

1 INTRODUCTION

This Supplemental Environmental Impact Report (SEIR) evaluates the impacts of the Multi-Sport Complex and Southeast Industrial Annexation Area Project (the proposed Project). This SEIR was prepared in compliance with the California Environmental Quality Act (CEQA) of 1970 (Public Resources Code Section 21000 *et seq.*) and the CEQA Guidelines (California Code of Regulations [CCR], Title 14, Section 15000 *et seq.*).

1.1 PROJECT BACKGROUND

The City of Elk Grove (City) is proposing a change in the proposed future land uses for the Project site compared to the array of uses assumed in the Environmental Impact Report (EIR) certified by the Sacramento Local Agency Formation Commission (LAFCo) in May of 2019 for the Project site. The Project site in its entirety was a part of a proposed Sphere of Influence amendment (SOIA), which was approved by LAFCo, along with the EIR certification (2019 SOIA EIR). This SEIR supplements the 2019 SOIA EIR. Further, the City's proposed General Plan land use designations and rezoning are provided to implement the planned future land uses for a portion of the Project area (referred to as the Phase 1 area).

The 2019 SOIA EIR addressed development of a multi-sports park complex on a City-owned property within the SOIA Area, along with a mix of commercial, industrial, and mixed uses in the surrounding area. There are four parts of the revised Project description that are the focus of analysis in this SEIR: (1) a change in the planned future land uses within the Project area; (2) additional information related to infrastructure improvements that will be necessary to serve the Project site; (3) the establishment of General Plan and rezoning for a Phase 1 annexation; and (4) consideration of the annexation application for Phase 1 of the Project

This SEIR considers ultimate buildout of the entire SOIA, including the phased annexation of a core area of just over 375 acres that includes the properties to be pre-zoned for Light Industrial (LI), Heavy Industrial (HI), and Regional Commercial (RC) development, as well as assumed development of an approximately 64-acre Parks and Open Space area and an approximately 118-acre mixed-use area. While the property analyzed for a multi-sport complex in the 2019 SOIA EIR is now analyzed for Light Industrial (LI) development, a multi-sport complex could still be developed through the City's conditional use permit process.¹ This SEIR focuses on additional information needed to address the proposed changes in use and additional information related to the infrastructure that will be required to support the Project site at buildout. See Chapter 2 of this SEIR, "Project Description" for more detail about the Project analyzed in this SEIR, including exhibits illustrating the planned land uses and proposed General Plan and rezoning for the Phase 1 area.

1.2 INTENDED USES AND PURPOSE OF THE SUPPLEMENTAL EIR

The City, as the lead agency, has prepared this SEIR to evaluate the environmental impacts of implementation of the proposed changes to the Multi-Sport Complex and Southeast Industrial Annexation Area Project, including, but not limited to, adoption of General Plan land use designations and rezoning, approval of annexation (by LAFCo), construction of infrastructure to serve future development, and approval of subsequent development within the Project area. The CEQA Guidelines charge public agencies with the responsibility of avoiding or minimizing environmental damage that could result from implementation of a project, where feasible. As part of

¹ The 2019 SOIA EIR appropriately addresses the impacts associated with the sports complex use, along with the associated ancillary uses to the sports complex, required infrastructure to support the sports complex, lighting, parking, and other features.

this responsibility, public agencies are required to balance various public objectives, including economic, environmental, and social issues.

The purpose of an EIR is not to recommend approval or denial of a project. An EIR is an informational document used in the planning and decision-making process by the lead agency and responsible and trustee agencies. An EIR describes the significant environmental impacts of a project, identifies potentially feasible measures to mitigate significant impacts, and describes potentially feasible alternatives to the project that can reduce or avoid significant environmental effects. CEQA requires decision-makers to balance the benefits of a project against its environmental effects in deciding whether to carry out a project.

CEQA Guidelines Section 15163 states that a lead agency may choose to prepare a SEIR when only minor additions or changes would be necessary to make the previous EIR adequately apply to the project in the changed situation. The SEIR need only contain the information necessary to make the previous EIR adequate for the project, as revised.

This SEIR revisits each resource topic from the 2019 EIR, including cumulative effects, to determine if the proposed Project, as revised, would result in new or substantially more severe significant effects that were not analyzed in the 2019 SOIA EIR. The purpose of the 2019 SOIA EIR was to support consideration of both the SOIA, subsequent General Plan amendment and rezoning by the City, and possible annexation of the Project area to the City by LAFCo. As necessary, this document updates or expands the material presented in the 2019 SOIA EIR to evaluate the changes to the Project and the Project context and describes any changes in impacts attributable to the proposed Project. The 2019 EIR established mitigation measures to reduce potential impacts, as applicable and feasible, to a less than significant level. This SEIR considers and incorporates these mitigation measures and, to the extent that new information is available, or the Project has been revised, the measures have been updated or revised, or augmented with additional measures. All mitigation measures are applicable to the entirety of the Project, including Phases 1 and 2. Appendix H provides a table of the 2019 EIR mitigation measures and illustrates, in track changes, the revisions proposed with this SEIR. Although future conditions related to traffic congestion are not related to any impact under CEQA, mitigation measures related to this topic (Mitigation Measure 3.14-1 and 4.2-1) have been retained for planning purposes.

If significant environmental effects are identified, the City will adopt “findings” indicating whether feasible mitigation measures or alternatives exist that can avoid or reduce those effects. If the environmental impacts are identified as significant and unavoidable, the City may still approve the Project if it determines that social, economic, legal, technological, or other factors override the unavoidable impacts. The City will then be required to prepare a “Statement of Overriding Considerations” that discusses the specific reasons for approving the Project, based on information in the SEIR and other information in the record.

The City Council must certify a Final SEIR before approving the Project. In making its decision whether or not to approve the project, the City will consider “the whole of record,” which includes the information in the SEIR, comments received on the SEIR and responses to those comments, and the 2019 SOIA EIR and the administrative record supporting the previous EIR.

1.3 LEAD, RESPONSIBLE, AND TRUSTEE AGENCIES

In accordance with the CEQA Guidelines Section 15051(b)(1), the City of Elk Grove is the lead agency with primary authority for approval of the Project. Approvals for the Project include, but are not limited to:

- ▶ certification of the SEIR prepared for the Project,
- ▶ adoption of a General Plan amendment to designate properties within Phase 1 portion of the Project area on the City's General Plan Land Use Diagram and otherwise update Chapters 3 (Planning Framework) and 4 (Urban and Rural Development) of the General Plan to incorporate the Project,
- ▶ rezoning of properties within the Phase 1 annexation area consistent with the General Plan amendment.

The ultimate buildout of uses anticipated on the Project site will require additional entitlements from the City, including, but not limited to, the following:

- ▶ site development plans, including conditional or minor use permits and major or minor design review
- ▶ tentative and final parcel and subdivision maps
- ▶ grading and building permits

Other agencies that may require permission or approvals may include, but are not limited to:

- ▶ Sacramento Local Agency Formation Commission
- ▶ U.S. Army Corps of Engineers
- ▶ U.S. Fish and Wildlife Service
- ▶ California Department of Fish and Wildlife
- ▶ Central Valley Regional Water Quality Control Board
- ▶ Sacramento Metropolitan Air Quality Management District
- ▶ Sacramento County
- ▶ Sacramento County Water Agency
- ▶ Sacramento Area Sewer District
- ▶ Sacramento Regional County Sanitation District
- ▶ South Sacramento Conservation Agency

These additional agencies with potential permit or approval authority over the project, or elements thereof, will have the opportunity to review this document during the public review period, and will use this information in consideration and issuance of any permits required for the Project.

The Sacramento Local Agency Formation Commission (LAFCo) has authority over annexation applications and will use their independent judgement in reviewing and certifying this SEIR. It is anticipated that LAFCo will rely on the original 2019 SOIA EIR and this SEIR as it considers changes in public agency organization, including phased annexation of the Project site into the City of Elk Grove, and detachments from CSA No. 1 (Street Lighting) and CSA No. 11 (Supplemental Police), along with annexation into Sacramento Area Sewer District (SASD) and Sacramento County Regional Sanitation District. This SEIR specifically addresses the annexation of the Phase 1 area as described in Chapter 2, Project Description. Further CEQA review may be necessary prior to adoption of General Plan land use designations and rezoning and annexation of the Phase 2 areas depending upon the ultimate land uses.

1.4 PUBLIC INVOLVEMENT PROCESS

1.4.1 SCOPING COMMENT PERIOD

To initiate preparation of this SEIR, in accordance with the CEQA Guidelines (14 CCR 15082[a], 15103, and 15375), the City circulated a Notice of Preparation (NOP) of a Supplemental EIR (SEIR) for the proposed Project (provided as Appendix A). The NOP was circulated to the public; State Clearinghouse; responsible, trustee, and other relevant local, State, and Federal agencies; and to the Sacramento County Clerk. The scoping period began on July 20, 2020 and ended on August 19, 2020.

CEQA provides for a lead agency to facilitate one or more scoping meetings, which provide opportunity for determining the scope and content of the EIR. Traditionally, the City hosts one scoping meeting for the general public during the NOP comment period. In accordance with State and local health orders limiting in-person public meetings, the City provided an alternative method for the scoping meeting. A video presentation by staff, introducing the Project and outlining the CEQA process was provided for review on the City's website, along with instructions for providing responses to the NOP. This video and comment opportunity was available throughout the NOP comment period.

The NOP and scoping meeting provided opportunity for comment from public agencies, stakeholders, organizations, and interested individuals on the scope of the environmental analysis addressing the potential effects of the proposed Project. The City reviewed and considered all public comments in preparing this SEIR.

1.4.2 DRAFT SUPPLEMENTAL EIR COMMENT PERIOD

The City is circulating this Draft SEIR for a 45-day public review and comment period to provide agencies and interested individuals with the opportunity to comment on the content of the Draft SEIR.

WRITTEN COMMENTS

Written comments or questions concerning this Draft SEIR must be submitted within the 45-day review period. When submitting a comment, please include the name of a contact person in your agency or organization. All comments must be directed to the name and address listed below, either via postal mail or email:

City of Elk Grove Office of Strategic Planning and Innovation
c/o Christopher Jordan
8401 Laguna Palms Way
Elk Grove, CA 95758
cjordan@elkgrovecity.org

A copy of the Draft SEIR is also available for review on the City's website at the following address:

<http://www.elkgrovecity.org/sportscomplex>

1.5 ISSUES TO BE RESOLVED AND AREAS OF CONTROVERSY

CEQA Guidelines Section 15123 suggests that an EIR include a summary of “areas of controversy known to the Lead Agency” and “[i]ssues to be resolved.” Topics addressed in responses to the City’s NOP represent the most comprehensive list of issues of interest for the proposed Project and include:

- ▶ Cultural and Tribal Cultural Resources (Section 3.6, Cultural and Tribal Cultural Resources)
- ▶ Drainage improvements and avoiding mosquito breeding potential (Section 3.10, Hydrology and Water Quality)
- ▶ Water supply, including groundwater (Section 3.15, Utilities and Service Systems)
- ▶ Conversion of agricultural land to urban uses (Section 3.3, Agricultural Resources)
- ▶ Special-status species and sensitive habitats (Section 3.5, Biological Resources)
- ▶ Utility service (Section 3.15, Utilities and Service Systems)
- ▶ Energy efficiency and demand (3.16, Energy)
- ▶ Climate change (Section 3.8, Greenhouse Gas Emissions)

1.6 ORGANIZATION OF THE SUPPLEMENTAL EIR

This SEIR is organized as follows:

- ▶ **Chapter ES, “Executive Summary,”** provides an overview of the findings, conclusions, and any recommended mitigation measures in the SEIR.
- ▶ **Chapter 1, “Introduction,”** describes the Project background; intended uses and purposes of this SEIR; lead, responsible, and trustee agencies; public involvement process; issues to be resolved and areas of controversy; and SEIR organization.
- ▶ **Chapter 2, “Project Description,”** describes the Project location, Project components, supporting infrastructure, Project schedule, required approvals and entitlements, and Project objectives.
- ▶ **Chapter 3, “Environmental Impact Analysis,”** evaluates the environmental effects of the revised Project and identifies mitigation for potentially significant and significant effects.
- ▶ **Chapter 4, “Cumulative Impacts,”** describes the impacts of implementing the revised Project in combination with the impacts of related past, present, and reasonably foreseeable future projects.
- ▶ **Chapter 5, “Alternatives,”** provides a comparative analysis between the Project and alternatives to the Project. The Alternatives chapter provides a summary of the relative environmental impacts of the Project alternatives, including the No Project Alternative. This chapter also identifies the “environmentally superior” alternative.
- ▶ **Chapter 6, “Other CEQA Considerations** discusses the Project’s growth inducement potential, any significant irreversible environmental changes associated with the revised Project, and any significant and unavoidable effects of the revised Project.
- ▶ **Chapter 7, “List of Preparers,”** lists the individuals who contributed to preparation of the SEIR.

- ▶ **Chapter 8, “References,”** lists the sources of information cited throughout the SEIR.
- ▶ **Appendices** provide background and technical information.