
3.0 PROJECT DESCRIPTION

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3.1 PROJECT LOCATION

The project site is located adjacent to the City of Santa Cruz on the University of California Santa Cruz (UCSC) campus at the northwestern edge of the city (see Figure 1). The 2,000-acre UCSC campus is located 70 miles south of San Francisco in the County of Santa Cruz between the northwest edge of the City of Santa Cruz and the Santa Cruz Mountains. The campus is bounded by Pogonip City Park and Henry Cowell Redwoods State Park to the east, private land holdings to the north and west, and Wilder Ranch State Park to the west. The project property is owned by the University of California. Figure 2 shows UCSC campus and off-campus facilities in relation to surrounding uses.

The approximate 374-acre site (portions of Assessor Parcel Numbers 061-321-40 and 062-041-49) is located north of the existing developed portion of the UCSC campus (see Figure 3).¹ The project site is located within an area that is known as “North Campus.” The “Lower Campus” and “Central Campus” to the south are located within Santa Cruz city limits, while the “North Campus” and “Upper Campus” to the north are located within the unincorporated area of Santa Cruz County. Figure 4 identifies UCSC campus areas. The North Campus area is contiguous with the City’s jurisdictional limits.

3.2 ENVIRONMENTAL SETTING

The project site covers a 374-acre portion of the North Campus located east of Empire Grade (hereinafter referred to as the “project area”). The project area is bordered by the developed UCSC campus within city limits to the south, the City-owned Pogonip property to the east, the undeveloped UCSC “Upper Campus” to the north, the undeveloped portion of the North West to the west of Empire Grade, and existing residential development and open space

¹ All EIR figures are included in Chapter 8.0 at the end of the EIR (before appendices) for ease of reference as some figures are referenced in several sections.

within an unincorporated area of Santa Cruz County to the west. A short segment of Empire Grade Road forms the area's southwestern boundary (see Figure 3).

The site is primarily undeveloped and contains mostly forested lands. Small portions of UCSC's Colleges 9/10 and Crown Merrill Apartment complex are located within the project area, while the remainder of the project area contains a network of UCSC-constructed fire break gravel roads, underground water lines, a water system pump station, fire hydrants, and abandoned water tanks.

Campus development and expansion is planned for the project area in the University's adopted *Long-Range Development Plan 2005-2020* (hereinafter referred to as the 2005 LRDP). The 2005 LRDP covers campus growth (including the offsite Delaware Avenue facility) through a projected horizon year of 2020. The LRDP is further discussed below and in the LAND USE (Chapter 4.3) section of this EIR.

3.3 PROJECT OVERVIEW

The project consists of a proposed amendment to the City of Santa Cruz Sphere of Influence (SOI) to include a 374-acre portion of the UCSC "North Campus" for the purpose of providing extraterritorial water and sewer services. Applications were submitted to the Santa Cruz Local Agency Formation Commission (LAFCO) by the City of Santa Cruz (for the SOI amendment) and by UCSC (for provision of extraterritorial services). The applications to LAFCO were made by the City and University in accordance with provisions of the "Comprehensive Settlement Agreement" regarding the University's 2005 Long Range Development Plan EIR.² A Sphere of Influence is the probable physical boundaries and service area of a local government that is developed by LAFCOs in each county pursuant to State law.

Implementation of the proposed project would adjust the City's probable physical boundaries and service area for water and sewer service to include the project area in which UCSC proposes development in its adopted 2005 LRDP and as set forth in the Comprehensive Settlement Agreement. The 2005 LRDP estimates an on-campus enrollment of 19,500 students by academic year 2020-2021. UCSC's 2005 LRDP designates the project area for a mix of college, housing, physical education, academic facilities, campus reserve and protected landscape/resource land uses, which are further described in the LAND USE (Chapter 4.3) section of this EIR. Maximum new development under the 2005 LRDP is estimated to be

²The 2005 LRDP EIR was legally challenged by several entities, including the City of Santa Cruz. A ruling by the Santa Cruz County Superior Court in *City of Santa Cruz et al. v. Regents of the University of California et al.* (CV 155571, consolidated with Case No. CV155583) concluded that additional analyses relating to water supply, housing, and traffic mitigation were required. In August 2008 a "Comprehensive Settlement Agreement" was executed by all the parties and that resolved the lawsuits. The Settlement Agreement was entered as a final judgment of the Court, thereby superseding the previous court ruling. See Appendix C for further discussion.

3,175,000 gross square feet, which may occur within the project area under provisions of the Comprehensive Settlement Agreement.

3.4 BACKGROUND

City Sphere of Influence and Service Areas

A Local Agency Formation Commission (LAFCO) was established in each county in 1963 in accordance with State law to promote the orderly development of local government agencies, efficient provision of services, guide development away from prime agricultural land and discourage urban sprawl. LAFCO must adopt a Sphere of Influence (SOI) for each governmental agency (including special districts). A Sphere of Influence is the probable physical boundaries and service area of a local government. In certain circumstances, State law allows LAFCO to authorize a city or district to provide a service outside the agency's boundaries. Santa Cruz LAFCO has adopted procedures and policies for its consideration of these types of applications. Further description of LAFCO and governing guidelines, standards and policies is presented in the LAND USE (Chapter 4.3) section of this EIR. The existing Sphere of Influence for the City of Santa Cruz is shown on Figure 5. The SOI for the City of Santa Cruz includes lands within City limits, an unincorporated area along 7th Avenue, and another unincorporated area in the Carbonera Creek vicinity.

The City of Santa Cruz Water Department provides water service to an approximate 30-square-mile area that includes lands within existing City limits, a portion of UCSC that is within City limits (and a small adjoining portion of UCSC outside City limits), adjoining unincorporated areas of Santa Cruz County (i.e., Live Oak), a small part of the City of Capitola and coastal agricultural lands outside City limits (City of Santa Cruz Water Department, February 2006). In November 2006, LAFCO passed a resolution to grant the City of Santa Cruz "Areawide Approval" to provide water service to areas outside city limits pursuant to local rules. (See the LAND USE (Chapter 4.3) section of this EIR for further discussion.) The service area includes properties that are currently provided water service or are within the City or County urban service areas (see Figure 6). It should also be noted that the City's water service area covers a larger geographical area than the City's adopted Sphere of Influence.

The City of Santa Cruz provides municipal wastewater treatment and collection services to properties located in the City of Santa Cruz. The wastewater treatment plant serves as a regional facility that also serves areas outside the city as shown on Figure 7. These areas include:

- The Santa Cruz Sanitation District (see Figure 8), which includes the unincorporated areas of Live Oak, Soquel and Aptos and the city of Capitola);

- ❑ County Service Areas 10 and 57 (Rolling Woods and Graham Hill) as shown on Figure 9.

Further description of LAFCO and governing policies is presented in the LAND USE (Chapter 4.3) section of this EIR.

UCSC 2005 LRDP

On September 21, 2006, the University of California Regents adopted the *Long-Range Development Plan 2005-2020* (2005 LRDP) for the UCSC campus after certification of the 2005 LRDP EIR. The 2005 LRDP identifies campus goals and development objectives and provides a map of proposed campus land uses (see Figure 10). The 2005 LRDP is a physical development and land use plan framework to accommodate the academic, research and student/faculty services for the campus. The 2005 LRDP anticipates a campus enrollment of 19,500 students by academic year 2020-2021, provision of 9,556 on-campus housing units/beds for students, faculty and staff, and includes a building program that would allow a total of approximately 8,242,400 gross square feet (gsf) of development (including existing development) by academic year 2020-2021. This represents approximately 3,175,000 gsf of new development. According to UCSC's application to LAFCO, implementation of the 2005 LRDP will ensure the ability of the University of California to comply with the Master Plan for Higher Education.

The 2005 LRDP EIR was legally challenged by several entities, including the City of Santa Cruz. A ruling by the Santa Cruz County Superior Court in *City of Santa Cruz et al. v. Regents of the University of California et al.* (CV 155571, consolidated with Case No. CV155583) concluded that additional analyses relating to water supply and housing, and an enforceable mechanism for traffic mitigation were required. In August 2008 a "Comprehensive Settlement Agreement" was executed by all the parties³ that resolved the lawsuits. The Settlement Agreement was substituted as the final judgment of the Court, thereby superseding the previous court ruling. A summary of the Agreement is provided below.

Comprehensive Settlement Agreement

Important provisions of the Settlement Agreement are summarized below. The full Comprehensive Settlement Agreement is included in Appendix C of this EIR.

- ❑ **Enrollment:** The 2005 LRDP projected a full-time equivalent (FTE) on campus 3-quarter average (fall-winter-spring) combined graduate and undergraduate enrollment of 19,500 in academic year 2020-2021. The Settlement Agreement revised

³ The parties include the City of Santa Cruz, the County of Santa Cruz, The Regents of the University of California, the Coalition for Limiting University Expansion (CLUE), the Rural Bonny Doon Association, Don Stevens, Peter L. Scott, Hal Levin, Jeffrey M. Arnett, Harry D. Huskey, Kaye Beth, Eric M. Grodberg, Sigrid McLaughlin, Russel B. Weisz, Helene B. Dowling, and John C. Aird.

the 2005 LRDP enrollment projections by limited undergraduate enrollment to 17,500, and total on-campus combined graduate and undergraduate to 19,480 in academic year 2020-2021 (section 1.1). Enrollment will be adjusted downward by UCSC if its settlement housing commitment (see below) is not met or water demand increases during a City service area-wide moratorium (section 1.3⁴).

- **Housing:** UCSC will provide 7,125 beds for student enrollment up to 15,000 and will provide additional housing to accommodate 67 percent of new-student enrollment above 15,000. This results in provision of a total of 10,125 available beds for an enrollment of 19,500. The 2005 LRDP originally called for UCSC to provide housing for 50 percent of undergraduates and 25 percent of graduate students during the life of LRDP for a total of 9,190 beds. The Settlement Agreement increases student housing by 935 beds that will be provided by new construction, remodeling and off-campus housing, the latter of which is limited to no more than 225 beds (sections 2.0 and 2.4). UCSC will also contribute specified fees to the City for each UCSC-owned or leased, off-campus student bed that results in a tax revenue loss to the City (which will be used by the City to support services for UCSC's off-campus population Section 2.4b). UCSC's increased housing commitment will revert to the 2005 LRDP commitment under conditions specified in the Settlement Agreement (sections 2.1c, 2.8e).
- **Water and Sewer Services:** In order to support UCSC in achieving its on-campus housing commitment, the City agreed to continue to provide water service to the campus through the existing connections (section 2.7a). The Settlement Agreement requires the City and UCSC to concurrently apply to the Santa Cruz LAFCO for a Sphere of Influence amendment (City application) and for extraterritorial water and sewer services (University application) for the area identified as the North Campus to allow for the development of 3,175,000 gross square feet of additional building space as described in the 2005 LRDP (section 2.8). The Settlement Agreement further provides that the City and County will negotiate an agreement for the SOI amendment to include the area below (south of) the line identified on the map in the Agreement (see Figure 10). The Agreement provides that UCSC's housing commitment under the Agreement will be excused if the LAFCO decision is legally challenged, and the final judicial determination upholds a LAFCO denial or reverses a LAFCO approval of the University's application (section 2.8e).

UCSC will pay a fee for increased water use (equivalent to the City's "system development charges") to cover its proportional share of use of City-developed new water source capacity and the City's construction of public facilities to serve UCSC's non-drought water demand on the main campus (section 3.1). Additionally, UCSC will comply with any service area-wide water restrictions and mandatory use

⁴ Section references are to the Comprehensive Settlement Agreement (August 2008).

curtailment imposed by the City in response to a declaration of water shortage emergency and/or if the City establishes a service area-wide moratorium on new connections because of a water shortage emergency (section 3.2).

- **Traffic:** UCSC will limit traffic increases to the main campus to 3,900 average daily trips (ADT) (for a total of 28,700) (section 4.1) with a monitoring program to insure compliance. If the traffic is exceeded, UCSC will reduce ADT by one or more of the following: adjusting enrollment, adjusting on-campus workforce or through implementation of ADT-reducing measures (section 1.4). This traffic increase will be increased by 1,300 ADT in the event UCSC is prohibited from developing the North Campus area or the City fails to amend its Sphere of Influence (section 4.1a). Furthermore, the parties agreed that UCSC's ability to meet applicable traffic commitments requires the City, County and Santa Cruz Metropolitan Transit District to continue existing services and provide transportation enhancements (section 4.1), but the City and UCSC will continue to work cooperatively on measures to reduce peak hour trips (section 4.6).

UCSC will pre-pay its proportional share of roadway infrastructure improvements associated with additional ADT generated by the 2005 LRDP (section 4.2). The ADT will be based on the City's Traffic Impact Fee program and will be equal to the fee paid by private developers. These payments fulfill UCSC's "fair share" commitment to 2005 LRDP mitigation measures (TRA-2A and portion of TRA-5A related to off-campus traffic) (section 4.3). UCSC will also pay for existing ADT related to its 2300 Delaware Avenue property, and for new ADT at the Marine Sciences campus as development is approved at the rate then in effect. Additionally, UCSC will provide other financial contributions to specified parking and road/intersection projects (sections 4.8 through 4.12).

- **2005 LRDP & LRDP EIR:** In recognition of the purpose and intent of Measures I and J⁵ adopted by the City in November 2006, UCSC agrees that the next major amendment to the LRDP will include a comprehensive analysis of potentially feasible alternative locations to accommodate proposed UCSC enrollment growth beyond that analyzed in the 2005 LRDP EIR (i.e., satellite campuses, remove classrooms) (section 5.1). Additionally, UCSC will continue to fund all warranted "University Assistance Measures" as specified in the Agreement (section 6.1).

For future projects under the 2005 LRDP, UCSC will not "tier" from or otherwise rely on the 2005 LRDP EIR water or housing analyses as invalidated by the Santa Cruz Superior Court (section 6.2). (Because the housing-related concerns raised in the LRDP litigation involved only *off-campus* housing, the City understands this

⁵ See the LAND USE (Chapter 4.3) section of this EIR for further discussion of these measures and subsequent City-adopted ordinances.

portion of the settlement only prohibits reliance on the LRDP EIR housing analysis as it relates to off-site housing.) The Settlement Agreement also acknowledges that the Santa Cruz Superior Court decision did not invalidate the LRDP EIR's traffic analysis and that the Court's decision regarding the adequacy of traffic mitigation is resolved by the Settlement Agreement (section 6.2).

3.5 PROJECT CHARACTERISTICS

Project Objectives

The objective of the project is to implement City of Santa Cruz obligations set forth in the Comprehensive Settlement Agreement with regard to provision of water and sewer services to the UCSC North Campus area, and specifically to amend the City's Sphere of Influence boundaries to include this area to provide such services. The Settlement Agreement was entered as a final judgment of the Santa Cruz Superior Court, thereby superseding the previous court ruling regarding legal challenges to the University's 2005 LRDP EIR. Pursuant to this stipulated judgment, the City agreed to continue to provide water service to the campus through its existing water connections to assist UCSC with achieving its on-campus housing commitment set forth in the Settlement Agreement. Furthermore, the City agreed to submit an application to LAFCO to amend its Sphere of Influence to include the North Campus area of the UCSC Campus concurrent with UCSC submitting its own application request to LAFCO for provision of extraterritorial water and sewer service to the North Campus for development of up to 3,175,000 gross square feet of building space in this area as set forth in the 2005 LRDP.

Project Description

The proposed project consists of an amendment to the City of Santa Cruz Sphere of Influence (SOI) to include a 374-acre portion of the UCSC campus known as "North Campus" as shown on Figure 1 for the purpose of providing extraterritorial water and sewer services. The City of Santa Cruz submitted an application to LAFCO for the SOI amendment concurrent with the application submitted by UCSC to the Santa Cruz LAFCO for provision of extraterritorial water and sewer service to the project area. Both applications were submitted to LAFCO on October 28, 2008.

The City of Santa Cruz Water Department has provided a letter to LAFCO stating the City's willingness to provide sewer and water services on an extraterritorial basis to the project area proposed for inclusion within the City's SOI, and according to the terms of the Comprehensive Settlement Agreement, the City has agreed to provide water and sewer service to the area (City of Santa Cruz Water Department, October 22, 2008).

Need for Services

The project area has an existing City Water Department point of connection, which is currently used for fire protection and provides water service to portions the College 9/10 and Crown-Merrill Apartments. Existing sewer service within the project area to College 9/10 and Crown-Merrill Apartments also is connected to the City of Santa Cruz wastewater system.

As previously indicated, the project is proposed to fulfill part of the City's commitments outlined in the Comprehensive Settlement Agreement and to assist UCSC in meeting its on-campus housing commitment as outlined in the 2005 LRDP and the Comprehensive Settlement Agreement. The project would enable UCSC to move forward with plans to develop the North Campus as set forth in its adopted 2005 LRDP and as set forth in the Comprehensive Settlement Agreement. UCSC's 2005 LRDP designates the proposed SOI project area for a mix of college, housing, physical education, academic facilities, campus reserve and protected landscape/resource land uses as shown on Figure 11 and further described in the LAND USE (Chapter 4.3) section of this EIR. Maximum new development square footage under the 2005 LRDP is estimated to be 3,175,000 square feet, which may occur within the project area. The 2005 LRDP does not specify how much development will be in the North Campus. However, the Settlement Agreement (section 2.8) states that "UCSC will apply for extraterritorial water and sewer services (for development of 3,175,000 gross square feet of additional building space under the 2005 LRDP for the service area below the line identified on the map attached...as Exhibit A)". The mapped area (see Figure 10) includes the project area as well as the existing developed campus to the south. Development of the land uses called for in the 2005 LRDP, which include the project area, will require City water and sewer service to the project area.

The net increase in student enrollment, employees and on-campus housing as a result of campus development that could occur within the project area is summarized on Table 1-1 based on existing conditions and provisions in the Comprehensive Settlement Agreement. In accordance with these provisions, on-campus student housing will increase by 935 beds over the amount identified in the 2005 LRDP Final EIR. Campus growth and secondary effects of UCSC-campus growth and development are addressed in the GROWTH INDUCEMENT (Chapter 5.0) section of this EIR.

The University's application to LAFCO states that while the University does not intend to immediately commence construction of specific development for the North Campus area, the 2005 LRDP has been approved by The Regents of the University of California as an appropriate land use plan to accommodate the academic, research and student/faculty services for a projected campus enrollment of 19,500 full-time students by the target year 2020-2021. Implementation of the 2005 LRDP contemplates that incremental development of the project area will be needed to support the projected enrollment growth and will occur throughout the 2005 LRDP planning horizon based on space demand.

TABLE 1-1: Summary of Forecast Growth in the Project Area

	2007-2008 Total	2020 Total per 2005 LRDP FEIR	Net Increase
On-Campus Student Enrollment	15,000	19,500	4,500
Campus Employees [1]	3,436	5,074	1,027
On-campus Student Housing	7,385	10,125	2,740
On-campus Employee Housing	238	443	205
[1] Based on “full-time equivalency” (FTE) per UCSC data (University of California Santa Cruz, July 2009, “East Campus Infill Housing Project Final EIR”). Since preparation of the 2005 LRDP FEIR, UCSC now counts employees according to FTE instead of headcount as estimated in the LRDP FEIR as it believes it is more accurate than the “headcount” approach that includes people who only teach one class per year or other employees with limited presence on campus. This results in 4,463 campus employees in the year 2020, (University of California, July 2009), which is approximately 611 fewer employees than estimated in the LRDP FEIR (5,074). Under the headcount method, total employees in the year 2020 was estimated at 5,074 in the 2005 LRDP FEIR with 4,093 people employed in the 2007/08 academic year (per UCSC Personnel Profile as of October 2007), resulting in a net increase of 981 new employees.			

At this time, there are no University-proposed site-specific development plans for the North Campus area or site-specific plans to extend infrastructure into this area. The 2005 LRDP includes conceptual plans to extend water and sewer lines to the project area primarily within a new planned roadway in the North Campus area. A schematic for utility line extension is included in the UCSC’s application to LAFCO for provision of extraterritorial services and is shown on Figure 13. There are no current proposals or plans to annex the area to the City.

The University’s application to LAFCO states that while the University does not intend to immediately commence construction of specific development for the North Campus area, the 2005 LRDP has been approved by The Regents of the University of California as an appropriate land use plan to accommodate the academic, research and student/faculty services for a projected campus enrollment of 19,500 full-time students by the target year 2020-2021. Implementation of the 2005 LRDP contemplates that incremental development of the project area will be needed to support the projected enrollment growth and will occur throughout the 2005 LRDP planning horizon based on space demand. At this time, there are no University-proposed site-specific development plans for the North Campus area or site-specific plans to extend infrastructure into this area. The 2005 LRDP includes conceptual plans to extend water and utility lines to the project area primarily within a new planned roadway in the North Campus area. There are no current proposals or plans to annex the area to the City.

The area proposed for inclusion in the City’s Sphere of Influence is in the exclusive control of the University of California, and all development and infrastructure facilities necessary to

accommodate future development will be approved, designed and constructed by the University. As a state agency, University development is not subject to local permits.

3.6 AREA PLANS AND ZONING

The project site is located within the unincorporated area of Santa Cruz County. The area is designated “Public Facilities” in the County General Plan and is zoned “Public Facilities.” The project area is not located within the County’s “Urban Service Line.” The City of Santa Cruz includes the project site in its 2005 General Plan/Local Coastal Plan, and it is designated “UCSC Development.” As previously indicated, UCSC’s 2005 LRDP designates the proposed SOI project area for a mix of college, housing, physical education and protected landscape/resource land uses as shown on Figure 11.

The State CEQA Guidelines require that a discussion be provided regarding any inconsistencies between a proposed project and applicable general and regional plans. Discussion of project consistency with the City and County General Plans is provided in the LAND USE (Chapter 4.3) section of this EIR.

Examples of other regional plans include air quality plans, water quality control plans, regional transportation plans, regional housing allocation plans, habitat conservation plans and regional land use plans. The proposed SOI amendment and provision of water and sewer services would not result in inconsistencies with other adopted regional plans. The project would not result in direct population growth or development. The future development of the project area that would be accommodated by the proposed project was evaluated in the 2005 LRDP EIR in connection with the University’s approval of the 2005 LRDP, and is addressed in the GROWTH INDUCEMENT (Chapter 5.0) section of this EIR. Applicable plans include air quality plans, housing plans, and habitat conservation plans. There are no other regional plans applicable to indirect development resulting from the proposed project. Regarding these plans, AMBAG determined that the 2005 LRDP is consistent with the Monterey Bay Unified Air Pollution Control District’s “Air Quality Management Plan” (Letter to Sally Morgan, UCSC, dated April 12, 2009). The provision of on-campus housing has been incorporated into AMBAG population and housing projections (Deshazo, AMBAG, personal communication, August 2009) that comprise regional housing allocations. There are no Habitat Conservation Plans for the North Campus area of UCSC.

3.7 INTENDED USES OF EIR

As indicated in the Chapter 1 – Introduction, the EIR is an informational document for the public and agency decision makers. CEQA requires that decision makers review and consider the EIR in their consideration of this project. The City of Santa Cruz is responsible for

providing water and sewer services to the requested area. The Santa Cruz LAFCO is responsible for approving the City's Sphere of Influence Amendment request and the University's request for extraterritorial services. UCSC also will consider the EIR as part of its application request to LAFCO. There are no other known related environmental review and consultation requirements for the project. Future development in the North Campus area of UCSC would be subject to UC approval, including project-specific environmental review.