

## 1.0 INTRODUCTION

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### 1.1 PROJECT BACKGROUND

This Environmental Impact Report (EIR) examines the potentially significant effects on the environment of the proposed Creekview Specific Plan (“proposed project” or “project”). The following terms are used throughout this EIR to refer to the areas under consideration:

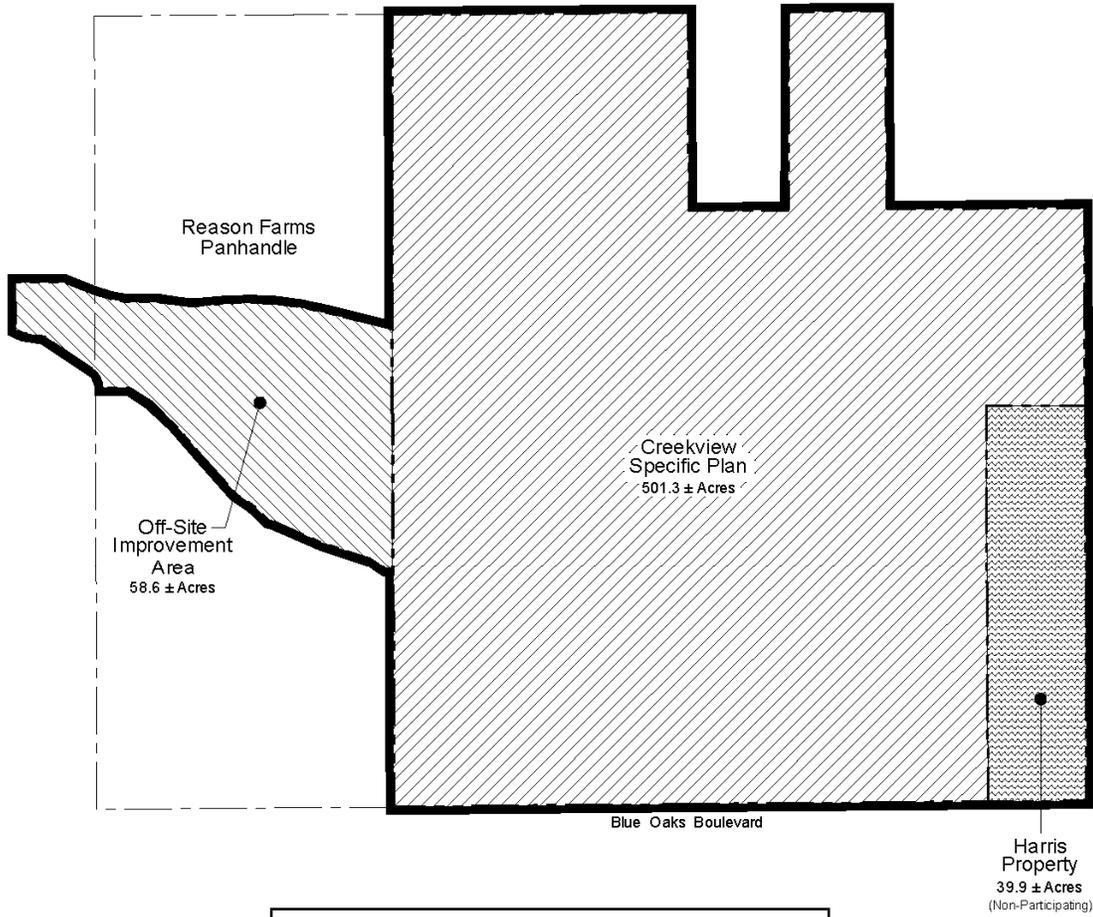
- **Project Area or project site or Annexation Area:** Refers to the approximately 501-acre area within the boundaries of the proposed Specific Plan that is also proposed for annexation to the City of Roseville.
- **CSP:** Creekview Specific Plan, which covers both the Development Area and Urban Reserve, defined below.
- **Development Area:** Refers to the 461-acres within the Project Area consisting of properties controlled by participating property owners that is proposed for development. This portion of the proposed project is analyzed in this EIR at a project-specific level.
- **Urban Reserve:** Refers to approximately 40-acres within the Project Area consisting of the non- participating Harris property. This portion of the proposed project is analyzed in this EIR at a program level.
- **Offsite Improvement Area:** Refers to 59 acres off site in the adjacent city-owned Reason Farms property, not included in the 501 acres, on which bypass channel improvements to serve the proposed project will be constructed, as shown on Figure 1-1.

The proposed project consists of the following:

1. Adopting the proposed Creekview Specific Plan, which covers 501 acres;
2. Annexing the entire 501-acre Project Area into the City of Roseville.

FIGURE 1-1

OFFSITE IMPROVEMENT AREA



On - Site Area	501.3 ± ac.
Off - Site Area	58.6 ± ac.
Total Project Area	559.9 ± ac.

3. Offsite improvements (drainage, grading) on 59 acres of the adjacent Reason Farms property.
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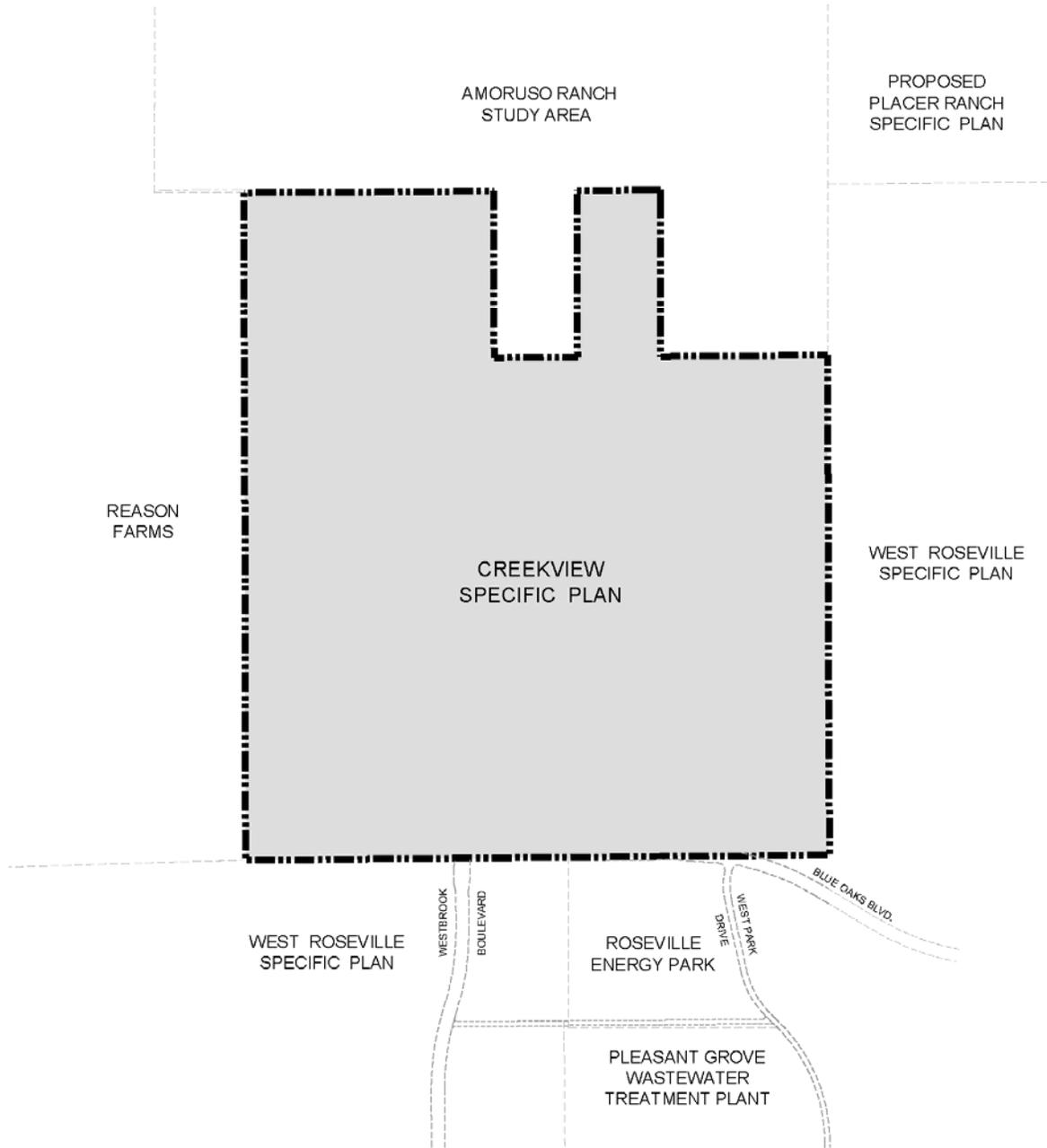
Approximately 40 acres within the proposed 501-acre annexation area consists of a parcel controlled by non-participating landowners. This is an area that is referred to as the Urban Reserve. No specific development is proposed for the Urban Reserve at this time. It is assumed that agricultural/rural residential uses would continue until such time in the future when development is proposed. The potential environmental impacts associated with future development of the Urban Reserve is addressed in this EIR 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 1-2 (Vicinity Map) for an illustration of the CSP Area.

## **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) (Public Resources Code Section 21000 *et seq.*), the CEQA Guidelines (California Code of Regulations, Title 14, Section 15000 *et seq.*), 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 (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 proposed project.

FIGURE 1-1  
VICINITY MAP



- To enable the City to consider environmental consequences when deciding whether to approve the proposed 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 (“impacts”) and ways in which those impacts can be reduced to less-than-significant levels, whether through implementation of mitigation measures adopted by the lead agency or through the implementation of alternatives to the project. In a practical sense, an EIR functions as a method of fact-finding, allowing an applicant, the public, other public agencies, 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 Development Area and a program-level analysis of the Urban Reserve property, as further described below.

The CEQA Guidelines define a project EIR as “focusing primarily on the changes in the environment that would result from the development project.” (CEQA Guidelines § 15161.) As further stated in Section 15161, a project-specific EIR “shall examine all phases of the project including planning, construction, and operation.” A project-specific analysis has been prepared for the CSP because the proposed Specific Plan and associated studies and reports contain the information necessary to perform such an analysis.

By contrast, a program EIR is defined by CEQA Guidelines Section 15168(a) 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 issuance of 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 Development Area and Urban Reserve are geographically related. Although no specific land use plan for developing the Urban Reserve property is proposed at this time, the ultimate development of that property is recognized as the logical progression of growth in the City if the CSP is approved and developed. Especially given its geographic location on the southeast corner of the project area, it is likely that the Urban Reserve would develop in the future. This EIR, therefore, contains a dual-level analysis in order to ensure that the effects of developing both the Development Area 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 (Harris property), 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 (State Clearinghouse Number 2002082057), certified in February 2004, as one of two Memorandum of Understanding (MOU) “Remainder Areas” (the other Remainder Area was the Sierra Vista Specific Plan Area). With approval of the

WRSP, the project site was included in the City's sphere of influence. In approving the sphere of influence amendment, the Roseville City Council determined that the Creekview Specific Plan Area was appropriate for future development.

Potential development of the CSP area was analyzed at a program-level in the WRSP EIR. While no specific development was proposed in the Project Area at the time the WRSP was approved, the EIR nonetheless made assumptions of ultimate buildout of the area. Mitigation measures were adopted by the City Council, which cover the entire WRSP including the Development Area and Urban Reserve at a policy level. Because the WRSP FEIR covered the discussions of general issues, and the analysis of a portion of the Project Area (the Urban Reserve) are at a program level in this EIR, the WRSP EIR and the mitigation measures identified in the WRSP EIR and adopted and incorporated into the project are still generally applicable to the Urban Reserve. For the Development Area however, new project-specific mitigation measures will be identified.

The WRSP FEIR identified a number of potentially significant impacts associated with future development in the CSP area, including some impacts that could not be reduced to a less-than-significant level. In approving the WRSP and sphere of influence amendment, including the Project Area, 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 (Creekview and Sierra Vista) CEQA findings of Fact.

Impacts determined to be significant and unavoidable based on the program-level and cumulative analyses in the WRSP EIR:

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 determined in the WRSP EIR to be 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
- 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 CREEKVIEW SPECIFIC PLAN**

Pursuant to State CEQA Guidelines Section 15152, this EIR is not tiered from the WRSP EIR because the land uses and acreages in the proposed project differ in minor respects from what was assumed in the WRSP EIR, and require a General Plan amendment; thus, the proposed project is not fully consistent with the adopted general plan<sup>1</sup>. Though not “tiering” from the WRSP EIR, this EIR will nonetheless rely substantially on the WRSP EIR as a resource document for information on a variety of topics. Accordingly, this EIR refers to, and summarizes, the wealth of information in the WRSP EIR that remains up to date and is relevant to the analysis of the proposed project. In particular this EIR will rely on previously adopted mitigation measures to the effective and extent feasible.

Under the 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 is 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 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.

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<sup>1</sup> (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.)

- 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 include, 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.

Pursuant to CEQA Guidelines Section 15150, both the West Roseville Specific Plan EIR (State Clearinghouse Number 2002082057) and the Sierra Vista Specific Plan EIR (State Clearinghouse Number 2008032115) are hereby incorporated into this EIR by reference. The West Roseville Specific Plan EIR and the Sierra Vista Specific Plan EIR are available for inspection during normal business hours at the following location:

City of Roseville Permit Center  
311 Vernon Street  
Roseville, CA 95746

The Sierra Vista Specific Plan Draft and Final EIR may also be viewed on the City's website at: [www.roseville.ca.us](http://www.roseville.ca.us)

## **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 project area 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*<sup>2</sup>.

## **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 is 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

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<sup>2</sup> Available at the City's Permit Center or the City's website at [www.roseville.ca.us](http://www.roseville.ca.us)

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 project area to develop. These federal agencies will be responsible for satisfying the National Environmental Policy Act (NEPA) – the federal counterpart to CEQA – in connection with the regulatory approvals they will be called upon to make with respect to the CSP.

## **1.8 SCOPE OF THE EIR**

The scope of this EIR includes analysis of environmental issues identified as potentially significant in the Notice of Preparation (NOP), comments on 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 Appendices A and B of this EIR. The NOP identified potentially significant impacts in 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 in addition to the proposed project are:

**Alternative 1: No Project/No Build 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 Density/Same Footprint Alternative.** This alternative assumes the same open space avoidance (151 acres) as the proposed project, but with lower development densities, for a total of 1,468 residential units.

**Alternative 3: High Density/Compact Development Alternative.** This alternative assumes the same residential units with greater open space (smaller development footprint). This alternative would accommodate approximately 2,011 residential units and 242.1 acres of open space.

**Alternative 4: Wetlands Avoidance Alternative** This alternative assumes that wetlands would be avoided by reducing the project development footprint. This alternative would provide approximately 834 residential units and 305.8 acres of open space.

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

In preparing this EIR, pertinent City policies and guidelines, existing EIRs, 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. 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, it was determined that there were potentially significant impacts and the NOP indicated that an EIR would analyze the impacts.

An NOP was originally issued for this project in March 2008. Due to the downturn in the economy, the project applicant requested the City to temporarily suspend processing its application in 2009. Due to some minor modifications to the land use plan since the previous NOP was issued, the NOP for the project was re-issued in July 2010.

Minor modifications to the land use plan that were made between when the NOP was issued in March 2008 and NOP issued in July 2010 include adjustments to the residential units, and a change to the project boundaries. Two city-owned areas are no longer part of the project; the 10-acre O’Brien parcel, south of Blue Oaks Boulevard has been annexed into the City, and the 237-acre Reason Farms Panhandle property is no longer proposed as part of the project. A 124-acre portion of the Reason Farms Panhandle, that was outside the City’s sphere of

influence, proposed for a sphere amendment, is no longer proposed. The City is pursuing annexation of Reason Farms separately. Therefore, the project boundary has been reduced from 747 acres to 560 acres with the Offsite improvement. The Project development area is 501 acres. The proposed open space areas have increased by two acres and the areas proposed for residential development remain similar to the original land use plan.

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 public review period for the NOP will have an opportunity during the 52-day public review period for the DEIR<sup>3</sup>, as well as at public hearings on the project.

Additionally, according to PRC Section 21081.6 (a)(1), for projects in which significant impacts will be lessened or 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 portion of the CEQA findings is the "Statement of 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

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<sup>3</sup> Due to holidays and City office closures, the public review period was extended to 52-days instead of the required 45-day review period.

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, which states 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 CSP, program-level impacts for the Urban Reserve area, and feasible 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 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, trustee and federal 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.
- **Summary (Chapter 3)**- Includes a summary of impacts and mitigation measures proposed by the project in a table format.
- **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 CSP and future development in the non-participating property. 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 Resource Agency early consultation 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 avoiding or substantially lessening at least one significant impact of the project. This assessment provides information for decision-makers to make a reasoned choice among potentially feasible alternatives based on comparing the impacts of the alternatives to the impacts of the proposed 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.