



**NOTICE OF PREPARATION**  
**Proposed City of Elk Grove Sphere of Influence Amendment**  
**and Multi-Sport Park Complex**  
**(LAFCo File No. LAFC #04-15)**

**Date:** October 23, 2015  
**To:** Public Agencies and Interested Parties  
**From:** Sacramento Local Agency Formation Commission and City of Elk Grove  
**Subject:** Notice of Preparation of a Draft Environmental Impact Report for the Elk Grove Sphere of Influence Amendment and Multi-Sport Park Complex Project

Sacramento Local Agency Formation Commission (LAFCo) and the City of Elk Grove (City) will be co-lead agencies and will prepare a California Environmental Quality Act (CEQA) Draft Environmental Impact Report (EIR) for the project identified below. The City of Elk Grove has submitted an application to LAFCo to amend its Sphere of Influence to accommodate a multi-sports complex and future commercial and industrial uses (the Project). A future application from the City or other properties owners to annex the subject property into the City and reorganize affected special districts is also contemplated.

This Notice of Preparation (NOP) provides a brief Project description, the Project location, and the probable environmental effects of the proposed City of Elk Grove Sphere of Influence Amendment and Multi-Sport Park Complex. An Initial Study has not been prepared because as allowed under Section 15060(d) of the State CEQA Guidelines, Sacramento LAFCo and the City of Elk Grove have determined that an EIR will be required for the Project. Therefore, Sacramento LAFCo and the City are soliciting comments regarding the scope and content of the EIR as they relate to your agency's statutory responsibilities in connection with the proposed Project. Your agency may need to use the EIR when considering permitting or other approvals. Because of time limits mandated by state law, your response, if any, must be sent at the earliest possible date but not later than 30 days after receipt of this notice.

Please provide your written response to the address shown below by 4:00 p.m., November 23, 2015. Sacramento LAFCo will share all comments with the City of Elk Grove. With your comments, please provide the name of a contact person in your agency.

Sacramento Local Agency Formation Commission  
1112 I Street, Suite 100  
Sacramento, CA 95814-2836  
Attn: Mr. Peter Brundage, AICP, Executive Officer  
Phone: (916) 874-6458  
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## ELK GROVE SPHERE OF INFLUENCE AMENDMENT AND MULTI-SPORT PARK COMPLEX

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### Project Location

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The Project area is located southwest of the existing City of Elk Grove boundary (Exhibit 1). More specifically, the area to be included in the City's Sphere of Influence is approximately 579 acres and is currently in unincorporated Sacramento County. The area is located south of Grant Line Road (near its intersection with New Waterman Road) and east of the Union Pacific Railroad (UPRR) tracks east of State Route 99, extending west to the area near Grant Line Road's intersection with Mosher Road and south to the Sacramento County Urban Services Boundary, but generally outside the 100-year floodplain of Deer Creek and the Cosumnes River (Exhibit 2). The proposed Sphere of Influence amendment area is located on the Elk Grove, California, U.S. Geological Survey 7.5-minute topographic quadrangle map, Township 6 North, Range 6 East, Sections 7, 8, 9, 16, 17, 18 (Latitude 38° 22' 49.4364" North; Longitude 121° 20' 40.0092" West).

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### Project Background

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Elk Grove has the largest youth soccer league in the California Youth Soccer Association, with more than 6,000 players. Teams currently play at fields operated by the Cosumnes Community Services District and the Elk Grove Unified School District. The facilities can support league play and practices but not tournaments. There are other facilities in the Sacramento region; however, most of these facilities are too small for tournaments, do not have a stadium for events, do not have training and medical facilities, or are not open to the public. Thus, there is an unmet demand for soccer fields and tournament venues. Moreover, the City of Elk Grove recognizes the effects of current soccer events on its neighborhoods and the need for additional parks, recreation, and open space as both the City's population and the popularity of soccer and other field sports continue to grow.

Based on this unmet need, the City sought to acquire property with a minimum of 100 acres and proximity to urban services and a major transportation corridor. The property described above on Grant Line Road met the City's criteria and was purchased in 2014. The City would prefer to operate the sports complex under its own jurisdiction and approached Sacramento LAFCo regarding a Sphere of Influence amendment and annexation of the property. After discussions, Sacramento LAFCo asked the City to add adjoining lands to the Sphere of Influence amendment application so that the amendment area would not form a peninsula and would otherwise include a more substantive area in keeping with the intent of spheres of influence.

Pursuant to Government Code Section 56425(b), the City of Elk Grove met with Sacramento County in April and May 2015 to discuss the Sphere of Influence amendment and boundaries. The City expects to hold additional meetings with Sacramento County to discuss development standards and other project details.

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## Existing Conditions

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The proposed Sphere of Influence amendment area occupies approximately 579 acres and is primarily developed with agricultural uses. There are several structures in the project area, including two home sites and multiple barns and sheds. The current *Sacramento County General Plan* (County General Plan) designations are General Agricultural (20-acre minimum), Agricultural Cropland, and Intensive Industrial with zoning designations of Agricultural (80-acre minimum), Agricultural-Residential (2-acre minimum), and Heavy Industrial. Directly adjacent features include Grant Line Road to the north, the UPRR tracks to the west, agricultural lands to the east, and Deer Creek to the south (see Exhibit 2).

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## Project Description

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The proposed Project consists of amending the City of Elk Grove's Sphere of Influence by approximately 579 acres and constructing and operating a 100-acre Multi-Sport Park Complex on City-owned property. Sacramento LAFCo will be the CEQA lead agency for the proposed Sphere of Influence amendment, encompassing the City-owned 100-acre parcel and several adjacent parcels within the Sacramento County Urban Services Boundary. The City will be the lead agency for a *City of Elk Grove General Plan* (City General Plan) amendment to provide designated land uses for the project area, adoption of prezoning, annexation of the subject properties, design review, and any required use permits.

The current Sphere of Influence boundary is coterminous with the City boundary, and the Project area is outside but directly adjacent to Elk Grove's corporate limits. Sacramento LAFCo policy discourages annexation of peninsula-shaped parcels like the City-owned parcel proposed for the sports complex; thus, the Sphere of Influence amendment proposal includes an additional approximately 479 acres south of Grant Line Road (Exhibit 2).

Exhibit 3 illustrates the proposed land uses for the project area. The 100-acre Multi-Sport Park Complex would be designated as Public Open Space/Recreation and would be zoned Commercial Open Space. Lands to the southwest with frontage on Grant Line Road would be designated in the City General Plan as Commercial/Office and Light Industrial and would be zoned General Commercial and Light Industrial. Lands adjacent to the UPRR tracks would be designated in the City General Plan as Light Industrial and Heavy Industrial and zoned Light Industrial and Heavy Industrial, respectively. The land uses for the parcel to the northwest would be designated for mixed use but would not be zoned as part of the proposed Project.

The proposed Multi-Sport Park Complex (Exhibit 4) would provide training space and a competition venue. It would also provide tournament and practice fields, an indoor sports facility, and a stadium. The area designated for multipurpose sports fields would include 12 full-size soccer fields (120 by 80 yards) and four training fields (80 by 50 yards). The fields would be designed primarily for soccer but could accommodate other field sports such as rugby, lacrosse, football, and marching band. Exhibits 5 and 6 depict day and nighttime views of the proposed fields, which would be constructed along with the indoor sports facility, approximately 1,160 parking spaces, restrooms, concession stands, landscaping, pathways, fencing, and lighting. The proposed 100,000-square-foot indoor facility would include basketball and other indoor courts, training and meeting rooms, offices, and a medical center. The site perimeter would provide a parcourse and a trail for running and hiking.

Support facilities for the sports complex would include a small sod farm for replacement turf, a maintenance shop, and site utilities, including stormwater drainage and sewer lines. Water would be supplied by the Sacramento County Water Agency. The site entrance would be at the intersection of Grant Line Road and New Waterman Road, with a second access to the northeast where turns would be limited to right in/right out (see Exhibit 3).

The City of Elk Grove plans to construct the proposed sports fields in phases starting with tournament fields and parking, including gravel overflow parking areas to the northwest. Later phases would include additional fields and paving of the gravel overflow parking lot.

The complex's Stadium/Amphitheater would be located at the south end of the City-owned property and would provide a venue for high school sports (to provide space for Elk Grove Unified School District campuses that lack a stadium). The stadium would also accommodate tournaments and other special events (e.g., concerts). The stadium would have a maximum capacity of approximately 9,000 seats; the venue would provide parking, locker rooms, medical facilities, offices, concession stands, a concert stage, restrooms, and lighting. The stadium may be constructed during a later phase of the Multi-Sport Park Complex.

The proposed Fairgrounds and Agrizone Park would provide a 15-acre area for agricultural events such as the Sacramento County Fair and would promote education and agritourism with a pavilion, arena, barn, and exposition buildings, as well as a working farm, a carnival, and site-specific parking.

The complex would require a total of approximately 6,300 parking spaces. The sports fields would support a maximum of approximately 1,760 players, coaches, and spectators, as well as officials and site workers. Parking for the sports complex would include approximately 1,160 parking spaces, with the assumption that some game participants and spectators would arrive or depart concurrently. The Stadium Park would support 9,000 attendees, event participants, and workers, and would require approximately 3,700 parking spaces. To support a county fair and other events such as concerts and rodeos, the Fairgrounds and Agrizone Park would require a cumulative total of approximately 6,300 parking spaces (i.e., all the parking provided by the sports fields, stadium, and fairgrounds combined).

The sports fields would operate from approximately 7:00 a.m. to 10:00 p.m., whereas the stadium would operate from approximately 12:00 p.m. until 11:00 p.m. During a large event, such as a county fair, the Fairgrounds and Agrizone Park would operate on multiple successive days around Memorial Day weekend from 10:00 a.m. to 10:00 p.m. On the Memorial Day holiday, the hours would likely be from 10:00 a.m. to 7:00 p.m.

There are currently no specific proposals for development of the parcels that would be zoned for commercial and industrial uses, which comprise 285 acres. Therefore, the environmental evaluation of these future uses would be at a programmatic level that would address the range of uses covered by the proposed zoning. Access to these parcels would be from the entrance near the tournament fields and the proposed Mahon Ranch Road (see Exhibit 3). This 285-acre area could support more than 3.5 million square feet of commercial and industrial space and more than 10,000 employees, depending on developer applications.

The City General Plan currently identifies the lands northwest of the tournament fields as an “Urban Study Area.” This land would be designated for mixed use pending further study of compatible uses. The environmental evaluation would use standard assumptions regarding development density, such as those used by the Sacramento Area Sewer District (i.e., six units per acre).

The proposed project would require the following discretionary approvals and actions:

- Sacramento LAFCo amendment to the Sphere of Influence, annexation, and reorganization of affected special districts;
- City General Plan amendment, rezoning, and design review for the Multi-Sport Park Complex;
- U.S. Army Corps of Engineers Clean Water Act Section 404 permit; and
- Central Valley Regional Water Quality Control Board Clean Water Act Section 401 water quality certification.

Various local, state, or federal approvals or permits may be necessary for subsequent land use entitlements, pursuant to applicable laws and regulations.

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### **Potential Environmental Effects**

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Sacramento LAFCo has reviewed the proposed project, as required by Section 15060 of the CEQA Guidelines, and has determined with the City of Elk Grove that an EIR should be prepared. As required by CEQA, the EIR will describe existing conditions and evaluate the potential environmental effects of the proposed project and a reasonable range of alternatives, including the no-project alternative. It will address direct, indirect, and cumulative effects. The EIR will analyze the Sphere of Influence amendment and the proposed Multi-Sport Park Complex at a project level of detail, while annexation of lands for future commercial and industrial use will be analyzed at a programmatic level. The EIR will identify feasible mitigation measures, if available, to reduce potentially significant impacts. The following environmental effects will be evaluated in the EIR:

**Aesthetics**—The EIR will evaluate existing visual conditions and will evaluate the potential impacts on scenic vistas, scenic resources, and visual character that may result from development of the sports complex and future development in the proposed commercial and industrial areas as they are annexed into the City boundary.

**Agriculture and Forestry Resources**—The EIR will describe existing agricultural resources and evaluate potential impacts from conflicts with existing zoning or Williamson Act contracts, and from conversion to urban uses of lands designated as Prime Farmland, Unique Farmland, or Farmland of Statewide Importance and any lands within a Farmland Security Zone. The EIR will outline mitigation measures such as Policy AG-5 in Sacramento County’s Agricultural Element for projects converting more than 50 acres. This section will also document that no forest land resources are present.

**Air Quality**—The EIR will discuss the regional and local air quality setting and quantify project air emissions for construction and subsequent use of the sports complex, which would likely be centered on summers, weekends, and special events. Future emissions for other components of the proposed project would be based on the proposed zoning for commercial and industrial land uses. Emissions will be compared with the significance thresholds developed by the Sacramento Metropolitan Air Quality Management District (SMAQMD). The impact evaluation will also evaluate potential human health risks from the proximity of air emissions sources such as State Route 99 and the UPRR line.

**Greenhouse Gas Emissions**—The EIR will discuss the potential for increased greenhouse gas emissions during construction and subsequent sporting events as well as full development of the project area. In addition, the EIR will compare such emissions with SMAQMD’s recently adopted significance thresholds and provide an evaluation of consistency with the City’s 2013 Climate Action Plan.

**Biological Resources**—The EIR will define the biological resources in the project area and surrounding habitats and evaluate the project’s potential effects on wetlands, other sensitive natural communities (e.g., oak woodlands, heritage and landmark trees), and special-status species (e.g., raptors and other migratory birds). This section will also address potential impacts on the proposed *South Sacramento Habitat Conservation Plan*, based upon publicly available draft materials.

**Cultural Resources**—The EIR will describe existing cultural resources and evaluate potential impacts on those resources, including the potential to affect undiscovered resources during excavation and grading. The EIR will also include consultation with California Native American tribes to assess potential impacts on tribal cultural resources, as required by Assembly Bill 52.

**Energy**—The EIR will describe current electricity and natural gas utility providers and evaluate whether the project would affect local or regional energy supplies, peak energy demand, energy resources, transportation energy use, and compliance with energy standards.

**Geology, Soils, Minerals, and Paleontology**—The EIR will describe the geological setting and potential environmental effects on geological, soil, mineral, and paleontological (fossil) resources. This section will outline design measures and best management practices to minimize impacts on people or structures from seismic activity. The EIR will also identify any potential impacts from loss of mineral resources and on undiscovered fossils.

**Hazards and Hazardous Materials**—The EIR will identify potential impacts from the transport, use, or disposal of hazardous materials; releases of hazardous materials; emissions of hazardous or acutely hazardous materials, substances, or waste near a school; location on a hazardous materials site; location within an airport land use plan or in the vicinity of a private airstrip; impairment of an adopted emergency response or evacuation plan; and exposure to wildland fires.

**Hydrology and Water Quality**—The EIR will evaluate hydrologic and water quality conditions and potential short-term construction-related effects on water quality from stormwater runoff, as well as longer term effects on stormwater drainage and maintenance effects on water quality (e.g., fertilizers).

This section will also evaluate potential impacts on groundwater supply and on surface water hydrology from the addition of impervious surfaces associated with future commercial and industrial development. This section will outline the design features (e.g., types of playing surfaces) and stormwater retention features required to minimize impacts on flooding, and the proposed Project's consistency with regional flood protection planning.

**Land Use and Planning**—The EIR will describe existing land uses and evaluate the potential for the proposed Project to divide an existing community or conflict with existing, adopted land use and natural resource plans or regulations (such as adopted the City and County General Plans) and the proposed *South Sacramento Habitat Conservation Plan*. Pursuant to LAFCo requirements, this section will also address potential impacts on Open Space resources, as defined in Government Code Section 65560, and consistency with the Sacramento Area Council of Governments Blueprint and the latest adopted Metropolitan Transportation Plan and Sustainable Communities Strategy (MTP/SCS).

**Noise**—The EIR will describe existing noise and vibration conditions and the potential impacts of construction and future sporting events and commercial and industrial uses. Project noise levels from traffic as well as planned uses will be estimated, accounting for intervening topography, noise barriers, and distance, and will be compared with existing ambient noise levels and applicable noise standards and local noise ordinances.

**Population, Employment, and Housing**—The EIR will evaluate the potential of the proposed Project to induce substantial population growth or displace substantial numbers of housing units or people. However, because the Project does not propose housing, any population growth impacts would indirectly result from future development of parcels zoned for commercial and industrial uses that are included in the Project.

**Public Services and Recreation**—The EIR will analyze existing public services and potential increases in demand, and will evaluate whether those demands would require new facilities (e.g., schools, fire protection, and law enforcement) that could result in environmental impacts. This section will also consider the effects of annexation into service provider service jurisdictions, such as the Cosumnes Community Services District, that could require new facilities. The EIR will incorporate information from the Municipal Services Review submitted with the City's Sphere of Influence amendment application, which identifies needed water and sewer extensions within the existing Sacramento County Urban Services Boundary. The EIR will also evaluate impacts related to recreational facilities, including indirect effects on existing facilities.

Pursuant to LAFCo requirements, the EIR will also evaluate the potential effects of the Project and municipal service provider reorganizations on environmental justice (the fair treatment of people of all races, cultures, and incomes with respect to the location of public facilities and provision of public services) and historically underserved and environmentally overburdened communities, including "disadvantaged unincorporated community" effects.

**Transportation**—The EIR will evaluate existing traffic conditions and potential traffic impacts related to a conflict with a applicable transportation plan(s), ordinance(s), or policy(ies); conflicts

with an applicable congestion management plan(s); hazards due to a design feature or incompatible use; inadequate emergency access; or conflicts with adopted plans, policies, or programs regarding public transit, bicycle, or pedestrian facilities.

**Utilities**—The EIR will describe existing utility systems and evaluate the impact of new utilities and pressure on existing utilities, such as for water supply, stormwater drainage, wastewater treatment, and solid waste disposal. This section will address any effects of annexing the Project area into new utility provider jurisdictions (e.g., Sacramento Area Sewer District).

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## Public Review and Scoping Meeting

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Pursuant to Section 15082 of the State CEQA Guidelines, this NOP has been sent to CEQA responsible and natural resource trustee agencies, and to involved federal agencies, local municipalities, interested persons, organizations, agencies, and landowners. The NOP will be circulated for a 30-day public review and comment period. In circulating this NOP, Sacramento LAFCo and the City of Elk Grove are soliciting the views of all these parties on the scope and content of the environmental document. At the end of the public review period, Sacramento LAFCo and the City will consider all comments received in scoping the EIR.

### Public Scoping Meetings

Sacramento LAFCo and the City of Elk Grove will each hold public scoping meetings to brief interested parties about the proposed project and to obtain the views of the public and agency representatives on the scope of the EIR.

Sacramento LAFCo will hold a public scoping meeting on November 4, 2015, at 5:30 p.m. at the following location:

Board Chambers  
County Administration Center  
700 H Street  
Sacramento, CA 95814

The City of Elk Grove will hold a public scoping meeting on Thursday, November 12, 2015, at 6:00 p.m. at the following location:

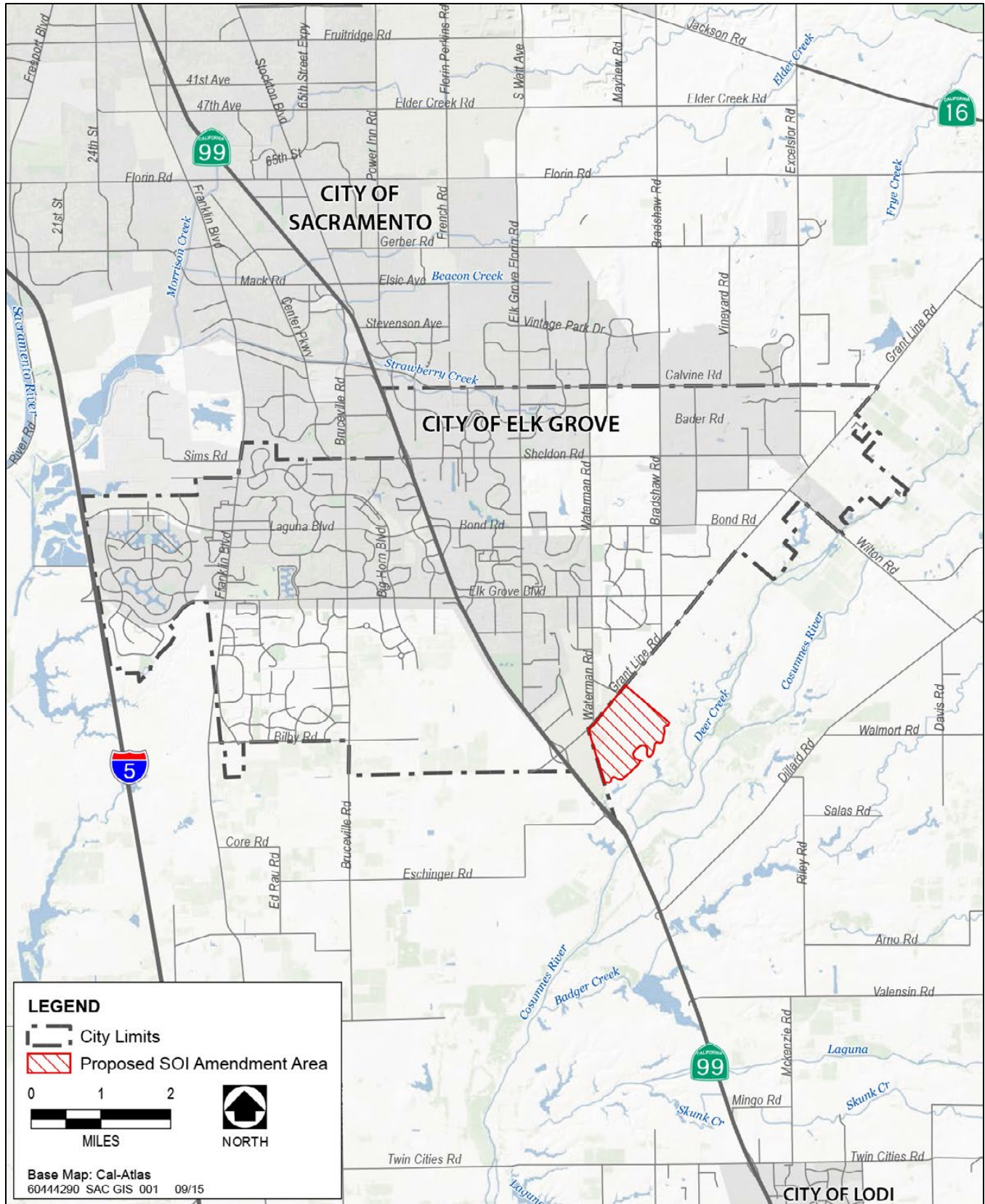
City of Elk Grove  
City Council Chambers  
8400 Laguna Palms Way  
Elk Grove, CA 95758

### Written Comments

Please provide your written response to the address shown below by 4:00 p.m. on November 23, 2015. For public agencies, please provide the name of a contact person in your agency.



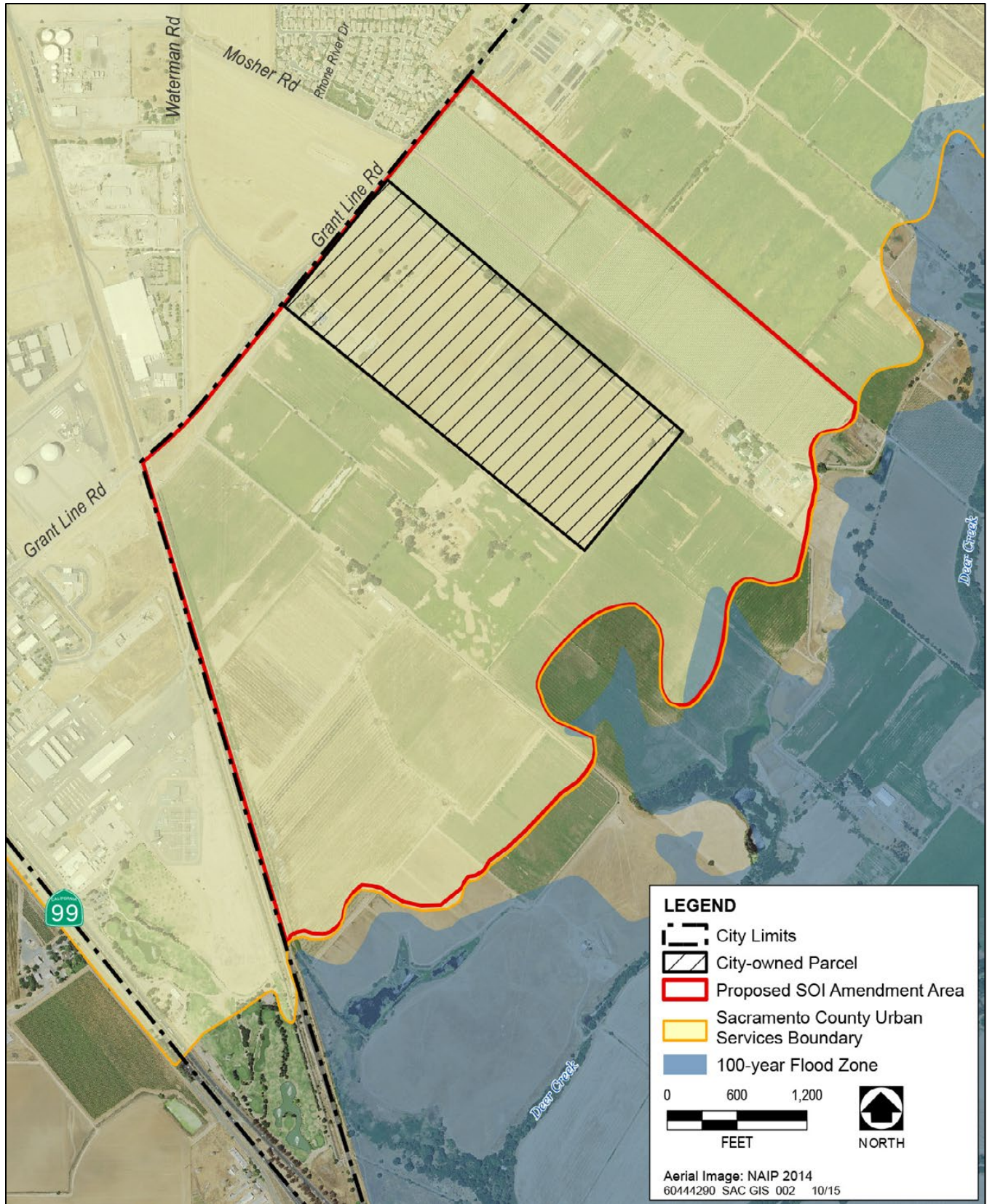
Sacramento Local Agency Formation Commission  
1112 I Street, Suite 100  
Sacramento, CA 95814-2836  
Attn: Mr. Peter Brundage, AICP, Executive Officer  
Phone: (916) 874-6458  
Fax: (916) 874-2939  
E-mail: [Peter.Brundage@saclafco.org](mailto:Peter.Brundage@saclafco.org)



Source: Sacramento County 2014, adapted by AECOM in 2015

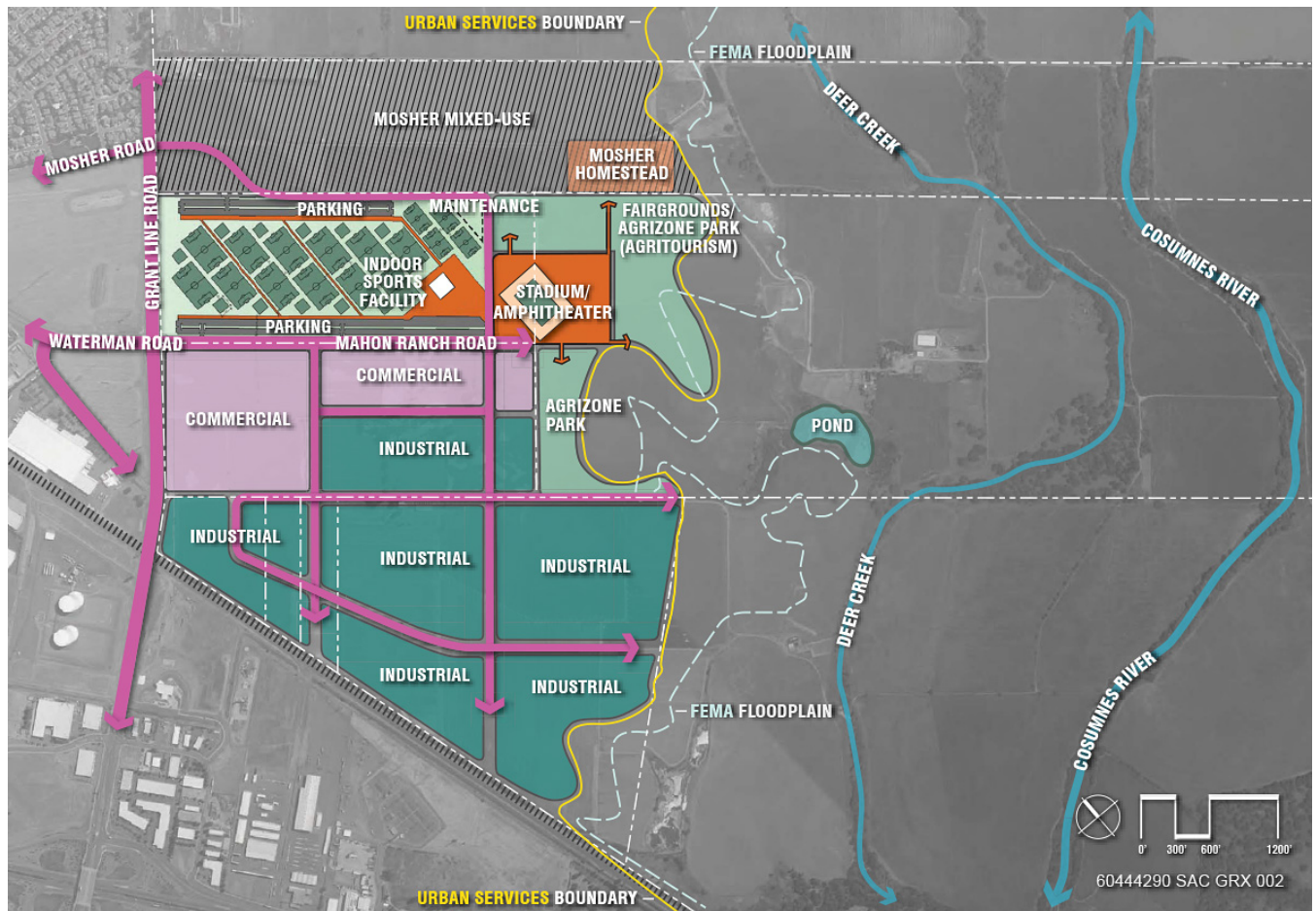
**Exhibit 1. Regional Location Map**





Source: Sacramento County 2014, adapted by AECOM in 2015

### Exhibit 2. Elk Grove Proposed Sphere of Influence Amendment Area



Source: LPA

**Exhibit 3. Plan for Full Buildout of the Sphere of Influence Amendment Area**





Source: LPA

**Exhibit 4. Elk Grove Multi-Sport Park Complex Conceptual Site Plan**



Source: LPA

**Exhibit 5 Rendering of Elk Grove Multi-Sport Park Complex (Daytime)**





Source: LPA

**Exhibit 6.      Rendering of Elk Grove Multi-Sport Park Complex (Nighttime)**