

Chapter 1

Introduction and
Reader's Guide to the EIR



CHAPTER 1

Introduction and Reader's Guide to the EIR

1.1 Purpose and Use of the EIR

The California Environmental Quality Act (CEQA) requires that all state and local government agencies consider the environmental consequences of programs and projects over which they have discretionary authority before taking action on them. This chapter outlines the overall approach to preparation of the Environmental Impact Report (EIR) on the Draft 2050 Lincoln General Plan Update (Draft General Plan), which includes a draft Land Use Diagram and is referred to as the Proposed Project in this EIR. The City of Lincoln (City) will be the CEQA lead agency for the project and will consider the information presented in this EIR before taking discretionary action on the project.

This EIR has three primary purposes:

- The EIR will assist the City to comply with CEQA requirements for the analysis of environmental impacts by including a complete and comprehensive evaluation of the physical impacts of the project and its alternatives.
- The EIR will inform interested stakeholders (including local residents), members of the Planning Commission and the City Council of the environmental impacts prior to the City Planning Commission's and City Council's decision on the Proposed Project.
- Information provided in the EIR will be used by other responsible agencies including the Placer County Local Agency Formation Commission (LAFCO) and the Placer County Transportation Planning Agency (PCTPA).

Additionally, the EIR is intended to identify ways to minimize significant effects of the project, and describe reasonable alternatives to the project that would avoid or reduce the project's significant effects (State CEQA Guidelines Section 15121[a]).

The Draft General Plan includes a Goals and Policies Report (see **Appendix C**) that consists of policies and implementation measures to guide the future growth of the City within its defined planning area (see Chapter 2, Project Description, for a discussion and map of the planning boundaries). This Draft EIR evaluates the potential impacts resulting from adoption and implementation of the project. The information contained in this EIR will be used to inform local decision makers and the general public of any significant environmental impacts associated with the project, and assist City officials in reviewing and adopting the project. This EIR will also be used as a first-tier environmental document for subsequent environmental review of Specific

Plans, infrastructure improvements, general plan and zoning amendments, impact fees, and other local development proposals.

1.2 Type of EIR

The CEQA Guidelines provide information on the types of environmental analysis that can be used to analyze a project, and one of these is a Program EIR. According to the CEQA Guidelines (Section 15168[a]), a local agency may prepare a Program-level EIR to address a series of actions that can be characterized as one large project or series of actions that are linked geographically, logical parts of a chain of contemplated events, rules, regulations, or plans that govern the conduct of a continuing program, or individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental effects that can be mitigated in similar ways.

Under CEQA, a Program EIR can function as a first-tier environmental document that assesses and documents the broad environmental impacts of a program with the understanding that a more detailed site-specific review may be required to assess future projects implemented under the program. As described above, the analysis contained in this EIR may also be used as a reference for subsequent environmental review of Specific Plans, infrastructure improvements, zoning amendments, impact fees, and other development proposals within the City.

With respect to the processing of such later, more site-specific projects, the City, in making optimal use of this EIR once it is certified, intends to use two separate but complementary processes authorized by CEQA intended to streamline the review of projects consistent with approved general plans. These two processes are described below in order to put the public on notice of how, specifically, the City intends to use this EIR in the future.

As noted above, this program EIR also functions as a first tier EIR. Thus, the scope of future site-specific approvals may be narrowed pursuant to the rules for tiering set forth in CEQA Guidelines section 15152. That section provides, for example, that, where a first tier EIR has “*adequately addressed*” the subject of cumulative impacts, such impacts need not be revisited in second- and/or third-tier documents. According to subdivision (f)(3) of section 15152, significant effects identified in a first tier EIR are adequately addressed, for purposes of later approvals, if the lead agency determines that such effects either (A) “*have been mitigated or avoided as a result of the prior [EIR] and findings adopted in connection with that prior [EIR]*” or (B) “*have been examined at a sufficient level of detail in the prior [EIR] to enable those effects to be mitigated or avoided by site specific revisions, the imposition of conditions, or by other means in connection with the approval of the later project.*”

Future environmental review can also be streamlined pursuant to Public Resources Code section 21083.3 and CEQA Guidelines section 15183. These provisions generally limit the scope of necessary environmental review for site-specific approvals following the preparation of an EIR for a general plan. For such site-specific approvals, CEQA generally applies only to impacts that are “*peculiar to the parcel or to the project*” and that have not been disclosed in the Draft General Plan EIR, except where “*substantial new information*” shows that previously-identified impacts

will be more significant than previously assumed. Notably, impacts are considered *not* to be “*peculiar to the parcel or to the project*” if they can be substantially mitigated pursuant to previously adopted “*uniformly applied development policies or standards.*”

1.3 EIR Process

In preparing this EIR and considering approval of the Proposed Project, the City has completed, or will complete, the following activities:

- Preparation and Circulation of the Notice of Preparation (distributed November 2, 2005).
- Public Scoping Meetings and/or Workshops (conducted on January 17, 2006).
- Preparation of the Draft EIR (completed).
- Circulation of the Draft EIR for Public Review and Comments (to be completed).
- Preparation of Final EIR (to be completed).
- EIR Certification (to be completed).

Each of these activities is briefly described below.

Notice of Preparation

In accordance with Section 15082(a) of the CEQA Guidelines, the City prepared and circulated a Notice of Preparation (NOP) of a Draft EIR for the project. The NOP was circulated for a 30-day comment period, which began on November 2, 2005, and ended on December 2, 2005. However, during the NOP comment period, the City of Lincoln adjusted the population projections (downward from 145, 500 to 131,500) for build-out and circulated a related public notice describing this population change. As a result of this change to the Proposed Project, the comment period was extended an additional two weeks, until December 16, 2005, to allow for further comments. **Appendix A** contains a copy of the 2005 NOP; the public notice discussing the change in population projections; and copies of all the comment letters received during the 44 day comment period.

NOP Public Scoping Letters

A summary of the comment letters received during the NOP public review period is provided below in **Table 1-1**. Information in the table identifies the letters received (by date), the commenter, and provides a brief summary of the key issues described in the letters. Additionally, as part of the NOP public review period, a public scoping meeting was held in the City of Lincoln on January 17, 2006. A range of similar issues to those identified in the following table was also discussed at the meeting.

**TABLE 1-1
SUMMARY OF KEY ISSUES FROM COMMENTS RECEIVED DURING
THE NOVEMBER TO DECEMBER 2005 PUBLIC REVIEW PERIOD**

Date	Commenter	Summary of Key Issues
November 14, 2005	Sutter County Community Services Department	<ul style="list-style-type: none"> - EIR should consider downstream impacts of the project and appropriate mitigation for post-development flows.
November 15, 2005	Native American Heritage Commission	<ul style="list-style-type: none"> - EIR should analyze impacts to cultural resources in the study area.
November 18, 2005	California Department of Health Services	<ul style="list-style-type: none"> - General Plan Update should examine existing and future water supplies as well as capacities and water facilities supplied by Nevada Irrigation District (NID) and Placer County Water Agency (PCWA). - The proper use of permits should be observed when new water wells are drilled or treatment plants are added.
November 28, 2005	Placer County Flood Control and Water Conservation District	<ul style="list-style-type: none"> - EIR should address higher peak flow rates at downstream locations, increases in runoff volumes, overloading of the actual or designed capacity of existing stormwater and flood-carrying facilities, and the alteration of floodplain boundaries. - EIR must specifically quantify the incremental effects of higher peak flow rates at downstream locations, increases runoff volumes and alteration of floodplain boundaries.
November 29, 2005	Placer County Water Agency	<ul style="list-style-type: none"> - EIR should examine existing and future water supplies and the infrastructure to convey water to the City of Lincoln.
November 29, 2005	California Department of Transportation, Division of Aeronautics	<ul style="list-style-type: none"> - General Plans and elements must clearly demonstrate intent to adhere to ALUC policies to ensure compliance with compatibility criteria. - General Plans must include policies concerning height restrictions, noise, school siting, and minimizing hazards to wildlife.
November 29, 2005	Placer County Air Pollution Control District	<ul style="list-style-type: none"> - EIR should include the City's existing air quality. - EIR should include state and federal air quality standards. - The EIR should also include an estimate of daily emissions associated with the Proposed Project. - Carbon monoxide concentrations at intersections should be analyzed. - EIR should discuss mitigation strategies to reduce the project's air quality impacts.
November 29, 2005	Placer County Water Agency	<ul style="list-style-type: none"> - EIR should discuss existing and future water supplies and infrastructure. - EIR should consider the use of recycled water where feasible.
November 30, 2005	California Department of Fish and Game	<ul style="list-style-type: none"> - Analyze and discuss all reasonably foreseeable direct and indirect project-related impacts on biological resources due to project implementation. - Identify feasible mitigation measures to address all reasonably foreseeable impacts on biological resources. - Evaluate the plan's contribution to habitat fragmentation and population isolation of plant and animal populations. - Evaluate the consistency of the proposed plan with the ongoing conservation planning efforts in Placer County. - EIR should discuss a project alternative that will achieve most of the project objectives and will avoid or lessen the project-related impacts on biological resources. - The general Plan should avoid developing in areas near vernal pool grasslands. - EIR should discuss proposed uses and management strategies and activities associated with non-urbanized land.

TABLE 1-1 (CONTINUED)
SUMMARY OF KEY ISSUES FROM COMMENTS RECEIVED DURING
THE NOVEMBER TO DECEMBER 2005 PUBLIC REVIEW PERIOD

Date	Commenter	Summary of Key Issues
December 1, 2005	Reclamation District No. 1001	<ul style="list-style-type: none"> - EIR should analyze flooding impacts resulting from the implementation of the Proposed Project. - EIR should analyze stormwater flow into watersheds in the study area.
December 2, 2005	California Department of Transportation	<ul style="list-style-type: none"> - EIR should discuss population growth impacts to highways. - EIR should analyze impacts to Lincoln Bypass, identify needed improvements to accommodate future population growth, and include mitigation fees using current data. - EIR should plan for local roads to supplement regional traffic. - Planned commercial development along Lincoln Bypass Corridor should be built within proper distances from ramp intersections. - Update Draft Land Use Diagram to include locations of regional commercial development. - The location of future interchanges should be consistent with the approved Freeway Agreements. - The City should include a local parallel road to SR 65 and an undercrossing or overcrossing between Nelson Road and Ferrari Ranch Road. - The City should consider corridor aesthetics along State Routes 65 and 193.
December 2, 2005	City of Rocklin Community Development Dept.	<ul style="list-style-type: none"> - EIR should take into consideration that the planning area and proposed Sphere of Influence are located in close proximity to the WRS Landfill. - Traffic from the project area needs to be analyzed as to its impacts on Highway 65. - An analysis of available water supply to serve the project area needs to be provided. - EIR needs to know how water will be treated in the project area.
December 2, 2005	Karla McAnally	<ul style="list-style-type: none"> - EIR needs to address buffering or transitional land use zoning to be compatible with land use zoning of neighboring jurisdictions.
December 5, 2005	California Department of Conservation	<ul style="list-style-type: none"> - EIR should describe the project setting in terms of the actual and potential agricultural productivity of the land. - EIR should include: type, amount and location of farmland lost to project implementation; conflicts with the Williamson Act contracts; indirect impacts on current and future agricultural operations, etc. - EIR should include mitigation measures, such as conservation easements, for agricultural impacts.
December 6, 2005	Various Landowners in Village 3	<ul style="list-style-type: none"> - Support for City's Proposed Project, that all land in Village 3 be included in the General Plan Update SOI. - Opposed to any alternative that places the SOI Line South of Wise Road.
December 8, 2005	Placer County Environmental Health Services	<ul style="list-style-type: none"> - EIR should be distributed to certain state agencies. - General Plan should include an analysis of possible environmental and health risks from contaminants in the Ag Resources section. - An analysis of Health Department and other Placer County Services should be included in EIR.

**TABLE 1-1 (CONTINUED)
SUMMARY OF KEY ISSUES FROM COMMENTS RECEIVED DURING
THE NOVEMBER TO DECEMBER 2005 PUBLIC REVIEW PERIOD**

Date	Commenter	Summary of Key Issues
December 12, 2005	Placer County Community Development Resource Agency	<ul style="list-style-type: none"> - EIR should discuss the potential impacts and mitigation measures for water quality and increased runoff. - General Plan should analyze the long-term traffic operations with the buildout of all the major land development proposals. - Detailed analysis should be performed on major routes in the study area and the need for north/south roadway connections in the southern portion of the proposed City boundary. - EIR should discuss alternative transportation options for the study area.
December 12, 2005	Placer County Department of Agricultural Weights and Measures	<ul style="list-style-type: none"> - EIR needs to examine losing farmland/soils to development. - EIR needs to address the issue of sufficient water supplies. - EIR needs to evaluate where water currently drains. - EIR must evaluate the issue of appropriate distance buffers between development and adjacent agricultural land.
December 13, 2005	Warren Bostick	<ul style="list-style-type: none"> - EIR should include measures to protect agricultural uses in the study area, for example, through adopting the Placer County Right to Farm Act.
December 13, 2005	Patricia Woolery	<ul style="list-style-type: none"> - Support for Village 3 if it is included in the SOI.
December 14, 2005	Western Placer Waste Management Authority	<ul style="list-style-type: none"> - EIR needs to discuss potential conflicts between any potential developments in the vicinity of the WRSL. - EIR should discuss possible closures of landfills due to public proximity and perceptions. - EIR should include projected quantities of solid waste that will be generated upon implementation of the project. - EIR should assess the ability of the WPWMA solid waste handling facilities to accept and process the projected quantities of solid waste that will be generated by this project. - EIR should discuss the increased amount of sewage sludge that will be generated by implementation of the project and its potential impact on the WRSL.
December 15, 2005	Pacific Gas and Electric Company	<ul style="list-style-type: none"> - EIR will need to evaluate the potential impacts of the additional utility facilities that will be needed to support projected growth. - EIR should discuss impacts to utility services from the Proposed Project. - EIR should include a discussion of measures that PG&E would have to take to meet the needs related to future growth.
December 15, 2005	City of Roseville, Community Development	<ul style="list-style-type: none"> - EIR should provide analysis of Proposed Project's impact on City of Roseville's transportation system as well as regional transportation facilities. - General Plan update should include growth of emergency services, such as fire department services. - Libraries should be added to the list of public services/public facilities. - EIR should include analysis of project impacts on the West Placer Waste Management Authority (WPWMA) Regional Landfill and Material Recycling Facility.
December 15, 2005	Placer County Transportation Planning Agency	<ul style="list-style-type: none"> - EIR must remain consistent with the Airport Land Use Compatibility Plan (ALUC).

TABLE 1-1 (CONTINUED)
SUMMARY OF KEY ISSUES FROM COMMENTS RECEIVED DURING
THE NOVEMBER TO DECEMBER 2005 PUBLIC REVIEW PERIOD

Date	Commenter	Summary of Key Issues
December 15, 2005	Placer County Planning Department	<ul style="list-style-type: none"> – Prior to commencement of the EIR process, the City should refine the precise location of each proposed land use to better articulate where associated traffic impacts may be created. – EIR should be expanded to include a reflection of all the regional development and actively interface with the super-cumulative traffic studies. – EIR should address the impacts of the proposed General Plan Update on sensitive and protected habitat.
December 16, 2005	Placer County Local Agency Formation Commission	<ul style="list-style-type: none"> – NOP adequately details necessary requirements for the preparation of the DEIR for LAFCO's use in future consideration of a Municipal Service Review and Sphere of Influence of the City.
December 16, 2005	Markham Ravine Neighborhood Committee	<ul style="list-style-type: none"> – Open space recreational buffers should be created between the Markham Ravine and future housing/commercial developments. – Zoning in the General Plan would create negative environmental impacts on this open space. – EIR should analyze project impacts on watersheds in the study area.
December 20, 2005	Placer Mosquito Abatement District	<ul style="list-style-type: none"> – EIR should analyze storm water runoff controls in the context of mitigating mosquito hazards.

Draft EIR

This document constitutes the Draft EIR. The Draft EIR contains a description of the project and provides discussions of potential project impacts, discussions of measures (Draft General Plan policies and/or revisions to existing policies) to be implemented to mitigate impacts found to be significant, as well as an analysis of several project alternatives. A full description of the environmental setting for the project is provided in the Draft General Plan Background Report (see **Appendix B**)

As required by CEQA, this Draft EIR focuses on significant or potentially significant environmental effects (CEQA Guidelines Section 15143). Comments received on the NOP helped to further refine the list of environmental issues to be evaluated in this EIR. Please see Section 1.4 “Reader’s Guide to the EIR” of this chapter for additional information related to the scope and organization of the Draft EIR.

All of the impacts analyzed in this EIR, including those considered to be less than significant, are summarized in Table ES-3 of the Executive Summary.

Public Review of the Draft EIR

This Draft EIR will be circulated to numerous public and private agencies, organizations, and interested groups and persons for a 45-day public review period. A public notice will be posted on the Draft General Plan website (www.westplanning.com) and the Lincoln News Messenger. A notice of public availability and review of the Draft EIR will be sent to all recipients on the City's General Plan Update notification list consisting of approximately 240 individuals. The Draft EIR, along with copies of documents referenced herein, is also available for public review at the following location during the review period:

City of Lincoln
Community Development Department
640 Fifth Street
Lincoln, CA 95648
Attn: Rod Campbell

The City will receive public input on the EIR at a hearing(s) prior to the Planning Commission and/or the City Council makes a final decision on the project. The public hearing(s) will be held on date(s) to be separately noticed. Public comment(s) in writing is required during the 45-day public review period.

Final EIR, EIR Certification, and Project Approval

Written comments received in response to the Draft EIR will be addressed in a response to comments document, which, together with the Draft EIR, will constitute the Final EIR. Following preparation of the Final EIR, City staff will make recommendations to the Planning Commission and the City Council. The Planning Commission and the City Council will review the Final EIR for adequacy and consider it for certification pursuant to the requirements of section 15090 of the CEQA Guidelines. Certification consists of three separate but related findings:

- (1) The Final EIR has been completed in compliance with CEQA;
- (2) The Final EIR was presented to the decision-making body of the lead agency, and that the decision-making body reviewed and considered the information contained in the final EIR prior to approving the project; and
- (3) The Final EIR reflects the lead agency's independent judgment and analysis.

If the City Council certifies the Final EIR and chooses to approve the project, the Council will then be required to adopt findings on the feasibility of reducing or avoiding significant environmental effects (CEQA Guidelines, § 15091, subd. (a)) and to adopt a statement of overriding considerations identifying the project benefits that outweigh the project's significant unavoidable effects (*id.*, § 15093).

The findings required by section 15091, subdivision (a), will require the City Council to make one or more of the following three findings with respect to each significant effect identified in this EIR:

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

According to CEQA Guidelines section 15093, which sets forth the requirements for preparing a statement of overriding considerations,

- (a) CEQA requires the decision-making agency to balance, as applicable, the economic, legal, social, technological, or other benefits of a Proposed Project against its unavoidable environmental risks when determining whether to approve the project. If the specific economic, legal, social, technological, or other benefits of a Proposed Project outweigh the unavoidable adverse environmental effects, the adverse environmental effects may be considered “acceptable.”
- (b) When the lead agency approves a project which will result in the occurrence of significant effects which are identified in the Final EIR but are not avoided or substantially lessened, the agency shall state in writing the specific reasons to support its action based on the Final EIR and/or other information in the record. The statement of overriding considerations shall be supported by substantial evidence in the record.

Public Resources Code section 21081.6, subdivision (a)(1), requires lead agencies to “*adopt a reporting or monitoring program for the changes made to the project or conditions of project approval, adopted in order to mitigate or avoid significant effects on the environment.*” This mitigation monitoring and reporting program (MMRP) should be adopted at the time the Council adopts the findings described above. Throughout this Draft EIR, mitigation measures have been clearly identified and presented in language that will facilitate establishment of a monitoring and reporting program. Any mitigation measures adopted by the City may take the form of general plan policies integrated into the Draft General Plan. This approach is encouraged by the same statute, which, in subdivision (b), states that “[c]onditions of project approval may be set forth in referenced documents which address required mitigation measures or, in the case of the adoption of a plan, policy, regulation, or other public project, by incorporating the mitigation measures into the plan, policy, regulation, or project design.” Case law gives the City the option of integrating its mitigation reporting or monitoring program directly into the general plan as well. (See *Rio Vista Farm Bureau Center v. County of Solano* (1992) 5 Cal.App.4th 351, 380-381.)

Once the City Council certifies the adequacy of the Final EIR and approves the project (with the accompanying findings, statement of overriding considerations, and Mitigation Monitoring and Reporting Program), the City will file a Notice of Determination (NOD) with both the County Clerk of Placer County and the State Clearinghouse. The posting of the NOD will initiate a 30-day statute of limitations during which any affected party can initiate litigation challenging the Draft General Plan on CEQA grounds.

1.4 Reader's Guide to the Draft EIR

To assist the reader in understanding both the organization and content of this EIR, the following section has been prepared to introduce the reader to the basic concepts of the project, help the reader understand the organization of the document, and understand the key assumptions that went into preparation of the EIR analysis. The section begins with a glossary of key definitions used throughout the document. For additional details specific to the Proposed Project itself, please see Chapter 2, Project Description, of the EIR.

Glossary of Key Terms

The following key terms are used throughout the EIR:

- **Sphere of Influence:** The City's Sphere of Influence represents the City's future physical boundaries and service area as defined by LAFCO.
- **Planning or Study Area:** For this EIR, the study area includes all lands that comprise the City's proposed Sphere of Influence. The resources associated with this land are the focus of the EIR analysis. The study area also includes any surrounding unincorporated land outside the Sphere of Influence that may indirectly affect land use within the City through various activities (e.g., operation of the Regional Solid Waste Facility).

Draft General Plan Documents

The Draft General Plan Update included the preparation of a number of major documents. These documents can be divided into two sets: Draft General Plan documents (intended for adoption), and supporting documents that are used to assist the decision making process but are not part of the adopted Draft General Plan itself. Draft General Plan documents include:

- **General Plan Executive Summary.** This document provides an overview of the Draft General Plan and its component documents. It describes the study area, summarizes the General Plan's goals and policies, provides a brief overview of existing conditions, summarizes the issues raised during the preparation of the Draft General Plan, and identifies the environmental impacts associated with the Draft General Plan.
- **Background Report (August 2006).** This report provides a detailed description of the conditions that existed within the study area during the development of the Draft General Plan. For the Lincoln General Plan, the Background Report was originally prepared in

2003 and has been updated to reflect the study area as proposed by the General Plan Steering Committee in August 2005. This report is included as Appendix B of this EIR.

- **Draft Goals and Policies Report (October 2005).** This report is the essence of the Draft General Plan. It contains the goals and policies that will guide future decisions within the City. It also identifies a full set of implementation measures that will ensure the goals and policies in the Draft General Plan are carried out, as well as, the draft Land Use Diagram. The Goals and Policies Report is included as Appendix C of this EIR.

General Plan supporting documents include the following:

- **Environmental Impact Report.** The EIR prepared for the Draft General Plan is designed to meet the requirements of CEQA. The Planning Commission, City Council, the community, and interested public agencies will use the EIR during review of the Draft General Plan in order to understand the potential environmental implications associated with implementation of the Draft General Plan.

Additional technical reports/analysis completed in support of the Draft General Plan include several documents which are more fully described below in the section entitled “Documents Incorporated by Reference”.

One objective in updating the City’s Draft General Plan is to make the plan user-friendly. To do this, the Proposed Project has been divided into several documents so that its goals and policies can be easily referenced, while detailed background and environmental information is also easily available when needed. The heart of the Draft General Plan – the Goals and Policies Report (Appendix C), Background Report (Appendix B), and the EIR – use the same numbering system so that readers can easily find corresponding discussions in each of the reports. For example, if someone wanted information on biological resources that exist in the City today, they can turn to Section 7.6 of the Background Report to learn about habitats and wildlife species found in the study area. If they want to know about City policies related to biological resources, they can refer to Section 7.6 of the Goals and Policies Report. Consequently, if they want to learn about the impacts to local biological resources, they can refer to Section 7.6 of the EIR.

EIR Organization

Because the key documents share a similar numbering system, **Table 1-2** is provided below to highlight the organization of the EIR. This draft EIR includes all of the sections required by CEQA as identified in Table 1-2.

**TABLE 1-2
REQUIRED EIR CONTENTS AND ORGANIZATION**

Location In EIR	Requirement (CEQA Section)
Table of Contents	Table of Contents (Section 15122)
Executive Summary	Summary (Section 15123)
Chapter 2 Project Description	Project Description (Section 15124)
Chapter 3 Economic Development	Significant Environmental Effects of the Project (Section 15126[a])
Chapter 4 Land Use	
Chapter 5 Transportation	Unavoidable Significant Environmental Effects (Section 15126[b])
Chapter 6 Public Facilities and Services	
Chapter 7 Open Space and Conservation	Mitigation Measures (Section 15126[e])
Chapter 8 Health and Safety	
Chapter 9 Housing	
Chapter 10 Alternatives	Alternatives to the Project (Section 15126[f])
Chapter 11 Additional Statutory Considerations	Cumulative Impacts (Section 15130)
	Growth-Inducing Impacts (Section 15126[d])
	Effects Found not to be Significant (Section 15128)
Chapter 12 Report Preparation	List of Preparers (Section 15129)
Chapter 13 Acronyms	
Chapter 14 Bibliography	Organization and Persons Consulted (Section 15129)

As shown in Table 1-2, the EIR is organized into the following chapters so that the reader can easily obtain information about the project and its specific issues:

- **Chapter 1, Introduction**, provides an overview of the purpose and use of an EIR and the EIR process.
- **Chapter 2, Project Description**, provides a detailed description of the project objectives and the components of the project.
- **Chapters 3–9**, provide analysis and discussion of impacts of the project on each resource topic as well as topics covered in the elements of the General Plan. Mitigation measures (General Plan policies) are also included that would eliminate or reduce significant impacts.
- **Chapter 10, Alternatives to the Project**, evaluates the environmental effects of the alternatives to the project, including the No Project Alternative and the environmentally superior alternative.
- **Chapter 11, Additional Statutory Considerations**, provides a discussion of issues required by CEQA that are not covered in other chapters. This includes unavoidable adverse impacts, irreversible environmental changes, growth inducement, and cumulative impacts.

- *Chapter 12, Report Preparation*, lists the individuals involved in preparing this EIR.
- *Chapter 13, Acronyms*, provides a list of all the abbreviations used in the EIR.
- *Chapter 14, Bibliography*, identifies the documents (printed references) and individuals (personal communications) consulted in preparation of this EIR.

Issues Addressed in the EIR

As part of the CEQA process for the Proposed Project, an NOP was prepared and circulated for public comment. On the basis of the analysis provided in the NOP and public input, the scope of environmental resources and issues to be addressed in this EIR was established. To help ensure that this EIR evaluates all topics that may be significantly affected by the Proposed Project, the topics in the NOP were again reviewed during preparation of the EIR. As previously mentioned, a copy of the NOP is provided as Appendix A of this EIR.

Terminology Used in the EIR

For each impact identified in this EIR, a statement of the level of significance of the impact is provided. Impacts are categorized in one of the following categories:

- A project impact is considered **beneficial** if it will result in the improvement of an existing physical condition in the environment (no mitigation required).
- A project impact is considered **less than significant** when it does not reach the standard of significance and would therefore cause no substantial change in the environment. No mitigation is required for less-than-significant impacts.
- A **significant impact** is a substantial, or potentially substantial, adverse change in the environment. Physical conditions which exist within the area will be directly or indirectly affect by the Proposed Project. Impacts may be direct or indirect, and short- or long-term. A project impact is considered significant if it reaches the threshold of significance identified in the EIR. Mitigation measures may reduce a potentially significant impact to less than significant.
- A **significant and unavoidable impact** occurs when, even with the adoption of all proposed mitigation measures, a significant impact cannot be avoided or mitigated to a less-than-significant level once the project is implemented.

The impact assessment provided in this EIR is divided into a number of individual impact statements for specific topics. For instance “Impact HS-7: The Proposed Project would expose sensitive receptors to substantial pollutant concentrations.” Following each impact statement is a discussion of the potential impact and the Draft General Plan policies and implementation measures that help to mitigate this impact. At the end of each discussion, a statement on the level of significance is also provided.

The draft EIR also identifies mitigation measures. CEQA Guidelines (Section 15370) define mitigation as:

- a) Avoiding the impact altogether by not taking a certain action or parts of an action.
- b) Minimizing impacts by limiting the degree or magnitude of the action and its implementation.
- c) Rectifying the impact by repairing, rehabilitating, or restoring the impacted environment.
- d) Reducing or eliminating the impact over time by preservation and maintenance operations during the life of the action.
- e) Compensating for the impact by replacing or providing substitute resources or environments.

Overall EIR Approach and Assumptions

This EIR is a complete EIR with updated information on the study area's environmental setting from the Draft General Plan Background Report, impact analysis, mitigation measures, and evaluation of a range of land use alternatives. The Draft General Plan Background Report is provided as Appendix B of this EIR.

As more fully described above under Section 1.2, Type of EIR, this EIR has been prepared as a program EIR. As a program EIR, this document focuses on the overall effects of the project. However, the analysis does not examine in detail the localized effects of potential site-specific projects that may occur under the overall umbrella of this program in future years. In fact, this EIR assumes that specific development projects and infrastructure improvement proposals submitted to the City may necessitate an independent environmental analysis in accordance with the requirements of CEQA (for possible means of streamlining such review, see Section 1.2 above). The nature of general plans is such that many proposed policies are intended to be general, with details to be later determined during the implementation phases of the General Plan. Consequently, many of the impacts and mitigation measures can only be described in general or qualitative terms.

CEQA mandates that lead agencies adopt mitigation monitoring and reporting programs for projects identified as having significant impacts where mitigation measures have been identified to reduce the impacts to a *less-than-significant* level. Mitigation monitoring and reporting programs are intended to ensure compliance during project implementation. These programs provide the additional advantages of providing staff and decision-makers with feedback as to the effectiveness of mitigation measures, as well as the experience and information to shape future mitigation measures.

The Draft General Plan is intended to be self-mitigating, in that the policies and implementation measures are designed to mitigate environmental impacts. This EIR clearly identifies how the impacts of future development in the City of Lincoln will be mitigated through implementation of the policies and measures of the project. Any residual impact after implementation of these

proposed policies and measures is measured against the significance criteria established for each impact topic. A significance criterion is an identifiable quantitative, qualitative, or performance level of a particular environmental effect in which non-compliance indicates that the impact is considered to be significant.

The analysis provided in the EIR is based on the following key assumptions:

- **Full Implementation.** This EIR assumes that all policies in the Draft General Plan will be fully implemented and all development will be consistent with the Land Use Diagram. Key elements of the Draft General Plan include establishment of an Urban Services Boundary (USB) coterminous with the Sphere of Influence, increased densities/intensities of development to encourage infill development and an urban “Village” development concept.
- **Buildout in 2050.** This EIR assumes that overall buildout of the project will occur by 2050. Consequently, it is understood that development under the Proposed Project will be incremental and timed in response to market conditions. And while the Draft General Plan includes policies intended to control the amount and location of new growth, it does not include interim “phases” (development scenarios) as any attempt to predict the exact pace and locations of market-driven growth is considered speculative.
- **Consistency with Jurisdictional Boundary Requirements.** This EIR assumes that development proposed outside the existing City limits but inside the USB will be annexed to the City, after review and approval by the Placer County LAFCO. The Proposed Project encompasses all of the land inside the existing City Limits and the proposed Sphere of Influence boundary. In limited situations, some City services may be extended outside the City’s Sphere of Influence due to health and/or safety issues.

Documents Incorporated By Reference

Section 15150 of the CEQA Guidelines permits documents of lengthy technical detail to be incorporated by reference in an EIR. Specifically, Section 15150 states that 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*” Incorporated documents are to be briefly summarized in the EIR and be made available to the public for inspection or reference. The EIR for the Proposed Project incorporates, by reference, the documents noted below, several of which are provided as appendices to this EIR or are available at the City of Lincoln, Community Development Department, 640 Fifth Street, Lincoln, CA 95648. A summary of key information from these documents is provided throughout this EIR, as appropriate.

- **Alternatives Report (September 2003).** This report provides initial planning information to the General Plan Steering Committee. The report included constraints information specific to floodplains, airport overflight zones, and buffer areas for odor generating facilities. In addition, the report included applications for General Plan Amendments and three conceptual land use plans with associated population projections.

- ***Fiscal Benchmarking Analysis (January 2004).*** This report provides an analysis to identify how the City could provide desired levels of public services to current and future residents. The report provides cost comparisons of other California communities providing similar city services to their residents and identifies the various revenue sources that cities collected to fund those services.
- ***Water Demand Projections (May 2004).*** This report provides a preliminary analysis of existing and future demand for domestic water, existing and future sources of domestic water as well as facilities that would be used to store, treat, and convey water for domestic use within the City of Lincoln.
- ***Transportation System Constraints Analysis (September 2004).*** This report provides initial preliminary transportation constraints-level analysis and evaluates future traffic demand as well as roadway operations proposed under the “Village” land use concept. The report indicates how travel forecasts were prepared, includes results of a preliminary traffic analysis (under cumulative conditions), and outlines the key circulation issues that were identified in the transportation analysis.
- ***City of Lincoln General Plan Goals and Policies Report – Public Draft (October 2005).*** This report contains the most current set of goals, policies, and implementation measures that will guide future land use decisions within the City. This report is included as Appendix C.
- ***Drainage and Surface Waters Impacts and Constraints (February 2006).*** This report provides a summary of existing information regarding the City’s drainage facilities and provides recommendations for system improvements and supplementing existing drainage data.
- ***Sewer Constraints Analysis and Sewer Facilities Cost Estimates (February 2006).*** This report provides a preliminary wastewater flow analysis and identified several potential constraints associated with the sewage collection and treatment system based on the “Village” development concept. The report also recommends several potential future sewer facilities and preliminary cost estimates of the proposed facilities.
- ***Water System Constraints Analysis (March 2006).*** This report provides the results of the water supply analysis and provides recommendations on the future water supply facility requirements necessary to implement the Draft General Plan and other land use alternatives.
- ***City of Lincoln General Plan Background Report (August 2006).*** This report provides a detailed description of the existing environmental or “setting” conditions that existed within the study area during the development of the General Plan. For the Lincoln General Plan, the Background Report reflects conditions within the study area as of 2005 where appropriate data is available. This report is included as Appendix B.

1.5 EIR Preparation

This EIR has been prepared by a consulting team led by staff from Environmental Science Associates (ESA), under contract to the City of Lincoln. The Draft EIR has been prepared for the City of Lincoln in accordance with CEQA statutes (Pub. Res. Code Section 21000 et seq.) and the State CEQA Guidelines (14 California Code of Regulations [CCR], Section 15000 et. seq.). Staff members from the City of Lincoln and the consulting team who helped prepare this EIR are identified in Chapter 12, Report Preparation.