
1.0 INTRODUCTION

This section summarizes the purpose of the Draft Environmental Impact Report (Draft EIR); describes the environmental procedures that are to be followed according to State law; discusses the intended uses of the Draft EIR; discusses the project's relationship to the City of Elk Grove's General Plan; describes the Draft EIR scope and organization, contact person, impact terminology; and, provides definitions of commonly used terms and acronyms used throughout this Draft EIR.

1.1 BACKGROUND AND PURPOSE

This Draft EIR has been prepared, in conformance with the provisions of the California Environmental Quality Act (CEQA), to evaluate the environmental effects of the proposed Franklin Boulevard Widening Project ("proposed project" or "project"). The proposed project would include a 1.1-mile length of Franklin Boulevard and a 0.25-mile length of Elk Grove Boulevard in the City of Elk Grove.

The City of Elk Grove (City), acting as the Lead Agency, has prepared this Draft EIR to provide the public and responsible and trustee agencies with information about the potential environmental effects of the Franklin Boulevard Widening project. As described in the CEQA Guidelines Section 15121(a), an EIR is a public informational document that assesses potential environmental effects of the proposed project, as well as identifies mitigation measures and alternatives to the proposed project that could reduce or avoid its adverse environmental impacts. Public agencies are charged with the duty to consider and minimize environmental impacts of proposed development where feasible, and obligated to balance a variety of public objectives including economic, environmental, and social factors.

CEQA requires the preparation of an EIR prior to approving any project that may have a significant effect on the environment. For the purposes of CEQA, the term "project" refers to the whole of an action, which has the potential for resulting in a direct physical change or a reasonably foreseeable indirect physical change in the environment (CEQA Guidelines Section 15378[a]). With respect to the proposed Franklin Boulevard Widening project, the City has determined that the proposed roadway widening is a "project" within the definition of CEQA.

1.2 TYPE OF DOCUMENT

The CEQA Guidelines (California Code of Regulations, Title 14) identify several types of EIRs, each applicable to different project circumstances. This Draft EIR has been prepared as a Project EIR pursuant to CEQA Guidelines Section 15161. The analysis associated with a Project EIR focuses primarily on the changes in the environment that would occur as a result of project implementation and examines all phases of the project (i.e. planning, construction, and operation). The project-level analysis addresses impacts resulting from the development and operation of the project. This Draft EIR fully evaluates the proposed project and four alternatives (including the no project alternative) to the proposed project.

Ultimately, the EIR is used by the City as a tool in evaluating a proposed project's environmental impacts and can be further used to modify, approve, or deny approval of a proposed project based on the analysis provided in the EIR.

1.0 INTRODUCTION

1.3 INTENDED USES OF THE EIR

This EIR is intended to evaluate the environmental impacts of the project and alternatives to the greatest extent possible. This EIR, in accordance with CEQA Guidelines Section 15126, should be used as the primary environmental document to evaluate all subsequent planning and permitting actions associated with the project.

1.4 RELATIONSHIP TO THE CITY OF ELK GROVE GENERAL PLAN AND OTHER PLANS

Public Resources Code Section 21083.3 provides for streamlined review of projects that are consistent with applicable general plans. Specifically, Section 21083.3(b) limits the review of such projects to environmental effects that are "peculiar to the parcel or to the project and which were not addressed as significant effects in the prior EIR, or which new information shows will be more significant than described in the prior EIR." Consistent with Public Resources Code Section 21083.3, the CEQA Guidelines Sections 15168(d) and 15183 provide for streamlining the environmental analysis of a previously prepared EIR for subsequent projects that are consistent with the previous project (e.g. general or community plan) or are part of a larger program.

Sections 5.1 through 5.12 in this Draft EIR provide an integrated presentation of the setting, environmental impacts, and mitigation measures for each of the environmental issue areas addressed. Potential effects of implementing the proposed project are identified, including cumulative effects, along with mitigation measures recommended to lessen or reduce identified impacts. In cases where no mitigation is available, this fact is noted. This Draft EIR provides an analysis of environmental effects specifically associated with the proposed project, as well as an evaluation of project impacts in light of the environmental analysis provided in the City General Plan EIR and the Elk Grove Triangle Special Planning Area Background Report. Consistent with CEQA Guidelines Section 15183, this Draft EIR addresses environmental effects that are peculiar to the project and utilizes mitigation measures that are based on adopted City development policies and standards to mitigate anticipated impacts.

Cumulative environmental effects of the proposed project are generally based on information provided in the City General Plan and the City General Plan EIR, and updated information on the cumulative setting based on currently approved and proposed development projects in the City for identification of the project's contribution to the cumulative condition.

ELK GROVE GENERAL PLAN

The City adopted the City of Elk Grove General Plan (General Plan) in November 2003 (amended January 2005). The General Plan is the City's overall guide for the use of the City's resources, expresses the development goals of the community, and is the foundation upon which all land use decisions are made.

The General Plan EIR analyzed the environmental impacts associated with buildout of the City under the land uses and densities allowed by the General Plan. Where feasible, the City has adopted mitigation measures to reduce impacts to a level of insignificance. In addition, significant and unavoidable impacts identified in the General Plan EIR were addressed by the City in the General Plan EIR and the findings of fact and statement of overriding considerations adopted with the approval of the General Plan EIR.

The City's General Plan includes a Master Plan of Roadways in the Circulation Element (Figure CI-2). The General Plan designates Bond Road from Bradshaw Road to Grant Line Road as a four-lane expanded right-of-way arterial roadway. The Elk Grove Roadway Fee Program includes

Bond Road as a four-lane arterial roadway with a center median and certain intersection improvements. Policy CI-10 of the Elk Grove General Plan Circulation Element directed that "the City shall implement the roadway master plan shown in Figure CI-2."

EAST FRANKLIN SPECIFIC PLAN

The East Franklin Specific Plan (adopted April 28, 2000) is both a policy and regulatory document that was prepared for the Sacramento County Planning Department. The Plan area is bounded by Elk Grove Boulevard on the north, Franklin Boulevard and the Union Pacific railroad tracks on the west, Bruceville Road on the east, and Bilby Road on the south, except for a small portion that extends south of Bilby Road in the southwest corner of the Plan area. The Plan provides for the ultimate development of the area with residential dwellings, retail commercial, parks and open space, schools and all public facilities necessary to support the ultimate population.

CITY OF ELK GROVE FIVE-YEAR TRANSPORTATION IMPROVEMENT PLAN

The Franklin Boulevard Widening project is included in the City of Elk Grove Five-Year Transportation Improvement Plan 2002-2007 (TIP). The TIP represents a five-year transportation capital improvement plan for the City of Elk Grove, and provides summary information for the City's various capital improvement funding programs, as well as project summary information (i.e. revenues, expenditures, and schedules) for the specified projects selected for implementation during the TIP period.

METROPOLITAN TRANSPORTATION PLAN

The project is listed as a Tier 1 (high priority) project in the 2025 Metropolitan Transportation Plan (MTP) prepared by the Sacramento Area Council of Governments (SACOG, 2004). However, because this project is a non-exempt project with regards to state air quality conformance, it has not been included in SACOG's 2005-2007 Final Interim Metropolitan Transportation Plan (IMTP) adopted on October 21, 2004. The IMTP only includes projects in the Sacramento Air Quality Basin that do not negatively impact air quality within the air basin, as this basin is presently out of conformance because it has not updated its State Implementation Plan. Thus, non-exempt projects cannot receive federal funding until air quality conformance occurs. The Franklin Boulevard Widening project is funded primarily by local developers and can proceed without federal funding.

1.5 ORGANIZATION AND SCOPE

Sections 15122 through 15132 of the CEQA Guidelines identify the content requirements for Draft and Final EIRs. An EIR must include a description of the environmental setting, an environmental impact analysis, mitigation measures, alternatives, significant irreversible environmental changes, growth-inducing impacts, and cumulative impacts. The environmental issues addressed in the Draft EIR were established through review of environmental documentation developed for the site, environmental documentation for nearby projects, and public agency responses to the Notice of Preparation (NOP). Based upon these comments, agency consultation and review of the project application, the City determined the scope for this Draft EIR. This Draft EIR is organized in the following manner:

1.0 INTRODUCTION

SECTION 1.0 - INTRODUCTION

Section 1.0 provides an introduction and overview describing the intended use of the Project EIR and the review and certification process.

SECTION 2.0 - EXECUTIVE SUMMARY

This section summarizes the characteristics of the proposed project and provides a concise summary matrix of the project's environmental impacts and associated mitigation measures.

SECTION 3.0 - PROJECT DESCRIPTION

This section provides a detailed description of the proposed project, including intended objectives, background information, and physical and technical characteristics.

SECTION 4.0 – PROJECT ALTERNATIVES

This section provides a detailed description of the alternatives to the proposed project that are evaluated within this Draft EIR, as well as the alternatives not selected for analysis. This Draft EIR provides an equal level of analysis between the project and the selected alternatives, which include:

- **Alternative A - No Project Alternative:** CEQA Guidelines Section 15126.6(e) requires that a "no-project" alternative be evaluated in an EIR.
- **Alternative B – East Alignment south of Laguna South Channel**
- **Alternative C – East and West Alignment**
- **Alternative D – Standard Roadway Design**

SECTION 5.0 - ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

Section 5.0 contains an analysis of environmental topic areas as identified below. Each subsection contains a description of the existing setting of the project area, identifies standards of significance, identifies project-related impacts, and recommends mitigation measures.

The following major environmental topics are addressed in this section:

- **Land Use:** Addresses the land use impacts associated with implementation of the project including project compatibility with surrounding land uses, consistency with City land use goals and policies, analysis of land use patterns, potential land use conflicts, and impacts to adjacent uses.
- **Visual Resources/Light and Glare:** This section assesses the overall impacts to the existing visual character of the area, and the potential for increase in nighttime illumination produced by the project and the light spillover into adjoining uses.
- **Hazardous Materials/Risk of Upset:** Assesses the likelihood for the presence of hazardous materials or conditions on the project site and in the project area for their potential impact on human health.

- **Transportation and Circulation:** Addresses the impacts on the local and regional road system. In addition, the section assesses impacts on transit, bicycle, and pedestrian facilities.
- **Noise:** Examines noise impacts during construction and at project buildout. This section also addresses the impact of noise generation on neighboring residential uses and on proposed residential uses onsite.
- **Air Quality:** Discusses local and regional air quality impacts associated with project implementation.
- **Hydrology and Water Quality:** Examines the impacts of the project on local hydrological conditions, including drainage areas, groundwater, and changes in drainage flow rates.
- **Geology and Soils:** Addresses the potential impacts the project may have on soils, soil suitability for development, and seismic hazards for proposed development.
- **Biological and Natural Resources:** The project's impacts on habitat, vegetation, and wildlife are addressed, emphasizing the potential degradation or elimination of important habitat and the impacts on listed, proposed and candidate threatened and endangered species.
- **Cultural Resources:** Addresses the potential impacts on historic and archeological resources within the project site.
- **Agricultural Resources:** Addresses the agricultural resource impacts associated with implementation of the project including removal or destruction of Prime Farmland and Farmland of Statewide Importance.
- **Public Services and Utilities:** Discusses the impacts the project may have on the need for additional public services.

SECTION 6.0 - CUMULATIVE IMPACTS SUMMARY

This section discusses the cumulative impacts associated with the proposed project. As required by CEQA Section 15130, an EIR shall discuss cumulative impacts of a project when the project's incremental effect is cumulatively considerable.

SECTION 7.0 - LONG-TERM IMPLICATIONS OF THE PROJECT

This section contains discussions and analysis of various topical issues mandated by CEQA. These include significant environmental effects that cannot be avoided if the project is implemented and growth-inducing impacts.

SECTION 8.0 - REPORT PREPARERS AND REFERENCES

This section lists all authors and agencies that assisted in the preparation of the report by name, title, and company or agency affiliation.

APPENDICES

This section includes all notices and other procedural documents pertinent to the Draft EIR, as well as all technical material prepared to support the analysis.

1.0 INTRODUCTION

1.6 ENVIRONMENTAL REVIEW PROCESS

The review and certification process for the EIR will involve the following procedural steps:

NOTICE OF PREPARATION AND INITIAL STUDY

In accordance with Section 15082 of the CEQA Guidelines, the City prepared a Notice of Preparation (NOP) of an EIR for the project on July 6, 2005. The City was identified as the Lead Agency for the proposed project. This notice was circulated to the public, local, state, and federal agencies, and other interested parties to solicit comments on the proposed project. Concerns raised in response to the NOP were considered during preparation of the Draft EIR. The 30-day comment period closed on August 4, 2005. The NOP and responses by interested parties are presented in **Appendix A**. Also, an Initial Study for the project was prepared and released for public review along with the NOP. Its conclusions supported preparation of an EIR for the project. The Initial Study is included in **Appendix A**.

DRAFT EIR

This document constitutes the Draft EIR. The Draft EIR contains a description of the project, description of the environmental setting, identification of project impacts, and mitigation measures for impacts found to be significant, as well as an analysis of project alternatives. Upon completion of the Draft EIR, the City will file the Notice of Completion (NOC) with the State Office of Planning and Research to begin the public review period (Public Resources Code Section 21161).

PUBLIC NOTICE/PUBLIC REVIEW

Concurrent with the NOC, the City will provide public notice of the availability of the Draft EIR for public review, and invite comment from the general public, agencies, organizations, and other interested parties. The public review and comment period should be no less than 30 days and no longer than 90 days. The review period in this case is expected to be 45 days. Public comment on the Draft EIR will be accepted both in written form. All comments or questions regarding the Draft EIR should be addressed to:

Crystal Spurr
City of Elk Grove Development Service, Planning
8400 Laguna Palms Way
Elk Grove, CA 95758

RESPONSE TO COMMENTS/FINAL EIR

Following the public review period, a Final EIR will be prepared. The Final EIR will respond to written comments received during the public review period.

CERTIFICATION OF THE EIR/PROJECT CONSIDERATION

The Elk Grove City Council will review and consider the Final EIR. If the City Council finds that the Final EIR is "adequate and complete", the Council may certify the Final EIR. The rule of adequacy generally holds that the EIR can be certified if it shows a good faith effort at full disclosure of environmental information, and provides sufficient analysis to allow decisions to be made regarding the project in contemplation of its environmental consequences.

Upon review and consideration of the Final EIR, the City Council may take action to approve, revise, or reject the project. A decision to approve the project would be accompanied by written findings in accordance with CEQA Guidelines Section 15091 and, if applicable, Section 15093. A Mitigation Monitoring and Reporting Program (MMRP), as described below, would also be adopted for mitigation measures that have been incorporated into or imposed upon the project to reduce or avoid significant effects on the environment. This Mitigation Monitoring Program will be designed to ensure that these measures are carried out during project implementation.

MITIGATION MONITORING

CEQA Section 21081.6(a) requires lead agencies to adopt a MMRP to describe measures that have been adopted or made a condition of project approval in order to mitigate or avoid significant effects on the environment. The specific "reporting or monitoring" program required by CEQA is not required to be included in the EIR, however it will be presented to the City Council for adoption. Throughout the EIR, however, mitigation measures have been clearly identified and presented in language that will facilitate establishment of a MMRP. Any mitigation measures adopted by the City as conditions for approval of the project will be included in a MMRP to verify compliance.

1.7 IMPACT TERMINOLOGY

This Draft EIR uses the following terminology to describe environmental effects of the proposed project:

- **Standards of Significance:** A set of criteria used by the lead agency to determine at what level or "threshold" an impact would be considered significant. Significance criteria used in this EIR include the CEQA Guidelines; factual or scientific information; regulatory performance standards of local, state, and federal agencies; and City goals, objectives, and policies.
- **Less Than Significant Impact:** A less than significant impact would cause no substantial change in the environment. No mitigation is required.
- **Significant Impact:** A significant impact would cause, or would potentially cause, a substantial adverse change in the physical conditions of the environment. Significant impacts are identified by the evaluation of project effects using specified standards of significance. Mitigation measures and/or project alternatives are identified to reduce project effects to the environment.
- **Significant and Unavoidable Impact:** A significant and unavoidable impact would result in a substantial change in the environment that cannot be avoided or mitigated to a less than significant level if the project is implemented.
- **Cumulative Significant Impact:** A cumulative significant impact would result in a new substantial change in the environment from effects of the project when evaluated in the context of reasonably foreseeable development in the surrounding area.

1.0 INTRODUCTION

1.8 COMMONLY USED TERMS

Identified below are common terms used throughout this document. A complete list of acronyms is also provided.

TERMS

- **Cumulative Significant Impact:** A cumulative significant impact would result when the project would contribute significantly to a physical impact on the environment expected under cumulative conditions.
- **Draft EIR:** Draft Environmental Impact Report.
- **Elk Grove Planning Area:** As described in Policy LU-9, this land area consists of land area outside the current incorporation boundaries of Elk Grove that the City has identified a long-term vision for land uses.
- **Environment:** The physical conditions which exist within an area that will be affected by a proposed project, including land, air, water, minerals, flora, fauna, noise, objects of historic or aesthetic significance.
- **Final EIR (FEIR):** Final Environmental Impact Report.
- **Lead Agency:** The public agency that has the principal responsibility for carrying out or approving a project that may have a significant effect upon the environment.
- **General Plan:** the General Plan of the City of Elk Grove, as adopted in 2003, and amended in 2005.
- **General Plan EIR:** The General Plan EIR of the City of Elk Grove, as adopted in 2003.
- **Project:** the development or improvement of the project site, as defined by the project application.
- **Project Site:** the real property described by the project application.

ACRONYMS

AASHTO	American Association of State Highway and Transportation Officials
ACOE	U.S. Army Corps of Engineers
ACM	asbestos containing material
af/yr	acre feet per year
ALUC	Airport Land use Commission
APE	Area of Potential Effect

AST	Above-ground storage tank
ASTM	American Society of Testing and Materials
BACT	Best Available Control Technology
BMP	Best Management Practices
CAA	Clean Air Act
CAAQS	California Ambient Air Quality Standards
Cal/EPA	California Environmental Protection Agency
Caltrans	California Department of Transportation
CARB	California Air Resources Board
CCAA	California Clean Air Act
CCR	California Code of Regulations
CDFG	California Department of Fish and Game
CEQA	California Environmental Quality Act
CESA	California Endangered Species Act
CFR	Code of Federal Regulations
CLUP	Comprehensive Land Use Plan
CNDDDB	California Natural Diversity Database
CNPS	California Native Plant Society
CO	carbon monoxide
CRHR	California Register of Historical Resources
CSD	Community Services District
CSD-1	Sacramento County Sanitation District No. 1
CUPA	Certified Unified Program Agency
CWA	Clean Water Act

1.0 INTRODUCTION

dB	decibel
dBA	A-weighted decibel
DOC	Department of Conservation
DOT	Department of Transportation
DTSC	Department of Toxic Substances Control
DWR	Department of Water Resources
EGWSD	Elk Grove Water Services District
EIR	Environmental Impact Report
EPA	United States Environmental Protection Agency
FAA	Federal Aviation Administration
FEMA	Federal Emergency Management Act
FESA	Federal Endangered Species Act
FMMP	Farmland Mapping and Monitoring Program
FHWA	Federal Highway Administration
FRCD	Florin Resource Conservation District
gpd	gallons per day
HMP	Hazardous Materials Plan
HWCL	Hazardous Waste Control Law
L_{eq}	24-hour day weighted noise level
lbs/day	pounds per day

LIM	Land Inventory and Monitoring
L _{max}	maximum noise level
LOS	Level of Service
LUST	Leaking Underground Storage Tank
mgd	million gallons per day
MMRP	Mitigation Monitoring and Reporting Program
mph	miles per hour
MSA	Metropolitan Statistical Area
NAAQS	National Ambient Air Quality Standards
NIH	National Institute of Health
NO ₂	nitrogen dioxide
NOP	Notice of Preparation
No _x	nitrogen oxides
NPDES	National Pollution Discharge Elimination System
NRCS	National Resource Conservation Service
O ₃	ozone
OES	State Office of Emergency Services
OSHA	Occupational Safety and Health Administration
PCB	polychlorinated biphenyl
PF	Public Facilities
PG&E	Pacific Gas and Electric
PM ₁₀	particulate matter ≤10 microns

1.0 INTRODUCTION

ppm	parts per million
ROG	reactive organic gases
RWQCB	Regional Water Quality Control Board
SAA	Streambed Alteration Agreement
SACOG	Sacramento Area Council of Governments
SCEMD	Sacramento County Environmental Management Department
SCS	Soil Conservation Service
SCWA	Sacramento County Water Agency
SMUD	Sacramento Metropolitan Utilities District
SRCSD	Sacramento Regional County Sanitation District
SMAQMD	Sacramento Metropolitan Air Quality Management District
SWPPP	Stormwater Pollution Prevention Plan
SWRCB	State Water Resources Control Board
tpd	tons per day
UBC	Uniform Building Code
USDA	United States Department of Agriculture
USDA-SCS	USDA Soil Conservation Service
USFWS	United States Fish and Wildlife Service
USGS	United States Geological Survey
UST	Underground Storage Tank