

ADDENDUM to

**CEQA ENVIRONMENTAL
IMPACT REPORT**

**City of Arcata Community Development Department
Creek Side Homes Project
(SCH #2016022083)**

**Environmental Impact Report Prepared by Lead Agency:
City of Arcata
736 F Street
Arcata, CA 95521
(707) 822-5951**

**Addendum Prepared by Responsible Agency:
Humboldt Local Agency Formation Commission (LAFCo)
1125 16th Street, Suite 201
Arcata CA 95521**

January 2021

TABLE OF CONTENTS

Introduction	1
Background	2
California Environmental Quality Act Framework	3
Project Information.....	4
Evaluation of Potential Environmental Effects	6
Summary of Findings.....	12

ATTACHMENTS

Attachment A – CEQA Findings of Fact and Statement of Overriding Considerations for the Creek Side Homes Project FEIR (SCH#2016022083), November 2019

Attachment B - Final Environmental Impact Report for the Creekside Annexation Project (SCH#2016022083), October 2019

Attachment C – Draft Environmental Impact Report for the Creek Side Homes Project (SCH# 2016022083), June 2019

INTRODUCTION

This document constitutes an Addendum to the 2019 Draft and Final Environmental Impact Report (2019 EIR) prepared for City of Arcata's (City) Creekside Annexation project. This Addendum evaluates whether proposed modifications to the City's boundary would result in any new or substantially more adverse significant effects or require any new mitigation measures not identified in the 2019 EIR.

The City's current boundary encompasses 11.4 square miles including a non-contiguous area south east of the City comprised of the Jacoby Creek Community Forest. The City's Sphere of Influence (SOI) encompasses an additional 4.67 square miles that includes the Jacoby Creek County Water District, agricultural and natural resource lands, and parcels that are provided water and/or sewer service by the City. The Creekside Homes development project is located within the SOI and went through a full CEQA EIR process in 2019. The original project considered annexation and development of four separate parcels along the City's western edge including the proposed development, City owned Ennes Park, and road and railroad right of ways along Foster Avenue. The 2019 EIR found that there would be significant and unavoidable impacts to Transportation and GHG Emissions from the project.

In April 2020, the development project received final approval from the City Council which included a Development Agreement between the City and the developer. In November 2020, the City applied to the Humboldt Local Agency Formation Commission (LAFCo) for annexation of the project area. Upon consideration of the City's application and preliminary comments received during the 2019 EIR process, LAFCo chose to assess a modified boundary for the annexation that would encompass remaining parcels within an existing storm drainage district boundaries, follow property lines, and prevent the creation of a partial island between Foster Avenue and Janes Road. As the modified boundary was not assessed in the 2019 EIR, additional CEQA analysis is required before LAFCo can take action on the annexation.

As verified in this Addendum, the 2019 EIR analyses and conclusions remain current and valid. The proposed modified boundary would not cause new significant effects not identified in the 2019 EIR nor increase the level of environmental effect to substantial or significant, and, hence, no new mitigation measures would be necessary to reduce significant effects. No change has occurred with respect to circumstances surrounding the proposed project that would cause new or substantially more severe significant environmental effects than were identified in the 2019 EIR. In addition, no new information has become available that shows that the project would cause new or substantially more severe significant environmental effects which have not already been analyzed in the 2019 EIR. Therefore, no further environmental review is required beyond this Addendum.

BACKGROUND

The Creekside Homes development project (APN 505-161-011) will add 32 single-family residences and 32 accessory dwelling units, a 100-bed memory care facility, and 25 senior-restricted neighborhood cottage units to the 16 acre parcel. This project will help satisfy the City's Regional Housing Needs Allocation (RHNA) by creating 5 very low, 20 low, 32 moderate, and 32 above moderate units, and would provide housing for approximately 269 residents. The project also includes the annexation of 0.44 acres of the developer-owned adjoining parcel (APN 506-161-009) for development of bike and pedestrian trail infrastructure ("Proposed Hammond Trail Extension"), the nearby 4.22 acre property owned by the City (APN 505-151-009) for recreational park expansion ("Ennis Park Expansion Parcel"), and a portion of the rights-of-way for Foster Avenue and Q Street that are currently in Humboldt County jurisdiction.

In 2018, the City completed a Fiscal Impact Analysis for the project. This analysis covered the potential impacts of the development on the City General Fund. This was an update to a previous analysis conducted in 2007 that covered a different number of residential uses. The 2018 analysis determined that there would be a net annual surplus of approximately \$58,583. As such, the development would not create a financial strain for the City¹.

In 2019, the City completed a Draft and Final EIR for the project. The 2019 EIR, incorporated herein by reference, included a Mitigation, Monitoring, and Reporting Program (MMRP) for the project that covered all areas of potential environmental impacts for the project in addition to CEQA Findings of Fact and Statement of Overriding Considerations. The most significant impacts were determined to be Transportation and GHG Emissions. Due to other development projects proposed in the area, there are expected to be significant impacts to Transportation from increased vehicle usage of roadways. During the EIR process, the Humboldt County Department of Public Works submitted comments requesting that an alternate boundary be considered by LAFCo that included more of the Foster Avenue and additional properties in the surrounding area².

In April 2020, the City entered into a Development Agreement with the developer. This agreement incorporates many of the mitigation measures from the 2019 EIR including impact fees for water, wastewater, and transportation. It also details dedication of public infrastructure to the City and offsite improvements³.

In November 2020, the City submitted an application to LAFCo for annexation of 21.6 acres (4 parcels) that includes the development parcel, Ennes Park, and railroad and road right of ways. In accordance with G.C. §56658, LAFCo provided notices to potentially affected local agencies. Limited comments were received all of which were in support of the project.

One of the potentially affected agencies in the area of the proposed annexation is the Janes Creek Storm Drainage Management District. This district lies almost entirely within the City except for four parcels located at the corner of Foster Avenue and Q Street. By including these parcels in the proposed

¹ City of Arcata, Creek Side Homes Annexation Fiscal Impact Analysis – City of Arcata. Prepared by Stanley R. Hoffman Associates, Inc. June 22, 2018.

² Humboldt County, Department of Public Works, Letter RE: City of Arcata Proposed Annexation – Creekside (DANCO) Subdivision, APN 505-161-011. March 1, 2016.

³ Development Agreement By and Between the City of Arcata and Foster Ave, LLC. Executed June 4, 2020. Recorded June 18, 2020.

annexation, the City could take control of stormwater management in the area and the largely inactive district could be dissolved. This would make for logical boundaries and provision of services.

Unincorporated islands are areas of land that are either completely or substantially surrounded by incorporated lands. LAFCo generally discourages the creation of island or pocket areas when considering annexations. The originally proposed annexation would create a small island of agricultural land that is substantially surrounded by the City apart from 1,200 feet of roadway along Foster Avenue.

Based on prior comments from the Humboldt County Department of Public Works, consideration of the Janes Creek Storm Drainage Management District, and the potential creation of a partial island by the originally proposed boundary, LAFCo has chosen to assess the feasibility of a modified annexation area.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA) FRAMEWORK

This addendum analyzes the proposed modified annexation boundary as required under the CEQA Guidelines, Sections 15162 and 15164. An addendum to certified EIR shall be prepared if only minor technical changes or additions are necessary or none of the following conditions calling for the preparation of a subsequent EIR have occurred:

- (1) Substantial changes in the project which require major revisions to the EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects;
- (2) Substantial changes with respect to the circumstances under which the project is undertaken which require major revisions to the EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or
- (3) New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time of EIR certification, shows any of the following:
 - A) The project will have one or more significant effects not discussed in the EIR,
 - B) The project will result in impacts substantially more severe than those disclosed in the EIR,
 - C) Mitigation measures or alternatives previously found not to be feasible would in fact be feasible and would substantially reduce one or more significant effects of the project, but the project proponent declines to adopt the mitigation measure or alternative, or
 - D) Mitigation measures or alternatives that are considerably different from those analyzed in the EIR would substantially reduce one or more significant effects on the environment, but the project proponent declines to adopt the mitigation measure or alternative.

The purpose of this Addendum is to evaluate whether the proposed modified annexation boundary would result in any new or substantially greater significant effects not identified in the 2019 EIR and to demonstrate that the proposed modified boundary does not trigger any of the conditions described above. Based on the analysis provided below, an Addendum to the 2019 EIR is the appropriate CEQA document.

PROJECT INFORMATION

Summary

The proposed project is for annexation of 77.05 acres (8 parcels and road right of way) on the western edge of the City boundary that is within the City's SOI. The annexation is for development of the Creekside Homes development project which would add 32 single-family residences and 32 accessory dwelling units, a 100-bed memory care facility, and 25 senior-restricted neighborhood cottage units to the 16 acre parcel located at 2000 Foster Avenue (APN 505-161-011). The project also includes a City owned parcel that is intended for expansion of Ennes Park (APN 505-151-009) and a former railroad right of way (APN 505-161-009) that will be utilized for an extension of the Hammond Trail which will provide pedestrian and bicycle access. All project components described in the 2019 EIR will remain the same apart from the addition of five adjacent parcels.

The additionally proposed parcels are designated Agriculture Exclusive (AE) both by the County and under the City's General Plan Land Use Element. A summary of all proposed parcels is provided in Table 1. No changes to current land uses or development patterns are proposed for the area. Annexation of the additional parcels would allow for merger of the Janes Creek Storm Drainage Management District with the City of Arcata.

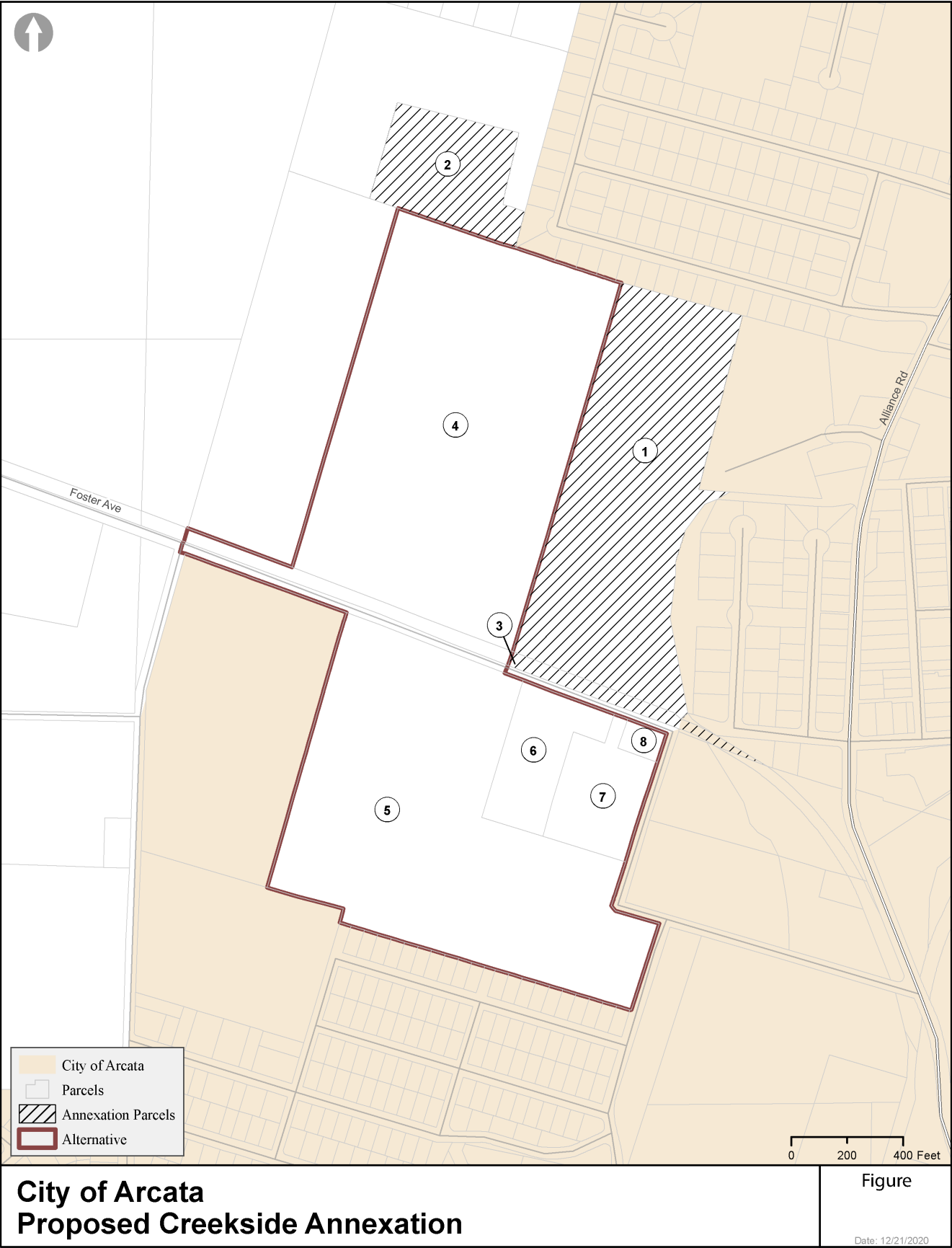
Table 1: Proposed Annexation Parcels

Map #	APN	Acres	Current County GPLU	Current County Zoning	Current City GPLU	Property Type (use code)
1	505-161-011	15.95	UR/RM	ML;R-1;R-4/Q	RL:PD	Industrial-Vacant (Creekside Homes site)
2	505-151-009	4.22	PF	AE;AG	PF	Public-Non Taxable (Ennes Park Extension)
3	505-161-009	0.94	UR/RM	RAILROAD	Undesignated	Vacant Single Family Residential (Proposed pedestrian/bicycle access)
4	505-151-001	26.16	AE	AG;R-1;ML	AE	Rural - Vacant (Proposed conservation easement)
5	505-171-004	23.22	AE	AG	AE	Vacant, Rural Residential, 20+ to 40 ac
6	505-171-006	2.93	AE	AG	AE	Improved, Rural Residential, 1 to 5 ac
7	505-162-009	2.86	AE	AG	AE	Improved Single Family Residential
8	505-162-002	0.37	AE	AG	AE	Improved Single Family Residential

Additional Approvals Needed

No additional approvals are needed for the proposed project beyond what was presented in the 2019 EIR.

Figure 1: Proposed and Modified Annexation Boundary



EVALUATION OF POTENTIAL ENVIRONMENTAL EFFECTS

The proposed modified annexation boundary for the Creekside Homes project is expected to result in less than significant impacts to all resources of concern. The 2019 EIR analyzed potential impacts to the following resources:

- *aesthetics*
- *agricultural and forestry resources*
- *air quality*
- *biological resources*
- *cultural resources*
- *energy conservation*
- *geology and soils*
- *greenhouse gas emissions*
- *hazards and hazardous materials*
- *hydrology and water quality*
- *land use and planning*
- *mineral resources*
- *noise*
- *population and housing*
- *public services*
- *recreation*
- *transportation-traffic*
- *tribal cultural resources*
- *utilities and service systems*
- *wildfire*

Of these, the 2019 EIR identified that the project would result in significant and unavoidable impacts to transportation-traffic until traffic improvements are constructed and potentially significant impacts to Greenhouse Gas Emissions due to lack of a set emissions threshold for the region per AB32.

It is expected that there will be no change in the significance of any of the potential impacts as a result of the modified annexation boundary. LAFCo is not proposing any change to the suite of mitigation and conservation measures incorporated into the 2019 EIR.

The modified annexation boundary will not have any additional impacts not previously discussed in the 2019 EIR for all of the resource sections apart from agricultural and forestry resources, land use and planning, public services, and utilities and service systems. As such, the following updated discussion will be focused on those areas in addition to wildfire, which was not a required resource area at the time of the 2019 EIR preparation.

Agricultural and Forestry Resources

2019 EIR Summary

The 2019 EIR determined that the project would ultimately convert approximately 5.03 acres of prime agricultural land to non-agricultural uses due to the proposed Ennes Park expansion. In order to mitigate this impact, 22.65 acres of APN 505-151-001 will be set aside for agricultural uses through a conservation easement. This results in an approximately 4.5:1 mitigation ratio. Additionally, the project does not propose to convert any forested land. With the mitigation measure in place, impacts to agricultural and forestry resources are considered to be less than significant.

Proposed Modified Annexation Boundary

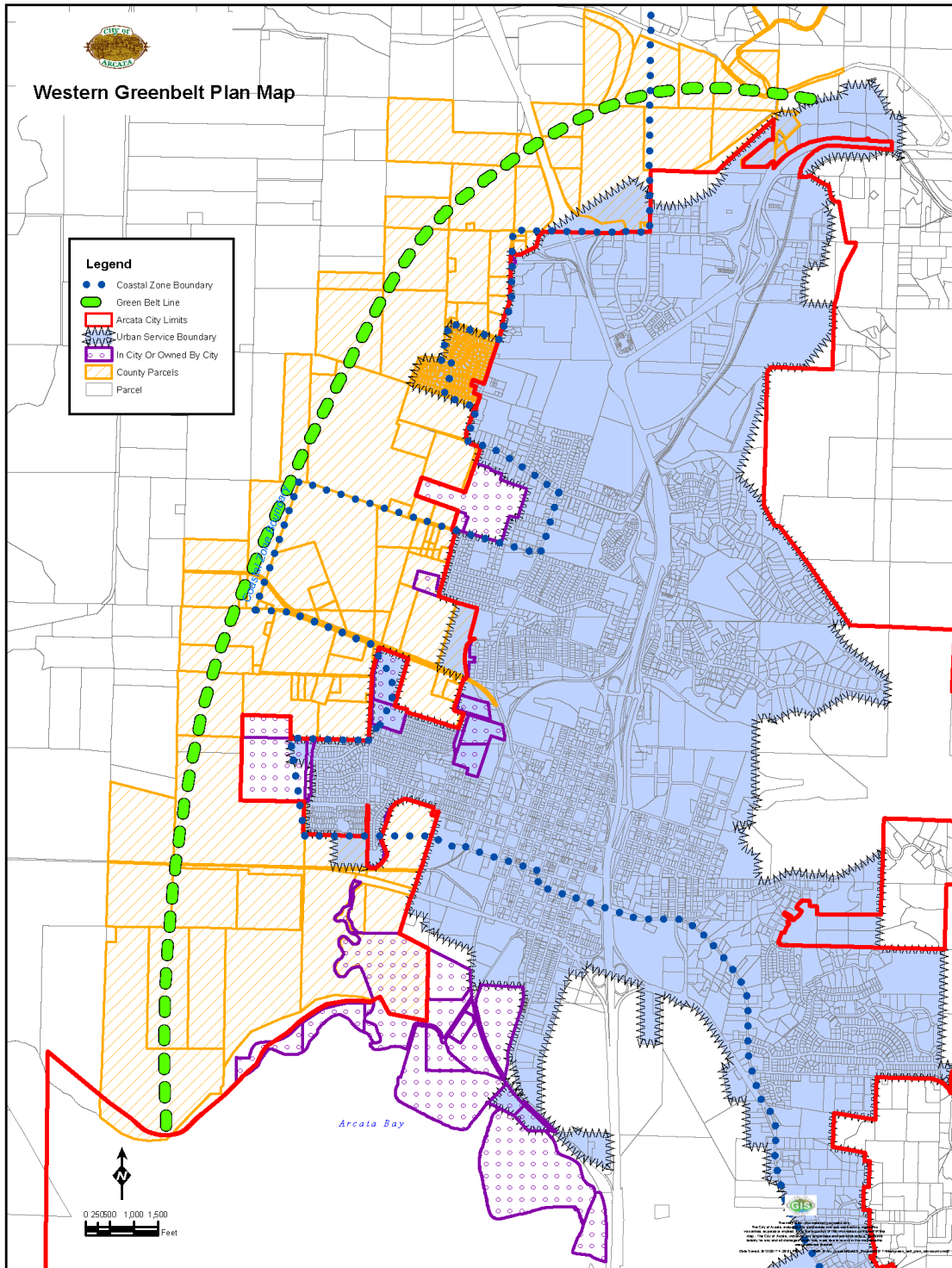
The proposed modified annexation boundary consists of predominately agricultural exclusive lands including the proposed conservation easement parcel APN 505-151-001. No changes to land uses or development densities are proposed. As discussed in the 2019 EIR, the City has several General Plan policies related to the protection and conservation of natural resource and agricultural lands as outlined in Table 4.4.-2 of the Draft EIR. These policies focus on protection, preservation and enhancement of open space areas, prime agricultural lands, and other natural resource areas. Additionally, the City passed Resolution No. 178-18 in 2018 which sets policies for the Western Greenbelt along the western edge of the City. The resolution states, in part, that:

- 2) The Arcata General Plan and Zoning Resolution shall control land uses within the Greenbelt:
 - a. The Greenbelt's General Plan designations include Agriculture, Natural Resources and Open Space.
 - b. The Zoning Resolution designations include Agriculture-Exclusive (A-E), Natural Resources (NR), Public Facility (PF) and Open Space (O-S);
 - c. Only permitted land uses that are consistent with these general plan and zoning code designations, subject to permit, conditions, use standards, performance standards and permit findings, will be permitted within the Greenbelt;

The parcels included as part of the modified annexation boundary are included in the Western Greenbelt zone as shown in Figure 2. As the modified annexation does not propose and changes to land uses or development patterns that would convert or otherwise be incompatible with the existing agricultural lands and due to the City's policies regarding preservation of agricultural and natural

resource lands, impacts to agricultural and forestry resources will be less than significant as described in the 2019 EIR.

Figure 2: City of Arcata Western Greenbelt Map



Land Use and Planning

2019 EIR Summary

The 2019 EIR determined that the proposed project was consistent with County and City land use policies and would not divide the existing community or be otherwise inconsistent with land use and planning policies in the area. While the County General Plan originally held inconsistent land use designations for the proposed annexation areas including light industrial at the site of the proposed development and agricultural exclusive at the proposed Ennes Park expansion, recent updates to zoning designations make impacts less than significant.

Proposed Modified Annexation Boundary

The proposed modified annexation boundary would include several parcels designated as Agricultural Exclusive under the Humboldt County General Plan. These parcels, which are located within the city's SOI, are also designated Agricultural on the City's Land Use diagram as shown in Figure 3. No changes are proposed to the current land use designations. Additionally, the Urban Services Boundary set by the City will not be changed and the additional parcels will remain outside of the boundary.

The County and the City have many policies for land use and planning that apply to the project as outlined in Tables 2.1-3 and 2.1-4. Two of these policies discussed in the 2019 EIR include:

Humboldt County General Plan: Section 4.53, Policy (AG-P12): Advice from Agricultural Community. Seek advice from organizations and affected individuals within the agricultural community for any future evaluation of land areas needed for urban development or for any consideration of requests by Humboldt's Local Agency Formation Commission (LAFCo) to change spheres of influence or urban service boundaries next to or near agricultural lands.

Arcata General Plan: GM-3c Criteria for annexation of undeveloped land areas. All undeveloped lands proposed for annexation shall be added to the City only if the following criteria are met. The proposed annexation area shall: (Items 1-5 excluded here) and; 6. Not include prime agriculture land (Storie Index 60 or higher) other than with designation and prezone as Agriculture Exclusive [A-E].

In addition to the above policies, the City's Land Use Code includes 9.94.050 – Annexation Procedures:

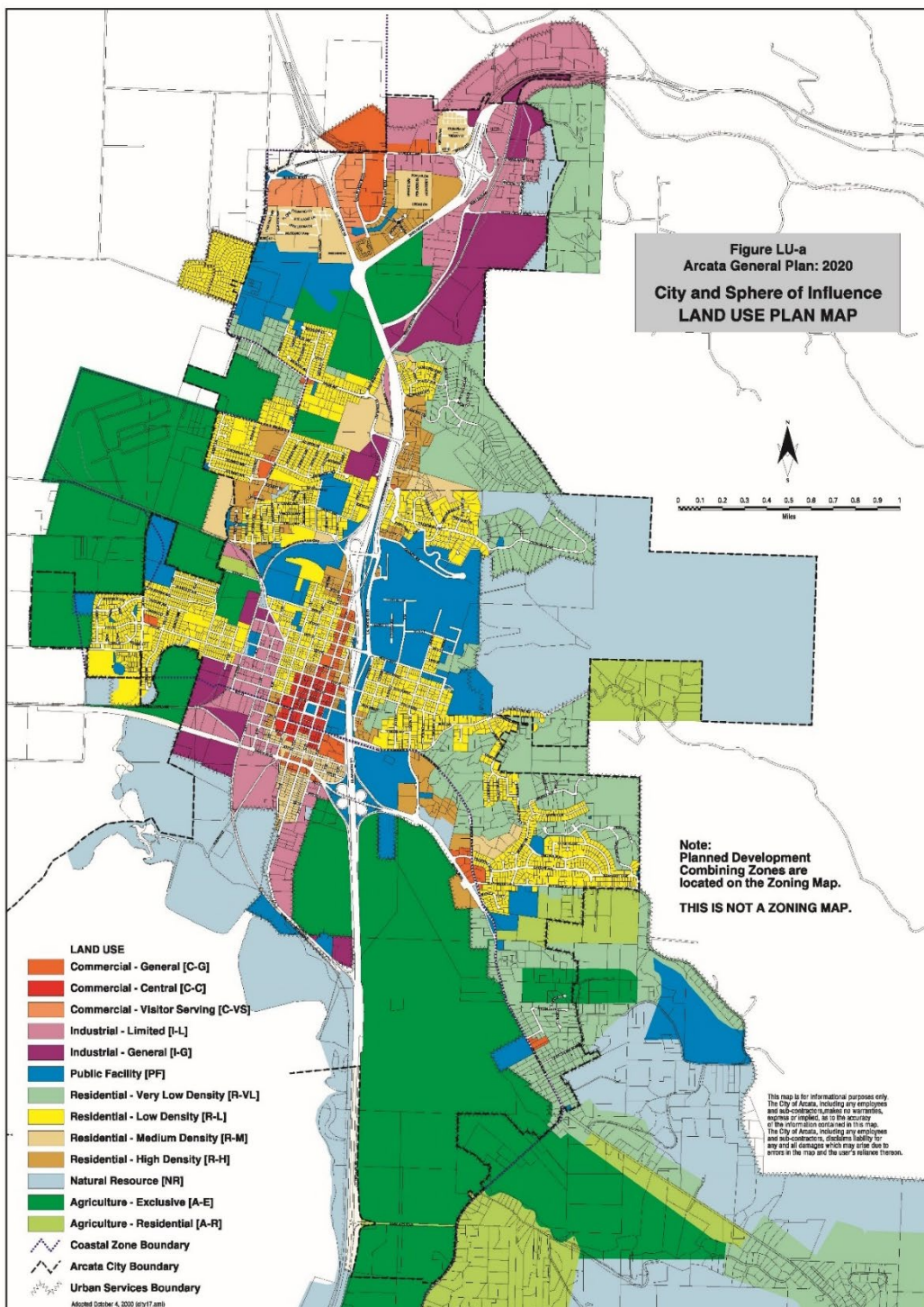
- A. Purpose. The City's objective is to provide for the logical annexations of unincorporated lands within the City's Sphere of Influence only when community character, and City services can be adequate provided or to project open spaces and resource uses.*

Also included within the project area is the Janes Creek Storm Drainage Management District. This is a dependent special district overseen by the Humboldt County Board of Supervisors. The district lies almost entirely within the City's boundary apart from the five parcels proposed as part of the modified annexation boundary. LAFCo seeks to identify options for shared services and where possible, consolidation of services. By including the additional parcels in the annexation, management of storm drainage activities in the district could be transferred to the City creating more efficient provision of services. Additionally, the district could be dissolved with the City named as successor agency. This consolidation of services would be consistent with LAFCo policies and regulations.

As the additional parcels are currently designated Agriculture Exclusive and no changes are proposed to the current land uses or the Urban Services Boundary, the modified annexation will not either physically divide an established community or conflict with any applicable land use plan, policy or regulation. The

modified annexation will also not conflict with any applicable conservation plan as it is in keeping with the City's Western Greenbelt policies. As such, impacts on land use and planning from the modified boundary would not be more significant than those discussed in the 2019 EIR.

Figure 3: City of Arcata Land Use Diagram



Public Services

2019 EIR Summary

The 2019 EIR determined that the project would have less than significant impact on public services with mitigation measures incorporated. The project would not necessitate the need for construction of additional public facilities in order to provide services to the annexation area. The proposed expansion of Ennes Park would result in conversion of approximately 5.03 acres of prime agricultural lands. As discussed under agricultural and forestry resources, a conservation easement is proposed on 22.65 acres of parcel 505-151-001. With this mitigation measure in place, impacts to public services will be less than significant.

Proposed Modified Annexation Boundary

The proposed modified annexation boundary consists of uninhabited territory including both rural-vacant and vacant and improved rural residential uses, and is outside of the City's Urban Service Area for water and wastewater. Per the Cortese-Knox-Hertzberg (CKH) Act, uninhabited territory refers to areas with fewer than 12 registered voters⁴. No land uses changes or further development is proposed as part of the modified annexation boundary. There are three existing single family homes within the modified boundary area that would require limited police services from the City. Due to the limited number of inhabitants in the area, inclusion of these parcels is not expected to create impacts more significant than those discussed in the 2019 EIR.

Utilities and Service Systems

2019 EIR Summary

The 2019 EIR determined that the City is currently using approximately 55 percent of its current water allocation from Humboldt Bay Municipal Water District which allows room for future growth and development of the City. It also determined that the City is using approximately 70 percent of dry water design flow at the Arcata Wastewater Treatment Plant. However, based on recent conditions assessment and capacity evaluations of the plant, numerous facilities will need to be improved in the next ten years. These improvements have been incorporated into a Facilities Plan for the treatment which will begin upgrades as soon as funding allows. Based on the planned improvements for the wastewater treatment facility, excess water supply, construction of stormwater management features, and availability of solid waste disposal services, impacts will be less than significant with incorporation of mitigation measures for hazardous materials remediation, a site development contingency plan, and biological surveys.

Proposed Modified Annexation Boundary

The proposed modified annexation boundary includes both rural-vacant, and improved rural residential uses, and is outside of the City's Urban Service Area for water and wastewater. There are existing single family dwellings in the modified boundary area but there are fewer than 12 registered voters. No additional development or changes to land uses are proposed as part of the modified boundary. Additionally, the parcels are currently outside of the City's Urban Services Boundary and are not guaranteed water and/or sewer services. However, property owners may request these services in the future. Based on the City's current availability of water, the location of existing infrastructure, and the current design capacity of the wastewater treatment facility, there is adequate capacity for the limited

⁴ Cortese Knox Hertzberg Local Government Reorganization Act of 2000, Section 56079.5 – "Uninhabited Territory". Updated November 2020.

number of households in the modified annexation area. As such, impacts to utilities and service systems will not be more significant than those described in the 2019 EIR.

Wildfire

At the time the 2019 EIR was prepared, wildfire was not a required section for CEQA analysis. As such, potential impacts will be discussed below.

If located in or near state responsibility areas or lands classified as very high fire hazard severity zones, would the project:

- a) Substantially impair an adopted emergency response plan for emergency evacuation plan?
- b) Due to slope, prevailing winds, and other factors, exacerbate wildfire risks, and thereby expose project occupants to, pollutant concentrations from a wildfire or the uncontrolled spread of a wildfire?
- c) Require the installation or maintenance of associated infrastructure (such as roads, fuel breaks, emergency water sources, power lines or other utilities) that may exacerbate fire risk or that may result in temporary or ongoing impacts to the environment?
- d) Expose people or structures to significant risks, including downslope or downstream flooding or landslides, as a result of runoff, post-fire slope instability, or drainage changes?

The project area is not located in or near a state responsibility area and is not classified as a high fire severity zone⁵. Additionally, the development will be accessible from Foster Avenue and by way of an all-weather emergency access road from Stewart Avenue. Adequate water services and fire hydrants will be included in the development to ensure that emergency personnel have readily available access to water in the event of a fire or other emergency.

The project area is generally flat with less than five percent slopes and includes open pasture lands with limited vegetation. The development has overgrown vegetation which will be removed as part of the project and will help reduce the risk of wildfires in the area. The climate in the project area is generally humid due to its proximity to the Pacific Ocean which further helps reduce the risk the wildfires.

Based on the environmental setting of the area, access to water supplies, and since the project area is not within a state responsibility area nor classified as a high fire risk, impacts to wildfire resources will be less than significant.

SUMMARY OF FINDINGS

The modified annexation boundary encompasses 77.05 acres of land located on the western edge of the City's existing boundary which includes agricultural, planned development, and public facility lands. There are no proposed changes to land uses within the agricultural designated areas of the project aside from the planned Ennes Park expansion. In order to mitigate for this loss of approximately 5.03 acres of agricultural land, 22.65 acres of APN 505-151-001 will be designated as a conservation easement.

The modified boundary is uninhabited territory (fewer than 12 registered voters) and as such will not create a higher demand for City services in the area. The additionally proposed parcels are also currently outside of the City's Urban Services Boundary and must apply to the City before any extension

⁵ Humboldt County GIS, Hazards – Cal Fire SRA and Fire Hazard Severity. Accessed January 13, 2020.

of water or wastewater services can be considered. In the event services are requested, the City has enough capacity to accommodate the existing single family dwellings.

No additional mitigation measures are being proposed and the proposed changes to the project are considered minor. As evidenced in this addendum to the 2019 EIR, any impacts associated with the proposed boundary change are not anticipated to be more significant than those discussed in the previously prepared environmental document.