2.0 SUMMARY OF IMPACTS

This summary provides a brief description of the proposed project, known areas of concern, project alternatives, and all potentially significant impacts identified during the course of this environmental analysis. This summary is intended as an overview and should be used in conjunction with a thorough reading of the EIR. The text of this report, including figures, tables and appendices, serves as the basis for this summary.

Changes to Draft EIR text that are identified below are shown in underlined type for new text and ~~strikeout~~ type for deleted text.

2.1 PROJECT SUMMARY

This Environmental Impact Report (EIR) addresses the potential environmental effects of the proposed City of Santa Cruz Sphere of Influence amendment request to the Santa Cruz Local Agency Formation Commission (LAFCO) to amend the City of Santa Cruz's Sphere of Influence (SOI) to include the 374-acre portion of the University of California Santa Cruz (UCSC) campus known as "North Campus" for the purpose of providing extraterritorial water and sewer services. The City of Santa Cruz has submitted an application to LAFCO for the SOI amendment. 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. The University has submitted an application to LAFCO for extraterritorial water and sewer service to be provided by the City of Santa Cruz. Upon completion of environmental review, LAFCO will consider the SOI request from the City as well as the request for provision of extraterritorial services submitted by UCSC to LAFCO.

Implementation of the proposed project would adjust the City's Sphere of Influence (and, thus, its probable physical boundaries) and would provide extraterritorial water and sewer service to a portion of the UCSC North Campus in which UCSC proposes development in ~~enable UCSC to move forward with plans to develop the North Campus as set forth in~~ the University's adopted *University of California Santa Cruz Long-Range Development Plan 2005-2020* (hereinafter referred to as the 2005 LRDP) and as contemplated by the "Comprehensive Settlement Agreement."[1] Specifically, UCSC's 2005 LRDP designates the proposed SOI project

[1] 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, housing, and traffic mitigation were required. In August 2008 a "Comprehensive Settlement Agreement" was executed by all the parties, which ~~and that~~ resolved the lawsuits and left the LRDP EIR in place as a legally valid document. The Settlement Agreement was entered as a final judgment of the court, thereby superseding the previous court ruling. See PROJECT DESCRIPTION section and Appendix C for further discussion.

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. Land use designations in the project area include: Colleges and Student Housing; Employee Housing; Physical Education and Recreation; Campus Support; Academic Core; Campus Resource Land; Campus Natural Reserve; and Protected Landscape. As set forth in the Comprehensive Settlement Agreement, the project area would allow for development of 3,175,000 gross square feet of development as described in the 2005 LRDP. 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 2020-2021. Implementation of the 2005 LRDP contemplates that incremental development of the area will be needed to support the enrollment growth and will occur throughout the 2005 LRDP planning horizon based on space demand. There are no current development plans for the North Campus or plans to extend infrastructure to the area. There are no proposals to annex the area to the City of Santa Cruz. A full description of the project is presented in the PROJECT DESCRIPTION (Chapter 3.0) section of this EIR.

Future development that would be accommodated by the proposed provision of water and sewer services would be on University lands. 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 the development will be approved, designed and constructed by the University. Future development would not be within the jurisdiction of the City of Santa Cruz, as the University is a state agency and not subject to local permits. Future UCSC development would be subject to environmental review requirements under CEQA.

2.2 AREAS OF CONCERN

The City of Santa Cruz, as the Lead Agency, has identified areas of concern based on comments received on the Notice of Preparation (see Appendix A) and comments received at a public scoping meeting held on November 19, 2008. Seventeen letters (or emails) of comment were received from agencies, organizations and individuals in response to the Notice of Preparation (see Appendix A). As a responsible agency, LAFCO submitted a letter indicating its concurrence with the list of probable environmental effects and secondary effects and also provided comments regarding annexation of existing UCSC apartments, drought mitigation measures, road maintenance and forest loss.

Issues or concerns raised by other comment letters include:

- Air quality impacts and project consistency with the Air Quality Management Plan and Air District Rule 216 (Requirements for Wastewater and Sewage Treatment Facilities).
- Water demand and supply, including potential water supply reductions as a result of the pending Habitat Conservation Plan being prepared by the City, relationship of north campus development / water demand with the City's Urban Water Management Plan and General Plan, and effects of global warming on water supplies.
- Potential adverse effects of development in the north campus of UCSC related to:
  - Greenhouse gas emissions and potential impacts of north campus development and logging on global climate change, including impacts related to additional water and wastewater facilities that require energy.
  - Biological resource concerns: request for wetlands delineation; request for species surveys for California red-legged frogs and Ohlone tiger beetles; impacts to north campus habitats; impacts to steelhead and biological resources of Wilder Creek; and recommendation that UCSC prepare a land management plan for biological resources.
  - Forest loss.
  - Hydrology: Potential adverse impacts of north campus development on the Cave Gulch watershed and Monterey Bay National Marine Sanctuary; review of rainfall data; and potential increased pumping of UCSC wells and impacts on offsite wells and springs.
  - Services: Potential adverse impacts on police, fire and emergency services.
  - Traffic: Potential adverse impacts on traffic and on bicycle and pedestrian safety due to north campus development on adjacent roads such as Empire Grade.
  - Impacts on public open space lands, such as Pogonip, Henry Cowell State Park and Wilder Ranch State Park.
- Cumulative impacts on Cave Gulch, Bonny Doon and surrounding neighborhoods.
- Project Alternatives.
- Resolve contradiction between LRDP EIR and the RWQCB's comments on the EIR.
- Consult with appropriate government agencies.
- Project consistency with the recently adopted ordinances regarding UCSC and expansion of water and sewer service areas was questioned.
- The 2005 LRDP EIR is inadequate to address impacts of campus development, including off-campus impacts, biological impacts, hydrological impacts, and traffic,

and concerns were expressed regarding the use of the LRDP EIR to summarize campus growth and development impacts.

- The proposed Sphere of Influence boundaries include more land than just areas designated for development.
- Financial impact on City residents.

2.3 SUMMARY OF ALTERNATIVES

CEQA Guidelines require that an EIR describe and evaluate alternatives to the project that could eliminate significant adverse project impacts or reduce them to a less-than-significant level. The following alternatives are evaluated in this EIR in the Chapter 5 - CEQA Considerations.

- Alternative 1 – No Project Alternative
- Alternative 2 – Modified Sphere of Influence Amendment Area

As described in the "Alternatives" subsection of the CEQA CONSIDERATIONS (Chapter 6.0) section of this EIR, the primary objective of the proposed project is to implement City of Santa Cruz legal obligations to provide water and sewer service to the North Campus of UCSC set forth in the Comprehensive Settlement Agreement. There are no known, potentially feasible alternatives to the City provision of these services to the project area, as the City is the sole provider of urban services to the existing developed UCSC campus and surrounding areas within city limits. Any alternatives that would alter or conflict with the provisions of the Comprehensive Settlement Agreement were not considered potentially feasible as they would violate a legal judgment and would require the cooperation of, and renegotiation with, numerous agencies and individuals who signed the Agreement, which is not in the City's control. Several alternatives were considered and eliminated from further review.

Of the alternatives considered in the Draft EIR, Alternative 2 is considered the environmentally superior alternative, as it would reduce or avoid some of the identified significant project and cumulative impacts. However, it would not reduce or eliminate identified significant project and cumulative water impacts. No feasible alternative was identified that could eliminate these significant impacts, although implementation of some of the mitigation measures identified below could help reduce future water demand.

Public comments on the Draft EIR from the Santa Cruz Local Agency Formation Commission (LAFCO), a responsible agency for the proposed project, and several other commenters, requested that the Final EIR include an alternative examining the environmental issues associated with annexation of the North Campus to the City of Santa Cruz, rather than the proposed extraterritorial provision of two City services—water and sewer. As a courtesy to LAFCO, this request was added as Alternative 3, which would change the organizational

method by which water and sewer services are provided to the proposed project (North Campus) area --- through annexation instead of the provision of extraterritorial services within an approved sphere of influence area. This alternative results in a different political organization and recognition of jurisdiction, but would not result in any different physical impacts as compared to the proposed project. This alternative would not eliminate areas proposed for development or change the amount of the development that could occur, and water demand and wastewater generation would remain unchanged. This alternative would not change the impact analyses contained in the DEIR regarding water supply, wastewater service, or growth and secondary impacts of growth. Thus, the significant project and cumulative water and climate change impacts identified in this EIR would not be reduced or avoided, and secondary impacts of growth and development in the North Campus would remain unchanged. The alternative would not result in new impacts and would not result in increased demands on City services related to fire protection, police, road, and solid waste disposal services.

2.4 IMPACT & MITIGATION MEASURE SUMMARY

All impacts identified in the subsequent environmental analysis are summarized in this section. This summary groups impacts of similar ranking together, beginning with significant unavoidable impacts, followed by significant impacts that can be mitigated, followed by impacts not found to be significant.

Significant Unavoidable Impacts

The following impacts have been identified as being significant, and although mitigation measures help reduce the level of significance, the impacts cannot be reduced to a less-than-significant level.

- **Impact 1-1:** The proposed project would result in future provision of water service to the North Campus portion of the UCSC campus that would support new planned development and growth to an enrollment of approximately 19,500 in ~~to~~ the year 2020. There are adequate supplies to serve the project in normal years, but there are inadequate water supplies to serve the project under existing and future multiple dry year (drought) conditions.

  #### Mitigation Measures

  Construction of a desalination ~~plant~~ project, as planned by the City of Santa Cruz, will provide a sufficient supplemental water supply during drought conditions for both existing and future demand. However, the project impact on water supply during dry years is considered significant and unavoidable because of the inherent

uncertainty about the City's ability to obtain all necessary approvals for, and completion of, the planned desalination ~~plant~~ project to provide adequate water supplies during a drought.

Implementation of the nine mitigation measures adopted by The Regents of the University of California in approving the 2005 LRDP (see list in the WATER SUPPLY [CHAPTER 4.1] section of this EIR), which are binding as part of the University's adopted Mitigation Monitoring and Reporting Program (MMRP), would reduce the severity of the impact. The implementation of the Comprehensive Settlement Agreement includes several provisions regarding UCSC water demand as set forth in Mitigation Measure 1-1 and 1-2, which are also binding and enforceable through judicial enforcement of the final judgment.

The implementation of the Comprehensive Settlement Agreement includes several provisions regarding UCSC water demand and development of a supplemental water source for dry-year conditions. UCSC's Settlement Agreement commitments are reflected in mitigation measures 1-1 and 1-2 below, and are judicially enforceable under the Settlement Agreement. UCSC agrees to reduce and restrict its water use during any periods of restriction or moratorium imposed upon the City's water service area. UCSC also agrees to implement identified high priority water conservation measures, which have been factored into the project water demand analysis. The Settlement Agreement also acknowledges the City's intention to implement its Integrated Water Plan, including additional water conservation, use curtailment in droughts, and construction of a desalination ~~plant~~ project, and UCSC will contribute funds equivalent to the City's "System Development Charges" that will serve as its "fair share" contribution to finance improvements.

Despite the City's intent to pursue an additional water supply for dry-year conditions, UCSC adopted mitigation measures, and UCSC's agreement to participate in city-wide curtailments and restrictions, there are some uncertainties with these future actions. The City acknowledges the inherent uncertainty about its ability to obtain all necessary approvals for, and completion of, the planned desalination facility. Furthermore, the exact timing of implementation of UCSC conservation efforts (beyond the "high priority" measures specified in the Comprehensive Settlement Agreement for implementation within 5 years) and potential supplemental campus water sources, as well as the potential level of demand reduction, is not known. Therefore, a conservative conclusion is that the project impact on water supply during dry year conditions is significant and unavoidable, even with implementation of the identified mitigation measures.

1-1 Water Restrictions and/or Moratoriums:

- ❑ Except with regard to any UCSC housing projects under development, if the City establishes a service area-wide moratorium on new

connections because of a water shortage emergency condition under State Water law, UCSC will not increase its water demands on the City water system from any University-owned properties, while the moratorium remains in effect.

- UCSC will comply with any service area-wide water restrictions or mandatory use curtailment imposed by the City in response to a declaration of water shortage emergency condition under State Water law.

Responsibility for Implementation: University of California Santa Cruz.

1-2 Contribution of Funds Equivalent to the City's "System Development Charges": For every increment of 85,000/gallons of water used over 206 MGY (2005 LRDP baseline year for the UCSC main campus, each incremental payment resets the baseline), UCSC will contribute funds to the City as follows.

- UCSC will pay a fee equivalent to the City's System Development Charges ("SDC") for Equivalent Residential Units ("ERU") in its service area at a rate in effect on the date of payment;
- Payments represent UCSC's proportionate share of use of City developed new water source capacity.

Responsibility for Implementation: University of California Santa Cruz.

- **Cumulative Water Supply Impacts:** The proposed project's incremental contribution to this significant cumulative impact is considered to be "cumulatively considerable" and thus significant in and of itself. The incremental project water demand would be minimized with implementation of University-adopted mitigation measures (Mitigation Measures UTIL 9A ~~1-1~~ through UTIL 9B ~~1-9~~ in UCSC's 2005 LRDP EIR), ~~and~~ provisions of the Comprehensive Settlement Agreement, and Mitigation Measures 1-1 and 1-2 of this EIR) in which UCSC has agreed to comply with water restrictions imposed within the City's water service area and/or not increase water demand should a water connection moratorium be imposed within the service area. In addition, UCSC will contribute funds equivalent to the City's "System Development Charges" that will serve as its "fair share" contribution to finance desalination ~~plant~~ project improvements. Mitigation measures to reduce project demand would help reduce the project's incremental contribution to cumulative impacts, but it is conservatively concluded that the project's incremental contribution remains cumulatively considerable. This is due to the size of the project demand, the fact that UCSC is the largest water customer in the service area, and the uncertainty related to timing of implementation and development of additional on-campus conservation measures and potential on-campus water supplies to offset demand.

- **Cumulative Global Climate Change:** Estimated GHG emissions from potential future North Campus development would increase campus emissions by approximately 27% over year 2007 levels of 79,726 MT CO_2e estimated in UCSC's draft Climate Action Plan (December 2008). This represents a substantial increase over existing levels and is considered by the City to be a cumulatively considerable contribution to cumulative GHG emissions and global climate change.

  The University's mitigation measures and sustainability policy and practices serve to implement many of the State Scoping Plan recommendations: energy efficiency, on-campus housing, transportation measures, green building designs, recycling reduction, and implementation of water conservation measures. They represent the most effective and practicable measures to reduce indirect GHG emissions. The measures are also consistent with OPR's guidelines for mitigation of GHG emissions, which include: encouraging jobs/housing proximity; encouraging walking, bicycling, and public transit use; and applying management strategies to improve operational efficiency of transportation systems (June 2008). While these measures may be effective in reducing the impact to a less-than-significant level, there is currently no data indicating in quantifiable terms the amount of reductions these measures could achieve, and thus, whether the 27% increase could be reduced to an insubstantial level. Therefore, it is conservatively concluded that the project's incremental effect on GHG emissions and global climate change would be cumulatively considerable.

Significant Impacts

The following impacts have been identified as being significant which can be mitigated to a less-than-significant level with implementation of recommended mitigation measures.

None have been identified.

Less-than-Significant Impacts

The following impacts were found to be less-than-significant. Mitigation measures are not required.

- **Impact 2-1:** The proposed project would result in provision of wastewater service to the North Campus portion of the UCSC campus that would support new planned development and growth to an enrollment of approximately 19,500 in ~~to~~ the year 2020. There is adequate treatment capacity to serve this area, and no expansion of the treatment plant or sewer lines will be required.

- **Impact 2-2:** The proposed project would result in provision of wastewater service to the North Campus portion of the UCSC campus that would support new planned development and growth to an enrollment of approximately 19,500 in ~~to~~ the year 2020. New development would contribute flows to existing City-maintained sewer line segments that that have adequate capacity to serve future development.

No Impacts

The State CEQA Guidelines section 15128 require that an EIR contain a statement briefly indicating the reasons that various possible significant effects of a project were determined not to be significant and were therefore not discussed in detail in the EIR.

The EIR identified the following as not being an impact:

> **Impact 3-1:** The proposed project would not conflict with policies or regulations adopted for the purpose of avoiding or mitigating an environmental effect, and thus would not result in impacts related to consistency with local plans and policies.

The proposed sphere of influence amendment and future provision of water and sewer services to the North Campus of UCSC would not directly result in new development or extension of water or sewer lines. Future development that would be served as a result of the project would be provided services via extension of existing campus water and sewer connections that would be extended by the University to serve new development at the time specific sites for such development are proposed. Future specific plans for the on-campus extension of water and sewer lines will undergo their own site-specific environmental review at the time they are proposed. Thus, the project would not result in direct physical impacts related to construction of new water or sewer lines or new structural development. Therefore, there would be no direct impacts related to aesthetics, agricultural resources, air quality, biological resources, cultural resources, geology and soils; hazards and hazardous materials, hydrology, noise, public services or traffic.

Indirect Secondary Impacts of Growth

The proposed project would result in indirect growth impacts at the UCSC campus with future provision of water and sewer services, which would result in secondary impacts related to future development in the North Campus of UCSC. These impacts were evaluated in the UCSC 2005 LRDP Final EIR (University of California Santa Cruz, September 2006, 2005 LRDP FEIR Volumes I through VI) and updated in this EIR where relevant. Seven potentially significant impacts were identified that would remain significant, and thus, unavoidable related to future campus growth and development. Based on the review provided in this EIR

and reflecting new data, where available, the following indirect, secondary impacts of campus growth and development in the North Campus area would be significant and unavoidable:

- **Air Quality:** Violation of air quality standards (AIR-2) related only to exceedences of the NO_x.
- **Cultural Resources:** Changes to significance of historic structures or archaeological resources where resource cannot be preserved (CULT-3), although the potential for such resources to exist in the undeveloped North Campus area is low.
- ~~**Hydrology and Water Quality:** Increased erosion and water quality degradation (HYD-3).~~[2]
- **Noise:** Construction noise (NOIS-1) near sensitive receptors.
- **Transportation & Traffic:** Traffic - unacceptable levels of service at three off-campus intersections (TRA-2); unacceptable freeway operations (TRA-6).
- **Utilities:** Expansion of cooling and heating water facilities (UTIL-7).

The 2005 LRDP Final EIR determined that all other identified significant impacts would be reduced to less-than-significant levels with proposed mitigation measures. These include the following impacts that are relevant to North Campus development:

- **Aesthetics**: Potential degradation of visual quality of surrounding area (AES-5).
- **Transportation & Traffic**: Traffic generation and impacts to on--campus intersections (TRA-1); parking (TRA-3); conflicts with alternative effectiveness of alternative transportation modes (TRA-4).
- **Public Services & Utilities**: Increased use of off-campus recreational facilities with potential deterioration of facilities (REC-2).
- **Biological Resources:** Impacts to sensitive habitats (northern maritime chaparral [BIO-1], coastal prairie [BIO-2]), wetlands (BIO-3) and riparian habitat [BIO-4]); impacts to special status species (Santa Cruz manzanita [BIO-1], special status bats [BIO-13]); impacts to nesting species (San Francisco dusky-footed woodrat [BIO-14]); interference with wildlife movement (BIO-15).

[2] The 2005 LRDP EIR conservatively concludes that even with mitigation, potential stormwater-related erosion impacts would be significant. However, since preparation and certification of the 2005 LRDP EIR, the University received approval of a General Phase II Municipal Storm Water Permit (General Permit) from the California Regional Water Quality Control Board (RWQCB), which requires UCSC to implement a Storm Water Management Plan that reduces the discharge of pollutants in storm water to the maximum extent practicable and protects water quality. UCSC's Storm Water Management Plan (October 2008) specifies extensive measures for the control of erosion resulting from new development. With implementation of these measures, erosion in the Cave Gulch watershed and other campus watersheds will be controlled, and significant unavoidable impacts are not expected.

- **Cultural Resources:** Adverse effects to unknown archaeological resources (CULT-1); disturbance to human remains (CULT-4); and disturbance to paleontological resources (CULT-5).
- **Geology, Seismicity & Soils:** Exposure to geologic hazards (GEO-1); development on expansive soils (GEO-2). Development in areas underlain by karst features with potential for settlement or collapse (GEO-4) also is identified as a significant impact, but there is a low potential in North Campus area due to different underlying geologic formations.
- **Hydrology and Water Quality:** Increased erosion and water quality degradation (HYD-3).