

1.0 Introduction

This Draft Supplemental Environmental Impact Report (Draft SEIR) for the proposed Eastside Road Storage Project (Project) has been prepared on behalf of the Town of Windsor (Town) in conformance with the provisions of the California Environmental Quality Act (CEQA) and CEQA Guidelines as amended. This chapter provides an introduction to the purpose, approach, issues, reference documents, and organization of this Draft SEIR.

1.1 Purpose and Use of this Draft SEIR

The Town of Windsor is the Lead Agency under CEQA and requires environmental review prior to initiating any discretionary actions for the proposed Project. This Draft SEIR has been prepared to provide the Town, public agencies, and the general public with detailed information about the environmental effect of implementing the Project, to examine and institute methods of mitigating any adverse environmental impacts should the Project be approved for implementation, and to consider alternatives to the Project as proposed. CEQA provides that public agencies shall not approve projects as proposed until all feasible means available have been employed to substantially lessen the significant effects of such projects. “Feasible” means capable of being accomplished in a successful manner within a reasonable period of time.

CEQA requires a public review period for the Draft SEIR. Responses to the comments submitted during the 45-day public review of this Draft SEIR will be compiled into the Final SEIR, as required by CEQA. The Final SEIR will be subject to certification by the Town prior to implementation of the Project. The Final SEIR will be considered at public hearings by the Town Council on the Project prior to any decisions being made for implementation of the Project. The Final SEIR specifically will address the components of the Project, potential impacts of the Project, and potential mitigation measures for these impacts. Certification of the Final SEIR by the Town as complete and adequate in conformance with CEQA does not grant any specific approvals to the Project. The Town will use the Final SEIR as the CEQA-required environmental review for future discretionary decisions regarding the Project, including the following:

- Approval of the Project
- Issuance of Tree Removal Permit

As required in Section 15087 of the CEQA Guidelines, this Draft SEIR and all documents referenced herein are available for public inspection and review at the Town Clerk’s Office at Town Hall, 9291 Old Redwood Highway, Building 400, Windsor, CA, 95492 during normal business hours of Monday through Thursday from 7:00 a.m. to 6:00 p.m. The Draft SEIR document may also be reviewed at the Windsor Regional Library and on the project Web site at www.WindsorWaterRecycling.com. Hard copies of the Draft SEIR are available for purchase at cost at the Town Hall.

1.2 Approach

In 2001 the Town of Windsor certified its *Water Reclamation Master Plan for Treatment, Storage, and Disposal Final Environmental Impact Report* (Master Plan EIR) (ESA, 2001). The Master Plan EIR evaluated three alternatives at an equal level of detail. The Project (previously known as “Pond T”) was included in all the alternatives studied in the Master Plan EIR and in the alternative (Alternative 4X) ultimately approved by the Town. Table A-1 in Section 2, Exhibit A of the Master Plan EIR indicates that the evaluation of environmental impacts is project-specific with regard to the Pond T project (ESA, 2001).

Section 15162 of the CEQA Guidelines states that a subsequent EIR shall be prepared when one or more of the following conditions apply:

- **Substantial changes are proposed to the project** and those changes will require major revisions of the EIR because of new significant effects or the substantial increase in the severity of previously identified significant effects.
- **Substantial changes occur with respect to the project circumstances** and those changes will require major revisions of the EIR because of new significant effects or the substantial increase in the severity of previously identified significant effects.
- **New information of substantial importance** shows that: (1) the project will have one or more significant effects not discussed in the previous EIR; (2) significant effects previously examined will be substantially more severe than shown in the previous EIR; (3) mitigation measures or alternatives previously found not to be feasible would in fact be feasible; or (4) mitigation measures or alternatives that are considerably different from those analyzed in the previous EIR would reduce one or more significant impacts.

If any of these conditions are met, then an updated subsequent EIR is required. As an alternative to preparing a new, complete EIR, CEQA also allows a simplified process for preparing a subsequent EIR, known as a supplemental EIR (SEIR). Rather than being a complete EIR, an SEIR need contain only the information necessary to make the previous EIR adequate for the project as revised and/or in the changed circumstances. The procedural requirements for an SEIR – including CEQA public review – are presented in Section 15163 of the State CEQA Guidelines.

Due to changes in the former Pond T project as described in the 2001 Master Plan EIR and new or changed information on environmental conditions related to air quality, biological resources, soils and geology, and paleontology (CH2M HILL, 2007), in accordance with Sections 15162 and 15163 of the CEQA Guidelines, this Draft SEIR has been prepared for the Eastside Road Storage Project.

1.3 Public and Agency Involvement

On November 01, 2007, the Town of Windsor issued a Notice of Preparation (NOP) communicating to the public and interested parties that a Draft SEIR would be prepared for the Project (see Appendix A for a copy of the NOP). The NOP was submitted to the State Clearinghouse, responsible and interested agencies, and interested members of the public. The purpose of the NOP was to allow the public and public agencies to voice their

comments and concerns regarding the scope of the Project environmental analysis. Written comments were accepted through December 6, 2007. Additionally, a public scoping meeting was held on November 28, 2007 at the Town Council Chambers in Windsor where oral comments were received.

The input received during the scoping period served as a guide when preparing this Draft SEIR. The Draft SEIR will be circulated for review by agencies and the public for 45 days. The 45-day comment period will run May 22 through July 7, 2008. Comments must be received by 5:00 p.m. on July 7.

Written comments should be sent to:

Craig Scott
Town of Windsor
P.O. Box 100
Windsor, CA 95492
cscott@Townofwindsor.com

1.4 Areas of Controversy and Issues Raised by Agencies

CEQA Guidelines Section 15123 requires that an EIR identify areas of controversy known to the Lead Agency, including issues raised by agencies and the public. Given that this Draft SEIR is supplemental to the Master Plan EIR, potential impacts that were adequately addressed in the Master Plan EIR will not be evaluated further in this document, but are briefly discussed in Section 3.1. This Draft SEIR focuses on environmental review necessary to make the previous EIR adequate for the Project as revised and/or under the changed circumstances. See Section 1.5 for issues raised by the public and agencies.

1.5 Issues to be Resolved in this Draft SEIR

CEQA Guidelines Section 15123 requires that an EIR identify the issues to be resolved, including the choice among alternatives and whether and/or how to mitigate the significant environmental effects. The Draft SEIR addresses concerns communicated during the scoping process either in writing or verbally during the scoping meeting. Copies of the written comments and a detailed list of comments provided during the public scoping meeting are included in Appendix B. Table 1-1 identifies areas of environmental concern that were raised about the Project and the corresponding section(s) in which the issue is evaluated.

1.6 Documents Incorporated by Reference

CEQA Guidelines permit documents of lengthy technical detail to be incorporated by reference in an EIR. Specifically, Section 15150 states that an EIR (or SEIR) may “incorporate by reference all or portions of another document which is a matter of public record or is generally available to the public.”

TABLE 1-1
Issues Raised in Scoping Comments

Issue	Section Where Addressed
• Need for Project	Section 2.1 Background and Project Origin
• Consider Geysers wastewater disposal site as alternate location	Section 2.1 Background and Project Origin
• Detailed description of what is included in the Project, including construction activities	Section 2.4 Project Description
• Effects on historic resources and mitigation	Section 3.1 Impacts Previously Addressed in Master Plan EIR
• Changes in stormwater flows	Section 3.1 Impacts Previously Addressed in Master Plan EIR
• Impacts to surface water quality	Section 3.1 Impacts Previously Addressed in Master Plan EIR
• Impacts to special-status species, including northern spotted owl	Section 3.2 Biological Resources
• Impacts to wetlands/drainages	Section 3.2 Biological Resources
• Increase of micro-constituents (hormones, drugs) in groundwater	Section 3.3 Hydrology and Groundwater
• Impacts to groundwater and surface water quality	Section 3.3 Hydrology and Groundwater
• Onsite testing and modeling of groundwater	Section 3.3 Hydrology and Groundwater
• Impact to groundwater/residential wells	Section 3.3 Hydrology and Groundwater
• Visual impacts of the Project, including simulations	Section 3.4 Visual Resources
• Slope failure	Section 3.5 Geology, Soils, and Seismicity
• Site access of construction vehicles	Section 3.6 Traffic
• Impacts to traffic on neighborhood roads	Section 3.6 Traffic
• Potential for odor impacts	Section 3.7 Air Quality/Odor
• Noise impacts	Section 3.9 Noise
• Effects of pipeline installation on end users	Sections 3.6 Traffic, 3.7 Air Quality/Odor, 3.9 Noise
• Cumulative effects, including recycled water irrigation	Section 4.1 Cumulative Impacts
• Use of manufactured membrane	Section 5.3 Alternative Liners
• Consideration of Pond S as a Project Alternative	Section 5.4 Pond S Alternative

Source: CH2M HILL

This Draft SEIR incorporates by reference the following documents, which are described in subsequent paragraphs and are available for review at Town Hall, 9291 Old Redwood Highway, Building 400, Windsor, California, 95492 during normal business hours of Monday through Thursday, 7:00 a.m. to 6:00 p.m.:

- *Town of Windsor Water Reclamation Master Plan for Treatment, Storage and Disposal* (Brelje & Race, 2001)
- *Town of Windsor Water Reclamation Master Plan for Treatment, Storage, and Disposal Draft Environmental Impact Report* (ESA, 2000) and *Water Reclamation Master Plan for Treatment, Storage, and Disposal Final Environmental Impact Report* (ESA, 2001)
- *Town of Windsor General Plan – 2015* (General Plan) (Ogden, 1996a)
- *Town of Windsor General Plan – 2015 Draft Environmental Impact Report* (Ogden, 1995) and *Town of Windsor General Plan – 2015 Final Environmental Impact Report* (Ogden, 1996b) (General Plan EIR)
- National Pollutant Discharge Elimination System (NPDES) Permit No. CA0023345, June 2007.

1.6.1 Water Reclamation Master Plan for Treatment, Storage and Disposal and Associated EIR

The background of the Town's Water Reclamation Master Plan is described in the document *Town of Windsor Water Reclamation Master Plan for Treatment, Storage and Disposal* (Brelje & Race, 2001) and is summarized here. In 1996, the Town of Windsor prepared a *Draft Water Reclamation Master Plan for Treatment, Storage and Disposal* to serve development projected for the Town under its General Plan (Ogden, 1996a). The Draft Water Reclamation Master Plan was first presented to the Town Council in October 1997. At that time, the Town Council deferred selection of a preferred reclamation alternative and directed staff to investigate options that would include participation in the Santa Rosa Geysers Recharge Project and/or joint use with the Airport treatment plant. An amended Draft Water Reclamation Master Plan, including these options, was presented in January 1999. The Town Council then selected three alternatives for environmental review.

The *Water Reclamation Master Plan for Treatment, Storage and Disposal Environmental Impact Report* (State Clearinghouse Number 99112034, referred to herein as the Master Plan EIR) was certified by the Town Council on February 7, 2001 (Resolution 995-01, incorporated herein by reference). The full documentation of the Master Plan EIR was compiled in May 2001 (ESA, 2001). The Master Plan EIR identifies potentially significant impacts resulting from the implementation of water reclamation project alternatives and offers mitigation measures to reduce the impacts to less than significant. Even with mitigation, however, water reclamation alternatives are projected to cause significant and unavoidable tree loss impacts (ESA, 2001).

The Town Council adopted Resolution No. 1006-01 approving a preferred alternative, known as Alternative 4X, on March 8, 2001; the resolution is included in Appendix C to this Draft SEIR. The final *Town of Windsor Water Reclamation Master Plan for Treatment, Storage and Disposal* (Brelje & Race, 2001) (referred to herein as the Master Plan) was completed in

December, 2001. The Master Plan was prepared to provide a comprehensive description and background for phased implementation of the Town's preferred reclamation alternative for meeting the Town's wastewater treatment, storage and reclamation needs through projected buildout under the General Plan. The proposed Project is a component of the approved Master Plan.

1.6.2 Town of Windsor General Plan – 2015 and EIR

The General Plan was adopted on March 13, 1996 (Ogden, 1996a) and is kept current. California state law requires each city to prepare a general plan, which serves as a long-term, comprehensive plan for the development of the city and addresses issues related to community development, population growth management, housing, transportation, environmental resources and public health and safety (Governor's Department of Planning and Research, 2003). The General Plan EIR, State Clearinghouse Number 1995083043, was certified in January, 1996 (Ogden, 1996b). The General Plan EIR is a program EIR, because it addresses what may occur as a result of the adoption of the General Plan. The General Plan EIR provides information about significant impacts resulting from expected growth in the General Plan, including growth-inducement and cumulative impacts. The General Plan EIR identifies and evaluates alternatives to the proposed General Plan, while offering mitigation measures to reduce the impacts to less than significant.

The General Plan EIR was certified by the Town Council on March 13, 1996 (Resolution 505-96, incorporated herein by reference). The General Plan EIR offered mitigation to reduce most impacts to a less than significant level. However, the following impacts could not be mitigated to a less than significant level (Ogden, 1996b):

- Loss of important visual resources and views of significant landforms within the Town
- Increase in localized and regional air pollutant emissions
- Increase in ambient noise levels

1.6.3 NPDES Permit

The North Coast Regional Water Quality Control Board (RWQCB) adopted the Waste Discharge Requirements and Master Reclamation Permit for the Town of Windsor Wastewater Treatment, Reclamation and Disposal Facility (Order No. R1-2007-0013, NPDES No. CA0023345) on June 14, 2007 (RWQCB, 2007). This permit regulates the Town's wastewater effluent discharge into Mark West Creek and is effective August 1, 2007 to August 1, 2012.

The permit identifies discharge prohibitions, effluent limitations, discharge specifications, and receiving water limitations, and specifies a Monitoring and Reporting Program (Attachment E of the RWQCB Order) that includes receiving water monitoring locations, type and frequency of sampling, and reporting requirements. The permit prohibits discharge to Mark West Creek during the period May 15 through September 30 of each year. During the period of October 1 through May 14 of each year, the permit specifies that discharges of wastewater shall not exceed one percent of the natural flow of Mark West Creek.

1.7 Organization

The EIR is organized into the following main sections:

Executive Summary. This section includes a summary of the Project and alternatives to be addressed in the Draft SEIR. A brief description of the known areas of controversy and issues to be resolved, in addition to a table which summarizes the impacts, mitigation measures, and level of significance after mitigation, are also included.

Section 1: Introduction. This section identifies the purpose and use of an Environmental Impact Report, the Town's approach to CEQA for the proposed Project, and other background information relevant to the CEQA process for the proposed Project.

Section 2: Project Description. This section includes a detailed description of the proposed Project, including its location, site, and construction activities. Discussions of the Project objectives, responsible agencies, and approvals that are needed to implement the Project are also provided.

Section 3: Setting, Impact Analysis, and Mitigation Measures. This section analyzes the environmental impacts of the proposed Project. Impacts are organized into major topic areas or types. Each impact type subsection includes a description of the environmental setting, the standards of significance for evaluating impacts, the impacts and mitigation measures, and references. Section 3.1 briefly discusses those impacts adequately addressed in the Master Plan EIR (ESA, 2001). The remaining sections include only the impacts resulting from Project revisions and/or the changed circumstances.

- **Section 3.1 - Impacts Previously Addressed in the Master Plan EIR.** Brief summary of impacts adequately addressed and mitigation measures that will be incorporated.
- **Section 3.2 - Biological Resources.** Addresses the Project's impacts on habitat, vegetation, and wildlife; the potential degradation or elimination of important habitat; and impacts on special-status species.
- **Section 3.3 - Hydrology and Groundwater.** Addresses the impacts of the Project on local and subregional hydrological conditions, including groundwater and changes in the groundwater flow rates.
- **Section 3.4 - Visual Resources.** Addresses the impacts of changes in scenic or public views as a result of the Project.
- **Section 3.5 - Geology, Soils, and Seismicity.** Addresses the potential impacts of the Project related to slope stability.
- **Section 3.6 - Traffic.** Addresses the impacts of the Project on the local roadway system.
- **Section 3.7 - Air Quality/Odor.** Addresses the local odor impacts and climate change impacts associated with Project implementation.
- **Section 3.8 - Paleontological Resources.** Addresses the potential impacts of Project development on paleontological resources.

- **Section 3.9 – Noise.** Addresses the potential noise impacts of Project construction and operation.

Section 4: Required CEQA Considerations. This section presents the analysis of specific considerations, including cumulative impacts, growth-inducing impacts, unavoidable significant adverse impacts, and identification of the environmentally superior alternative, as required by CEQA.

Section 5: Alternatives. This section provides a description and brief evaluation of alternatives to the Project, including the No Project alternative.

Section 6: Report Preparation. Document preparers are listed in this section.

1.8 References

- Brelje & Race. 2001. *Town of Windsor Water Reclamation Master Plan for Treatment, Storage and Disposal*. Adopted by the Town of Windsor. December.
- CH2M HILL. 2007. *Technical Memorandum 3.7: Preliminary Analysis Summary Report, Windsor Eastside Road Storage Project*. Prepared for the Town of Windsor. August.
- Environmental Science Associates (ESA). 2001. *Water Reclamation Master Plan for Treatment, Storage and Disposal Final Environmental Impact Report*. Certified by the Town of Windsor on February 7, 2001 and compiled in May 2001.
- _____. 2000. *Water Reclamation Master Plan for Treatment, Storage and Disposal Draft Environmental Impact Report*. Prepared for the Town of Windsor. October.
- Governor’s Office of Planning and Research. 2003. *State of California General Plan Guidelines*. Available online:
http://www.opr.ca.gov/planning/publications/General_Plan_Guidelines_2003.pdf.
October.
- North Coast Regional Water Quality Control Board (RWQCB). 2007. *Waste Discharge Requirements and Master Reclamation Permit for the Town of Windsor Wastewater Treatment, Reclamation and Disposal Facility, Order No. R1-2007-0013, NPDES No. CA0023345, WDID No. 1B82037OSON*. June 14.
- Ogden Environmental and Energy Services Co. (Ogden). 1996a. *Town of Windsor General Plan – 2015*. Adopted by the Town of Windsor. March 13.
- _____. 1996b. *Town of Windsor General Plan – 2015 Final Environmental Impact Report*. Certified by the Town of Windsor. January.
- _____. 1995. *Town of Windsor General Plan – 2015 Draft Environmental Impact Report*. Prepared for the Town of Windsor. September.