

1.0 INTRODUCTION

1.1 PURPOSE

The California Environmental Quality Act (CEQA) requires that all state and local agencies consider the environmental consequences of projects over which they have discretionary authority. The Environmental Impact Report (EIR) is intended to provide decision-makers and the public with information concerning at a minimum the environmental effects of a proposed project, possible ways to reduce or avoid the possible environmental damage, and identify alternatives to the project. The EIR must also disclose significant environmental impacts which cannot be avoided; growth inducing impacts; effects not found to be significant; as well as significant cumulative impacts of all past, present and reasonably anticipated future projects.

In addition, the EIR documents background information for the General Plan. Each jurisdiction must prepare supporting environmental documentation for goals and policies contained in the General Plan. This information will be adopted as part of the General Plan.

1.2 AUTHORITY

This Environmental Impact Report has been prepared to satisfy the California Environmental Quality Act (Public Resources Code Section 21000 et. seq.) and the State CEQA Guidelines (14 California Administrative Code Section 15000 et. seq.) for the proposed Cypress General Plan Update, herein referred to as the "project."

1.3 APPROACH

State law specifies the basic contents of the General Plan, however, it permits each jurisdiction to use any format deemed appropriate or convenient. General Plans are traditionally organized into a collection of required and optional elements, or subject categories. These elements contain a policy component, and supporting documentation. The City of Cypress intends for this EIR to be used primarily as a policy document, and has elected to include supporting documentation for the General Plan both in the EIR and the Technical Appendices.

1.3.1 GENERAL PLAN (VOLUME I)

The Cypress General Plan functions as a guide for local government decision-makers, citizens and the development community with respect to land use and development. The General Plan must address the following seven elements: land use, housing, circulation, the conservation of natural resources, the preservation of open space, the noise environment, and the provision of public safety. Although inclusion of each of the seven elements in a City's General Plan is mandatory, these topic areas may be combined at the discretion of the City, so long as it complies with all state requirements governing content and adoption procedures. The City of Cypress has elected to address the following optional elements: air quality and growth management.

The State requires local jurisdictions to adopt General Plans based on the belief that the future growth of California is largely determined by local land use decisions and related actions. The General Plan addresses land within a City's boundaries, as well as any area outside the boundaries which is felt to bear relation to a city's planning. This is known as the Sphere of Influence. The Cypress General Plan Update study area consists only of the area within the City's boundaries.

1.3.2 PROGRAM ENVIRONMENTAL IMPACT REPORT AND APPENDICES (VOLUMES II AND III)

Volumes II and III include the General Plan EIR and Appendices, environmental analysis, background data and technical reports on traffic, air quality, and noise.

Both the Public Resources Code and the CEQA Guidelines discuss the use of “tiering” environmental impact reports by lead agencies. Public Resources Code Section 21068.5 defines “tiering” as:

“the coverage of general matters and environmental effects in an environmental impact report prepared for a policy, plan, program or ordinance followed by narrower or site-specific environmental impact reports which incorporate by reference the discussion in any prior environmental impact report and which concentrate on the environmental effects which: (a) are capable of being mitigated, or (b) were not analyzed as significant effects on the environment in the prior environmental impact report.”

The Cypress General Plan Update EIR is intended to serve as a Program EIR or “first tier EIR.” CEQA Guidelines Section 15168 states that a Program EIR can be prepared in connection with “the issuance of rules, regulations, plans or other general criteria to govern the conduct of a continuing program.” In this case, the Program EIR has been prepared for the City’s General Plan Update.

The approach of a Program EIR is appropriate for evaluating “a series of actions that can be characterized as one large project and can be related either: (1) geographically; (2) as logical parts in the chain of contemplated actions; (3) in connection with the issuance of rules, regulations, plans or other criteria to govern the conduct of a continuing program; or (4) as individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental effects which can be mitigated in similar ways” (CEQA Guidelines Section 15168).

A Program EIR has the following advantages: “it provides an occasion for a more exhaustive consideration of effects and alternatives than would be practical in an EIR on an individual action; it ensures consideration of cumulative impacts that might be slighted in a case-by-case analysis; it avoids duplicative reconsideration of basic policy considerations; it allows the lead agency to consider broad policy alternatives and program-wide mitigation measures at an early time when the agency has greater flexibility to deal with basic problems of cumulative impacts; and it allows reduction in paperwork” (CEQA Guidelines Section 15168).

Subsequent development projects proposed within the City must be reviewed in the context of this Program EIR to determine if additional environmental documentation is required. If the subsequent project would have environmental effects not addressed in the Program EIR, additional environmental review would be required. Where no new effects and no new mitigation measures are involved, the subsequent project can be approved without additional environmental documentation. Where an EIR is required for a subsequent project, the EIR should implement the applicable mitigation measures developed in the Program EIR, and focus its analysis on site-specific issues not previously addressed.

1.4 ISSUES OF CONCERN/ AREAS OF CONTROVERSY

The following is a highlight of what can be considered “the major issues” – the issues that were raised numerous times and/or the issues that were generally agreed upon as being a high priority for the City.

In 1998, a Strategic Plan was prepared and adopted by the City Council. The Strategic Plan resulted in the development of both a mission and vision statement for the City, as well as the development of

goals and objectives to better prepare the City to serve the needs and desires of Cypress residents and businesses.

Subsequent to preparation of the Strategic Plan, the City Council further clarified the goals and identified specific focus areas/issues that need to be addressed in the General Plan Update. The focus areas/issues are:

- Park Development Strategy;
- Economic Development Programs Plan;
- Provisions for Residential Options in the “North-End” Area;
- Public Facilities and Infrastructure;
- Public Safety;
- Land Use Alternatives to Focus on Possible Transit-Related Development Based on a Light Rail System;
- Public and Semi-Public Uses; and
- Future Use of Abandoned Union Pacific Railroad Right-of-Way.

ISSUES TO BE RESOLVED

The issues to be resolved as part of the environmental review for the proposed General Plan Update include:

- Air Quality Impacts;
- Noise Impacts;
- Transportation/Circulation Impacts;
- Parks and Recreation Impacts; and
- Hydrology and Drainage Impacts.

1.5 INTENDED USES OF THIS EIR

The City of Cypress, as the Lead Agency for this project, will use this Program EIR in consideration of the proposed General Plan Update. This document will provide environmental information for several other agencies affected by the project, or which are likely to have an interest in the project. Various State and Federal agencies exercise control over certain aspects of the study area. The various public, private and political agencies and jurisdictions with a particular interest in the proposed project include, but are not limited to the following:

STATE AGENCIES

California Regional Water Quality Control Board (CRWQCB). Responsible for evaluating appropriate uses of water and issuing National Pollution Discharge Elimination Systems (NPDES) permits and waste discharge requirements.

California Reclamation Board (CRB). Responsible for delineation of flooding and regulation of encroachment into designated floodways.

California Department of Transportation (Caltrans). Responsible for approval of roadway improvements along state highways, including Interstates 405 and 605, and State Route 91.

California Environmental Protection Agency (CalEPA). The primary state agency concerned with degradation of the environment and how it affects human health. It is responsible for the examination and prevention of pollution sources of public water supplies; establishment of ambient air quality standards; monitoring of environmental pollution; regulation of water supplies and sewage disposal

systems; regulations of hazardous waste; regulations of pesticides; regulation and control of radioactive materials; and providing certain laboratory support to other state agencies.

California Department of Toxic Substances Control. This CalEPA agency is the primary state agency that regulates all matters related to hazardous waste. It is responsible for the cleanup of hazardous waste sites, permitting, surveillance, and enforcement of hazardous waste facilities.

California Integrated Waste Management Board (CIWMB). Responsible for managing California's solid waste stream by helping California divert 50 percent of its waste from landfills by 2000 and protecting public health and the environment.

LOCAL AGENCIES

City of Cypress. Responsible for land use control, and the provision of urban services on and to the study area. The City will act as the Lead Agency for the proposed project.

County of Orange. The Airport Land Use Commission (ALUC) for Orange County has adopted an Airport Environs Land Use Plan (AELUP), which formulated a comprehensive land use plan for the area surrounding each public and federal military airport in Orange County. The Joint Forces Training Center (JFTC) Los Alamitos is located just south of the City of Cypress. The City has the authority to regulate land uses within the facility's flight approach and the planning area established by the ALUC to protect the public's safety and welfare. The City's General Plan must be consistent with the AELUP, unless specific findings can be made by the City Council.

In addition, the Orange County Flood Control District (OCFCD) and Orange County Integrated Waste Management Department (IWMD) are responsible for regional flood control facilities and landfill capacity and solid waste diversion, respectively.

Orange County Transit Authority (OCTA). Responsible for serving Orange County as a whole, by providing transportation solutions that recognize the needs of the residents and cities. OCTA works with local jurisdictions in a variety of ways, including Combined Transportation Funding Program (including Measure M), Service Authority for Adandoned Vehicles, Transit Service, Freeway Projects, Orange County Taxi Administration Program, and the Orange County Commuter Bikeways Strategic Plan.

South Coast Air Quality Management District (SCAQMD). Serves as the South Coast Air Quality Control District and has the responsibility for the implementation of the California Clean Air Act. This agency's authority includes Los Angeles and Orange Counties, the western portion of Riverside County and portions of San Bernardino County.

Southern California Association of Governments (SCAG). Stimulates intergovernmental coordination in planning and development activities, and assures better coordination of federally assisted projects. Reviews applications of local and regional agencies for federal grants related to more than 100 programs. Responsible for preparing components of the California Regional Transportation Plan. Programs range from open space planning, waste control and water basin studies to aviation, housing and research in economics and demography.

1.6 BACKGROUND AND SCOPE

This Program EIR evaluates the potential individual and cumulative environmental effects associated with implementation of the goals and policies of the Cypress General Plan Update. Direct/primary effects of the project, as well as any potential indirect/secondary impacts which may occur through

buildout are evaluated. The Program EIR serves as the framework for review of future planning efforts (e.g., projects) and identifies where additional environmental analysis may be required.

The Program EIR provides recommendations (i.e., mitigation measures) to minimize potentially significant effects, and describes the consequences of unavoidable environmental impacts. Alternative project options have been evaluated to provide a comparative analysis of the potential environmental effects of these alternatives relative to those associated with the proposed project.

The scope of the Program EIR was determined through the noticing process. The Environmental Checklist that accompanied the Notice of Preparation (NOP) identified potential impacts resulting from implementation of the proposed General Plan Update.

The environmental issues to be addressed in this document include:

- Land Use;
- Population, Employment and Housing;
- Transportation/Circulation;
- Air Quality;
- Noise;
- Geology and Seismic Hazards;
- Hydrology and Drainage;
- Public Services and Utilities;
- Parks and Recreation; and
- Public Health and Safety.

The following mandatory components of an EIR are also addressed:

- Cumulative Impacts;
- Alternatives to the Proposed Action;
- Growth Inducing Impacts of the Proposed Action;
- Effects Found Not to be Significant;
- Significant Environmental Effects Which Cannot be Avoided if the Proposed Action Implemented; and
- Significant Irreversible Environmental Changes Which Would Occur if the Proposed Action is Implemented.

1.7 DOCUMENT ORGANIZATION

Section 1.0, *Introduction*, provides an overview of the proposed Cypress General Plan Update and the scope, use and approach of this Program EIR.

Section 2.0, *Executive Summary*, provides a synopsis of the data and analysis contained throughout the document. This section includes a summary of the project, environmental analysis, alternatives, as well as areas of controversy and issues to be resolved.

Section 3.0, *Project Description*, includes a detailed description of the General Plan Update. This section describes the environmental setting and defines the project. Assumptions used during the preparation of this document are also identified.

Section 4.0, *Environmental Analysis*, evaluates the impacts associated with the proposed General Plan Update goals and policies. This section is organized by issue area. Each area includes a description of the environmental setting relative to that issue; the environmental effects of the proposed project;

mitigation measures; and determinance of significance after mitigation. Mitigation measures that are incorporated into the General Plan Update in the form of goals and policies are described in the Environmental Impacts and Mitigation Measures subsection and additional mitigation measures which may be required to mitigate project impacts are recommended.

Impacts and mitigation measures are generally organized under the issue topics. However, an impact or mitigation measure's location within the document should not restrict it from being considered under another issue topic, even though omitted from that section. Many of the impacts relating to a General Plan Update, such as Cypress' are multi-faceted. Similarly, the goals and policies and actions that serve as mitigation measures and additional mitigations recommended, may accomplish several objectives and mitigation more than one impact. It is important that decision-makers be cognizant of this fact in their consideration and use of this document. If mitigation measures are altered, the affect that would have on other issues should be evaluated.

Cumulative impacts are discussed in Section 4.11.

Section 5.0, *Alternatives to the Proposed Action*, is a discussion of the alternatives to the proposed project and related impacts and evaluation. An environmentally superior option is discussed in this section.

Sections 6.0 through 9.0 address the remainder of CEQA mandated issue areas (e.g., growth inducing impacts, effects found not to be significant).

Section 10.0 provides a complete list of recommended mitigation measure by topic.

Section 11.0 lists the organizations and individuals contacted during the preparation of the Program EIR, report preparation personnel and a list of reference materials.