

Final Supplemental Environmental Impact Report - North Vineyard Station Specific Plan Roadway Improvements

2 EXECUTIVE SUMMARY AND MITIGATION MEASURES

The subject of this Supplemental Environmental Impact Report (SEIR) is a project known as North Vineyard Station Specific Plan Roadway Improvements. The project is located in the southern central section of Sacramento County and roughly bounded by Jackson Road to the north, Excelsior Road to the east, Calvine Road to the south and Elk Grove-Florin Road/South Watt Avenue to the west. The City of Sacramento borders and in some areas encompasses South Watt Avenue and the City of Elk Grove borders Calvine Road. The project roadways that extend east to west are Jackson Road, Elder Creek Road, Florin Road, Gerber Road and Calvine. Elk Grove-Florin Road/South Watt Avenue, Bradshaw Road, Vineyard Road and Excelsior Road extend north to south.

The following summary table (*Table 2-1 Executive Summary of Impacts and Mitigation on page 2-2*) briefly describes the project impacts and the mitigation measures recommended to eliminate or reduce the impacts. The residual impact after mitigation is also identified. Detailed discussions of each of the identified impacts and mitigation measures, including pertinent support data, can be found in the specific topic sections in the remainder of this report. Alternatives and traffic and circulation are not discussed in this SEIR as the project would construct identified traffic mitigation that was discussed and approved in the FEIR. Air quality is not analyzed in this SEIR as the findings have not changed. The mitigation measures from the FEIR and FSEIR pertinent to roadway widening activities have been carried through to this SEIR. The Preface discusses previous environmental documentation of these topics.

This report has identified project-related impacts associated with biological resources, construction air quality, cultural resources, and hazardous materials as potentially significant, which could be reduced to a less than significant level through inclusion of recommended mitigation measures.

This report identifies significant and unavoidable regional air quality impacts and noise impacts for existing sensitive receptors.

Impacts associated with land use, airport compatibility and public services are considered less than significant.

Final Environmental Impact Report - North Vineyard Station Specific Plan

SUMMARY OF EIR FINDINGS

Introduction

This Master Environmental Impact Report (EIR) assesses the potential environmental effects of the proposed North Vineyard Station Specific Plan (NVSSP) pursuant to the California Environmental Quality Act of 1970 (CEQA, as amended). This EIR assesses the expected individual and cumulative impacts of the ultimate environmental changes resulting from development taking place in conformance with the proposed Specific Plan, identifies means of minimizing potential adverse impacts, and evaluates reasonable alternatives to the proposed project.

This Final volume containing the response to comments received on the Draft EIR along with the original Draft EIR released on July 22, 1997, and three technical appendices constitute the Final EIR for the project.

The EIR will be used as an informational document to the public and by the Sacramento Board of Supervisors in evaluating the proposed project and rendering a decision to approve, deny, or modify the requested General Plan and Community Plan amendments, Transportation Plan diagram Amendment, Zoning Ordinance Amendment, Capital Improvement Program, Drainage Master Plan, Water Supply Master Plan, and Sewer Master Plan.

In addition the EIR will be used as an informational document for the public and other responsible agencies including, but not limited to: the Local Agency Formation Commission (LAFCo) and the Board of Directors for: the Sacramento County Water Agency; the Sacramento Regional County Sanitation District; and the County Sanitation District No. 1.

Significant Effects Which Cannot Be Avoided If The Project Is Implemented

Traffic and Circulation.

Even after implementation of the proposed improvements, the following impacts were found to be significant and unavoidable:

1. The proposed project would result in significant and unavoidable impacts on Bradshaw Road between Florin Road and Elder Creek Road since the project volume of 58,500 VPD would exceed the capacity of 54,000 VPD for a six-lane

roadway.

2. Implementation of the project under cumulative conditions will result in significant and unavoidable impacts at the following intersections:

- South Watt Avenue/Elder Creek Road
- Bradshaw Road/Elder Creek Road
- Elk Grove-Florin/Florin Road
- Bradshaw Road/Florin Road
- Elk Grove-Florin Road/Gerber Road

Regional and Local Air Quality.

Sacramento County currently violates state and federal ambient air quality standards, and is presently classified as a non-attainment area by the Environmental Protection Agency (EPA) and the State. In Sacramento, pollutants of greatest concern are ozone precursors [reactive organic gases (ROG) and nitrogen oxides (NOx)], carbon monoxide (CO), particulate matter (PM₁₀), and other visibility reducing matter. In Sacramento, vehicular sources are the primary contributor of carbon monoxide, reactive organic gases and nitrogen oxides.

The project's proposed uses will significantly increase the amount of vehicle emissions for the site over that expected with site development in conformance with existing zoning. The project's vehicle emissions will significantly exceed the Sacramento Metropolitan Air Quality Management District's recommended significance thresholds for ROG NOx and particulates (PM₁₀). Worst case cumulative plus project traffic with associated congestion at build out of the proposed planning area will cause the eight hour State and Federal carbon monoxide standard to be exceeded at four of the eight intersections analyzed.

Traffic Noise Impacts to Existing Receptors.

Significant increases in traffic noise will occur along the major thoroughfares and arterial roadways serving the project area under development of the Preferred Plan or any of the Alternative Plans due to the significant increase in traffic volumes. Impacts to existing sensitive noise receptors (homes and other noise-sensitive uses) located along those roads experiencing substantial noise increases are considered significant and unavoidable. Although future roadway widening projects would be subject to CEQA review and mitigation is imposed at the time of construction, impacts to existing residents may not be fully mitigable due to existing site constraints. Noise barriers or other noise attenuating measures may not be feasible in situations such as front-on lots where the driveway access cannot be blocked by a solid wall or where proposed roadway modifications result in minimal setbacks leaving no space for a wall.

Cumulative Loss of Wildlife Habitats.

Development of the proposed Specific Plan would result in the loss of nearly 1,600 acres of habitats used by a variety of more common (non-listed) wildlife species. Given the magnitude of this change, the loss is considered a cumulatively significant and unavoidable impact of the project. Preservation of wetland/wildlife habitat on site as required by the Wetland Preservation Plan (Environmentally Superior Alternative) would reduce this impact by at least 200 acres, however, the impact would remain cumulatively significant and unavoidable.

Cumulative Ground Water Decline (Interim Impact).

Implementation of the North Vineyard Station Specific Plan Water Master Plan, as outlined by MacKay and Somps, would result in less than significant water supply impacts. However, the implementation of the NVSSP Water Master Plan is contingent on the implementation of the Water Master Plan for Areas Adjacent to the Zone 40 Water Supply Master Plan Update's Study Area, as well as fulfillment of the City of Sacramento American River Place of Use (POU). Until all agreements are in place to wheel "firm" surface water supplies to the Specific Plan area, the project will contribute to the incremental decline in ground water levels. This incremental decline and the dewatering of private wells is a regional issue, beyond the scope of this current project. However, the project will add to the significant adverse cumulative impacts that regional development has on ground water supplies until a firm surface water source is established.

Significant Effects Which Could Be Avoided With Implementation of Mitigation Measures

Land Use.

The Preferred Plan and Alternatives may not meet several General Plan goals, objectives and policies which are intended to maximize efficiency in land use and improve community identity as the projected growth needs of the County are accommodated during the 20-year planning horizon. The densities and land use patterns proposed are similar to the low density development typical other suburban communities. The Preferred Plan and Alternatives are land consumptive and auto-oriented, which tends to exacerbate traffic and air quality impacts; however, these impacts were acknowledged during update of the County General Plan when the subject Specific Plan area was designated for growth. In order to minimize further environmental degradation, it is essential that the projected growth needs of the

General Plan are met within approved urban growth areas. If the designated growth areas are not developed to their full potential, direct, adverse physical impacts to the environment could occur through the further loss of agricultural lands and open space/natural habitat areas.

In conclusion, potential land use compatibility impacts associated with holdover agricultural-residential or general agricultural uses located both within and just outside the Urban Development Area can be mitigated to less than significant levels through implementation of General Plan policies, proposed Specific Plan policies and established Zoning Code development standards. Land use impacts resulting from non-compliance with General Plan goals, objectives and policies are considered potentially significant and adverse. Mitigation of potential land use impacts to a less than significant level would required redesign of the Plan area to be consistent with the intent of the General Plan for new growth areas. This issue is discussed further in the Alternatives section of this document.

Short Term (Construction-Related) Air Quality Impacts.

Short-term increases in ambient air pollutant concentrations as a result of construction-related emissions are considered potentially significant. Unmitigated dust emissions from earthmoving activities would be likely to create short-term violations of ambient PM₁₀ standards and to generate emissions exceeding the 275 pounds per day significance threshold. PM₁₀ emissions would be a significant impact of the project. Preparation and implementation of a dust control plan would reduce the identified impact to less than significant.

Traffic Noise Impacts to Future Development.

Noise impacts to future development along Plan area roadways are potentially significant under all plan scenarios but would be mitigated through implementation of noise attenuation measures at the time of development. Future projects will be subject to CEQA review and compliance with noise standards. Therefore, traffic related noise impacts to future development could be mitigated to less than significant levels.

Hydrology and Flooding.

Development of the proposed project could result in potentially significant flooding and surface water quality impacts. Flooding impacts can be reduced to a less than significant level by the timely implementation of the proposed North Vineyard Station Specific Plan Drainage Master Plan (DMP) improvements, including construction of downstream Detention Basin E20, and flood control improvements which eliminate or reduce the

existing overflow condition from Gerber Creek into the Specific Plan area. Surface water quality impacts can be reduced to a less than significant level by implementing Best Management Practices for the treatment of urban runoff, such as the water quality treatment facilities proposed within the DMP detention basins, and compliance with the County's Land Grading and Erosion Control Ordinance. Construction of the proposed DMP improvements will result in land alteration activities which will significantly impact wetlands and special status species habitat. In addition, although well developed riparian zones are not present on the project site, there are short reaches of riparian scrub species along the creek corridors which would be affected by construction of the DMP improvements. These impacts upon biological resources can be reduced to a less than significant level by: (a) implementing a wetland mitigation plan which achieves no net loss of wetland habitat acreage and values; (b) implementing a special status species mitigation plan developed in cooperation with regulatory resource agencies designed to reduce impacts on any special status species identified through determinate surveys to a less than significant level; and (c) providing in-kind replacement plantings on an inch-for-inch basis for any native trees six-inches dbh (diameter at breast height) or larger which must be removed.

Water Supply (Long Term).

Conjunctive use water supply for the County of Sacramento and surrounding regions is a very complex and multi-faceted matter that has received intense attention in the last few years from all of the areas water purveyors, environmental interests and governments. The ongoing efforts by the Sacramento County Water Agency for surface water supply is now coming to fruition.

Interim solutions enhancing water supply have been implemented. Temporary surface water supplies are now being provided to areas which were entirely dependent upon ground water. Agreements are being completed which will provide significant long-term surface water supplies. This Central Valley Project PL 101-514 water supply contracts of up to 22,000 acre-feet of surface water is approaching reality with the draft EIS/EIR just released in July 1997. It is therefore possible that long-term surface water contracts providing an adequate surface water supply will be in place prior to start of development within the Specific Plan Area or soon thereafter. However, initial water supply may be dependent upon groundwater. Wells would be constructed to become an integral part of the ultimate water delivery system to supplement surface water supply.

Biological Resources.

Wetlands: Development of the project will result in the loss of 51 acres of on-site vernal pools and seasonal wetlands and an additional 7.53 off-site acres (58.83 acres total). The

project will also result in the loss of 18.68 acres (15 acres on-site; 3.68 acres off-site) of perennial creeks, freshwater marsh and drainage swales. Without mitigation, these losses will cumulatively contribute to the loss of wetlands habitat which has already occurred in significant proportions throughout the Central Valley. Mitigation measures have been proposed to fully compensate for the lost wetlands through an off-site mitigation plan or a combination of on-site preservation and off-site compensation.

Fairy Shrimp: Although determinate surveys have yet to be conducted throughout the plan area, some vernal pools and seasonal wetlands affected by the project are known to contain vernal pool fairy shrimp (*Branchinecta lynchi*) and/or vernal pool tadpole shrimp (*Lepidurus packardii*). The species are listed as threatened and endangered, respectively, under the Federal Endangered Species Act. A mitigation plan using preservation and/or creation component will be devised to the satisfaction of the U.S. Fish and Wildlife Service.

Swainson's Hawk: Development of the project will result in the loss of as much 1600 acres of suitable foraging habitat for the Swainson's hawk, listed as a threatened species under the State Endangered Species Act. The loss of foraging habitat will contribute to the cumulatively significant losses experienced regionally. Mitigation standards for compensation of lost foraging habitat as determined by the California Department of Fish and Game will be implemented.

Trees: There are maybe existing mature trees throughout the Plan Area which will be affected by urbanization. To date only the participating owners properties have been surveyed. The only native species identified are black walnuts and black willows. Native oaks and other significant trees may occur in the area that have yet to be identified. The Specific Plan text (6.3.4 Natural Resource Preservation Policies) contains several measures to protect and preserve native oaks during development. The General Plan policy (CO- 130) calling for the preservation of non-oak natives is also included in the Specific Plan policies.

Cultural Resources.

Adoption of any of the proposed project alternatives could result in possible future disturbance of known and unknown prehistoric and/or historic resources. This impact is considered potentially significant since cultural resources are non-renewable resources that may provide important information about past cultures or have cultural and/or religious importance to living populations. Future construction activities related to the implementation of the Specific Plan could be designed to avoid important cultural resources and therefore minimize such impacts. Measures can also be taken to mitigate impacts which result from the accidental discovery of cultural resources during construction activities. Implementation of recommended mitigation measures would reduce potentially significant impacts to cultural

resources to less than significant levels.

Hazardous Materials.

The technical analysis has identified hazardous materials impacts that are potentially significant: soil contamination from use of agricultural chemicals; PCB contamination; friable asbestos; and well contamination. All impacts are considered potentially significant under any of the proposed project alternatives. Incorporation of recommended mitigation measures into the Specific Plan Policies and Development Criteria and implementation of existing government regulations will reduce potentially significant impacts relative to hazardous materials to less than significant levels.

Impacts Found to be Less Than Significant

Public Services.

The increased demands created by the project on the following services can be accommodated through compliance with requirements of the service agencies and no significant environmental impacts are expected:

Energy Facilities and Services

Fire Protection

Sheriff's Services

Schools

Library Facilities

Parks and Recreation

Solid Waste Disposal

Transit Service

Sewer Service.

Development of the proposed NVSSP project and upstream areas will contribute an estimated 16.92 million gallons per day of peak wet weather sewage flows to the regional sewer system. There is an existing 102-inch sewer interceptor located in Elk Grove-Florin Road, approximately ½ mile west of the Specific Plan area, but this facility is nearing capacity. However, the Bradshaw Interceptor is planned for construction in 1997-1998 through the western portion of the Specific Plan area which will provide sufficient capacity to accommodate the proposed project's sewage flows. Specific Plan development will be required to construct the trunk and lateral facilities needed to convey project

sewage flows to the Bradshaw Interceptor. Because planned facilities will be sufficient to accommodate

sewage flows from the proposed land uses, the project's impacts upon sewer service are considered to be less than significant and no mitigation measures are required.

Growth Inducing Impacts

There may be some growth inducing potential associated with the project in that extension and upgrade of urban infrastructures and services will facilitate development of surrounding properties. However, the Plan Area and most of its surrounding lands were committed to urbanization with the adoption of the 1993 General Plan. As discussed in the Land Use section of this document, the Plan Area interfaces to the northeast and east represent the most potential for land use compatibility concerns and thus, the greatest potential for growth inducement would be in those same directions. Those potentially affected lands are shown on the General Plan Land Use Diagram for non-urban land uses: Recreation (along the creek), Agricultural Urban Reserve, General Agriculture and Agricultural Residential. These lands are outside the Urban Policy Area which is defined in the General Plan as that "area expected to receive urban levels of public infrastructure and services within the 20-year planning period." By virtue of being outside the Urban Policy Area, the General Plan policies would not support near term urbanization of those lands. Furthermore, there are lands contiguous to the Plan Area that are within the designated growth area that would be given much higher priority for accommodating growth needs before any additional lands outside the Urban Policy Area are committed for urbanization. For these reasons, the growth inducing potential of the project on lands not otherwise designated for urbanization during the next 20 years is considered less than significant.

Irreversible Environmental Changes

The project, under all alternatives, will result in the irreversible loss of agricultural-residential designated properties and the loss of a rural lifestyle and bucolic scenery. Once land is converted to higher density urban uses and infrastructure is in place, it is highly unlikely that the land would revert back to rural uses. The commitment to urban uses will be permanent.

Cumulative Impacts

Cumulative impacts of the project were fully analyzed throughout this document along with project-specific, singularly significant impacts.