1.0 INTRODUCTION

1.1 PROJECT BACKGROUND

This Environmental Impact Report (EIR) examines the potential effects of a proposed project that includes:

- 1. Amending a 373-acre area west of the City of Roseville (City) corporate boundaries to bring it into the City's sphere of influence (SOI) (SOI Amendment);
- 2. Adopting the Sierra Vista Specific Plan (SVSP), which covers 1,624 acres;
- 3. Annexing the entire 2,064-acre SVSP and Urban Reserve area into the City's jurisdiction (which covers the 1,624- acre participating property owners in the SVSP area), including the 373- acre area west of the current city SOI.

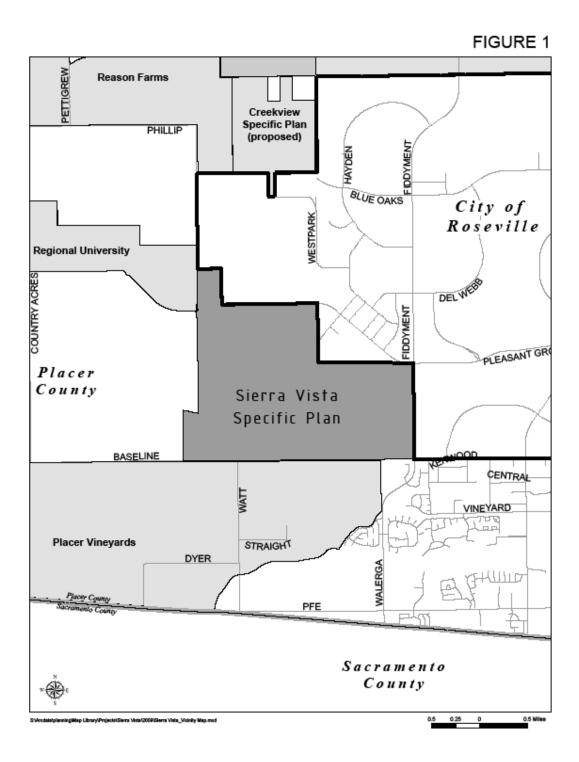
Approximately 432 acres of the proposed annexation boundaries contain parcels controlled by non-participating landowners. These areas are referred to as the Urban Reserve. No specific development is proposed for the non-participating properties at this time. It is assumed that agricultural/rural residential uses would continue until such time in the future when development is proposed. The potential environmental impacts associated with future development of these parcels is addressed herein at a program-level of analysis (see CEQA Guidelines, § 15168). If development is proposed in the future, additional entitlements and environmental review would be required. Refer to Figure 1-1 (Vicinity Map) for an illustration of the SVSP Area.

The following terms are used throughout this EIR to refer to the areas under consideration:

- SVSP: 1,627-acres: composed of properties from six participating property owners.

 Program-level Analysis: 432-acres: comprised of the Chan and Richland Properties.
- Annexation Area: 2,064-acres: composed of the entire SVSP and Urban Reserve project area.
- SOI Amendment Area: 373-acres: includes a portion of the SVSP project area and portions
 of both the Chan and Richland properties.

FIGURE 1-1 VICINITY MAP



1.2 PURPOSE AND INTENDED USE OF THE EIR

The City of Roseville has prepared this EIR for the following purposes:

- To satisfy the requirements of the California Environmental Quality Act (CEQA), the CEQA Guidelines, and the City's procedures for implementing CEQA.
- To inform the general public, the local community, responsible and interested public
 agencies, and the City's decision-making bodies (e.g., Planning Commission, Public Utilities
 Commission, Parks and Recreation Commission, Transportation Commission, and City
 Council) regarding the potential significant environmental effects resulting from
 implementation of the proposed project, as well as possible measures to mitigate those
 significant effects and alternatives to the project.
- To enable the City to consider environmental consequences when deciding whether to approved the project.
- To serve as a source document for responsible agencies (e.g. LAFCO) to issue permits and approvals as required.

In summary, this document is intended to provide decision-makers and the public with information that enables them to intelligently consider the environmental consequences of the proposed action. It identifies significant or potentially significant environmental effects and ways in which those impacts can be reduced to less-than-significant levels, whether through the imposition of mitigation measures or through the implementation of specific alternatives to the project. In a practical sense, EIRs function as a technique for fact-finding, allowing an applicant, the public, and agency staff an opportunity to collectively review and evaluate baseline conditions and project impacts through a process of full disclosure. Additionally, this EIR provides the primary source of environmental information for the lead agency to consider when exercising any permitting authority or approval power directly related to implementation of this project.

1.3 TYPE OF EIR

This EIR provides a project-level analysis for the proposed SVSP, annexation and sphere of influence amendment, and a programmatic analysis of the Urban Reserve properties, as further described below.

The CEQA Guidelines (set forth in Title 14 of the California Code of Regulations) defines a project EIR as "focusing primarily on the changes in the environment that would result from project

development." As stated in Section 15161 of the CEQA Guidelines, a project specific EIR is required to "examine all phases of the project including planning, construction, and operation." A project-specific analysis has been prepared for the SVSP because the Specific Plan and associated studies and reports contain the necessary detailed information.

Conversely, a program EIR is defined by the CEQA Guidelines Section 15168 as follows:

A program EIR is an EIR which may be prepared on a series of actions that can be characterized as one large project and are related either:

- 1. Geographically;
- 2. As logical parts in the chain of contemplated actions;
- 3. In connection with rules, regulations, plans, or other general criteria to govern the conduct of a continuing program; or
- 4. As individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental effects which can be mitigated in several different ways.

The SVSP and Urban Reserve are geographically related. Although no specific land use plans for developing the Urban Reserve properties are proposed at this time, the ultimate development of those properties is recognized as the logical progression of growth in the City, if the SVSP is approved and developed. This EIR therefore includes a dual-level analysis in order to ensure that the effects of developing the SVSP and the Urban Reserve are not segmented, while recognizing that the two components are at different stages of planning. It is expected that, at the time specific development is proposed within the Urban Reserve (on the Richland and Chan parcels), additional entitlements and environmental review would be required with project-level analysis.

1.4 PRIOR APPROVALS/RELATIONSHIP TO THE WEST ROSEVILLE SPECIFIC PLAN

The project area was designated in the West Roseville Specific Plan (WRSP) EIR (February 2004) as one of two Memorandum of Understanding (MOU) "Remainder Areas" (the other Remainder Area was the Creekview Specific Plan Area). With approval of the WRSP, a majority of the project site was included in the City's sphere of influence. The Roseville City Council in approving the sphere of influence, determined that the Sierra Vista plan area was appropriate for future development.

Potential development of SVSP was analyzed at a program-level in the WRSP EIR. Mitigation measures were adopted by the City Council, which cover SVSP at a policy level. Because the WRSP FEIR (State Clearinghouse Number 2002082057) covered the discussions of general issues, and a portion of the SVSP project would be program-level (Urban Reserve), the WRSP EIR and its corresponding mitigation measures are still generally applicable to the Urban Reserve portion of the SVSP. While no specific development was proposed in the SVSP at the time the WRSP was approved, the EIR nonetheless made assumptions of ultimate buildout of the SVSP area.

The WRSP FEIR identified a number of potentially significant impacts associated with future development in the SVSP area, including some impacts that could not be reduced to a less than significant level. In approving the WRSP and sphere of influence amendment over the SVSP, the City Council adopted Findings of Fact and a Statement of Overriding Considerations for those impacts that could not be mitigated to a less than significant level.

Below is a summary of the MOU Remainder Area (SVSP and Creekview) CEQA findings of Fact.

Impacts Deemed Significant and Unavoidable based on the program-level and cumulative analyses

- ➤ Potential incompatibility of existing agricultural uses and other land uses
- ➤ Inducement of substantial growth
- ➤ Increased traffic on City of Roseville roadways
- ➤ Increased traffic on state highways
- ➤ Increased traffic on Placer County roadways
- Increased traffic on Rocklin roadways
- Increased traffic on Sacramento roadways
- ➤ Increased congestion due to pedestrian overlay policy
- Construction air emissions
- Fugitive dust and MP10 from grading and trenching activities
- Result in changes to the City of Roseville General Plan transportation noise contours (above 60 dBA)
- Loss of oak trees greater than 6 inch dbh.

- Removal of historically significant properties and/or loss of historic integrity of such resources
- Availability of Water Supplies to meet demand in wet years.
- Availability of water supplies to meet demand in dry years.
- > Reduce the available capacity of the landfill
- Construction debris demand for solid waste services
- > Increased demand for solid waste services at the Materials Recycling Facility (MRF)
- Alteration of the visual character of the site and vicinity
- New sources of light and glare
- Potential to site a school within ¼ mile of the handling or transportation of hazardous materials
- Capacity of water treatment system to meet potable demand
- Cumulative agricultural land conversion
- Cumulative affordable housing
- > Cumulative traffic on Roseville intersections
- Cumulative construction emissions
- Cumulative operational emissions
- Cumulative onsite and offsite traffic noise
- Cumulative cultural resources
- Cumulative conversion of natural habitat to urban uses
- Cumulative public services- police
- > Cumulative public utilities- recycled water, solid waste
- ➤ Cumulative hydrology, stormwater peak flows and volumes
- Cumulative aesthetics

Impacts deemed potentially significant for which mitigation is available:

➤ Increased demand for bicycle facilities

- Exposure of sensitive receptors to unacceptable toxic air contaminants
- Commercial noise sources
- Citywide park noise
- ➤ Loss of federally protected wetlands and "other waters" of the United States
- Loss of federally listed vernal pool crustaceans and their habitat
- Loss of rare plant populations
- Loss or degradation of habitat for western spadefoot, a special status species
- > Disruption of Swainson's hawk, burrowing owl and other legally protected raptors
- Loss of grassland habitat
- > Substantial interference with the movement of resident and migratory wildlife species
- Loss of riparian habitat
- ➤ Loss of biological resources due to construction of offsite infrastructure
- Disturb, damage or destroy unidentified subsurface archaeological resources during project construction
- > Disturb unknown paleontological resources during site preparation
- ➤ Increased demand for hazardous materials incident emergency response
- Soil or groundwater contamination from past uses
- ➤ Increased demand for police protection services
- ➤ Increased demand for fire protection services
- Increased demand for schools
- ➤ Insufficient schools for Center Joint Unified Students in proximity to the SOI area
- Increased demand on library services
- Extension of existing potable water distribution system
- Construction or expansion of wastewater treatment facilities
- > Increased demand for electricity

- Changes in the rate of stormwater runoff (peak flows) through development of new impervious surfaces
- > Increase in the amount of surface runoff, which would exceed the capacity of existing storm drainage systems and increase the potential for downstream flooding
- ➤ Placement of fill or structures in the 100-year floodplain could affect water surface elevations, which could increase the risk of flooding

1.5 CONTINUING RELEVANCE OF THE WRSP EIR FOR THE SIERRA VISTA SPECIFIC PLAN

This EIR though technically not "tiering" off of the WRSP EIR, will nonetheless rely substantially on the WRSP EIR for information on a variety of topics.

The City technically cannot engage in the formal "tiering" process pursuant to State CEQA Guidelines Section 15152 because the project, whose land uses and acreages differ in minor respects from what was assumed in the WRSP EIR, requires a General Plan amendment, and thus is not fully consistent with the adopted general plan¹. Nor can the City characterize this document as a "focused EIR" within the meaning of that legal term, as contemplated by CEQA Guidelines Section 15178, which assumes that such documents may only be prepared where a prior Master EIR's information regarding cumulative impacts remains useful under current circumstances. Nevertheless, this EIR contains reference to, and summaries of, the wealth of information in the WRSP EIR, that despite changes in circumstances surrounding the project site since February 2004, remains pertinent to the Sierra Vista Specific Plan. In particular this EIR will rely on previously adopted mitigation measures, to the extent feasible.

Under CEQA Guidelines, a lead agency's ability to rely on information from prior EIRs and other planning documents is not limited to situations in which the formal tiering process may also be used. CEQA Guidelines Section 15150 sets forth the rules governing "incorporation by reference"

a) An EIR. may incorporate by reference all or portions of another document which is a matter of public record or is generally available to the public. Where all or part of another document

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¹ (see CEQA Guidelines, Section 15152, subd. C ([t]iering... shall be limited to situations where the project is consistent with the general plan and zoning of the city or county in which the project is located.)

- is incorporated by reference, the incorporated language shall be considered to be set forth in full as part of the text of the EIR.
- b) Where part of another document is incorporated by reference, such other document shall be made available to the public for inspection at a public place or public building. The EIR shall state where the incorporated documents will be available for inspection. At a minimum, the incorporated document shall be made available to the public in an office of the Lead Agency in the City or county where the project would be carried out or in one or more public buildings such as city offices or public libraries if the Lead Agency does not have an office in the county.
- c) Where an EIR uses incorporation by reference, the incorporated part of the referenced document shall be briefly summarized where possible or briefly described if the data or information cannot be summarized. The relationship between the incorporated part of the referenced document and the EIR shall be described.
- d) Where an agency incorporates information from an EIR that has previously been reviewed through the state review system, the state identification number of the incorporated document should be included in the summary or designation described in subsection C.
- e) Examples of materials that may be incorporated by reference included, but are not limited to:
 - 1. A description of the environmental setting from another EIR
 - 2. A description of the air pollution problems prepared by an air pollution control agency
 - 3. A description of the city or county plan that applies to the location of the project.
 - f) Incorporation by reference is most appropriate for including long, descriptive, or technical materials that provide general background but do not contribute directly to the analysis of the project.

1.6 RELATIONSHIP TO THE SACOG PREFERRED BLUEPRINT SCENARIO

The Sacramento Area Council of Governments (SACOG) adopted its Preferred Blueprint Scenario (Blueprint Plan) in December 2004. This is a regional vision to accommodate the projected growth and the long-term needs of the region's transportation system over a 50-year time span. By providing a more compact development pattern adjacent to existing city services and infrastructure, with a balance of employment, housing, retail and recreation opportunities, the Blueprint Plan shows that

development consistent with the plan could reduce the need for an additional 400,000 acres of land for development, and reduce traffic congestion and associated air quality impacts.

The SVSP is identified as an appropriate area to accommodate growth within the Preferred Blueprint Scenario, and is consistent with the Blueprint Plan's seven growth principles, as well as the City's nine strategies found in its adopted Smart Choices, Implementation Strategies to Implement the Blueprint Project.

1.7 LEAD, RESPONSIBLE, AND TRUSTEE AGENCIES

As required by CEQA, this EIR defines lead, responsible, and trustee agencies. The City of Roseville is the lead agency for the project because it holds principal responsibility for approving the project. A responsible agency refers to a public agency other than the lead agency that has discretionary approval over the project. Responsible agencies include: the Placer County Local Agency Formation Commission (LAFCO), the California Regional Water Quality Control Board (CRWQCB), the State Water Resources Control Board (SWRCB), and the County of Placer. A trustee agency is defined as a state agency that has jurisdiction by law over natural resources that are held in trust for the people of the state. The California Department of Fish and Game (CDFG) is a trustee agency with respect to this project. Although, as federal agencies, the U.S. Fish and Wildlife Service (USFWS), the U.S. Army Corps of Engineers (USACE), and the U.S. Environmental Protection Agency (USEPA) are not trustee agencies within the meaning of that term as defined by CEQA, they are nevertheless interested in the outcome of the City's planning process, as each of them will be involved in federal permitting necessary for the SVSP area to develop. These federal agencies will be responsible for satisfying the National Environmental Policy Act (NEPA) – the federal analogue to CEQA – in connection with the regulatory approvals they will be called upon to make with respect to the SVSP.

1.8 SCOPE OF THE EIR

The scope of the EIR includes environmental issues determined to be potentially significant by the Notice of Preparation (NOP), responses to the NOP, and scoping discussions among local, state, and federal agencies, the public, consulting staff, and the City of Roseville. The NOP and comment letters received during the NOP review period are included in Appendix A and B of this EIR. The NOP identified potentially significant impacts on the following issue areas associated with the construction and/or operation of the project.

• Land Use and Agricultural Resources

- Population, Employment and Housing
- Transportation and Circulation
- Air Quality
- Noise
- Geology, Soils, and Seismic
- Biological Resources
- Cultural Resources
- Hazardous Materials and Public Safety
- Public Services
- Public Utilities
- Hydrologic and Water Quality
- Aesthetics and Visual Resources

This EIR evaluates the direct, indirect, and cumulative impacts resulting from planning, construction and operation of the proposed project using the most current information available and in accordance with the provisions set forth in the CEQA Guidelines. In addition, the EIR recommends potentially feasible mitigation measures, where possible, and project alternatives that would reduce or eliminate adverse environmental effects.

The Alternatives chapter of the EIR (chapter 6) was prepared in accordance with Section 15126.6 of the CEQA Guidelines. The alternatives analyzed in this EIR include:

Alternative 1: No Project Alternative, which would encompass both "no development" and "no action," because it is anticipated that no development would occur if the current land use designations and zoning are retained.

Alternative 2: Reduced Footprint, Increased Density Alternative. This alternative assumes a slightly greater number of residential units combined with greater amounts of open space. This alternative would accommodate approximately 6,663 dwelling units, and 599 acres of open space.

Alternative 3: Reduced Footprint, Same Density Alternative. This alternative assumes 1,726 fewer residential units with greater amounts of open space. This alternative would accommodate approximately 4,929 residential units and 599 acres of open space.

Alternative 4: Same Footprint, Reduced Density Alternative. This alternative assumes the same open space avoidance as the proposed project but with lower densities, for a total of 4,986 units.

1.0

The Alternatives analysis identifies the "environmentally superior" alternative as required by CEQA.

In preparing the EIR, pertinent City policies and guidelines, existing EIR, and background documents prepared by the City were all evaluated for their applicability to the proposed project. A complete list of references is provided in Chapter 9 (References) of this EIR.

1.9 ENVIRONMENTAL REVIEW PROCESS

This EIR has been prepared to meet all of the substantive and procedural requirements of CEQA (California Public Resources Code Section 21000 *et seq.*). As the Lead Agency, the City of Roseville has primary responsibility for conducting the environmental review and approving or denying the project.

As a first step in complying with the procedural requirements of CEQA, the City examined whether or not any aspect of the project, either individually or cumulatively, may cause a significant effect on the environment. For this project, based on an Initial Study, it was determined that there were potentially significant impacts and the NOP indicated that an EIR would analyze the impacts.

In March 2008, the City filed an NOP with the California Office of Planning and Research as an indication that an EIR would be prepared. The NOP was distributed to involved public agencies and interested parties for a 30-day public review period, which began on March 28, 2008 and ended on April 29, 2008. An EIR scoping meeting was held on April 16, 2008. The purpose of the public scoping was to solicit comments on the scope and content of the environmental analysis to be included in the EIR.

During the preparation of the EIR, agencies, organizations, and persons who the City believed might have an interest in this project were specifically contacted. Information, data, and observations from these contacts are included in the EIR. Agencies or interested persons who did not respond during the pubic review period for the NOP will have an opportunity during the 45-day public review period for the DEIR, as well as at public hearings on the project.

This EIR and the Notice of Availability that the EIR is available for public review, has been distributed to agencies that have commented on the NOP, surrounding cities, counties, and interested parties for a 59-day public review period. The DEIR was circulated between November 10, 2009 and January 7, 2010. Copies of the EIR are available for review at the following locations:

City of Roseville Permit Center

311 Vernon Street Roseville, CA 95678

Hours: Monday-Friday 8 a.m. to 5 p.m.

Roseville Main Library 225 Taylor Street Roseville, CA 95678

Martha Riley Community Library

1501 Pleasant Grove Boulevard Roseville CA 95747

City of Roseville Website at: www.roseville.ca.us/planning

Copies of all technical documents referenced in this EIR are available at the City of Roseville Permit Center at the address referenced above.

Interested parties may provide comments on the EIR in written form during the 45-day public comment period. Comments should be addressed to:

Kathy Pease, AICP
Senior Planner
City of Roseville Planning Department
311 Vernon Street
Roseville, CA 95678
kpease@roseville.ca.us
(916) 774-5276

A public workshop on the EIR was held November 12, 2009. A Public Hearing on the Draft EIR was also held before the Transportation Commission on November 17, 2009, the Public Utilities Commission on November 19, 2009, the Parks and Recreation Commission on December 7, 2009, the Planning Commission on December 10, 2009 and April 22, 2010.

Upon completion of the 45-day public review period, written responses to all significant comments raised with respect to the environment were prepared and incorporated into the Final EIR (FEIR). Written responses to comments received from any State agencies will be made available to those agencies at least ten days prior to the public hearing during which the certification of the FEIR will be considered. These comments and their responses will be included in the FEIR for consideration by the City Council, as well as any other public decision-makers. The process will culminate with City Council hearings to consider certification of the FEIR and to decide on whether to approve the proposed project.

According to the Public Resources Code, Section 21081, the Lead Agency must make specific Findings of Fact (Findings) before approving the FEIR when the EIR identifies significant

environmental impacts that may result from a project. The purpose of the Findings is to establish the connection between the contents of the FEIR and the action of the Lead Agency with regard to approval or rejections of the project. Prior to approval of a project, one of three findings must be made as follows:

- Changes or alterations have been required in, or incorporated into, the project that avoid or substantially lessen the significant environmental effect as identified in the FEIR.
- Such changes or alternations are within the responsibility and jurisdiction of another public
 agency and not the agency making the finding. Such changes have been adopted by such
 other agency or can and should be adopted by such other agency.
- Specific economic, legal, social, technological, or other considerations, including provision of
 employment opportunities for highly trained workers, make infeasible the mitigation
 measures or project alternatives in the EIR.

Additionally, according to PRC Section 21081.6 (a)(1), for projects in which significant impacts will be avoided by mitigation measures, the Lead Agency must prepare a mitigation monitoring program (MMP), to be adopted at the same time the Lead Agency decision-making body makes its Findings. The purpose of the MMP is to ensure compliance with required mitigation during implementation of the project.

There are instances in which significant impacts may not be mitigated to a less-than-significant level. When this occurs, impacts are considered significant and unavoidable. If a public agency approves a project that has significant and unavoidable impacts, the agency shall state in writing the specific reasons for approving the project based on the EIR and any other information in the public record. This document is termed a "Statement of Overriding Considerations" and is used to explain the specific reasons why, in the minds of agency decision-makers, the benefits of a proposed project make its unavoidable significant environmental effects acceptable. That statement is prepared, if required, after the FEIR has been completed, yet before action to approve the project has been taken.

EIR Adequacy

The level of detail contained throughout this EIR is consistent with Section 15151 of the CEQA Guidelines and recent court decisions, which provide the standard of adequacy on which this document is based. The Guidelines state as follows:

An EIR should be prepared with a sufficient degree of analysis to provide decision makers with information which enables them to make a decision which intelligently takes account of the environmental consequences. An evaluation of the environmental effects of a proposed project need not be exhaustive, but the sufficiency of an EIR is to be reviewed in the light of what is reasonably feasible. Disagreement among experts does not make an EIR inadequate, but the EIR should summarize the main points of disagreement among the experts. The courts have looked not for perfection but for adequacy, completeness, and a good faith effort at full disclosure.

1.10 DOCUMENT ORGANIZATION

This EIR has been designed for easy use and reference. To help the reader locate information of particular interest, a brief summary of the contents of each section of the EIR is provided. This report includes eight principal parts:

- Summary of Impacts and Mitigation Measures Presents an overview of the results and conclusions of the environmental evaluation. This section identifies project impacts for the SVSP as well as program-level impacts for the Urban Reserve area and available mitigation measures for use by the City in reviewing the project and establishing conditions under which the project may be implemented. It also identifies the level of significance of project-related impacts both before and after the imposition of mitigation measures.
- Introduction (Chapter 1) Provides a brief project background and description of the EIR, including its purpose, intended use, type, scope, and standards for adequacy; and identification of lead, responsible, and trustee agencies; a description of the environmental review process; and a summary of how the document is organized.
- **Project Description (Chapter 2)** Includes a discussion of the project site; a statement of project objectives; a general description of the project's technical and environmental characteristics, including proposed plans for development of the area; and required governmental approvals.
- Environmental Analysis (Chapter 4) Includes a topic-by-topic analysis of baseline
 environmental conditions and impacts that would or could result from expansion of the City's
 boundaries and implementation of the SVSP and future development in the non-participating
 properties. It also identifies potentially feasible mitigation measures that, if adopted, would

- reduce the level of significance of environmental impacts. The results of field visits, data collection, and review and agency contacts are included in the analysis.
- **CEQA Considerations** (**Chapter 5**) Includes a discussion of certain specific issues that CEQA requires: significant unavoidable adverse impacts, irreversible environmental changes, growth inducement, and cumulative impacts.
- Alternatives (Chapter 6) Includes an assessment of alternative methods for accomplishing most of the basic objectives of the proposed project while substantially lessening at least one significant impact of the project. This assessment, required by CEQA, provides information for decision-makers to make a reasoned choice among potentially feasible alternatives based on the impacts of the project.
- Planning Considerations (Chapter 7) Provides an analysis of consistency with applicable plans, policies and agreements.
- **Appendices** Contains a number of reference items and reports providing support and documentation of the analysis performed in the EIR.

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