment Impacts

	1994	1999	2004	2014
City of Sacramento	2	7	17	30
City of Folsom	0	1	2	3
Sacramento County	4	17	41	72
Total	6	25	60	105

Sacramento County would experience the greatest increase in public service demand of any jurisdiction in the region arising from implementation of the Proposed Action. Based on current staffing of 10.3 county employees per 1,000 people, employment by the county related to operations at the project site would be 19 employees in 1999 and 81 in 2014, compared with 175 personnel in 1990 and zero at base closure, to maintain current service levels. The city of Sacramento would require the next greatest employment levels with 6 personnel by 1999 and 27 personnel by 2014 to maintain the current level of municipal service of 11.6 municipal employees per 1,000 people.

The project site is not anticipated to be annexed by a local city; therefore, administration of that area would become the responsibility of Sacramento County. Duties such as public safety, public works, utilities, building code

inspection and enforcement, and recreation services, would need to be extended by the county to serve the additional area and infrastructure requirements. In addition to the calculated per-capita increases presented above, further increases in county employment and facilities infrastructure which complement the existing base infrastructure may be required.

Under the Proposed Action, historical county and municipal employment in Sacramento County and the cities of Sacramento and Folsom directly related to operations at Mather AFB is higher than projected employment that meets anticipated demand while maintaining current levels of service. These projections would imply that decreased municipal staffs could maintain the current levels of service. However, potential reductions in municipal government personnel are unlikely since population in the region is growing at an average annual rate that would exceed the population loss from closing the base (Table 3.4-6). Therefore, natural population growth and non-Mather AFB-related in-migration to jurisdictions within the region would maintain or expand existing levels of demand for public services and facilities beginning the first year following base closure.

4.4.1.2 Non-Aviation with Mixed-Density Residential Alternative. Impacts to local government employment arising from implementation of the Non-Aviation with Mixed-Density Residential Alternative are presented in Table 4.4-2. As under the Proposed Action, potential impacts for local government services follow the pattern of project-related population changes and focus on the city of Sacramento and Sacramento County; however, under the Non-Aviation with Mixed-Density Residential Alternative, these impacts are projected to be less in the long term than impacts projected for the Proposed Action.

Table 4.4-2. Non-Aviation with Mixed-Density Residential Alternative: Total Government Employment Impacts

	1994	1999	2004	2014
City of Sacramento	2	8	13	29
City of Folsom	0	1	1	3
Sacramento County	5	19	31	69
Total	7	28	45	101

Under development of this alternative at the project site, county staffing in Sacramento County would need to increase by 19 employees by 1999 and 69 employees by 2014 to meet projected increased demand and to maintain current levels of service. Similarly, municipal employment in the city of Sacramento would need to increase by 8 employees by 1999 and 29 employees by 2014.

As under the Proposed Action, the projected impacts to local government employment for jurisdictions in Sacramento County are less than the local government employment attributable to the site prior to closure. These projections would imply that decreased municipal staffing could maintain the current levels of service. However, potential reductions in municipal government personnel are unlikely since population in the region is growing at an average annual rate that would exceed the population loss from closing the base.

As under the other alternatives, it is anticipated that the project site would not be annexed by a local city and that administration of the project area would become the responsibility of Sacramento County. Duties such as public safety, public works, utilities, building code inspection and enforcement, and recreation services, would need to be provided to this area by the county. Therefore, in addition to the calculated per-capita increases presented above, further increases in county employment and facilities infrastructure in addition to and complementing the existing base infrastructure may be required.

4.4.1.3 General Aviation with Aircraft Maintenance Alternative. Impacts to local government employment arising from implementation of the General Aviation with Aircraft Maintenance Alternative are presented in Table 4.4-3. Potential impacts for local government services follow the pattern of project-related population changes and focus on the city of Sacramento and Sacramento County; however, under the General Aviation with Aircraft Maintenance Alternative, these impacts are projected to be slightly greater than those generated by the Non-Aviation with Mixed-Density Residential Alternative.

**Table 4.4-3. General Aviation with Aircraft Maintenance Alternative:
Total Government Employment Impacts**

	1994	1999	2004	2014
City of Sacramento	1	13	19	32
City of Folsom	0	1	2	3
Sacramento County	3	31	45	78
Total	4	45	66	113

Of all the public service jurisdictions in the project area, Sacramento County would experience the greatest increase in public service demand arising from implementation of the General Aviation with Aircraft Maintenance Alternative. Employment by Sacramento County related to operations at the project site would need to be 31 personnel by 1999 and 78 personnel by 2014 to maintain accustomed levels of public service. The city of Sacramento would experience the second greatest employment growth with 13 personnel by 1999 and 32 personnel by 2014 to maintain the current level of municipal service.

As under the other alternatives, it is anticipated that the project site would not be annexed by a local city; therefore, administration of that area would revert to Sacramento County. Public service responsibilities such as public safety, public works, utilities, building code inspection and enforcement, and recreation services, would need to be extended by the county to serve the additional area and infrastructure requirements. In addition to the calculated per-capita increases presented above, further increases in county employment and facilities infrastructure which complement the existing base infrastructure may be required.

4.4.1.4 Non-Aviation with Low-Density Residential Alternative. Impacts to local government employment arising from implementation of the Non-Aviation with Low-Density Residential Alternative are presented in Table 4.4-4. Potential impacts for local government services follow the pattern of project-related population changes and focus on the city of Sacramento and Sacramento County; under this alternative, the impacts are projected to fall between those of the General Aviation with Aircraft Maintenance Alternative and those of the Non-Aviation with Mixed-Density Residential Alternative.

**Table 4.4-4. Non-Aviation with Low-Density Residential Alternative:
Total Government Employment Impacts**

	1994	1999	2004	2014
City of Sacramento	3	10	16	31
City of Folsom	0	1	2	3
Sacramento County	7	24	38	74
Total	10	35	56	108

Under implementation of the Non-Aviation with Low-Density Residential Alternative, Sacramento County again would experience the greatest increase in public service demand. Based on current staffing of 10.3 county employees per 1,000 people, employment by Sacramento County related to operations at the project site would need to be 74 personnel by 2014 to maintain accustomed levels of public service. The city of Sacramento would experience the second greatest employment growth with 31 personnel by 2014 to maintain the current level of municipal service of 11.6 municipal employees per 1,000 people.

The projected impacts to local government employment in Sacramento County under this alternative are less than the employment attributable to the site prior to closure. These projections would imply that decreased municipal staffing could maintain the current levels of service. However, potential reductions in municipal government personnel are unlikely since population in the region is growing at an average annual rate that would exceed the population loss from closing the base.

As under the other alternatives, it is anticipated that the project site would not be annexed by a local city and that administration of the project area would become the responsibility of Sacramento County. Duties such as public safety, public works, utilities, building code inspection and enforcement, and recreation services, would need to be provided to this area by the county. Therefore, in addition to the calculated per-capita increases presented above, further increases in county employment and facilities infrastructure which complement the existing base infrastructure may be required.

4.4.1.5 No-Action Alternative. Under the No-Action Alternative, the U.S. Government would retain ownership of the Mather AFB property. A maintenance contractor would maintain the facilities and grounds. Local government impacts for the No-Action Alternative would be those described above as post-closure conditions.

4.4.2 Public Education

Potential impacts to public education services and facilities are examined for each alternative. The analysis considers site-related population change and its effect on local enrollments and teaching staff strengths. It should be noted that in-migrant settlement patterns, and therefore public school enrollments, primarily reflect the documented geographic distribution of residences of civilian personnel associated with Mather AFB and not the historical residence distribution of the base's military personnel (see Section 3.3-1 and Table 3.3-2).

4.4.2.1 Proposed Action. Potential impacts to public school enrollments and teaching strength arising from implementation of the Proposed Action are presented in Tables 4.4-5 and 4.4-6; total regional public school enrollments related to operations at the Mather AFB site would be 83 students in 1994 increasing to more than 1,300 students by 2014. The greatest effects to public school enrollments are estimated for Sacramento City USD, San Juan USD, Elk Grove USD, and Folsom Cordova USD.

Table 4.4-5. Proposed Action: Total Enrollment Impacts

	1994	1999	2004	2014
Sacramento City USD	20	78	193	338
Folsom Cordova USD	7	31	77	135
San Juan USD	18	67	166	291
Elk Grove USD	13	56	138	244
Other Sacramento County SDs	11	35	86	150
El Dorado County	6	18	44	75
Placer County	5	12	30	51
Yolo County	3	6	16	26
Total	83	303	750	1,310

Table 4.4-6. Proposed Action: Total Teaching Staff Impacts

	1994	1999	2004	2014
Sacramento City USD	1	3	8	15
Folsom Cordova USD	0	1	3	6
San Juan USD	1	3	8	13
Elk Grove USD	1	2	6	10
Other Sacramento County SDs	0	2	4	7
El Dorado County	0	1	2	3
Placer County	0	1	1	2
Yolo County	0	0	1	1
Total	3	13	33	57

With the exception of Sacramento City USD in the long term, projected enrollment increases at each school district in Sacramento County are less than previous enrollment levels attributable to base operations.

Enrollments attributable to the Proposed Action at the project site would be 338 students in the Sacramento City USD by 2014, compared to a preclosure level of students attributable to base activity of 325 students in 1990. Proposed Action projections for San Juan USD are 291 students, compared to a 1990 level of 362 students; for Elk Grove USD, 244 students would be expected in 2014 as compared with 756 students in 1990; and 135 students are projected for Folsom Cordova USD in 2014 as compared with 1,232 students in 1990.

Corresponding changes in teaching strength and facility use could accompany these projected enrollment changes. Enrollments related to the Proposed Action by 2014 would result in demand for less than 16 additional teachers at any district in the region. Preclosure teaching staff strengths in Sacramento County school districts related to Mather AFB were as high as 52 teachers in the Folsom Cordova USD in 1990.

The estimated change in the numbers of students and demand for teachers following base closure would affect the Folsom Cordova USD to the greatest extent. The district, however, has been experiencing 3.3 percent annual enrollment growth through the 1980s and currently is operating beyond its enrollment capacity. This growth is generated from non-site-related activity within the school district. Enrollment reductions and declining demand for teachers that would occur from base closure would be offset by Proposed Action-related growth coupled with non-site-related enrollment growth, which the district already anticipates, within 3 years of base closure.

4.4.2.2 Non-Aviation with Mixed-Density Residential Alternative. Potential impacts to public school enrollments and teaching strength arising from implementation of the Non-Aviation with Mixed-Density Residential Alternative

are presented in Tables 4.4-7 and 4.4-8. Impacts to public education under this alternative are estimated to be less than those arising under the Proposed Action: regional public school enrollments related to operations at the Mather AFB site would increase from 97 students in 1994 to more than 1,250 students in 2014.

**Table 4.4-7. Non-Aviation with Mixed-Density Residential
Alternative: Total Enrollment Impacts**

	1994	1999	2004	2014
Sacramento City USD	24	88	145	326
Folsom Cordova USD	9	35	57	130
San Juan USD	21	76	125	280
Elk Grove USD	16	63	104	234
Other Sacramento County SDs	12	40	65	145
El Dorado County	7	20	33	73
Placer County	6	14	23	50
Yolo County	4	7	12	26
Total	99	343	564	1,264

**Table 4.4-8. Non-Aviation with Mixed-Density Residential
Alternative: Total Teaching Staff Impacts**

	1994	1999	2004	2014
Sacramento City USD	1	4	6	14
Folsom Cordova USD	0	1	2	5
San Juan USD	1	4	6	13
Elk Grove USD	1	3	4	10
Other Sacramento County SDs	1	2	3	6
El Dorado County	0	1	1	3
Placer County	0	1	1	2
Yolo County	0	0	1	1
Total	4	16	24	54

Of the four school districts directly serving the project site, only Sacramento City USD is expected to meet preclosure enrollment levels generated by activity at the base over the long term (326 students by 2014 as compared with 325 students in 1990); projected enrollments for Folsom Cordova, Elk Grove, and San Juan USDs are less than historical enrollment levels related to activity at Mather AFB. Changes in teaching strength and facility use could accompany

these projected enrollment changes. Enrollments related to the Non-Aviation with Mixed-Density Residential Alternative through 2014 would result in demand for between 10 and 14 additional teachers at Elk Grove, San Juan, and Sacramento City USDs; an additional 5 teachers would be needed in Folsom Cordova USD as compared with preclosure base-related demand of 52 teachers (1990).

Potential enrollment changes and changes in demand for teachers following base closure would mostly affect the Folsom Cordova USD. These potential enrollment and teacher demand reductions would be offset by non-site-related enrollment growth, which the district already anticipates, together with growth from this alternative within 3 years following base closure.

4.4.2.3 General Aviation with Aircraft Maintenance Alternative. Tables 4.4-9 and 4.4-10 present the potential impacts to public school enrollments and teaching strength arising from implementation of the General Aviation with Aircraft Maintenance Alternative. Under this alternative, total regional public school enrollments related to operations at the project site would be 49 students in 1994 increasing to more than 1,400 students by 2014. Again, the greatest effects to public school enrollments are estimated for Sacramento City USD, San Juan USD, Elk Grove USD, and Folsom Cordova USD; under this alternative these impacts are projected to be greater than those from the Non-Aviation with Mixed-Density Residential Alternative beginning in 1999 and continuing over the long term.

**Table 4.4-9. General Aviation with Aircraft Maintenance Alternative:
Total Enrollment Impacts**

	1994	1999	2004	2014
Sacramento City USD	12	146	212	366
Folsom Cordova USD	4	58	84	145
San Juan USD	11	125	183	315
Elk Grove USD	8	105	153	263
Other Sacramento County SDs	6	65	95	163
El Dorado County	3	33	48	82
Placer County	3	22	33	56
Yolo County	2	12	17	29
Total	49	566	825	1,419

Enrollments attributable to the General Aviation with Aircraft Maintenance Alternative at the project site would be less than peak preclosure levels at San Juan USD, Elk Grove USD, and Folsom Cordova USD. Projected enrollments related to activity at the project site for Sacramento City USD would exceed preclosure peak levels (325 students) by 2014 with an estimated 366 students.

**Table 4.4-10. General Aviation with Aircraft Maintenance Alternative:
Total Teaching Staff Impacts**

	1994	1999	2004	2014
Sacramento City USD	1	6	9	16
Folsom Cordova USD	0	2	4	6
San Juan USD	1	6	8	15
Elk Grove USD	0	4	6	11
Other Sacramento County SDs	0	3	4	7
El Dorado County	0	1	2	4
Placer County	0	1	1	2
Yolo County	0	1	1	1
Total	2	24	35	62

Enrollments in Folsom Cordova USD are estimated at 145 students by 2014. Changes in teaching strength and facility use could accompany these projected enrollment changes. Enrollments related to the General Aviation with Aircraft Maintenance Alternative through 2014 would result in demand for 11 to 16 additional teachers at Elk Grove, San Juan, and Sacramento City USDs; an additional 6 teachers would be needed in Folsom Cordova USD as compared with preclosure base-related demand of 52 teachers (1990).

Potential enrollment declines and decreasing demand for teachers following base closure mostly would affect the Folsom Cordova USD. These potential reductions would be offset by non-site-related enrollment growth, which the district already anticipates, coupled with growth from this alternative within 3 years of base closure.

4.4.2.4 Non-Aviation with Low-Density Residential Alternative. Potential impacts to public school enrollments and teaching staff strength arising from implementation of the Non-Aviation with Low-Density Residential Alternative are presented in Tables 4.4-11 and 4.4-12. Impacts to public education under this alternative are greater than those under the Proposed Action and approximate those of the General Aviation with Aircraft Maintenance Alternative over the long term. However, the projected impacts increase more rapidly in the short term: regional public school enrollments related to operations at the project site would increase from 136 students in 1994 to about 1,350 students in 2014. Again, the greatest effects to public school enrollments are estimated for Sacramento City USD, San Juan USD, Elk Grove USD, and Folsom Cordova USD.

Estimated public school enrollments attributable to operations at the project site under this alternative would result in a slightly increased number of students over the long term at Sacramento City USD compared to preclosure conditions; enrollment levels at San Juan USD would return to just less than preclosure

**Table 4.4-11. Non-Aviation with Low-Density Residential Alternative:
Total Enrollment Impacts**

	1994	1999	2004	2014
Sacramento City USD	33	113	179	348
Folsom Cordova USD	12	45	71	138
San Juan USD	29	97	154	300
Elk Grove USD	22	81	128	250
Other Sacramento County SDs	17	51	81	156
El Dorado County	9	26	41	79
Placer County	8	18	29	54
Yolo County	5	10	15	28
Total	135	441	698	1,353

**Table 4.4-12. Non-Aviation with Low-Density Residential Alternative:
Total Teaching Staff Impacts**

	1994	1999	2004	2014
Sacramento City USD	1	5	8	15
Folsom Cordova USD	1	2	3	6
San Juan USD	1	5	7	14
Elk Grove USD	1	3	5	10
Other Sacramento County SDs	1	2	4	7
El Dorado County	0	1	2	3
Placer County	0	1	1	2
Yolo County	0	0	1	1
Total	5	19	31	58

levels; and enrollments at Folsom Cordova (138 students estimated for 2014 as compared with 1,232 students in 1990) and Elk Grove USDs would be substantially less than preclosure levels over the long term. Changes in teaching strength and facility use likely would accompany these projected enrollment changes. Enrollments related to the Non-Aviation with Low-Density Residential Alternative through 2014 would result in demand for between 10 and 15 additional teachers at Elk Grove, San Juan, and Sacramento City USDs; an additional 6 teachers would be needed in Folsom Cordova USD as compared with preclosure base-related demand of 52 teachers (1990).

Potential enrollment declines and decreasing demand for teachers following base closure mostly would affect the Folsom Cordova USD. These potential reductions would be offset by non-site-related enrollment growth, which the district already anticipates, coupled with growth from this alternative within 3 years of base closure.

4.4.2.5 No-Action Alternative. Under the No-Action Alternative, the U.S. Government would retain ownership of the Mather AFB property. A DMT would maintain the facilities and grounds. Public education impacts for the No-Action Alternative would be the same as those described above as post-closure conditions.

4.4.3 Police Protection

Potential impacts to police protection services are examined for each alternative. The analysis considers project-related population changes and resulting changes in service area and infrastructure. Under all alternatives, Sacramento County Sheriff's Department would assume responsibility for protection over the base area. Per-capita staffing increases are based on in-migrant population estimates and projected residence locations. The number of officers needed to serve the base area under public administration was determined from consultations with the Sheriff's Department and considered characteristics of each proposed alternative.

4.4.3.1 Proposed Action. Table 4.4-13 presents projected impacts to police protection in the ROI under the Proposed Action. Potential impacts resulting from changes in demand for police protection services reflect the pattern of project-related population changes in the region and current per-capita service levels.

**Table 4.4-13. Proposed Action: Total Police Protection Impacts
(Number of Sworn Officers)**

	1994	1999	2004	2014
City of Sacramento	0	1	2	4
City of Folsom	0	0	0	0
Sacramento Co. Sheriff's Dept.	0	2	4	7
Total	0	3	6	11

The Sacramento County Sheriff's Department would experience the greatest demand for staffing under the Proposed Action. Projected service area population increases would require staffing levels associated with development of the Proposed Action at the project site to increase by 2 sworn officers in 1999 and by 7 sworn officers in 2014 to retain existing per-capita public service levels of 1.7 sworn officers per 1,000 people. The sworn officer staff at the Sacramento Police Department would need to be increased by one officer in 1999 and by 4 officers in 2014 to maintain current service levels and meet increased demand associated with development of the Proposed Action.

Under the Proposed Action, historical police protection staffing by the Sacramento County Sheriff's Department and the City of Folsom Police Department directly related to operations at Mather AFB is higher than projected staffing that would meet anticipated demand while maintaining current levels of service. These projections would imply that decreased police staffing could maintain the current levels of service. However, potential reductions in police personnel are unlikely since population in the county is growing at an average annual rate that would exceed the population loss from closing the base (see Table 3.4-6). Therefore, natural population growth and non-Mather AFB-related in-migration to the county and Folsom would maintain or expand existing levels of demand for police protection in the city beginning the first year following base closure.

Since the project site would not be annexed by any community under the Proposed Action, the Sheriff's Department would assume the responsibility of law enforcement services (including police patrolling, responding to emergencies, and detaining suspects) at the site. With this increased area of responsibility, further increased officer staffing by the Sheriff's Department would be required beyond the per-capita increases mentioned above. To serve this increased infrastructure and land area which would contain an airport, an additional 15 to 20 sworn officers may be required. Local police agencies would no longer maintain aid agreements with the security police squadron formerly active at the base.

4.4.3.2 Non-Aviation with Mixed-Density Residential Alternative. Projected impacts to police protection in the ROI under the Non-Aviation with Mixed-Density Residential Alternative are presented in Table 4.4-14. As under the Proposed Action, potential impacts resulting from changes in demand for police protection services reflect the pattern of project-related population changes in the region. The impacts under this alternative approximate those projected under the Proposed Action.

Table 4.4-14. Non-Aviation with Mixed-Density Residential Alternative: Total Police Protection Impacts (Number of Sworn Officers)

	1994	1999	2004	2014
City of Sacramento	0	1	2	4
City of Folsom	0	0	0	0
Sacramento Co. Sheriff's Dept.	0	2	3	7
Total	0	3	5	11

Under this alternative, the Sacramento County Sheriff's Department would experience the greatest demand for staffing increases. Projected population

Increases would require staffing associated with development at the Mather AFB site to increase by seven sworn officers in 2014 to maintain existing per-capita service levels of police protection. As under the Proposed Action, these projected staffing levels represent a reduction in sworn officer strength related to preclosure demand from activity at Mather AFB. However, potential reductions in police personnel are unlikely since population in Sacramento County is growing at an average annual rate that would eventually exceed the population loss from closing the base (see Table 3.4-6). Therefore, natural population growth and non-Mather AFB-related in-migration to the county would maintain or expand existing levels of demand for the police protection services beginning the first year following base closure. Sworn officer staffing at the Sacramento Police Department would need to be increased by four officers in 2014 to maintain current service levels and meet increased demand associated with development of the Non-Aviation with Mixed-Density Residential Alternative.

Since the project site would not be annexed by any community under the Non-Aviation with Mixed-Density Residential Alternative, the Sheriff's Department would assume the responsibility of law enforcement services (including police patrolling, responding to emergencies, and detaining suspects) at the site. With this increased area of responsibility, further increased officer staffing by the Sheriff's Department would be required beyond the per-capita increases stated above. To serve this increased infrastructure and land area of mixed residential use, an additional 15 to 20 sworn officers may be required. Local police agencies would no longer maintain aid agreements with the security police squadron formerly active at the base.

4.4.3.3 General Aviation with Aircraft Maintenance Alternative. Projected impacts to police protection in the ROI are presented in Table 4.4-15 for the General Aviation with Aircraft Maintenance Alternative. Potential impacts resulting from changes in demand for police protection services under this alternative are greater than those under the Proposed Action and the Non-Aviation with Mixed-Density Residential Alternative.

**Table 4.4-15. General Aviation with Aircraft Maintenance Alternative:
Total Police Protection Impacts (Number of Sworn Officers)**

	1994	1999	2004	2014
City of Sacramento	0	2	3	4
City of Folsom	0	0	0	0
Sacramento Co. Sheriff's Dept.	0	3	4	7
Total	0	5	7	11

Under this alternative, the Sacramento County Sheriff's Department again would experience the greatest changes in staffing as a result of changes in activity at Mather AFB. Staffing levels associated with activity at the project site would need to increase by seven officers in 2014 to maintain the station's current service level. As under the Proposed Action, these projected staffing levels represent a reduction in officer strength related to preclosure demand from activities at Mather AFB. However, potential reductions in police personnel are unlikely since population in the county is growing at an average annual rate that would exceed the population loss from closing the base (see Table 3.4-6). Therefore, natural population growth and non-Mather AFB-related in-migration to the county would maintain or expand existing levels of demand for police protection beginning the first year following base closure. The sworn officer staff at the Sacramento Police Department would need to be increased by four officers in 2014 to maintain current service levels and meet increased demand associated with development of this alternative.

Under this alternative the project site would not be annexed by any community; therefore, the Sheriff's Department would assume responsibility for law enforcement services at the site. With this increased area of responsibility, further increased officer staffing by the Sheriff's Department would be required. To serve this increased land area which would contain an airport, an additional 15 to 20 sworn officers may be required. Local police agencies would no longer maintain aid agreements with the security police squadron formerly active at the base.

4.4.3.4 Non-Aviation with Low-Density Residential Alternative. Projected impacts to police protection in the ROI are presented in Table 4.4-16 for the Non-Aviation with Low-Density Residential Alternative. Potential impacts resulting from changes in demand for police protection services under this alternative are similar to those under the General Aviation with Aircraft Maintenance Alternative.

**Table 4.4-16. Non-Aviation with Low-Density Residential Alternative:
Total Police Protection Impacts (Number of Sworn Officers)**

	1994	1999	2004	2014
City of Sacramento	0	1	2	4
City of Folsom	0	0	0	0
Sacramento Co. Sheriff's Dept.	1	2	4	7
Total	1	3	6	11

The Sacramento County Sheriff's Department would experience an increased demand resulting from implementation of this alternative at Mather AFB.

Staffing levels associated with activity at the project site would need to increase by seven sworn officers in 2014 to maintain the department's current service level. These projected staffing levels represent a reduction in sworn officer strength related to preclosure demand from activity at Mather AFB. However, potential reductions in police personnel are unlikely since population in Sacramento County is growing at an average annual rate that would exceed the population that would be lost by closing the base (see Table 3.4-6). Therefore, natural population growth and non-Mather AFB-related in-migration to the county would maintain or expand existing levels of demand for the police protection services beginning the first year following base closure. The sworn officer staff at the Sacramento Police Department would need to be increased by four officers in 2014 to maintain current service levels and meet demand associated with development of the Non-Aviation with Low-Density Residential Alternative.

Under this alternative the project site would not be annexed by any community; therefore, the Sheriff's Department would assume responsibility for law enforcement services at the site. With this increased area of responsibility, further increased officer staffing by the Sheriff's Department would be required. An additional 15 to 20 sworn officers may be required to serve this increased infrastructure and land area of residential use. Local police agencies would no longer maintain aid agreements with the security police squadron formerly active at the base.

4.4.3.5 No-Action Alternative. Under the No-Action Alternative, the U.S. Government would retain ownership of Mather AFB. A DMT would maintain the facilities and grounds. Police protection impacts for the No-Action Alternative would be the same as those described above as post-closure conditions.

4.4.4 Fire Protection

Potential impacts to fire protection services are examined for each alternative. The analysis considers project-related population changes and changes in service area and infrastructure responsibility resulting under each alternative. Once Mather AFB is under public administration, fire protection services there would be the responsibility of the Sacramento County Fire District. Since the resident population of the Sacramento County Fire District is uncertain, the level of service standard applied to this analysis is service area per firefighter. In this case, the department provides fire protection for 280 acres per line personnel. Under the Proposed Action and General Aviation with Aircraft Maintenance Alternative, which involve aviation activities, specialized fire protection and emergency services would be included in project development and implementation would not be the responsibility of the local fire district.

4.4.4.1 Proposed Action. Under the Proposed Action, the greatest impacts to fire protection staffing would occur to the Sacramento County Fire District. Increased demand for firefighters in the remainder of the region would be minor. As Mather AFB property is conveyed under this alternative, responsibility for fire protection services at the site would revert to the Sacramento County Fire District. To serve this increased infrastructure and land area, consisting of more than 9 square miles, or 5,716 acres, at the district's current level of service of 280 acres per line personnel, the district would need an additional 21 line personnel. Applying in-migration estimates for the Folsom Cordova USD (whose jurisdiction contains a majority of the Sacramento County Fire District) to the Fire District, per-capita demand for fire protection services would not increase from current, preclosure levels; therefore, no staffing increases for the Sacramento County Fire District based on per-capita demand, above and beyond the 21 line personnel previously identified, would be necessary.

Population increases related to development of the Proposed Action at the project site would increase demand for fire protection services in the city of Sacramento by only two professional firefighters by 2014 to maintain the existing service level of 0.6 firefighters per 1,000 population.

Historical fire protection staffing in the city of Folsom directly related to operations at Mather AFB is higher than projected staffing that would meet anticipated demand under the Proposed Action, while maintaining current levels of service. These projections would imply that smaller firefighting staffs could maintain the current levels of service. However, potential reductions in firefighting personnel are unlikely since population in Folsom is growing at an average annual rate that exceeds the population loss from closing the base (see Table 3.4-6). Therefore, natural population growth and non-Mather AFB-related in-migration to Folsom would maintain or expand existing levels of demand for fire protection in the city beginning the first year following base closure.

Local fire districts and communities no longer would be able to rely on the Mather AFB firefighting squadron, which has specialized equipment and training for aviation and hazardous materials emergencies, to assist in fire protection, fire suppression, or hazardous materials emergency efforts. However, specially staffed and equipped fire and emergency services included in project implementation would replace those lost through base closure.

4.4.4.2 Non-Aviation with Mixed-Density Residential Alternative. Under the Non-Aviation with Mixed-Density Residential Alternative, as under the Proposed Action, the greatest impacts would occur to the Sacramento County Fire District, within which the project site is located. Increased demand for firefighters in the remainder of the region again would be minor.

As under the Proposed Action, responsibility for fire protection services at the project site would revert to the Sacramento County Fire District as Mather AFB property is conveyed under this alternative. To serve this increased infrastructure and land area, consisting of more than 9 square miles, or 5,716 acres, at the district's current level of service of 280 acres per line personnel, the district would need an additional 21 line personnel. By applying in-migration estimates for the Folsom Cordova USD (whose jurisdiction contains a majority of the Sacramento County Fire District) to the Fire District, estimated per-capita demand for fire protection would not increase from current, preclosure levels; therefore, no additional staffing increases for the Sacramento County Fire District based on per-capita demand would be necessary.

Population increases related to development of the Non-Aviation with Mixed-Density Residential Alternative at the project site would increase demand for fire protection services in the city of Sacramento by one firefighter by 2014 to maintain existing service levels.

Local fire districts and communities no longer would be able to rely on the Mather AFB firefighting squadron, which has specialized equipment and training for aviation and hazardous materials emergencies, to assist in fire protection, fire suppression, or hazardous materials emergency efforts. However, with no aviation uses in this alternative, these aviation-related specialized services would not be required. Existing fire protection equipment and levels of training maintained by local departments would satisfy the emergency support needs of this mixed-density residential alternative.

4.4.4.3 General Aviation with Aircraft Maintenance Alternative. Under this alternative, the greatest impacts again would occur to the Sacramento County Fire District, within which the project site is located. Increased demand for firefighters in the remainder of the region would be minor.

As Mather AFB property is conveyed under this alternative, responsibility for fire protection services at the site would revert to the Sacramento County Fire District. To serve this increased infrastructure and entire land area, consisting of more than 9 square miles, or 5,716 acres, at the district's current level of service of 280 acres per line personnel, the district would need an additional 21 line personnel. Estimated per-capita demand for fire protection services would not increase from current, preclosure levels; therefore, no additional staffing increases for the Sacramento County Fire District based on per-capita demand would be necessary.

Population increases related to development of this alternative would increase demand for fire protection services in the city of Sacramento by only one professional firefighter by 1999 and by two firefighters by 2014 to maintain the existing service level of 0.6 firefighters per 1,000 population.

Local fire districts and communities no longer would be able to rely on the Mather AFB firefighting squadron, which has specialized equipment and training for aviation and hazardous materials emergencies, to assist in fire protection, fire suppression, or hazardous materials emergency efforts. However, specially staffed and equipped fire and emergency services included in project implementation would replace those lost through base closure.

4.4.4.4 Non-Aviation with Low-Density Residential Alternative. As presented under the previous alternatives, the greatest impacts under the Non-Aviation with Low-Density Residential Alternative would occur to the Sacramento County Fire District. Increased demand for firefighters in the remainder of the region would be minor.

As Mather AFB property is conveyed under this alternative, responsibility for fire protection services at the site would revert to the Sacramento County Fire District. To serve this increased infrastructure and entire land area, consisting of more than 9 square miles, or 5,716 acres, at the district's current level of service of 280 acres per line personnel, the district would need an additional 21 line personnel. Estimated per-capita demand for fire protection services would not increase from current, preclosure levels; therefore, no staffing increases would be necessary for the Sacramento County Fire District.

Population increases related to development of this alternative would increase demand for fire protection services in the city of Sacramento by only one professional firefighter by 1999 and by two firefighters by 2014 in order to maintain the existing firefighting service level.

Local fire districts and communities no longer would be able to rely on the Mather AFB firefighting squadron, which has specialized equipment and training for aviation and hazardous materials emergencies, to assist in fire protection, fire suppression, or hazardous materials emergency efforts. However, with no aviation uses in this alternative, these specialized services would not be required. Existing fire protection equipment and levels of training maintained by local departments would satisfy the emergency support needs of this low-density residential use.

4.4.4.5 No-Action Alternative. Under the No-Action Alternative, the U.S. Government would retain ownership of the Mather AFB property. A DMT would maintain the facilities and grounds. Fire protection impacts for the No-Action Alternative would be the same as those described above as post-closure conditions.

4.4.5 Health Care

Mather AFB houses the only military hospital in Sacramento County. It provides medical support to military personnel and their families from Mather AFB,

McClellan AFB, the Sacramento Army Depot (slated for closure) and various smaller military units within the ROI. The hospital resources also are extensively used by the continually increasing population of military retirees residing within the Sacramento area and throughout the northern California region.

4.4.5.1 Proposed Action. Under the Proposed Action, Mather AFB Hospital would remain open and would be operated by McClellan AFB. The transfer of hospital command from Mather AFB to McClellan AFB is being planned to ensure minimum disruption of medical care. The distribution of medical services between the clinic at McClellan and the facilities that McClellan will annex at Mather is yet to be decided. Some of the services formerly offered at Mather will be consolidated at the McClellan clinic; that consolidation will allow for the expansion of current services and the addition of new services to McClellan's medical facility at the Mather site.

4.4.5.2 Non-Aviation with Mixed-Density Residential Alternative. Health care effects resulting from changes brought about by the implementation of the Non-Aviation with Mixed-Density Residential Alternative would be identical to those presented for the Proposed Action.

4.4.5.3 General Aviation with Aircraft Maintenance Alternative. Health care effects resulting from changes brought about by the implementation of the General Aviation with Aircraft Maintenance Alternative would be identical to those presented for the Proposed Action.

4.4.5.4 Non-Aviation with Low-Density Residential Alternative. Health care effects resulting from changes brought about by the implementation of the Non-Aviation with Low-Density Residential Alternative would be identical to those presented for the Proposed Action.

4.4.5.5 No-Action Alternative. Under caretaker status, Mather AFB Hospital would remain open. Health care effects resulting under the No-Action Alternative would be identical to those presented for the Proposed Action.

4.4.6 Recreation

Potential impacts to recreation services and facilities are examined for each alternative. The analysis considers project-related population changes and existing recreation acres per capita for primarily affected jurisdictions. Varying degrees of potential impacts are a direct function of service levels, and Sacramento County would experience the greatest. Under all alternatives, impacts to recreation would be minor and would not lead to measurable fiscal impacts to local jurisdictions.

4.4.6.1 Proposed Action. Under the Proposed Action, operation and maintenance of Mather AFB recreational facilities would likely be transferred to

Sacramento County and incorporated into the county's recreation system. Increased demand for recreational services in the county under the Proposed Action would amount to 69 acres by 2014 to maintain the county's current level of recreation service of 17.0 acres per 1,000 people. Recreational demand in the county would be met by maintaining existing services. The additional recreational acreage that would be acquired by Sacramento County under this alternative would increase the county's current level of recreation service of 17.0 acres per 1,000 people.

The city of Sacramento would require a total of 9 acres by 2014 to meet increased recreation demand related to this alternative, while maintaining the current recreation level of service of 3.5 acres of parkland per 1,000 population. The city of Folsom would experience increased demand for 2 additional acres of parkland under this alternative, while maintaining its current recreation level of service of 5.6 acres per 1,000 population.

4.4.6.2 Non-Aviation with Mixed-Density Residential Alternative. The effects on recreation services resulting from implementation of the Non-Aviation with Mixed-Density Residential Alternative are similar to those presented for the Proposed Action; that is, operation and maintenance of Mather AFB recreational facilities would likely be transferred to Sacramento County and incorporated into the county's recreation system. Under this alternative, change in demand for recreational services in the county would be met while maintaining existing services since projected demand attributable to activity at the site (67 acres of recreational land in 2014) would remain below preclosure demand levels.

The city of Sacramento would require a total of 9 acres by 2014 to meet increased recreation demand related to this alternative, the same demand attributable to the base in 1990. Therefore, no new parkland would need to be dedicated to maintain current recreational demand. The city of Folsom would experience an increased demand of 2 additional acres of parkland under this alternative.

4.4.6.3 General Aviation with Aircraft Maintenance Alternative. Under the General Aviation with Aircraft Maintenance Alternative, operation and maintenance of Mather AFB recreational facilities would likely be transferred to Sacramento County and incorporated into the county's recreation system. As under the Non-Aviation with Mixed-Density Residential Alternative, change in demand for recreational services in the county would be met while maintaining existing services, since projected, long-term demand attributable to activity at the project site (75 acres of recreational land in 2014) would remain below preclosure demand. Similarly, the additional recreational acreage that would be acquired by Sacramento County under this alternative would increase the county's current level of recreation service.

The city of Sacramento would require a total of 10 acres by 2014 to meet increased recreation demand related to this alternative while maintaining the current recreation level of service. Again, the city of Folsom would experience a demand of 2 acres of parkland under this alternative.

4.4.6.4 Non-Aviation with Low-Density Residential Alternative. Impacts under the Non-Aviation with Low-Density Residential Alternative are similar to those under the previous alternatives: operation and maintenance of Mather AFB recreational facilities would likely be transferred to Sacramento County and incorporated into the county's recreation system. The change in demand for recreational services in the county would be met while maintaining existing services, since projected, long-term demand attributable to activity at the project site (71 acres of recreational land in 2014) would remain below preclosure demand. The city of Sacramento would require a total of 9 acres by 2014 to meet increased recreation demand related to this alternative while maintaining the current recreation level of service. Again, the city of Folsom would experience a demand of 2 acres of parkland under this alternative.

4.4.6.5 No-Action Alternative. Under the No-Action Alternative, the U.S. Government would retain ownership of the Mather AFB property. A DMT would maintain the facilities and grounds. Recreation impacts for the No-Action Alternative would be the same as those described above as post-closure conditions.

4.5 PUBLIC FINANCE

If no reuse actions occur at Mather AFB, post-closure net fiscal positions of affected local government jurisdictions (in constant 1990 dollars) are assumed to remain at their forecast 1994 values (see Chapter 3):

• City of Sacramento	Shortfalls to \$1.4 million per year
• City of Folsom	Shortfalls to \$800,000 per year
• County of Sacramento	Shortfalls to \$9.6 million per year
• Sacramento City USD	Shortfalls to \$130,000 per year
• Folsom Cordova USD	Shortfalls to \$1 million per year
• San Juan USD	Shortfalls to \$70,000 per year
• Elk Grove USD	Shortfalls to \$110,000 per year

4.5.1 Proposed Action

Fiscal impacts to potentially affected jurisdictions under the Proposed Action are presented in this subsection. The results represent the net effects of the Proposed Action after accounting for the out-migration of the direct and indirect military and civilian jobs associated with phasing out the Mather AFB military mission.

Several key assumptions regarding future jurisdictional control of base property have been made which influence the fiscal assessments presented below. Under this alternative:

- Base property is not annexed by neighboring jurisdictions and remains as a part of the unincorporated area of Sacramento County.
- The 2,510 acres designated for the commercial airport and aviation support uses are purchased or otherwise conveyed to County ownership. Direct aviation-related operations become a responsibility of the county and the facilities are operated in a manner similar to other county-owned airport operations; the cost of providing the service is financed or recovered primarily through user charges and is set up as a separate enterprise fund.
- The 206 acres designated for commercial and office use are sold to private interests and are thus subject to local property taxes. Development of the property is the responsibility of the new owners. No redevelopment authorities or agencies are involved with project development. The county or other appropriate agency, however, will be responsible for any necessary infrastructure improvements in these parcels.
- The 23 acres designated for medical land use and the 93 acres designated for educational uses remain in public ownership.
- The 851 acres designated for residential use are assumed to be purchased initially or otherwise conveyed to either the Sacramento County Housing Authority or a nonprofit housing development corporation. Because it is uncertain what portion is to eventually be kept as strictly public housing (title remains with the housing authority under certain programs and thus not subject to local property tax) and what portion is to be made available for purchase by low-income households (purchase may be financed by the housing authority while title is held by private interests and thus subject to property taxes under other available programs), for purposes of evaluating the property tax implications of this land use, 55 percent of the acreage is assumed eventually to be transferred in fee simple to private interests and thus be taxable at current property tax rates.
- The 2,033 acres designated for parks, recreation, and preserved habitat space remain in public ownership.

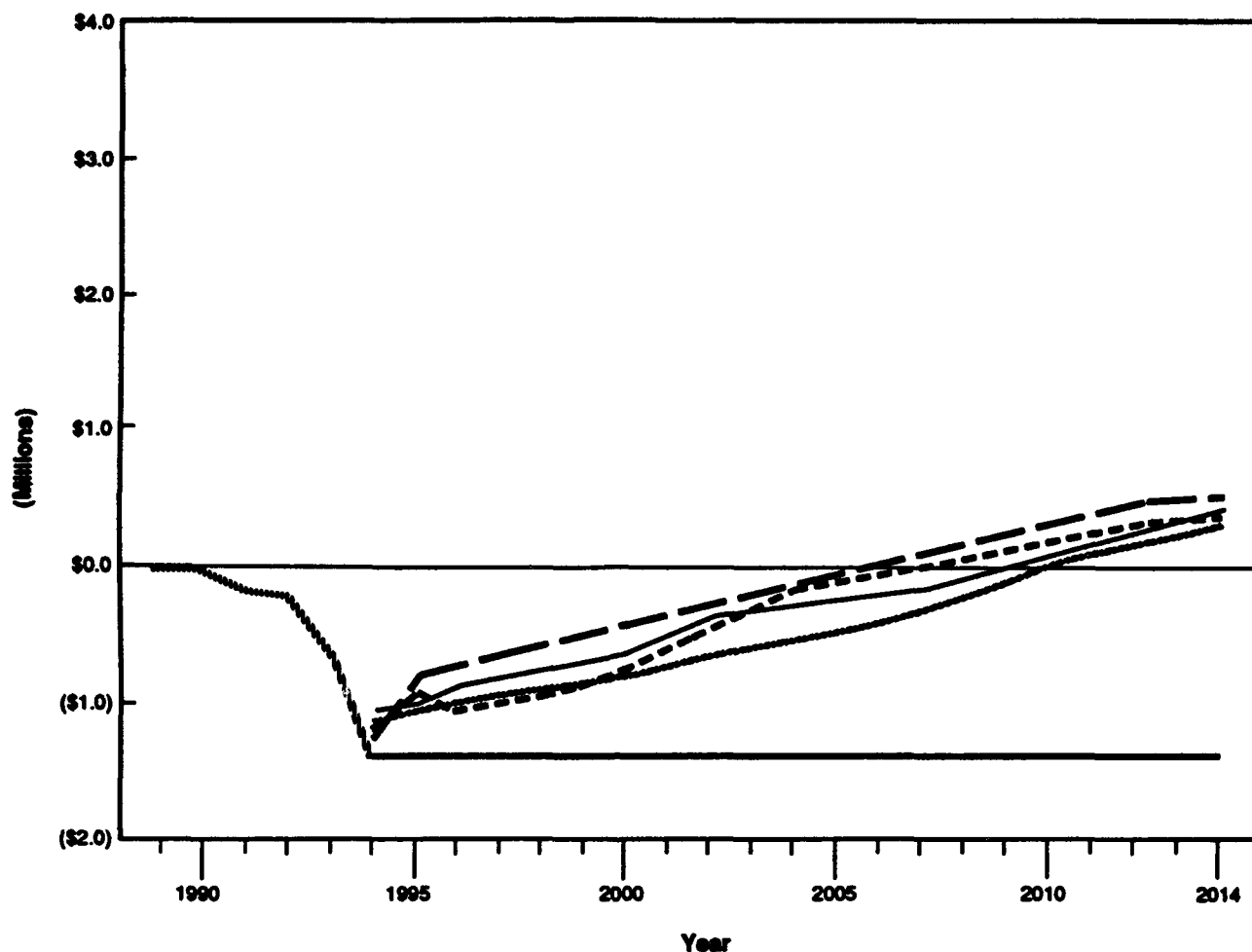
City of Sacramento

Analysis of the projected fiscal effects of the Proposed Action by itself indicates a net positive effect when compared to post-closure conditions in all years over the 1994-2014 period. This is due to the replacement of on-base military jobs with civilian jobs and the generally positive effect this would have on local sales tax revenue. Because the base property is not within the city limits of Sacramento, no direct effect on property taxes is projected. Total increases in general and special revenue fund revenues are projected at approximately \$1.8 million by FY 2014. Increased sales tax revenue would account for approximately \$650,000 of this total.

Population increases associated with this reuse alternative, however, would not offset projected declines estimated under the closed base scenario until the year 2014. By 2014, because the absorption schedule for the commercial, industrial, and new residential components of the reuse plan indicate only about 70 percent absorption at this point, population levels would be approximately 150 persons greater than preclosure levels (excluding effects associated with non-base related growth). The revenue increases associated with this reuse plan would not be sufficient to offset projected baseline deficits over the 1994-2007 period, and shortfalls ranging up to \$1.2 million (occurring in FY 1994 but decreasing to zero by FY 2007) are projected (Figure 4.5-1). These shortfalls also may be offset to a certain degree by the reassessment of property upon the sale of homes previously owned by the outmigrating households and the subsequent increase in valuations and property tax collections due to these sales and revaluations. The extent, however, of this impact depends upon the tenure and home ownership patterns of the outmigrating households. These impacts would be negligible if the outmigrants either did not own their homes at all, if they were recent homeowners, or if they decided not to sell at all. It could be substantial if all the outmigrants owned their homes prior to implementation of Proposition 13 and subsequently sold these homes upon closure of the base. Budget cutbacks, increases in tax and non-tax revenue schedules, and/or an accelerated development schedule would be required to maintain a balanced financial position over these years. By FY 2014, however, project-related revenue increases would result in surpluses of \$450,000 annually..

City of Folsom

Analysis of the projected fiscal effects of the Proposed Action by itself indicates a slight net positive effect when compared to the post-closure scenario (base closed and under caretaker status. However, projected surpluses of this alternative by itself would not be sufficient to bring the city into a positive fiscal position. For the alternative itself, direct project-related increases in revenues would amount to approximately \$140,000 by FY 2014 while revenue losses under a closed base scenario are projected to amount to about \$800,000 annually for a net deficit of approximately \$700,000 annually (Figure 4.5-2). This assumes the city does not respond by either reducing service levels or increasing other tax and non-tax revenue schedules. These shortfalls also may be offset to a certain degree by the reassessment of property upon the sale of homes previously owned by the outmigrating households and the subsequent increase in valuations and property tax collections due to these sales and revaluations. The extent, however, of this impact depends upon the tenure and home ownership patterns of the outmigrating households. These impacts would be negligible if the outmigrants either did not own their homes at all, if they were recent homeowners, or if they decided not to sell at all. It could be substantial if all the outmigrants owned their homes prior to implementation of Proposition 13 and subsequently sold these homes upon closure of the base.

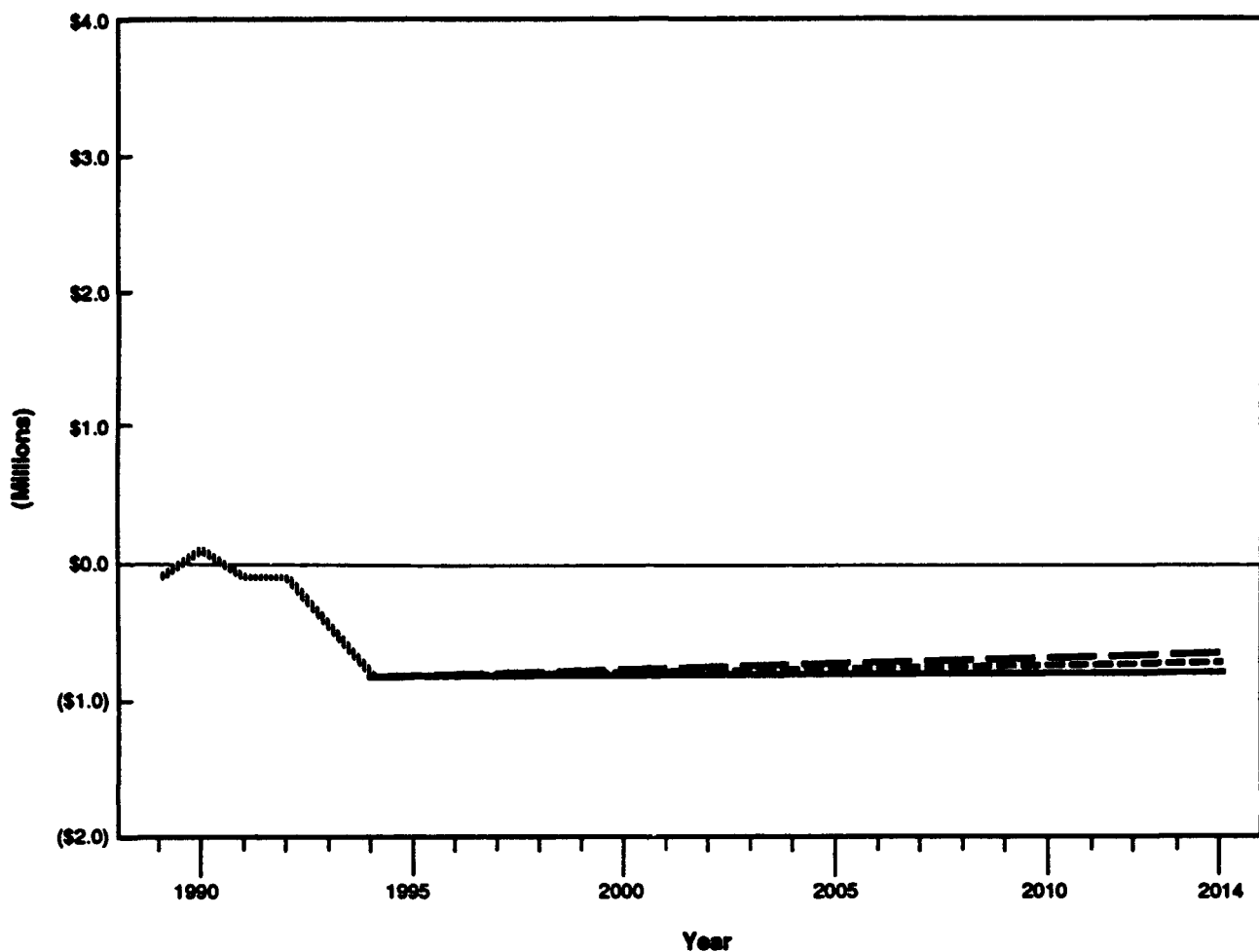


EXPLANATION

- Post-Closure/No-Action
- - - - - Proposed Action
- Non-Aviation with Mixed Density Residential
- General Aviation with Aircraft Maintenance
- Non-Aviation with Low-Density Residential
- Preclosure

**Net Fiscal Effects,
City of Sacramento-
Proposed Action and
Alternatives (1990\$)**

Figure 4.5-1



EXPLANATION

- Post-Closure/No-Action
- Proposed Action
- Non-Aviation with Mixed-Density Residential
- - - General Aviation with Aircraft Maintenance
- Non-Aviation with Low-Density Residential
- Preclosure

Net Fiscal Effects, City of Folsom- Proposed Action and Alternatives (1990\$)

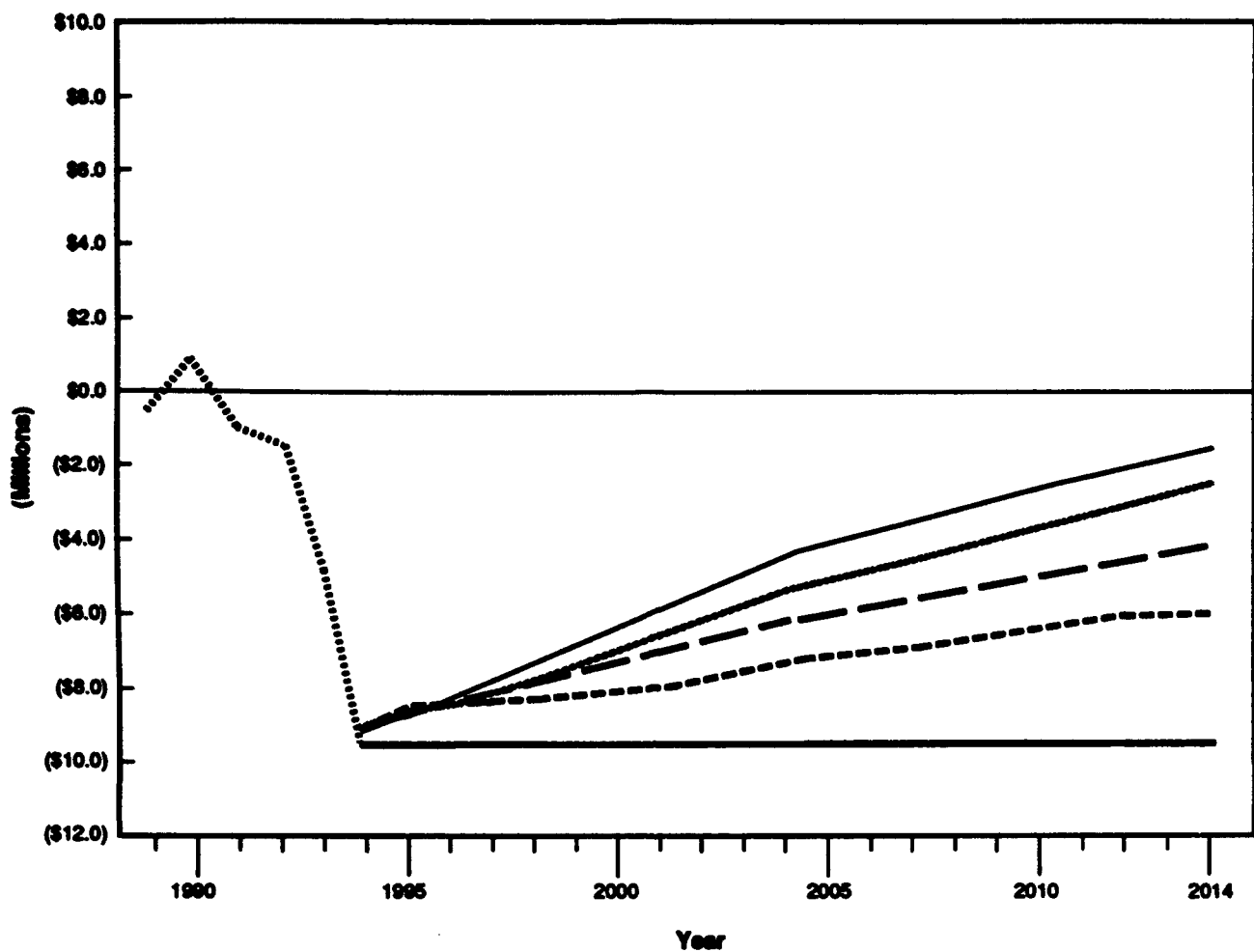
Figure 4.5-2

County of Sacramento

Similar to the city of Sacramento, the projected fiscal effects of the Proposed Action itself show a net positive effect compared to the closed base scenario in all years over the 1994-2014 period. General and special revenue fund revenue increases, principally from the additional property and sales tax generated by project activities, are estimated to be \$6.2 million by the year 2014. Property taxes are estimated at \$1.4 million and sales taxes are estimated at approximately \$500,000. Although the population effects of the Proposed Action would not offset the population losses projected under post-closure conditions, the county will be responsible for provision of various services to approximately 5,700 additional acres. Based upon the type and amount of development proposed for the site, servicing the additional area (principally through provision of public safety and public works functions) is estimated at \$2.6 million annually.

The positive net effect of the Proposed Action itself, however, would not be sufficient to offset projected baseline deficits. By 2014, shortfalls of \$6.0 million annually would still be expected (Figure 4.5-3). These shortfalls also may be offset to a certain degree by the reassessment of property upon the sale of homes previously owned by the outmigrating households and the subsequent increase in valuations and property tax collections due to these sales and revaluations. The extent, however, of this impact depends upon the tenure and home ownership patterns of the outmigrating households. These impacts would be negligible if the outmigrants either did not own their homes at all, if they were recent homeowners, or if they decided not to sell at all. It could be substantial if all the outmigrants owned their homes prior to implementation of Proposition 13 and subsequently sold these homes upon closure of the base. Budget cutbacks, increases in tax and non-tax revenue schedules, and/or an accelerated development schedule would be required to maintain a balanced financial position. For comparison purposes, another independent study (ERA, 1991) has projected shortfalls of \$1.2 million to \$2.5 million by FY 2010, depending upon which aviation-related alternative is evaluated. The ERA study, however, was prepared based on development of substantial off-base acreage in addition to the direct acreage on base.

These results assume that direct operational costs associated with the airport facility itself are financed and accounted for in separate enterprise funds. The airport component of this reuse plan is proposed basically as a general aviation facility supporting approximately 240,000 general aviation operations annually (about 80 percent of all proposed operations). The facility would be owned and operated by the county of Sacramento and, as with other county operated aviation facilities, be accounted for within the airport enterprise fund for the county. Operating costs of the facility have been preliminarily estimated at about \$2 million to \$2.2 million annually and would be funded through a combination of user fees and rental income.



EXPLANATION

- Post-Closure/No-Action
- Proposed Action
- .-.-.- Non-Aviation with Mixed-Density Residential
- General Aviation with Aircraft Maintenance
- Non-Aviation with Low-Density Residential
- Preclosure

**Net Fiscal Effects,
Sacramento County-
Proposed Action and
Alternatives (1990\$)**

Figure 4.5-3

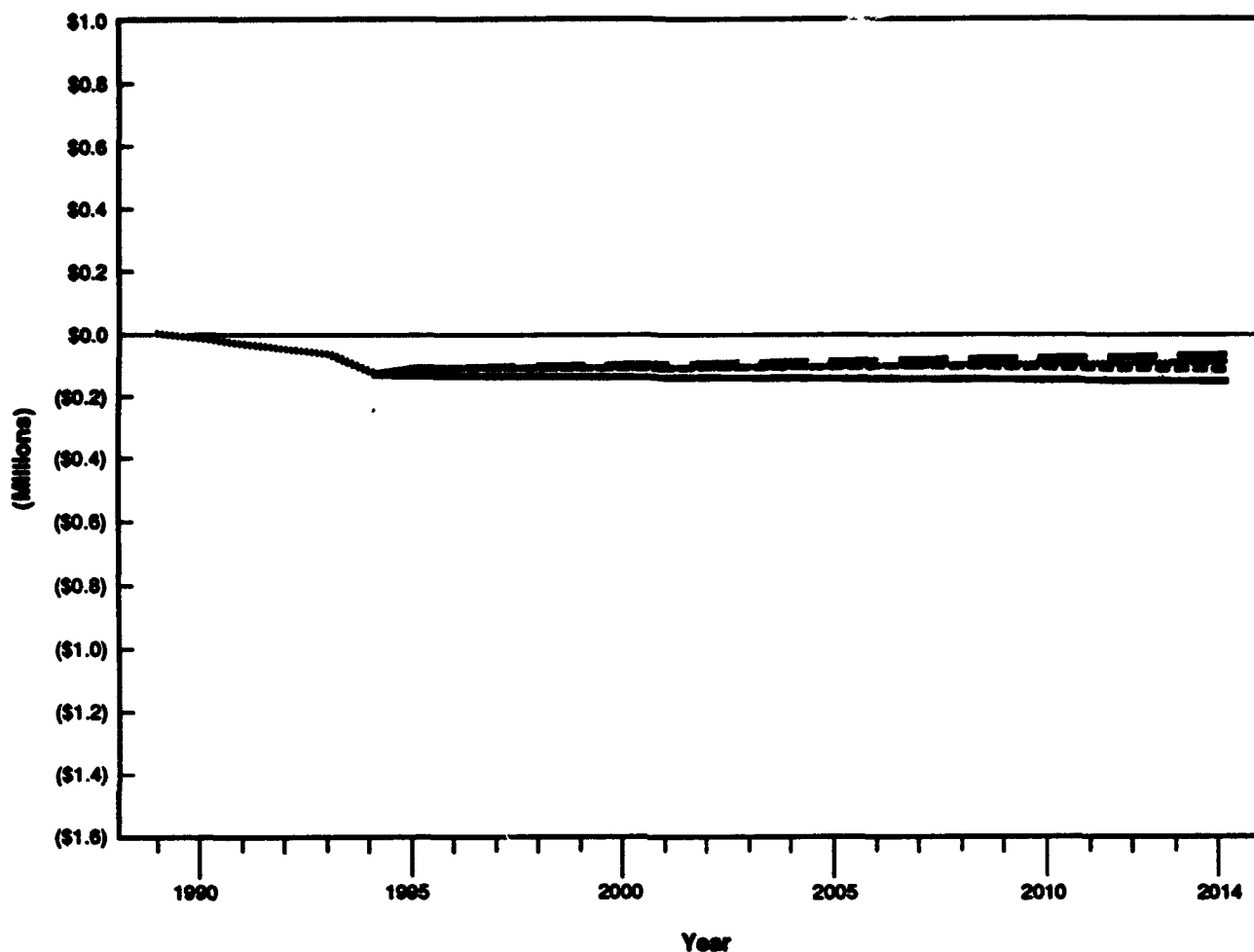
Other potential revenue sources which may be available to support airport operations include development fees or royalties from aggregate mining. Assuming the county either purchases or otherwise achieves control of the land designated for aggregate mining (including the mineral rights, as appropriate), either direct royalty payments or other development-type fees from the private mining company or companies contracted to perform the mining would accrue to the county. Based on removal of an estimated 6 million tons per year of aggregate and either royalty or development fees of 27 cents per ton (based on recent estimated fees for similar developments in the region), these payments would amount to approximately \$1.6 million annually. If only a portion of the mineral rights or land designated for aggregate mining is conveyed or purchased by the county, these payments would be correspondingly lower.

In addition, it is expected that substantial infrastructure improvements would be required not only to the airport and airport-related industrial areas but to the residential and commercial areas as well. Improvements to the airport and airport-related industrial areas (estimated at approximately \$24.4 million through the year 2000) would be funded through a combination of revenue bonds and grants. Improvements to the other areas would be funded through a combination of developer fees and general obligation bonds.

Sacramento City Unified School District

The net fiscal position of the Sacramento City USD would remain basically unchanged as that estimated under post-closure conditions (Figure 4.5-4). Revenue limit sources are the district's primary source of revenues and comprise local property taxes and state revenue limit apportionments. The district also receives other state, local, and federal revenues. Revenue limit source revenue (approximately \$2,710 per pupil in constant 1990 dollars), along with other non-revenue limit source revenue, would generate approximately \$1.3 million by 2014 while direct instruction and support service costs would increase by a like amount. Because the base is not located within district boundaries and would not have an effect on the tax base of the district, this increase will principally be due to increases in the state apportionments (assuming entitlements are fully funded at the state level). These increases, however, would not be sufficient to offset projected baseline deficits. Deficits ranging up to about \$100,000 (occurring in FY 1994) are projected. The projected shortfalls assume no new revenue is made available to the district and cutbacks in service levels are not undertaken.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost of living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.



EXPLANATION

- Post-Closure/No-Action
- - - - - Proposed Action
- Non-Aviation with Mixed-Density Residential
- - - - - General Aviation with Aircraft Maintenance
- Non-Aviation with Low-Density Residential
- Preclosure

**Net Fiscal Effects,
Sacramento City Unified
School District-Proposed
Action and Alternatives
(1990\$)**

Figure 4.5-4

Folsom Cordova Unified School District

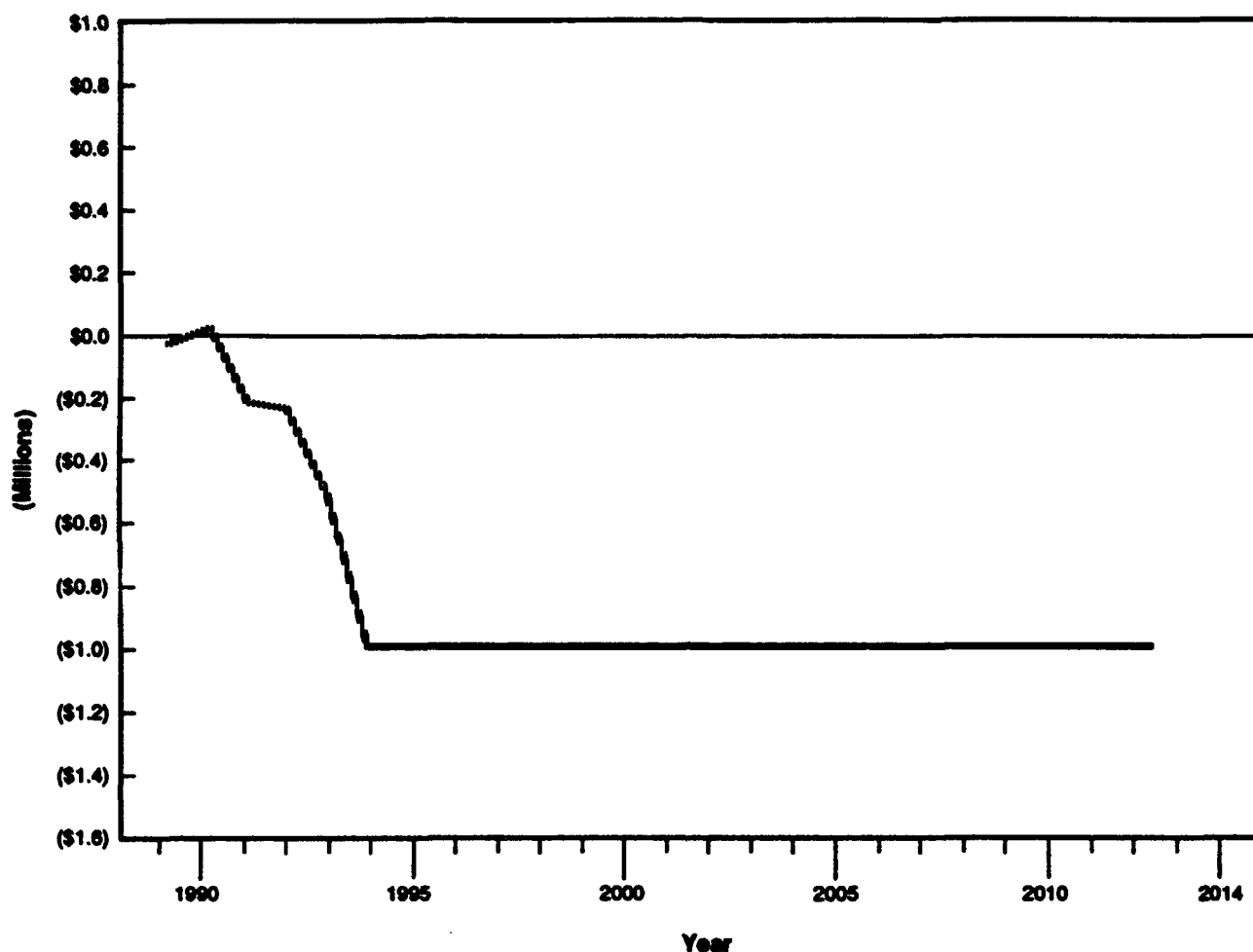
The net fiscal position of the Folsom Cordova USD would remain basically unchanged as that estimated under post-closure conditions (Figure 4.5-5). Based on state aid formulas used to calculate state educational aid payments, the additional student load from the Proposed Action itself would not generate sufficient revenues to offset the loss of P.L. 81-874 program revenues. Revenue limit source revenue (based on per-pupil revenue limits of \$2,870 in constant 1990 dollars), along with other non-revenue limit revenue sources, would generate approximately \$500,000 by the year 2014, while direct instruction costs and additional support service costs would increase by a like amount. While the property tax component of the revenue limit source revenue would increase by about \$160,000 by 2014 due to the additional land on the tax rolls, the state apportionment component of the base revenue limit would decrease by a like amount. Shortfalls (due principally to the previously lost P.L. 81-874 program revenues which are not made up by increased state aid or enter into the state aid formulas) would remain at approximately \$1 million. The projected shortfalls assume no new revenue is made available to the district and cutbacks in service levels are not undertaken.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost of living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.

San Juan Unified School District

The net fiscal position of the San Juan USD would remain basically unchanged as that estimated under post-closure conditions (Figure 4.5-6). Revenue limit sources are the district's primary source of revenues and comprise local property taxes and state revenue limit apportionments. The district also receives other state, local, and federal revenues. Revenue limit source revenue (approximately \$2,820 per pupil in constant 1990 dollars), along with other non-revenue limit source revenue, would generate approximately \$1.2 million by 2014 while direct instruction and support service costs would increase by a like amount. Because the base is not located within district boundaries and would not have an effect on the tax base of the district, this increase will principally be due to increases in the state apportionments (assuming entitlements are fully funded at the state level). These increases, however, would not be sufficient to offset projected baseline deficits. Deficits ranging up to about \$70,000 (occurring in FY 1994) are projected.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost of living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.



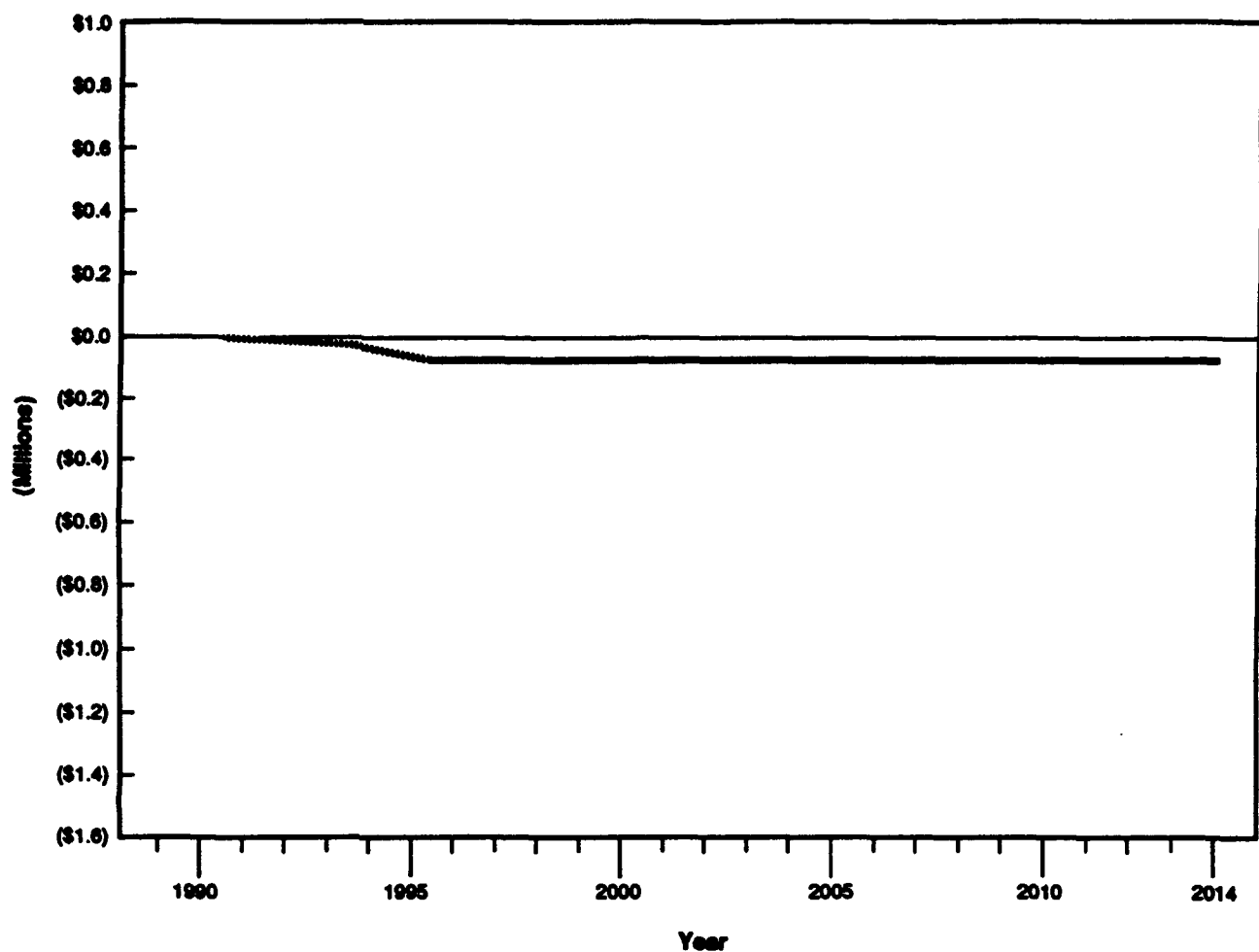
Differences in impacts are not discernable at this scale.

EXPLANATION

- Post-Closure/No-Action
- - - - - Proposed Action
- Non-Aviation with Mixed-Density Residential
- - - - - General Aviation with Aircraft Maintenance
- Non-Aviation with Low-Density Residential
- Preclosure

**Net Fiscal Effects,
Folsom Cordova Unified
School District-
Proposed Action and
Alternatives (1990\$)**

Figure 4.5-5



Differences in impacts are not discernable at this scale.

EXPLANATION

- Post-Closure/No-Action
- Proposed Action
- Non-Aviation with Mixed-Density Residential
- General Aviation with Aircraft Maintenance
- Non-Aviation with Low-Density Residential
- Preclosure

**Net Fiscal Effects,
San Juan Unified School
District-Proposed Action
and Alternatives (1990\$)**

Figure 4.5-6

Elk Grove Unified School District

The net fiscal position of the Elk Grove USD would remain basically unchanged as that estimated under base post-closure conditions (Figure 4.5-7). Revenue limit sources are the district's primary source of revenues and comprise local property taxes and state revenue limit apportionments. The district also receives other state, local, and federal revenues. Revenue limit source revenue (approximately \$2,900 per pupil in constant 1990 dollars), along with other non-revenue limit source revenue, would generate approximately \$900,000 by 2014, while direct instruction and support service costs would increase by a like amount. Because the base is not located within district boundaries and would not have an effect on the tax base of the district, this increase will principally be due to increases in the state apportionments (assuming entitlements are fully funded at the state level). These increases, however, would not be sufficient to offset projected baseline deficits. Deficits ranging up to about \$100,000 (in FY 1994) are projected.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost-of-living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.

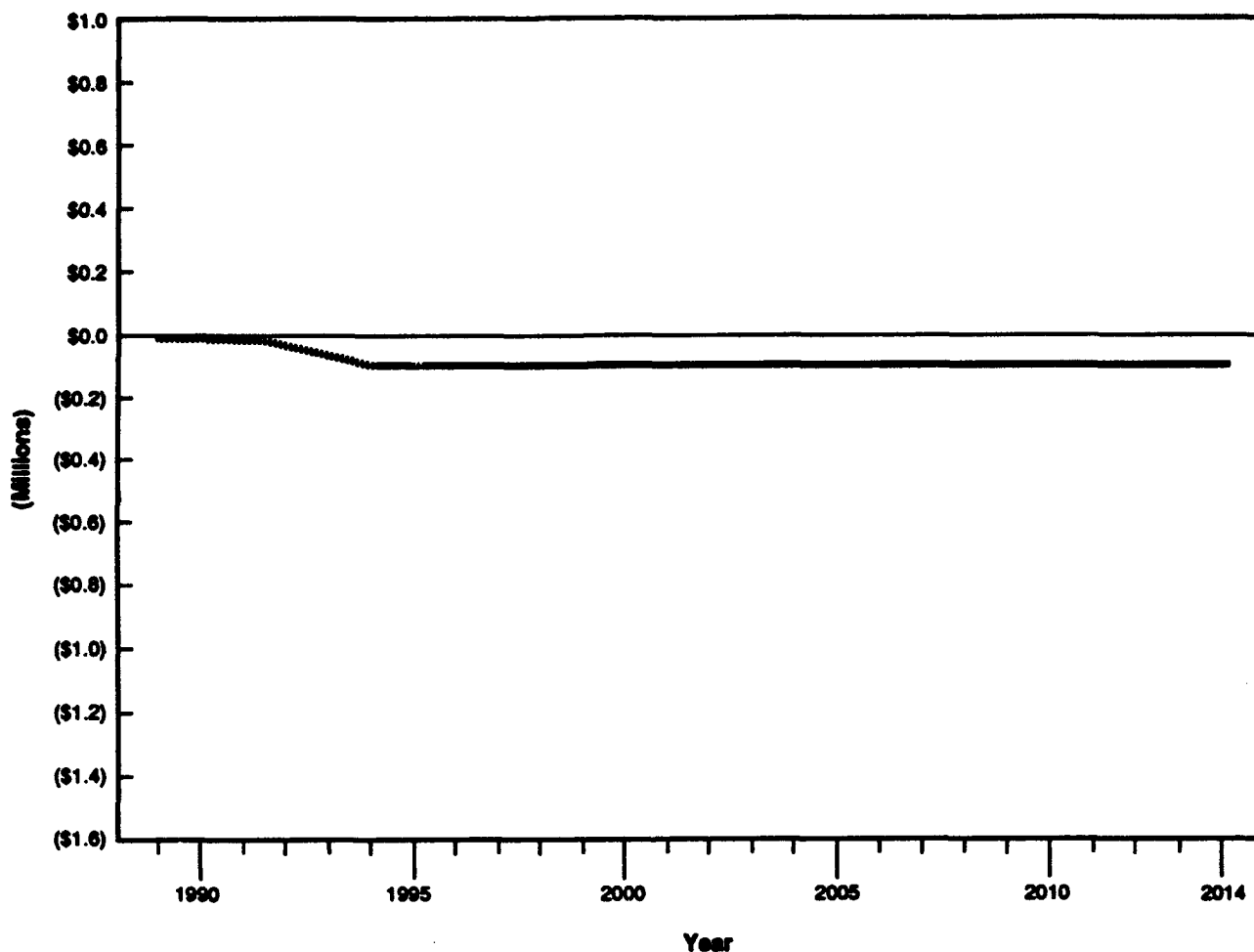
4.5.2 Non-Aviation with Mixed-Density Residential Alternative

Fiscal impacts to potentially affected jurisdictions under this alternative are presented in this subsection. The results represent the net effects of the alternative after accounting for the out-migration of the direct and indirect military and civilian jobs associated with phasing out the Mather AFB military mission.

Several key assumptions regarding future jurisdictional control of base property have been made which influence the fiscal assessments presented below.

Under this alternative:

- Base property is not annexed by neighboring jurisdictions and remains as a part of the unincorporated area of Sacramento County.
- The 282 acres designated for commercial/office use and the 265 acres designated for industrial use are sold to private interests and thus subject to local property taxes. Development of the property is the responsibility of the new owners. No redevelopment authorities or agencies are involved with project development. The county or other appropriate agency, however, will be responsible for any necessary infrastructure improvements in these parcels.
- The 23 acres designated for medical land use and the 228 acres designated for educational uses remain in public ownership.
- The 2,950 acres designated for residential use are assumed to be initially purchased or otherwise conveyed to either the Sacramento County Housing Authority or a nonprofit housing development



Differences in impacts are not discernable at this scale.

EXPLANATION

- Post-Closure/No-Action
- - - - - Proposed Action
- Non-Aviation with Mixed-Density Residential
- - - - - General Aviation with Aircraft Maintenance
- Non-Aviation with Low-Density Residential
- Preclosure

**Net Fiscal Effects,
Elk Grove Unified School
District-Proposed Action
and Alternatives (1990\$)**

Figure 4.5-7

corporation. Because it is uncertain what portion is eventually to be kept as strictly public housing (title remains with the housing authority under certain programs and thus is not subject to local property tax) and what portion is to be made available for purchase by low income households (purchase may be financed by the housing authority while title is held by private interests and thus is subject to property taxes under other available programs), for purposes of evaluating the property tax implications of this land use, 75 percent of the acreage is assumed to eventually be transferred in fee simple to private interests and thus be taxable at current property tax rates.

- The 1,968 acres designated for parks, recreation, and preserved habitat remain in public ownership.

City of Sacramento

Analysis of the projected fiscal effects of this alternative by itself indicates a net positive effect in all years over the 1994-2014 period when compared to post-closure conditions. This is due to the replacement of on-base military jobs with civilian jobs and the generally positive effect this would have on local sales tax revenue. Increased general and special revenue fund revenues are projected at approximately \$1.8 million by the year 2014. This compares to lower revenues under the closed base scenario of approximately \$1.4 million. Increased sales tax revenues due to the alternative is estimated at approximately \$600,000 of the revenues generated.

Population increases associated with this reuse alternative, however, would just offset projected declines estimated under the closed base scenario by the year 2014. During the early years of project development (FY 1994-2009), generally lower employment and population levels result in revenues insufficient to offset projected declines under the closed base scenario. Shortfalls ranging up to \$1.1 million (occurring in FY 1994) are projected (see Figure 4.5-1). These shortfalls also may be offset to a certain degree by the reassessment of property upon the sale of homes previously owned by the outmigrating households and the subsequent increase in valuations and property tax collections due to these sales and revaluations. The extent, however, of this impact depends upon the tenure and home ownership patterns of the outmigrating households. These impacts would be negligible if the outmigrants either did not own their home at all, if they were recent homeowners, or if they decided not to sell at all. It could be substantial if all the outmigrants owned their homes prior to implementation of Proposition 13 and subsequently sold these homes upon closure of the base. By FY 2010, the net fiscal effect of the alternative would be sufficient to offset projected baseline deficits.

City of Folsom

Analysis of the projected fiscal effects of the alternative by itself indicates a slight net positive effect when compared to the post-closure scenario (base

closed and under caretaker status. However, projected surpluses of this alternative by itself would not be sufficient to bring the city into a positive fiscal position. For the alternative itself, direct project-related increases in revenues would amount to approximately \$130,000 by FY 2014 while revenue losses under a closed base scenario are projected to amount to about \$800,000 annually (see Figure 4.5-2). This assumes the city does not respond by either reducing service levels or increasing other tax and non-tax revenue schedules. These shortfalls also may be offset to a certain degree by the reassessment of property upon the sale of homes previously owned by the outmigrating households and the subsequent increase in valuations and property tax collections due to these sales and revaluations. The extent, however, of this impact depends upon the tenure and home ownership patterns of the outmigrating households. These impacts would be negligible if the outmigrants either did not own their home at all, if they were recent homeowners, or if they decided not to sell at all. It could be substantial if all the outmigrants owned their homes prior to implementation of Proposition 13 and subsequently sold these homes upon closure of the base.

County of Sacramento

Similar to the city of Sacramento, the projected fiscal effects of the alternative itself show a net positive effect over the 1994-2014 period compared to the closed base scenario. General and special revenue fund revenue increases, principally from the additional property and sales tax generated by project activities, is estimated to be \$9.5 million by the year 2014. Property taxes are estimated at \$4.9 million and sales taxes are estimated at approximately \$500,000. The county also will be responsible for provision of various services to the new area. Based upon the type and amount of development proposed for the site, servicing the additional area (principally through provision of public safety and public works functions) is estimated at \$2.5 million annually.

The positive net effect of the alternative itself would not be sufficient to offset projected baseline deficits in any year over the 1994-2014 period (see Figure 4.5-3). By 2014, shortfalls of \$2.6 million annually still would be expected. These shortfalls also may be offset to a certain degree by the reassessment of property upon the sale of homes previously owned by the outmigrating households and the subsequent increase in valuations and property tax collections due to these sales and revaluations. The extent, however, of this impact depends upon the tenure and home ownership patterns of the outmigrating households. These impacts would be negligible if the outmigrants either did not own their home at all, if they were recent homeowners, or if they decided not to sell at all. It could be substantial if all the outmigrants owned their homes prior to implementation of Proposition 13 and subsequently sold these homes upon closure of the base. Budget cutbacks, increases in tax and non-tax revenue schedules, and/or an accelerated

development schedule would be required to maintain a balanced financial position.

Related project activities which may be available to offset these deficits include development fees or royalties from aggregate mining. Assuming the county either purchases or otherwise achieves control of the land designated for aggregate mining (including the mineral rights, as appropriate), either direct royalty payments or other development-type fees from the private mining company or companies contracted to perform the mining would accrue to the county. Based on removal of an estimated 6 million tons per year of aggregate and either royalty or development fees of 27 cents per ton (based on recent estimated fees for similar developments in the region), these payments would amount to approximately \$1.6 million annually. If only a portion of the mineral rights or land designated for aggregate mining is conveyed or purchased by the county, these payments would be correspondingly lower.

For comparison purposes, another independent study (ERA, 1991) has projected shortfalls of \$1.4 million. The ERA study, however, was prepared based on development of substantial off-base acreage in addition to the direct acreage on base.

Sacramento City Unified School District

The net fiscal position of the Sacramento City USD would remain basically unchanged as that estimated under post-closure conditions (see Figure 4.5-4). Revenue limit sources are the district's primary source of revenues and comprise local property taxes and state revenue limit apportionments. The district also receives other state, local, and federal revenues. Revenue limit source revenue (approximately \$2,710 per pupil in constant 1990 dollars), along with other non-revenue limit source revenue, would generate approximately \$1.3 million by 2014, while direct instruction and support service costs would increase by a like amount. Because the base is not located within district boundaries and would not have an effect on the tax base of the district, this increase will principally be due to increases in the state apportionments (assuming entitlements are fully funded at the state level). These increases, however, would not be sufficient to offset projected baseline deficits. Deficits ranging up to about \$100,000 (occurring in FY 1994) are projected.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost-of-living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.

Folsom Cordova Unified School District

The net fiscal position of the Folsom Cordova USD would remain basically unchanged as that estimated under post-closure conditions (see Figure 4.5-5). Based on state aid formulas used to calculate state educational aid payments, the additional student load from this alternative itself would not generate sufficient revenues to offset the loss of P.L. 81-874 program revenues. Revenue limit source revenue (based on per-pupil revenue limits of \$2,870 in constant 1990 dollars) along with other non-revenue limit revenue sources, would generate approximately \$500,000 by the year 2014, while direct instruction costs and additional support service costs would increase by a like amount. While the property tax component of the revenue limit source revenue would increase by about \$470,000 by 2014 due to the additional land on the tax rolls, the state apportionment component of the base revenue limit would decrease by a like amount. Shortfalls (due principally to the previously lost P.L. 81-874 program revenues which are not entered into formulas for calculating state aid payments) would remain at approximately \$1 million.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost-of-living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.

San Juan Unified School District

The net fiscal position of the San Juan USD would remain basically unchanged as that estimated under post-closure conditions (see Figure 4.5-6). Revenue limit sources are the district's primary source of revenues and comprise local property taxes and state revenue limit apportionments. The district also receives other state, local, and federal revenues. Revenue limit source revenue (approximately \$2,820 per pupil in constant 1990 dollars), along with other non-revenue limit source revenue, would generate approximately \$1.1 million by 2014, while direct instruction and support service costs would increase by a like amount. Because the base is not located within district boundaries and would not have an effect on the tax base of the district, this increase will principally be due to increases in the state apportionments (assuming entitlements are fully funded at the state level). These increases, however, would not be sufficient to offset projected baseline deficits. Deficits ranging up to about \$70,000 (occurring in FY 1994) are projected.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost-of-living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.

Elk Grove Unified School District

The net fiscal position of the Elk Grove USD would remain basically unchanged as that estimated under post-closure conditions (see Figure 4.5-7). Revenue limit sources are the district's primary source of revenues and comprise local property taxes and state revenue limit apportionments. The district also receives other state, local, and federal revenues. Revenue limit source revenue (approximately \$2,900 per pupil in constant 1990 dollars), along with other non-revenue limit source revenue, would generate approximately \$900,000 by 2014, while direct instruction and support service costs would increase by a like amount. Because the base is not located within district boundaries and would not have an effect on the tax base of the district, this increase will principally be due to increases in the state apportionments (assuming entitlements are fully funded at the state level). These increases, however, would not be sufficient to offset projected deficits. Deficits ranging up to about \$100,000 (occurring in FY 1994) are projected.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost-of-living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.

4.5.3 General Aviation with Aircraft Maintenance Alternative

Fiscal impacts to potentially affected jurisdictions under this alternative are presented in this subsection. The results represent the net effects of the alternative after accounting for the out-migration of the direct and indirect military and civilian jobs associated with phasing out the Mather AFB military mission.

Several key assumptions regarding future jurisdictional control of base property have been made which influence the fiscal assessments presented below.

Under this alternative:

- Base property is not annexed by neighboring jurisdictions and remains as a part of the unincorporated area of Sacramento County.
- The 1,947 acres designated for the airport and aviation support uses are purchased or otherwise conveyed to county ownership. Direct aviation-related operations become a responsibility of the county and the facilities are operated in a manner similar to other county-owned airport operations: the cost of providing the service is financed or recovered primarily through user charges and set up as a separate enterprise fund.
- The 123 acres designated for commercial use and the 210 acres designated for industrial use are sold to private interests and thus subject to local property taxes. Development of the property is the responsibility of the new owners. No redevelopment authorities or agencies are involved with project development. The county or other

appropriate agency, however, will be responsible for any necessary infrastructure improvements in these parcels.

- The 23 acres designated for medical land use and the 307 acres designated for educational uses remain in public ownership.
- The 1,855 acres designated for residential use are assumed to be initially purchased or otherwise conveyed to either the Sacramento County Housing Authority or a nonprofit housing development corporation. Because it is uncertain what portion is to be eventually kept as strictly public housing (title remains with the housing authority under certain programs and thus is not subject to local property tax) and what portion is to be made available for purchase by low income households (purchase may be financed by the housing authority while title is held by private interests and is thus subject to property taxes under other available programs), for purposes of evaluating the property tax implications of this land use, 70 percent of the acreage is assumed to eventually be transferred in fee simple to private interests and thus be taxable at current property tax rates.
- The 1,251 acres designated for parks, recreation, and open space remain in public ownership.

City of Sacramento

Analysis of the projected fiscal effects of the alternative by itself indicates a net positive effect over all years during the 1994-2014 period when compared to post-closure conditions. This is due to the replacement of on-base military jobs with civilian jobs and the generally positive effect this would have on local sales tax revenue. Increased general and special revenue fund revenues are projected at approximately \$2 million by FY 2014. Increased sales tax revenue would account for approximately \$700,000 of this total.

Population increases associated with this reuse alternative, however, would just offset projected declines estimated under the closed base scenario by the year 2014. By 2014, because the absorption schedule for the commercial, industrial, and new residential components of the reuse plan indicate only about 40 percent to 65 percent absorption at this point, population levels are estimated at about 400 persons more than preclosure levels (excluding effects associated with non-base related growth). The revenue increases associated with this reuse plan would be sufficient to offset projected baseline deficits by FY 2009 (see Figure 4.5-1). However, during the early years of project development (FY 1994-2008), shortfalls ranging up to \$1.3 million (occurring in FY 1994) are still projected. These shortfalls also may be offset to a certain degree by the reassessment of property upon the sale of homes previously owned by the outmigrating households and the subsequent increase in valuations and property tax collections due to these sales and revaluations. The extent, however, of this impact depends upon the tenure and home ownership patterns of the outmigrating households. These impacts would be negligible if the outmigrants either did not own their homes at all, if they were recent homeowners, or if they decided not to sell at all. It could be substantial if all the

outmigrants owned their homes prior to implementation of Proposition 13 and subsequently sold these homes upon closure of the base. Budget cutbacks, increases in tax and non-tax revenue schedules, and/or an accelerated development schedule would be required to maintain a balanced fiscal position.

City of Folsom

Analysis of the projected fiscal effects of the alternative by itself indicates a slight net positive effect when compared to the post-closure scenario (base closed and under caretaker status. However, projected surpluses of this alternative by itself would not be sufficient to bring the city into a positive fiscal position. For the alternative itself, direct project-related increases in revenues would amount to approximately \$160,000 by FY 2014 while revenue losses under a closed base scenario are projected to amount to about \$800,000 annually (see Figure 4.5-2). These shortfalls may also be offset to a certain degree by the reassessment of property upon the sale of homes previously owned by the outmigrating households and the subsequent increase in valuations and property tax collections due to these sales and revaluations. The extent, however, of this impact depends upon the tenure and home ownership patterns of the outmigrating households. These impacts would be negligible if the outmigrants either did not own their homes at all, if they were recent homeowners, or if they decided not to sell at all. It could be substantial if all the outmigrants owned their homes prior to implementation of Proposition 13 and subsequently sold these homes upon closure of the base. This assumes the city does not respond by either reducing service levels or increasing other tax and non-tax revenue schedules.

County of Sacramento

Similar to the city of Sacramento, the projected fiscal effects of the alternative itself indicate a net positive effect compared to the closed base scenario. General and special revenue fund revenue increases, principally from the additional property and sales tax generated by project activities are estimated to be \$8.1 million by the year 2014. Property taxes are estimated at \$2.9 million and sales taxes are estimated at approximately \$600,000. However, although the population effects of this alternative would not offset the population losses projected under post-closure conditions, the county will be responsible for provision of various services to the new area. Servicing the additional area, principally through provision of public safety and public works functions, is estimated at \$2.8 million annually.

The positive net effect of the alternative itself would not be sufficient to offset projected baseline deficits over all years during the 1994-2014 period (see Figure 4.5-3). By 2014, shortfalls of \$4.3 million annually would still be expected. These shortfalls also may be offset to a certain degree by the reassessment of property upon the sale of homes previously owned by the

outmigrating households and the subsequent increase in valuations and property tax collections due to these sales and revaluations. The extent, however, of this impact depends upon the tenure and home ownership patterns of the outmigrating households. These impacts would be negligible if the outmigrants either did not own their homes at all, if they were recent homeowners, or if they decided not to sell at all. It could be substantial if all the outmigrants owned their homes prior to implementation of Proposition 13 and subsequently sold these homes upon closure of the base. Budget cutbacks and/or increases in tax and non-tax revenue schedules would be required to maintain a balance financial position. These results assume direct operational costs associated with the airport facility itself financed and accounted for in separate enterprise funds. For comparison purposes, another independent study (ERA, 1991) has projected shortfalls of \$2.5 million by FY 2020 based on increased expenditures of approximately \$15.3 million and increased revenues of \$12.8 million. The ERA study, however, was prepared based on development of substantial off-base acreage in addition to the direct acreage on base.

The airport component of this reuse plan is proposed to support approximately 200,000 general aviation operations annually. This compares to about 240,000 operations projected under the Proposed Action. Assuming the level of infrastructure development associated with this alternative is proportional to that presented for the Proposed Action, capital costs would be about \$20.3 million and operating costs would be \$1.7 to \$1.8 million annually. Operating costs would be funded through a combination of user fees and rental income.

Other potential revenue sources which may be available to support airport operations include development fees or royalties from aggregate mining. Assuming the county either purchases or otherwise achieves control of the land designated for aggregate mining (including the mineral rights, as appropriate), either direct royalty payments or other development-type fees from the private mining company or companies contracted to perform the mining would accrue to the county. Based on removal of an estimated 6 million tons per year of aggregate and either royalty or development fees of 27 cents per ton (based on recent estimated fees for similar developments in the region), these payments would amount to approximately \$1.6 million annually. If only a portion of the mineral rights or land designated for aggregate mining is conveyed or purchased by the county, these payments would be correspondingly lower.

In addition, it is expected that substantial infrastructure improvements would be required not only to the airport and airport-related industrial areas but to the residential and commercial areas as well. Improvements to the airport and airport-related industrial areas would be funded through a combination of revenue bonds and grants. Improvements to the other areas would be funded through a combination of developer fees and general obligation bonds.

Sacramento City Unified School District

The net fiscal position of the Sacramento City USD would remain basically unchanged as that estimated under post-closure conditions (see Figure 4.5-4). Revenue limit sources are the district's primary source of revenues and comprise local property taxes and state revenue limit apportionments. The district also receives other state, local, and federal revenues. Revenue limit source revenue (approximately \$2,710 per pupil in constant 1990 dollars), along with other non-revenue limit source revenue, would generate approximately \$1.4 million by 2014, while direct instruction and support service costs would increase by a like amount. Because the base is not located within district boundaries and would not have an effect on the tax base of the district, this increase will principally be due to increases in the state apportionments (assuming entitlements are fully funded at the state level). These increases, however, would not be sufficient to offset projected baseline deficits. Deficits ranging up to about \$100,000 (in FY 1994) are projected.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost-of-living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.

Folsom Cordova Unified School District

The net fiscal position of the Folsom Cordova USD would remain basically unchanged as that estimated under post-closure conditions (see Figure 4.5-5). Based on state aid formulas used to calculate state educational aid payments, the additional student load from this alternative itself would not generate sufficient revenues to offset the loss of P.L. 81-874 program revenues. Revenue limit source revenue (based on per-pupil revenue limits of \$2,870 in constant 1990 dollars), along with other non-revenue limit revenue sources, would generate approximately \$500,000 by the year 2014, while direct instruction costs and additional support service costs would increase by a like amount. While the property tax component of the revenue limit source revenue would increase by about \$390,000 by 2014 due to the additional land on the tax rolls, the state apportionment component of the base revenue limit would decrease by a like amount. Shortfalls (due principally to the previously lost P.L. 81-874 program revenues) would remain at about \$1 million.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost-of-living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.

San Juan Unified School District

The net fiscal position of the San Juan USD would remain basically unchanged as that estimated under post-closure conditions (see Figure 4.5-6). Revenue limit sources are the district's primary source of revenues and comprise local property taxes and state revenue limit apportionments. The district also receives other state, local, and federal revenues. Revenue limit source revenue (approximately \$2,620 per pupil in constant 1990 dollars), along with other non-revenue limit source revenue, would generate approximately \$1.3 million by 2014, while direct instruction and support service costs would increase by a like amount. Because the base is not located within district boundaries and would not have an effect on the tax base of the district, this increase will principally be due to increases in the state apportionments (assuming entitlements are fully funded at the state level). These increases, however, would not be sufficient to offset projected baseline deficits. Deficits ranging up to about \$70,000 (in FY 1994) are projected.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost-of-living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.

Elk Grove Unified School District

The net fiscal position of the Elk Grove USD would remain basically unchanged as that estimated under post-closure conditions (see Figure 4.5-7). Revenue limit sources are the district's primary source of revenues and comprise local property taxes and state revenue limit apportionments. The district also receives other state, local, and federal revenues. Revenue limit source revenue (approximately \$2,900 per pupil in constant 1990 dollars), along with other non-revenue limit source revenue, would generate approximately \$1 million by 2014 while direct instruction and support service costs would increase by a like amount. Because the base is not located within district boundaries and would not have an effect on the tax base of the district, this increase will principally be due to increases in the state apportionments (assuming entitlements are fully funded at the state level). These increases, however, would not be sufficient to offset projected baseline deficits. Deficits ranging up to about \$100,000 (in FY 1994) are projected.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost-of-living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.

4.5.4 Non-Aviation with Low-Density Residential Alternative

Fiscal impacts to potentially affected jurisdictions under this alternative are presented in this subsection. The results represent the net effects of the alternative after accounting for the out-migration of the direct and indirect military and civilian jobs associated with phasing out the Mather AFB military mission.

Several key assumptions regarding future jurisdictional control of base property have been made which influence the fiscal assessments presented below.

Under this alternative:

- Base property is not annexed by neighboring jurisdictions and remains as a part of the unincorporated area of Sacramento County.
- The 156 acres designated for commercial use and the 607 acres designated for industrial use are sold to private interests and thus, are subject to local property taxes. Development of the property is the responsibility of the new owners. No redevelopment authorities or agencies are involved with project development. The county or other appropriate agency, however, will be responsible for any necessary infrastructure improvements in these parcels.
- The 23 acres designated for medical land use and the 386 acres designated for educational uses remain in public ownership.
- The 3,212 acres designated for residential use are assumed to be initially purchased or otherwise conveyed to either the Sacramento County Housing Authority or a nonprofit housing development corporation. Because it is uncertain what portion is to be eventually kept as strictly public housing (title remains with the housing authority under certain programs and, thus is not subject to local property tax) and what portion is to be made available for purchase by low income households (purchase may be financed by the housing authority while title is held by private interests and thus, is subject to property taxes under other available programs), for purposes of evaluating the property tax implications of this land use, 75 percent of the acreage is assumed to eventually be transferred in fee simple to private interests and, thus, be taxable at current property tax rates.
- The 1,332 acres designated for parks, recreation, and open space remain in public ownership.

City of Sacramento

Analysis of the projected fiscal effects of this alternative by itself indicates a net positive effect when compared to post-closure conditions. This is due to the replacement of on-base military jobs with civilian jobs and the generally positive effect this would have on local sales tax revenue. Increased general and special revenue fund revenues are projected at approximately \$1.9 million by the year 2014. This compares to lower revenues under the closed base scenario of approximately \$1.4 million. Increased sales tax revenue due to the alternative itself is estimated at approximately \$700,000 of the total revenues generated by the alternative itself.

Population increases associated with this reuse alternative, however, would just offset projected declines estimated under the closed base scenario by the year 2014. During the early years of project development (FY 1994-2008), generally lower employment and population levels compared to preclosure conditions result in revenues insufficient to offset projected declines under the closed base scenario. Shortfalls ranging up to \$1.1 million (occurring in FY 1994) are projected. By FY 2009, the net fiscal effect of the alternative would be sufficient to offset projected post-closure deficits (see Figure 4.5-1). These shortfalls also may be offset to a certain degree by the reassessment of property upon the sale of homes previously owned by the outmigrating households and the subsequent increase in valuations and property tax collections due to these sales and revaluations. The extent, however, of this impact depends upon the tenure and home ownership patterns of the outmigrating households. These impacts would be negligible if the outmigrants either did not own their homes, if they were recent homeowners, or if they decided not to sell. It could be substantial if all the outmigrants owned their homes prior to implementation of Proposition 13 and subsequently sold these homes upon closure of the base. By FY 2009, the net fiscal effect of the alternative would be sufficient to offset projected post-closure deficits.

City of Folsom

Analysis of the projected fiscal effects of the alternative by itself indicates a slight net positive effect when compared to the post-closure scenario (base closed and under caretaker status). However, projected surpluses of this alternative by itself would not be sufficient to bring the city into a positive fiscal position. For the alternative itself, direct project-related increases in revenues would amount to approximately \$150,000 by FY 2014 while revenue losses under a closed base scenario are projected to amount to about \$800,000 annually (see Figure 4.5-2). This assumes the city does not respond by either reducing service levels or increasing other tax and non-tax revenue schedules. These shortfalls also may be offset to a certain degree by the reassessment of property upon the sale of homes previously owned by the outmigrating households and the subsequent increase in valuations and property tax collections due to these sales and revaluations. The extent, however, of this impact depends upon the tenure and home ownership patterns of the outmigrating households. These impacts would be negligible if the outmigrants either did not own their homes, if they were recent homeowners, or if they decided not to sell. It could be substantial if all the outmigrants owned their homes prior to implementation of Proposition 13 and subsequently sold these homes upon closure of the base.

County of Sacramento

Similar to the city of Sacramento, the projected fiscal effects of the alternative itself show a net positive effect compared to closure conditions. General and

special revenue fund revenue increases, principally from the additional property and sales tax generated by project activities, is estimated to be \$10.6 million by the year 2014. Property taxes are estimated at \$5.7 million and sales taxes are estimated at approximately \$500,000. However, although the population effects of this alternative would not offset the population losses projected under post-closure conditions, the county will be responsible for provision of various services to the new area. Servicing the additional area, principally through provision of public safety and public works functions, is estimated at \$3 million annually.

The positive net effect of the alternative itself would not be sufficient to offset projected baseline deficits (see Figure 4.5-3). By 2014, shortfalls of \$1.5 million annually still would be expected. Related project activities which may be available to offset these deficits include development fees or royalties from aggregate mining. Assuming the county either purchases or otherwise achieves control of the land designated for aggregate mining (including the mineral rights, as appropriate), either direct royalty payments or other development-type fees from the private mining company or companies contracted to perform the mining would accrue to the county. Based on removal of an estimated 6 million tons per year of aggregate and either royalty or development fees of 27 cents per ton (based on recent estimated fees for similar developments in the region), these payments would amount to approximately \$1.6 million annually. If only a portion of the mineral rights or land designated for aggregate mining is conveyed or purchased by the county, these payments would be correspondingly lower. Budget cutbacks, increases in tax and non-tax revenue schedules, and/or an accelerated development schedule would be required to maintain a balanced financial position.

These shortfalls also may be offset to a certain degree by the reassessment of property upon the sale of homes previously owned by the outmigrating households and the subsequent increase in valuations and property tax collections due to these sales and revaluations. The extent, however, of this impact depends upon the tenure and home ownership patterns of the outmigrating households. These impacts would be negligible if the outmigrants either did not own their homes, if they were recent homeowners, or if they decided not to sell. It could be substantial if all the outmigrants owned their homes prior to implementation of Proposition 13 and subsequently sold these homes upon closure of the base.

For comparison purposes, another independent study (ERA, 1991) has projected shortfalls of \$1.4 million. The ERA study, however, was prepared based on development of substantial off-base acreage in addition to the direct acreage on base.

Sacramento City Unified School District

The net fiscal position of the Sacramento City USD would remain basically unchanged as that estimated under post-closure conditions (see Figure 4.5-4). Revenue limit sources are the district's primary source of revenues and comprise local property taxes and state revenue limit apportionments. The district also receives other state, local, and federal revenues. Revenue limit source revenue (approximately \$2,710 per pupil in constant 1990 dollars), along with other non-revenue limit source revenue, would generate approximately \$1.3 million by 2014, while direct instruction and support service costs would increase by a like amount. Because the base is not located within district boundaries and would not have an effect on the tax base of the district, this increase will principally be due to increases in the state apportionments (assuming entitlements are fully funded at the state level). These increases, however, would not be sufficient to offset projected baseline deficits. Deficits ranging up to about \$100,000 (in FY 1994) are projected.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost-of-living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.

Folsom Cordova Unified School District

The net fiscal position of the Folsom-Cordova USD would remain basically unchanged as that estimated under post-closure conditions (see Figure 4.5-5). Based on state aid formulas used to calculate state educational aid payments, the additional student load from this alternative itself would not generate sufficient revenues to offset the loss of P.L. 81-874 program revenues. Revenue limit source revenue (based on per-pupil revenue limits of \$2,870 in constant 1990 dollars), along with other non-revenue limit revenue sources, would generate approximately \$500,000 by the year 2014, while direct instruction costs and additional support service costs would increase by a like amount. While the property tax component of the revenue limit source revenue would increase by about \$400,000 by 2014 due to the additional land on the tax rolls, the state apportionment component of the base revenue limit would decrease by a like amount. Shortfalls (due principally to the previously lost P.L. 81-874 program revenues) would remain at approximately \$1 million.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost-of-living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.

San Juan Unified School District

The net fiscal position of the San Juan USD would remain basically unchanged as that estimated under post-closure conditions (see Figure 4.5-6). Revenue limit sources are the district's primary source of revenues and comprise local property taxes and state revenue limit apportionments. The district also receives other state, local, and federal revenues. Revenue limit source revenue (approximately \$2,820 per pupil in constant 1990 dollars), along with other non-revenue limit source revenue, would generate approximately \$1.1 million by 2014, while direct instruction and support service costs would increase by a like amount. Because the base is not located within district boundaries and would not have an effect on the tax base of the district, this increase will principally be due to increases in the state apportionments (assuming entitlements are fully funded at the state level). These increases, however, would not be sufficient to offset projected deficits. Deficits ranging up to about \$70,000 (in FY 1994) are projected.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost-of-living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.

Elk Grove Unified School District

The net fiscal position of the Elk Grove USD would remain basically unchanged as that estimated under post-closure conditions (see Figure 4.5-7). Revenue limit sources are the district's primary source of revenues and comprise local property taxes and state revenue limit apportionments. The district also receives other state, local, and federal revenues. Revenue limit source revenue (approximately \$2,900 per pupil in constant 1990 dollars), along with other non-revenue limit source revenue, would generate approximately \$900,000 by 2014, while direct instruction and support service costs would increase by a like amount. Because the base is not located within district boundaries and would not have an effect on the tax base of the district, this increase will principally be due to increases in the state apportionments (assuming entitlements are fully funded at the state level). These increases, however, would not be sufficient to offset projected baseline deficits. Deficits ranging up to about \$100,000 (in FY 1994) are projected.

These results assume Proposition 98 funding guarantees remain in effect at current levels. A reduction in the cost-of-living adjustments previously estimated for the district and/or reduced revenue availability at the state level would result in lower state revenue apportionments and increased shortfalls.

4.5.5 No-Action Alternative

Under the No-Action Alternative, the U.S. Government would retain ownership of the Mather AFB property. Fiscal impacts for this alternative would be the same as those described above as post-closure conditions.

4.6 OTHER RELEVANT RESOURCES

4.6.1 Transportation

The reuse of Mather AFB under the Proposed Action would lead to increased use of local roads and highways, especially in the vicinity of the base. Because of the assumed reuse phasing for each alternative, traffic volumes on community roadways would continue to increase through the year 2014. Both air transportation and railroad transportation are assumed to increase in proportion with population growth in the ROI. Since the site-related regional population impacts are such a small portion (less than 1 percent) of the ROI population, impacts on air and railroad transportation would be negligible.

The Sacramento County Planning and Community Development Department has developed the TOD concept as a means to accommodate continued growth which is consistent with the county's Land Use Element. The TOD approach stresses concentrated mixed-use development located along the regional transit system. By encouraging the use of transit, such as buses and the light rail system, and allowing pedestrians and bicyclists access to commercial areas and offices, the TOD encourages the use of transportation modes which are alternatives to the automobile. Depending upon the phasing and orientation of the development in the reuse area, the TOD can potentially reduce the average number of daily vehicle trips, resulting in better operating conditions (LOS) on local roads. However, changes in public transit ridership cannot be predicted at this level of analysis. For this study, it is assumed that the TOD concept would be incorporated into the Proposed Action and the Non-Aviation with Mixed-Density Residential Alternative.

Roadway widening generally is accomplished when properties adjoining the roadway are improved. When widening is required after adjoining properties are already developed, it becomes necessary for local agencies (or the state, in the case of state highways) to institute roadway widening. This study assumes that roadway widenings would take place in years early enough to avoid traffic conditions that would drop to LOS F.

The roadways identified for this study as key community roads are listed in Section 3.4.1.6.

4.6.1.1 Proposed Action. By 2014, the major traffic generators for the Proposed Action would be the proposed retail commercial land use (about

24,400 trips) and residential uses (about 37,000 trips). Another large traffic generator would be the proposed office park (5,200 trips daily). Altogether, including construction worker trips, about 85,800 daily trips would be generated from implementation of the Proposed Action by the year 2014 (Table 4.6-1).

Table 4.6-1. Daily Trips Generated by the Proposed Action and Alternatives, Including Construction Workers

	1999	2004	2014
Proposed Action	35,092	54,203	85,849
Non-Aviation with Mixed-Density Residential	96,072	119,515	163,775
General Aviation with Aircraft Maintenance	36,573	55,392	93,120
Non-Aviation with Low-Density Residential	114,718	142,897	194,045
No-Action	180	180	180

The projected LOS for each community road is determined for five TOD discount rates (0 to 20 percent). It is assumed that key community roads will be widened when necessary to assure that their LOS will not drop to Level F. Under all TOD discounted scenarios, roadways requiring widening would be Zinfandel Drive to four lanes by 1999, Excelsior Road and Kiefer Boulevard to four lanes by 2014, and Routiers Road to four lanes by 2004.

Public light rail and bus transit will be affected by the Proposed Action to the extent that they are developed in the area. This could, to some extent, decrease the use of automobiles, particularly during morning and afternoon peak periods.

4.6.1.2 Non-Aviation with Mixed-Density Residential Alternative. The most important land use traffic generator would be the proposed residential units, with about 116,100 trips daily by 2014. Other traffic generators include a retail commercial development (about 16,800 trips) and the proposed office park area (about 11,700 trips). Altogether, including construction worker trips, about 163,800 daily trips would be generated by this alternative (see Table 4.6-1).

Under the five TOD discount scenarios, it was determined that to avoid LOS degradation to Level F it will be necessary to widen Zinfandel Drive and Excelsior Road to four lanes by 2014, Routiers Road to four lanes by 1999, and Mather Field Drive to six lanes by 2014.

The impacts on public transit would be the same as described for the Proposed Action.

4.6.1.3 General Aviation with Aircraft Maintenance Alternative. The major land use traffic generators would be the proposed residential development

(about 30,000 trips generated daily by 2014) and the retail commercial development (about 36,900 daily trips). Altogether, including construction worker trips, about 93,100 daily trips would be generated by this alternative by the year 2014 (see Table 4.6-1).

To avoid LOS F it will be necessary to widen Zinfandel Drive to four lanes by 1999, Routiers Road to four lanes by 2004, and Excelsior Road and Klefer Boulevard to four lanes by 2014.

4.6.1.4 Non-Aviation with Low-Density Residential Alternative. The major land use traffic generator would be the proposed residential units (129,000 trips daily). Other traffic generators would include a retail commercial development (about 37,900 trips) and an industrial park (about 3,400 trips). Altogether, including construction worker trips, about 194,100 daily trips would be generated by this alternative by 2014 (see Table 4.6-1).

To avoid LOS F it will be necessary to widen Mather Field Drive to six lanes by 2004, International Drive and Routiers Road to six lanes by 2014, Zinfandel Drive to four lanes by 1999, and Excelsior Road to four lanes by 2004.

4.6.1.5 No-Action Alternative. Transportation impacts for the No-Action Alternative would be those described above as post-closure conditions. Projected peak-hour traffic under the No-Action Alternative is presented in Section 4.2.3 of the *Mather AFB Disposal and Reuse EIS*.

4.6.2 Utilities

Changes in land use associated with the Proposed Action and alternatives likely would create the need for changes in the existing distribution and collection systems at Mather AFB, including modifications to on-base water pumping and treatment facilities, wastewater collection systems, service providers for solid waste disposal, new substations for electrical systems and distribution systems for electricity and natural gas. Increased pumpage at Mather AFB will result in a water level cone of depression surrounding the site. The cone of depression would range from 9 to 15 miles wide, depending on reuse activity, after 20 years of pumping activity. Very shallow wells in the region could experience lower water levels due to on-site pumping. This could create economic impacts to well owners in the vicinity (see *Mather AFB Disposal and Reuse EIS*, Section 4.4.2, Water Resources.). New or extended utility corridors likely would be required, and new metered service entrances may be needed on existing facilities. The Proposed Action and three other reuse alternatives represent various potential future site development scenarios that could require extensive utility infrastructure changes, although specific plans for such improvements do not yet exist.

This study attempts to quantify changes in utility infrastructure demands resulting from each reuse alternative, and determine the potential effects on utility systems that may be associated with such changes. Extensive alterations to the on-base utility infrastructure systems would be subject to environmental review under the California Environmental Quality Act (CEQA). It is assumed that specific infrastructural improvements needed, and the associated costs of such improvements, would be borne directly or indirectly by the future site developer(s).

If no reuse of Mather AFB occurs, total utility demand in the region is anticipated to increase annually on the average 0.2 percent in 1999 to 0.6 percent in 2014 based on current needs assessments made by utility purveyors. The post-closure projections provide a reference for comparing the utility demand impacts of the various reuse alternatives.

4.6.2.1 Proposed Action. Table 4.6-2 presents a summary of utility demand changes associated with the Proposed Action. Under the Proposed Action, the increases in utility demand would be less than 1 percent over the projected post-closure baseline conditions throughout the 20-year forecast period.

Overall changes to utility purveyors' short- and long-term plans would not be substantially different from their current needs assessments, which had already indicated the requirement for major improvements during the next two decades.

SMUD's interruptible service customers could be additionally impacted due to electrical demands of commercial tenants at the site (DeSelle, 1991). However, many of the new tenants are expected to take advantage of lower rates for interruptible service. In conjunction with long-term facility plans, major increases in service curtailments are not anticipated under the Proposed Action. Future natural gas curtailment of PG&E's interruptible service would not occur due to industrial and commercial growth planned for under the Proposed Action (Bohn, 1991).

4.6.2.2 Non-Aviation with Mixed-Density Residential Alternative. Table 4.6-3 presents a summary of utility demand changes associated with the Non-Aviation with Mixed-Density Residential Alternative. The increases in utility demand would be less than 1 percent over the projected post-closure conditions throughout the 20-year forecast period.

Curtailment of service to natural gas interruptible service customers will not be an issue for the future reuse of the site (Bohn, 1991). Electricity interruptible service customers might be curtailed as additional demands of commercial and industrial users grow at the site (DeSelle, 1991). Major increases in service curtailments are not anticipated under the Non-Aviation with Mixed-Density Residential Alternative.

Although these impacts exceed those from the Proposed Action, overall changes to utility purveyors' short- and long-term plans would not be substantially different from their current needs assessments, which had already indicated the requirement for major improvements during the next two decades.

4.6.2.3 General Aviation with Aircraft Maintenance Alternative. Table 4.6-4 presents a summary of utility demand changes associated with the General Aviation with Aircraft Maintenance Alternative. In the short term through 1994, and throughout the 20-year forecast period to 2014, the increases in utility demand would be about 1 percent of the demand projected under post-closure conditions.

Curtailment of service to natural gas interruptable service customers would not occur due to implementation of this alternative. Curtailment of electricity service might occur as a result of added demands of commercial and industrial tenants at the site (DeSelle, 1991). Major increases in service curtailments are not anticipated under this alternative.

The overall changes to utility purveyors' short- and long-term plans would not be substantially different from their current needs assessments, which had already indicated the requirement for major improvements during the next two decades.

4.6.2.4 Non-Aviation with Low-Density Residential Alternative. Utility impacts under the Non-Aviation with Low-Density Residential Alternative are summarized in Table 4.6-5. In the short term through 1994, and throughout the 20-year forecast period to 2014, the increases in utility demand would be less than 1 percent of the demand projected under post-closure conditions.

SMUD's interruptable service customers could be additionally impacted by industrial and commercial tenants at the site (DeSelle, 1991). Future curtailment of PG&E's interruptable service would not occur due to industrial and commercial growth planned for under this alternative (Bohn, 1991). Major increases in service curtailments are not anticipated under this alternative.

Natural gas use in the PG&E's Sacramento Division is projected to increase from 844,600 therms per day in 1994 to 1,166,554 therms per day in 2014. The overall changes to utility purveyors' short- and long-term plans would not be substantially different from their current needs assessments, which had already indicated the requirement for major improvements during the next two decades.

4.6.2.5 No-Action Alternative. In the absence of any reuse actions at Mather AFB, post-closure utility demand is projected to increase with the post-closure

Table 4.6-2. Utility Demand Changes in the Sacramento ACS - Proposed Action

	1994	1999	2004	2014
Water Demand				
SCWA Region (in MGD)				
Post-Closure	304.7	336.7	368.8	433.0
Proposed Action	304.7	337.2	370.0	435.1
Change from Post-Closure	0.1	0.5	1.2	2.1
Percent Change	0.0	0.1	0.3	0.5
Wastewater Generation				
SRCWD Service Area (in MGD)				
Post-Closure	163.9	191.2	218.6	281.8
Proposed Action	163.9	191.5	219.2	282.9
Change from Post-Closure	0.1	0.3	0.6	1.1
Percent Change	0.0	0.1	0.3	0.4
Solid Waste Disposal				
Sacramento Area (in millions of cubic yards/year)				
Post-Closure	2.28	2.46	2.65	3.02
Proposed Action	2.28	2.47	2.66	3.04
Change from Post-Closure	0.00	0.00	0.01	0.01
Percent Change	0.0	0.1	0.3	0.5
Electricity Demand				
SMUD Service Area (in MWH/day)				
Post-Closure	23,405	26,076	29,022	35,282
Proposed Action	23,414	26,112	29,113	35,453
Change from Post-Closure	9	36	91	171
Percent Change	0.0	0.1	0.3	0.5
Natural Gas Demand				
PG&E Sacto. Division (in thousands of therms/day)				
Post-Closure	845	916	993	1,167
Proposed Action	845	917	997	1,174
Change from Post-Closure	0	2	4	7
Percent Change	0.1	0.2	0.4	0.6

Note: Due to rounding, values in the table cannot be verified by addition and simple calculation.
Sources: Based on Sacramento County Water Agency, 1990; Cappola, 1991; Sacramento County Department of Public Works, 1991; California Energy Commission, 1990; Sacramento Municipal Utility District, 1991; Mattina, 1991.

forecast of population (see Section 4.2). Utility usage was forecast using per-capita demand factors provided by the utility purveyors in the study area:

- Water consumption in the Sacramento County Water Agency's service area is projected to increase from 305 MGD in 1994 to 433 MGD in 2014.

Table 4.6-3. Utility Demand Changes in the Sacramento ACS - Non-Aviation with Mixed-Density Residential Alternative

	1994	1999	2004	2014
Water Demand				
SCWA Region (In MGD)				
Post-Closure	304.7	336.7	368.8	433.0
Non-Aviation with Mixed-Density Residential Alternative	304.8	337.3	369.7	435.1
Change from Post-Closure	0.1	0.5	0.9	2.0
Percent Change	0.0	0.2	0.2	0.5
Wastewater Generation				
SRCWD Service Area (In MGD)				
Post-Closure	163.9	191.2	218.6	281.8
Non-Aviation with Mixed-Density Residential Alternative	164.0	191.5	219.1	282.9
Change from Post-Closure	0.1	0.3	0.5	1.1
Percent Change	0.0	0.2	0.2	0.4
Solid Waste Generation				
Sacramento Area (In millions of cubic yards/year)				
Post-Closure	2.28	2.46	2.65	3.02
Non-Aviation with Mixed-Density Residential Alternative	2.28	2.47	2.66	3.04
Change from Post-Closure	0.00	0.00	0.01	0.01
Percent Change	0.0	0.2	0.2	0.5
Electricity Demand				
SMUD Service Area (In MWH/day)				
Post-Closure	23,405	26,076	29,022	35,282
Non-Aviation with Mixed-Density Residential Alternative	23,416	26,117	29,091	35,446
Change from Post-Closure	11	41	69	164
Percent Change	0.0	0.2	0.2	0.5
Natural Gas Demand				
PG&E Sacto. Division (In thousands of therms/day)				
Post-Closure	845	916	993	1,167
Non-Aviation with Mixed-Density Residential Alternative	845	918	996	1,173
Change from Post-Closure	0	2	3	7
Percent Change	0.1	0.2	0.3	0.6

Note: Due to rounding, values in the table cannot be verified by addition and simple calculation.

Sources: Based on Sacramento County Water Agency, 1990; Cappola, 1991; Sacramento County Department of Public Works, 1991; California Energy Commission, 1990; Sacramento Municipal Utility District, 1991; Mattina, 1991.

- Wastewater treatment volume in the Sacramento County Water Quality Division service area is projected to increase from 179 MGD in 1994 to 304 MGD in 2014.
- Solid waste generated in the Sacramento area is expected to increase from 2.28 million CY/year in 1994 to 3.02 million CY/year in 2014.
- Electricity consumption in the Sacramento Municipal Utility District's service area is projected to increase from 23,405 megawatt-hours per day (MWH/day) in 1994 to 35,282 MWH/day in 2014.

Table 4.6-4. Utility Demand Changes in the Sacramento ACS - General Aviation with Aircraft Maintenance Alternative

	1994	1999	2004	2014
Water Demand				
SCWA Region (in MGD)				
Post-Closure	304.7	336.7	368.8	433.0
General Aviation with Aircraft Maintenance Alternative	304.7	337.6	370.1	435.3
Change from Post-Closure	0.1	0.9	1.3	2.3
Percent Change	0.0	0.3	0.4	0.5
Wastewater Generation				
SRCWD Service Area (in MGD)				
Post-Closure	163.9	191.2	218.6	281.8
General Aviation with Aircraft Maintenance Alternative	163.9	191.7	219.3	283.0
Change from Post-Closure	0.0	0.5	0.7	1.2
Percent Change	0.0	0.3	0.3	0.4
Solid Waste Generation				
Sacramento Area (in millions of cubic yards/year)				
Post-Closure	2.28	2.46	2.65	3.02
General Aviation with Aircraft Maintenance Alternative	2.28	2.47	2.66	3.04
Change from Post-Closure	0.00	0.01	0.01	0.02
Percent Change	0.0	0.3	0.4	0.5
Electricity Demand				
SMUD Service Area (in MWH/day)				
Post-Closure	23,405	26,076	29,022	35,282
General Aviation with Aircraft Maintenance Alternative	23,410	26,144	29,123	35,466
Change from Post-Closure	5	67	101	184
Percent Change	0.0	0.3	0.3	0.5
Natural Gas Demand				
PG&E Sacto. Division (in thousands of therms/day)				
Post-Closure	845	916	993	1,167
General Aviation with Aircraft Maintenance Alternative	845	919	997	1,174
Change from Post-Closure	0	3	4	8
Percent Change	0.0	0.3	0.4	0.6

Note: Due to rounding, values in the table cannot be verified by addition and simple calculation.

Sources: Based on Sacramento County Water Agency, 1989; Cappola, 1991; Sacramento County Department of Public Works, 1991; California Energy Commission, 1990; Sacramento Municipal Utility District, 1991; Mattina, 1991.

- Natural gas use in the PG&E's Sacramento Division is projected to increase from 845 thousand therms per day in 1994 to 1,167 thousand therms per day in 2014.

Table 4.6-5. Utility Demand Changes in the Sacramento ACS - Non-Aviation with Low-Density Residential Alternative

	1994	1999	2004	2014
Water Demand				
SCWA Region (in MGD)				
Post-Closure	304.7	336.7	368.8	433.0
Non-Aviation with Low-Density Residential Alternative	304.9	337.4	369.9	435.2
Change from Post-Closure	0.2	0.7	1.1	2.2
Percent Change	0.1	0.2	0.3	0.5
Wastewater Generation				
SRCWD Service Area (in MGD)				
Post-Closure	163.9	191.2	218.6	281.8
Non-Aviation with Low-Density Residential Alternative	164.0	191.6	219.2	283.0
Change from Post-Closure	0.1	0.4	0.6	1.2
Percent Change	0.1	0.2	0.3	0.4
Solid Waste Disposal				
Sacramento Area (in millions of cubic yards/year)				
Post-Closure	2.28	2.46	2.65	3.02
Non-Aviation with Low-Density Residential Alternative	2.28	2.47	2.66	3.04
Change from Post-Closure	0.00	0.01	0.01	0.02
Percent Change	0.1	0.2	0.3	0.5
Electricity Demand				
SMUD Service Area (in MWh/day)				
Post-Closure	23,405	26,076	29,022	35,282
Non-Aviation with Low-Density Residential Alternative	23,420	26,128	29,107	35,457
Change from Post-Closure	15	52	85	176
Percent Change	0.1	0.2	0.3	0.5
Natural Gas Demand				
PG&E Sacto. Division (in thousands of therms/day)				
Post-Closure	845	916	993	1,167
Non-Aviation with Low-Density Residential Alternative	845	918	997	1,174
Change from Post-Closure	1	2	4	7
Percent Change	0.1	0.3	0.4	0.6

Note: Due to rounding, values in the table cannot be verified by addition and simple calculation.
Sources: Based on Sacramento County Water Agency, 1989; Cappola, 1991; Sacramento County Department of Public Works, 1991; California Energy Commission, 1990; Sacramento Municipal Utility District, 1991; Mattina, 1991.

4.6.3 Airspace

This section addresses the potential for conflicts and competition among airspace users in the vicinity of Mather AFB under each of the reuse alternatives. The post-closure assumes that the base is placed in caretaker status without any reuse activity throughout the 20-year study period. Benefits associated with

this caretaker status, as described for closure in the Airspace Section 3.2.4.2 of the Mather AFB Disposal and Reuse EIS are as follows:

- Absence of aviation uses at Mather AFB would have a beneficial impact on the efficiency of use of airspace in the Sacramento Approach Complex airspace area
- Aircraft that operate under visual flight rules from public and private airports in the approach airspace area could transit the airspace around the closed airfield without concern for existing air-ground communications requirements or aircraft operations at Mather
- Caretaker status would remove control zone radio contact requirements for private airfield users in the vicinity of the base
- Land use and airspace restrictions associated with airport operations would be eliminated or relaxed.

Five standards of measure were applied to evaluate the Proposed Action and all alternatives (See Section 3.3.6):

1. The changes in operating restrictions, procedures, or regulations permissible at other facilities with non-aviation reuse of Mather AFB
2. The changes in operating restrictions, procedures, or regulation necessary to accommodate aviation reuses at Mather AFB
3. The possible competition with other commercial and general aviation activities
4. The cumulative impacts from aviation uses of airports/airfields in the Sacramento Approach Complex airspace area
5. The lost opportunities to non-aviation uses.

4.6.3.1 Proposed Action. On the basis of the projected type of aircraft, the overall airspace needs for the Proposed Action would not require any modifications to the preclosure airspace and air traffic control environment. However, because the annual aircraft operations under this alternative are projected to increase nearly three times from the number of preclosure operations, increased competition for terminal area airspace uses within the ROI would likely occur.

The projected aircraft fleet mix for the Proposed Action has the same general operating characteristics as the aircraft now operating at Mather. Hence, there should not be any requirements to substantially alter the visual flight rules traffic patterns or the airport-related air traffic control procedures related to each of the runways in the approach airspace area. The civilian use of Mather AFB does not create air traffic operational conditions that would change the traffic pattern flow associated with instrument flight rules landings and takeoffs at the airport. The Proposed Action should have no impacts to any defense-related airspace.

Since another source for aircraft services would be available with the development of general aviation at Mather, private aircraft owners and the

growing population, in general, would benefit from the civilian conversion of Mather AFB.

There are no cumulative impacts to airspace from the airfields/airports in the approach complex.

Airspace usage will affect certain developments within approach and departure areas, certain noise contour levels, and clear zoning concerns. Some non-aviation uses would now be prohibited or discouraged in the airport area, for example, residential, commercial, and industrial structures that present a safety hazard to air traffic would not be compatible.

When the airport is transferred to non-military ownership, the current AICUZ will no longer apply and the CLUP will potentially change; activities in the area surrounding Mather AFB will be governed by FAA criteria in terms of noise and safety. Under the Proposed Action, it is projected that several thousand acres of land surrounding Mather AFB would become available for development (assuming partial elimination of CLUP).

4.6.3.2 Non-Aviation with Mixed-Density Residential Alternative. A non-aviation reuse of Mather AFB would eliminate the need for all of the airspace associated with visual and instrument flight rules, airfield traffic patterns, published instrument approach procedures, and the transition of aircraft between the airbase and the enroute airspace system. The release of airspace requirements of Mather AFB would provide additional unconstrained airspace for the overall air traffic control environment in the ROI. Decommissioning of the instrument landing system (ILS) would not affect airspace management in the area since ILS can serve only the military aircraft of Mather AFB.

There are no cumulative impacts to airspace from the airfields/airports in the approach airspace area.

Airspace impacts of this alternative are expected to be similar to the post-closure conditions described in the introduction to this section because no aviation reuse activities would occur.

Under this alternative, the current AICUZ would no longer apply and the CLUP will potentially change. It is projected that several thousand acres of land surrounding Mather AFB would then become available for development.

4.6.3.3 General Aviation with Aircraft Maintenance Alternative. Aviation activities under this alternative would be similar to those projected under the Proposed Action. The only difference from the Proposed Action is that under this alternative, the projected total number of annual operations by civilian aircraft is less than the projected operations specified for the Proposed Action.

However, the projected aircraft fleet mix would be the same as the Proposed Action. This means that the airspace, navigational aids, and air traffic control rules would not be altered for the General Aviation with Aircraft Maintenance Alternative.

Since another source for aircraft services would be available with the development of general aviation at Mather AFB, private aircraft owners and the growing population in general, would benefit from the civilian conversion of Mather AFB.

There are no cumulative impacts to airspace from the airfields/airports in the approach airspace area.

Airspace usage will affect certain developments within approach and departure areas, certain noise contour levels, and clear zoning concerns. Some non-aviation uses would be prohibited or discouraged in the airport area.

When the airport is transferred to non-military ownership, the current AICUZ will no longer apply and the CLUP will potentially change; activities in the area surrounding Mather AFB will be governed by FAA criteria in terms of noise and safety. Under this alternative, it is projected that several thousand acres of land surrounding Mather AFB would become available for development (assuming partial elimination of CLUP).

4.6.3.4 Non-Aviation with Low-Density Residential Alternative. Airspace impacts of this alternative are expected to be similar to the post-closure conditions described in the introduction to this section because no aviation reuse activities would occur.

Under this alternative, the current AICUZ would no longer apply and the CLUP will potentially change. It is projected that several thousand acres of land surrounding Mather AFB would then become available for development.

4.6.3.5 No-Action Alternative. Airspace impacts of the No-Action Alternative are expected to be similar to the post-closure conditions described in the introduction to this section.

4.7 OTHER LAND USE CONCEPTS

This study performs in-depth analysis only for those reuse options that, as a whole, provide an integrated plan for future site redevelopment. The federal transfers and independent land use concepts described in Section 1.4.7 could occur on a piecemeal basis and would, therefore, selectively enhance or detract from site redevelopment. A descriptive treatment of these potential effects is presented in this section (and summarized in Table 4.7-1).

Table 4.7-1. Socioeconomic Impacts of Other Land Use Concepts

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Agency/Concept	Employment/Population	Relevant Alternative	Net Impacts
Caltrans/Research and Development Center	3,500 Direct Jobs	Proposed Action	Reduced recreation (Regional Park). Reduced single family residential: net loss of 120 dwelling units. Net gain of 3,463 on-site jobs.
		Non-Aviation with Mixed-Density Residential Alternative	Reduced single family residential: net loss of 1,880 dwelling units. Reduced education, commercial, neighborhood and urban residential: Net loss of 1,872 multi-family dwelling units. Net loss of 720 on-site jobs.
		General Aviation with Aircraft Maintenance Alternative	Reduced single family residential: net loss of 4,260 dwelling units. Reduced preserved habitat. Gain of 3,500 on-site jobs.
		Non-Aviation with Low-Density Residential Alternative	Reduced single family residential: net loss of 1,880 dwelling units. Reduced education, industrial and commercial: net loss of 860 on-site jobs.
Theme Park	3,500 Direct Jobs	Proposed Action	Reduced single and multi-family residential: net loss of 6,725 dwelling units. Reduced commercial: net gain of 2,843 jobs. Reduced park and recreation and natural habitat: net loss of 1,539 acres.
		General Aviation with Aircraft Maintenance Alternative	Reduced single family residential: net loss of 8,904 dwelling units. Reduced industrial: net gain of 2,814 jobs. Reduced parks and recreation and natural habitat: net loss of 461 acres.

Table 4.7-1. Socioeconomic Impacts of Other Land Use Concepts
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Agency/Concept	Employment/Population	Relevant Alternative	Net Impacts
		Non-Aviation with Mixed-Density Residential	Reduced single family residential: net loss of 14,065 dwelling units. Reduced urban and neighborhood residential: net loss of 2,285 multi-family dwelling units. Reduced education, commercial and industrial: net loss of 9,158 on-site jobs.
		Non-Aviation with Low-Density Residential Alternative	Reduced single family residential: net loss of 16,890 dwelling units. Reduced industrial and commercial: Net loss of 11,163 on-site jobs. Positive impact on regional recreation opportunities.

All of these proposals would affect total on-site employment. The Caltrans Research and Development Center would result in a net increase of on-site jobs under the Proposed Action and all alternatives. The largest net gain in jobs would be under the General Aviation with Aircraft Maintenance Alternative with the Caltrans Research and Development Center, with a net gain of 3,500 jobs. The Proposed Action with the Caltrans Research and Development Center would result in a net gain of 3,963 jobs. Conversely, the Theme Park proposal, although it would bring in 3,500 direct jobs, would reduce total on-site employment by 9,158 or 11,163 on-site jobs if implemented in conjunction with either the Non-Aviation with Mixed-Density Residential Alternative or the Non-Aviation with Low-Density Residential Alternative, respectively. However, if the Theme Park were developed in conjunction with the Proposed Action, or the General Aviation with Aircraft Maintenance Alternative, there would be a net gain of 2,843 or 2,814 on-site jobs respectively.

Both of these proposals would reduce the amount of total on-site housing, largely because the building site for the complex would be taken from preserved habitat and the regional park. The largest net loss in housing units is under the Theme Park proposal, which would eliminate 16,890 single family units under the Non-Aviation with Low-Density Residential Alternative and 14,065 single-family units plus 2,295 multi-family units under the Non-Aviation with Mixed-Density Residential Alternative. The Theme Park proposal would eliminate 6,725 single and multi-family units under the Proposed Action, and 8,904 single-family units under the General Aviation with Aircraft Maintenance Alternative.

Under several scenarios, these proposals would reduce the amount of preserved habitat and open space, which becomes increasingly valuable in an area of rapid urban growth. The most extreme in this regard is the Theme Park proposal, which would eliminate 1,539 acres of the regional park and preserved habitat, if built in conjunction with the Proposed Action. The Theme Park with the General Aviation with Aircraft Maintenance Alternative would reduce the regional park and preserved habitat by 461 acres. The Caltrans proposal, if implemented with the Proposed Action, would reduce the regional park; and with the General Aviation with Aircraft Maintenance Alternative, it would reduce preserved habitat.

Compatibility issues could surface by the juxtaposition of certain land uses with one another. The Theme Park proposal, for instance, would result in increased pressure for commercial development both on and off site, and would positively impact the recreational opportunities for the region.

As on-site employment (and thus earnings) are changed by these proposals, be it positively or negatively, local and regional secondary employment impacts of the various alternatives also would change. The degree to which these secondary effects are altered would depend on a number of factors, including

the differences in non-payroll spending associated with the proposals compared to displaced industrial or commercial endeavors, the differences in construction costs among the various land uses, and differences in consumer preferences of employees and occupants of the proposed facilities for various local goods and services compared to the preferences of those displaced.

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5.0 COMPARATIVE ANALYSIS OF PROPOSED ACTION AND ALTERNATIVES

This chapter compares the impacts of the proposed action and four alternatives. The Proposed Action and alternatives are as follows:

- Proposed Action – General Aviation with Air Cargo
- Non-Aviation with Mixed-Density Residential
- General Aviation with Aircraft Maintenance
- Non-Aviation with Low-Density Residential
- No-Action.

Table 5.1-1 summarizes the short- and long-term impacts of all alternatives for all socioeconomic issue areas. Short-term effects are presented for the year 1994, the first year following base closure. Long-term effects are presented for the year 2014.

5.1 ECONOMIC ACTIVITY

During the first year after base closure, construction jobs would be generated by reuse activities planned under the Proposed Action and each of the three development alternatives. Total direct and indirect jobs generated in this year (1994) would range from approximately 1,400 jobs under the General Aviation with Aircraft Maintenance Alternative to more than 3,900 under the Non-Aviation with Low-Density Residential Alternative. By 1995, activities planned under the Proposed Action and the reuse development alternatives would become operational and provide long-term employment opportunities in the region. The differences in projected regional employment levels for each of the reuse plans from post-closure conditions are shown in Table 5.1-1.

In 2014, total regional employment related to the Proposed Action would be about 12,200 jobs, with annual earnings estimated at \$302 million. Regional employment associated with the three development alternatives, in 2014, would be slightly greater than the Proposed Action, with employment ranging between 12,300 and 13,700 jobs. Annual earnings of the three reuse alternatives would range from \$290 million to \$350 million. Overall, the greatest impacts to employment and earnings would be generated by the General Aviation with Aircraft Maintenance Alternative, followed by Non-Aviation with Low-Density Residential Alternative, the Non-Aviation with Mixed-Density Residential Alternative, and the Proposed Action. Under the No-Action Alternative, caretaker activities at the base would provide less than 70 total jobs and earnings of less than \$2 million annually.

Table 5.1-1. Comparison of Reuse Alternatives
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	No-Action Alternative (Residual Base Operations and Caretaker Status)	Proposed Action	Change from No-Action Alternative		
			Non-Aviation with Mixed-Density Residential Alternative	General Aviation with Aircraft Maintenance Alternative	Non-Aviation with Low-Density Residential Alternative
Economic Activity					
Short-term effects (through 1994)					
Employment	From about 9,500 jobs (4,900 military and 4,600 direct and indirect civilian jobs) in 1989 to less than 70 jobs in 1994	Almost 2,400 civilian construction-related jobs.	More than 2,700 civilian construction-related jobs.	Almost 1,400 civilian construction-related jobs.	More than 3,800 civilian construction-related jobs.
Earnings (\$1990)	From about \$203 million in 1989 to less than \$2 million in 1994	More than \$70 million	More than \$81 million	More than \$41 million	More than \$114 million
Long-term effects (2014)					
Employment	Less than 70 jobs	More than 12,100 jobs	Almost 12,300 jobs	More than 13,600 jobs	Almost 13,600 jobs
Earnings (\$1990)	Less than \$2 million	More than \$300 million	Almost \$280 million	More than \$348 million	More than \$319 million
Population					
Short-term effects (through 1994)					
Military (including dependents)	From more than 9,500 persons in 1989 to negligible level (zero) in 1994	None	None	None	None
Civilian	From about 6,500 persons in 1989 to (zero) in 1994	More than 500 people	Almost 600 people	Almost 300 people	More than 800 people
Long-term effects (2014)	Negligible level (zero) site-related population	More than 7,800 people	Almost 7,800 people	Almost 8,500 people	Almost 8,100 people
Housing					
Short-term effects (through 1994)	From demand for almost 4,200 units in 1989 negligible to (zero) demand in 1994	Almost 200 units	Almost 200 units	More than 100 units	Almost 300 units
Long-term effects (2014)	Negligible (zero) site-related housing demand	Almost 2,700 units	Almost 2,600 units	More than 2,900 units	Almost 2,800 units
Public Services					
Short-term effects (through 1994)					
General Government, Police, and Fire	From about 2,300 site-related persons served in 1989 to negligible level (zero) in 1994	About 20 site-related persons served	More than 20 site-related persons served	More than 10 site-related persons served	An estimated 30 site-related persons served
City of Folsom	From about 14,000 site-related persons served in 1989 to negligible level (zero) in 1994	More than 400 site-related persons served	Almost 500 site-related persons served	More than 200 site-related persons served	Almost 700 site-related persons served
Sacramento County					

Table 5.1-1. Comparison of Reuse Alternatives
Page 2 of 3

		Change from No-Action Alternative		
No-Action Alternative (Residual Base Operations and Caretaker Status)		Non-Aviation with Mixed-Density Residential Alternative	General Aviation with Aircraft Maintenance Alternative	Non-Aviation with Low-Density Residential Alternative
Education	Decline in regional, site-related enrollments of about 2,600 students in 1989 to negligible level to (zero) in 1994	Almost 100 students	Almost 50 students	More than 100 students
Health	Mather AFB Hospital will be annexed by McClellan AFB and run by the military	None	None	None
Long-term effects (2014)				
General Government, Police, and Fire				
City of Folsom	Minimal site-related demand for services	More than 300 site-related persons served	Almost 400 site-related persons served	More than 300 site-related persons served
Sacramento County	Minimal site-related demand for services	Almost 7,000 site-related persons served, more than 4,000 in unincorporated area	More than 7,500 site-related persons served, 4,400 in unincorporated area	Almost 7,200 site-related persons served, 4,200 in unincorporated area
Education	Zero site-related enrollments	Approximately 1,300 students	More than 1,400 students	Almost 1,400 students
Health	Mather AFB Hospital remains in service as McClellan AFB Annex	None	None	None
Public Finances				
Short-term effects (through 1994)				
City of Sacramento	Shortfalls to \$1.4 million per year	Minimal	Minimal	Minimal
City of Folsom	Shortfalls to \$800,000 per year	Minimal	Minimal	Minimal
Sacramento County	Shortfalls to \$9.6 million per year	Minimal	Minimal	Minimal
Sacramento City USD	Shortfalls to \$130,000 per year	Minimal	Minimal	Minimal
Folsom Cordova USD	Shortfalls to \$1 million per year	Minimal	Minimal	Minimal
San Juan USD	Shortfalls to \$70,000 per year	Minimal	Minimal	Minimal
Elk Grove USD	Shortfalls to \$110,000 per year	Minimal	Minimal	Minimal
Long-term effects (2014)				
City of Sacramento	Continuing shortfalls to \$1.4 million per year	Positive by FY 2008	Positive by FY 2008	Positive by FY 2009
City of Folsom	Shortfalls to \$800,000 per year	Shortfalls to \$670,000 per year by FY 2014	Shortfalls to \$640,000 per year by FY 2014	Shortfalls to \$650,000 per year by FY 2014
Sacramento County	Continuing shortfalls to \$9.6 million per year	Shortfalls to \$6.0 million by FY 2014	Shortfalls to \$4.3 million by FY 2014	Shortfalls to \$1.5 million by FY 2014

Table 5.1-1. Comparison of Reuse Alternatives
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		Change from No-Action Alternative			
No-Action Alternative (Residual Base Operations and Caretaker Status)		Proposed Action	Non-Action with Mixed-Density Residential Alternative	General Aviation with Aircraft Maintenance Alternative	Non-Action with Low-Density Residential Alternative
Sacramento City USD	Continuing shortfalls to \$130,000 per year	Minimal	Minimal	Minimal	Minimal
Folsom Cordova USD	Continuing shortfalls to \$1 million per year	Minimal	Minimal	Minimal	Minimal
San Juan USD	Continuing shortfalls to \$70,000 per year	Minimal	Minimal	Minimal	Minimal
Elk Grove USD	Continuing shortfalls to \$110,000 per year	Minimal	Minimal	Minimal	Minimal
Other Relevant Resources					
Short-term effects (through 1994)					
Transportation	Base-related traffic reductions on local roads overshadowed by projected increases in area population from other sources	Minimal	Minimal	Minimal	Minimal
Utilities	Projected growth in demand for water, wastewater treatment, solid waste disposal, and energy would be less than 1 percent lower than local forecasts	Minimal	Minimal	Minimal	Minimal
Long-term effects (2014)					
Transportation	Same as short-term	Zinfandel Drive would require improvements by 1999, Routiers Road by 2004, and Excoletor Road and Kiefer Boulevard by 2014	Routiers Road would require widening by 1999 and Mather Field Drive, Excoletor Road, and Zinfandel Drive by 2014.	Zinfandel Drive would require widening by 1999, Routiers Road by 2004, and Excoletor Drive and Kiefer Boulevard by 2014.	Zinfandel Drive Road would require widening by 1999, Mather Field Drive and Excoletor Road by 2004, and International Drive and Routiers Road by 2014.
Utilities	Same as short-term	Increased demand for utilities within local forecasts of demand from other sources	Increased demand for utilities within local forecasts of demand from other sources	Increased demand for utilities within local forecasts of demand from other sources	Increased demand for utilities within local forecasts of demand from other sources
Airspace	Beneficial effect on air traffic and airspace use in the ROI by eliminating the source of potential congestion in the Sacramento Approach Control Area	Provide another source for aircraft services; increased competition for terminal area airspace uses within the ROI	None	Provide another source for aircraft services; increased competition for terminal area airspace uses within the ROI	None

Note: Potential changes due to closure and/or reuse of the Sacramento Army Depot would be in addition to the changes presented above.

All of the direct and most of the secondary regional jobs would be created in Sacramento County, the ACS for economic activity. The ACS employment effects in 2014 would range from 65 direct and secondary jobs for the No-Action Alternative to between 11,200 and 12,500 for the four reuse alternatives.

5.2 POPULATION

Regional population impacts for the five alternatives, including the No-Action Alternative, all begin in 1994 and subsequently diverge over time. The population impacts are presented in Table 5.1-1. In 1994, population in-migration is projected to be about 500 persons under the Proposed Action; almost 600 persons under the Non-Aviation with Mixed-Density Residential Alternative; almost 300 persons under the General Aviation with Aircraft Maintenance Alternative, and more than 800 persons under the Non-Aviation with Low-Density Residential Alternative. By 2014, in-migrants under the Proposed Action are projected to be 7,800 persons. Although in-migration under the General Aviation with Aircraft Maintenance Alternative begins slowly, by 2014 the population impacts of this alternative would amount to almost 8,500 persons. Population impacts of the Non-Aviation with Low-Density Residential Alternative are projected to be 8,100 persons. Non-Aviation with Mixed-Density Residential Alternative population impacts are estimated at almost 7,600 persons.

In comparing reuse alternatives at the sub-regional level, population impacts are ordered in the same manner as on the ROI level. In all cases, the population impacts on Sacramento County, the ACS for population, dominate county-level effects, receiving a minimum of 84 percent of site-related in-migrants. Similarly, the number of in-migrants to the city of Sacramento exceed the in-migrants to Folsom. Of the in-migration projected for the unincorporated areas of Sacramento County, the greatest effects will be felt in the community of Florin.

5.3 HOUSING

Housing impacts at the regional and sub-regional levels parallel population impacts for the reuse of Mather AFB. Housing demand to accommodate Proposed Action in-migrants in the long term is projected at nearly 2,700 units by the year 2014. Demand under the Non-Aviation with Mixed-Density Residential Alternative is about 2,600 units; about 2,800 units under the Non-Aviation with Low-Density Residential Alternative; and about 2,900 units under the General Aviation with Aircraft Maintenance Alternative.

As is the case with population impacts, housing demand resulting from Mather AFB reuse is dominated by Sacramento County at the county level, and by the city of Sacramento at the city level. Of the demand in the unincorporated areas of Sacramento County, the greatest effects will be experienced in the community of Florin.

5.4 PUBLIC SERVICES

Potential public service impacts are expected to follow the trend and distribution of project-related population and, for Sacramento County, the demands associated with the additional area served after transfer of the base from federal ownership to private interests. Demand for municipal public services (including local government, police and fire protection, and public education), in the long-term, would be greatest under the General Aviation with Aircraft Maintenance Alternative, followed by the Non-Aviation with Low-Density Residential Alternative, the Proposed Action, and Non-Aviation with Mixed-Density Residential Alternative.

Local demand for municipal services such as police and fire protection are accurately reflected in requirements for local government personnel. These requirements are based on the additional population to be served and, for Sacramento County, the additional area to be served. With respect to local public service employment related to activity at the project site, demand would be greatest in Sacramento County. While impacts would be greatest under the General Aviation with Aircraft Maintenance Alternative, the degree of impact would not exceed the county's historical employment related to demand arising from Mather AFB-related activity under any alternative. On the other hand, the city of Sacramento would exceed or match historical levels of base-related employment under all alternatives.

Long term public school enrollment impacts would be more than 1,400 students under the General Aviation with Aircraft Maintenance Alternative; almost 1,400 students under the Non-Aviation with Low-Density Residential Alternative; and approximately 1,300 students under the Non-Aviation with Mixed-Density Residential Alternative and the Proposed Action. These enrollment impacts, however, would be less than historical enrollment levels for all school districts in the ROI except for Sacramento City USD.

5.5 PUBLIC FINANCES

Under each of the alternatives analyzed, the net fiscal effect (projected increases in revenues, less projected increases in expenditures) of the alternatives themselves would represent a positive change from the mostly deficit conditions projected under the post-closure scenario (base closed and in caretaker status). For the city of Sacramento, effects associated with the General Aviation with Aircraft Maintenance Alternative would provide the greatest benefits (project-related revenue increases would be greater than expenditure requirements), followed by the Non-Aviation with Low-Density Residential Alternative, the Proposed Action, and the Non-Aviation with Mixed-Density Alternative. For the county of Sacramento, effects associated with the Non-Aviation with Low-Density Residential Alternative would provide the greatest benefit, followed by the Non-Aviation with Mixed-Density Alternative, General Aviation with Aircraft Maintenance Alternative, and the Proposed Action.

The greatest benefits would be felt by the city of Sacramento where increases in net revenues would offset projected post-closure deficits.

In most instances, however, when the effects of closing the base and converting it to civilian use are taken into account, projected benefits of the alternatives themselves would not be sufficient to completely offset projected post-closure deficits. For Sacramento County and the city of Folsom, none of the reuse alternatives would generate sufficient revenues to offset projected post-closure deficits. In Sacramento County, shortfalls ranging from \$1.5 million under the Non-Aviation with Low-Density Residential Alternative to \$6.0 million under the Proposed Action are projected. For the city of Folsom, shortfalls are projected to range from \$640,000 under the General Aviation with Aircraft Maintenance Alternative to \$700,000 under the Proposed Action.

This is the case, under all alternatives, for all potentially affected school districts. While most effects would be relatively minor compared to overall budget levels (shortfalls of about \$100,000 due principally from the loss of P.L. 81-874 program revenues which are not made up by state aid program revenues), effects in the Folsom Cordova USD would be the greatest, with projected deficits under each reuse alternative estimated at about \$1 million annually.

In the city of Sacramento, however, all alternatives would generate sufficient revenues to offset projected post-closure deficits over the course of project development. For the General Aviation with Aircraft Maintenance Alternative, this would occur as early as FY 2006. For the remaining alternatives, this would occur over the FY 2008 to FY 2010 period.

The principal difference among the alternatives, which results in these rankings, is the absorption schedule associated with each alternative: the General Aviation with Aircraft Maintenance Alternative generally provides for the most rapid development of base property while the Proposed Action generally provides the least rapid development.

5.6 OTHER RELEVANT RESOURCES

5.6.1 Transportation

Under the Proposed Action or any of the alternatives, seven of eight community roads could be impacted by significant increases in volumes of traffic attributed to development of residential single family units, the proposed TOD commercial land use, and the proposed office park. These community roads are Mather Field Drive, Old Placerville Road, Excelsior Road, Sunrise Boulevard, Zinfandel Drive, Douglas Boulevard, International Drive, Klefer Boulevard, and Routiers Road. Only Klefer Boulevard and Douglas Boulevard (in two instances) would not require widening to at least four lanes by or before 2014 to avoid LOS F.

Under the post-closure scenario, traffic on base access roads would be reduced to that generated by a 50-person DMT. An estimated 0.3 percent reduction in travel through Sacramento Metropolitan Airport would be experienced the first year. Minor reductions in the use of the rail system's Sacramento AMTRAK Station would quickly be offset by population growth.

Due to non-project-related regional population growth, demand for the Sacramento Metropolitan Airport would almost double by 2014, while a 75 percent increase in the rail system ridership would occur. Impacts related to in-migration under the Proposed Action and the alternatives would be relatively minimal by comparison.

5.6.2 Utilities

Due to the base closure, demand for water and wastewater treatment would be lower, growing by less than 1 percent from those estimated by SCWA and SRWTP. Demand for water and wastewater, under the post-closure scenario, would grow by over two-fifths and two-thirds, respectively. Solid waste generation would increase nearly one-third from post-closure conditions. Changes in demand for energy would be largely due to civilian population growth.

For the Proposed Action and all of the alternatives, demand for water, wastewater treatment, solid waste generation, and energy increased by less than 1 percent from that forecasted by administering agencies. The Proposed Action and the three reuse alternatives would all have about the same impact on utilities, with increases in demand ranging from 0.4 to 0.7 percent by 2014.

5.6.3 Airspace

The projected aircraft fleet mix under the Proposed Action and the General Aviation with Aircraft Maintenance Alternative has the same general operating characteristics as the aircraft now operating at Mather. Hence, the aviation reuse of Mather AFB would not require any modifications to the preclosure airspace and air traffic control environment. The projected total number of annual operations by civilian aircraft is higher under the Proposed Action than the General Aviation with Aircraft Maintenance Alternative and three times higher than the number of preclosure operations. This would represent an increased competition for terminal area airspace uses within the ROI.

The civilian conversion of Mather AFB which would provide another source for aircraft services would benefit private aircraft owners and the growing population in general.

A non-aviation reuse of Mather AFB as in the case of the Non-Aviation with Mixed-Density Residential and Low-Density Residential Alternatives would

represent a reduction in demand for terminal area airspace. This would result in the release of airspace requirements of Mather AFB and would provide additional unconstrained airspace for the overall air traffic control environment in the ROI.

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7.0 CONSULTATION AND COORDINATION

The federal, state and local agencies and private agencies/organizations that were contacted during the course of preparing this Socioeconomic Impact Analysis Study are listed below.

FEDERAL AGENCIES

U.S. Air Force, Mather AFB
U.S. Bureau of the Census

STATE AGENCIES

California Department of Consumer Affairs
California Department of Education
California Department of Finance
California Department of Forestry and Fire Protection
California Department of Health Services: Public Water
California Department of Water Resources
California Energy Commission
California Transportation Department

LOCAL/REGIONAL AGENCIES

City of Folsom
City Council
Department of Recreation
Fire Department
Folsom Cordova Unified School District
Police Department

City of Sacramento
City Manager's Office
Elk Grove Unified School District
Finance and Payroll Department
Fire Protection Department
Personnel Department
Police Department
Public Information Office
Sacramento City Unified School District
Sacramento Municipal Utilities District
Water Department

County of Sacramento
Clerk of the Board
Fire Protection District
Personnel Department

LOCAL/REGIONAL AGENCIES (CONTINUED)

Personnel Department
Planning Department
Public Works Department
Sheriff's Office (South Patrol Division)
Solid Waste Management Division
Transportation Division
Water Quality Division
Rancho Cordova Chamber of Commerce
Rio Cosumnes Correctional Center, Elk Grove, California
Sacramento Area Council of Associated Governments
Sacramento Housing and Redevelopment Agency
San Juan Unified School District
Water Resources Division

PRIVATE ORGANIZATIONS

Arden Cordova Water Services
Citizen's Utilities Company
Pacific Gas and Electric Company
Sunrise Waste Disposal Company

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