

Executive Summary

ES.1. Introduction

The City of Sacramento (City) proposes to construct approximately 3.4 miles of new Class 1 bicycle and pedestrian trail comprising 6 segments (proposed project) along the south bank of the American River that extends from Tiscornia Park at Jibboom Street to the H Street Bridge in Sacramento, California (see **Figure ES-1**).

The California Environmental Quality Act (CEQA) requires public agencies to identify, disclose, and consider the potential environmental impacts of proposed discretionary actions that an agency is considering for approval. A project that may have a significant impact on the environment cannot be approved unless the Lead Agency makes the approval contingent upon the implementation of mitigation measures that would reduce or avoid that impact to the extent feasible. When a project may have significant environmental impacts, the Lead Agency must prepare an environmental impact report (EIR) before it considers whether to approve the project.

ES.2. Proposed Project

The proposed multi-use trail design would meet California Department of Transportation (Caltrans) Class 1 bikeway design criteria and would also be based on the State Water Code Title 23 standards for recreation trails on levees and the ARFCD Recreational Trails Policy (ARFCD 2002). The trail would generally consist of an 8-foot-wide paved path with a 2-foot-wide compacted shoulder on the inner side and a similar 6-foot-wide shoulder on the waterside to provide space for walking and jogging adjacent to the paved portion of the trail, bringing the total trail cross section along most of its length to 16 feet wide. However, due to space limitations in some locations, the waterside shoulder of the trail would be narrowed to 4 feet wide. The trail would be paved and engineered to be load-bearing.

The proposed project is comprising of 6 segments which are briefly described below and shown in **Figures ES-2** and **ES-3**.

Segment 1 is approximately 0.4 miles long. It begins at the existing Sacramento Northern Bikeway Trail at North 18th Street and ends 0.3 miles west of Sutter's Landing Park (see **Figure ES-2**). At North 18th Street, the trail would run along the toe of the levee crossing under the Union Pacific Railroad (UPRR) and continue for another 0.3 miles.

Segment 2 is approximately 0.6 miles long. This segment begins at the eastern terminus of Segment 1 and continues to Sutter's Landing Regional Park (see **Figure ES-2**). Two trail alignments are under consideration for Segment 2. The preferred trail alignment, Alternative 1, which is approximately 0.7 miles in length, would diverge from the levee immediately at the end of the first segment and extend south for approximately 0.3 mile and then turn southeast and extend another approximately 0.4 mile to 28th Street at the entrance to Sutter's Landing Regional Park across the street from McKinley Village Way. The other alignment for Segment 2 (Alternative 2) is approximately 0.55 miles in length. It would extend east from the end of the first segment for another approximately 0.15 mile before diverging from the levee to the south. This leg of Segment 2 would then continue south approximately 0.25 mile, until it

intersected with the preferred alignment, or would turn southeast 0.1 mile sooner and follow the north side of an existing solar array for approximately 0.15 mile before terminating in the parking lot adjacent to the dog park and across the street from the existing trail within Sutter's Landing Regional Park.

Segment 3 is approximately 0.3 miles long and begins on the east side of Sutter's Landing Park at the end of the recently completed trail segment. From here, the trail would run along an existing bench at the toe of the levee, first crossing under another portion of the UPRR and eventually under the Capital City Freeway (SR 80) where Segment 4 begins (see **Figure ES-3**).

Segment 4 is also approximately 0.25 miles long (see **Figure ES-3**) and would begin just east of the Capital City Freeway. This segment is proposed as a "levee-top" trail alignment, which may extend past the current boundary of Segment 5 should the ARFCD be able to grant additional trail variances to the waterside toe alignment proposed for the remaining portions of the trail.

Segment 5 is 1.4 miles long and passes Paradise Beach and Glenn Hall Park (see **Figure ES-3**).

Segment 6 begins at the east end of Segment 5 along the levee toe, is approximately 0.3 miles long, and includes a transition back to the levee crown where the trail would connect to the existing paved trail near the H Street Bridge (see **Figure ES-3**). While there is a bench along the toe in this segment, the bench is much narrower than in other locations requiring a reduced path width to limit impacts.

ES.3. Project Objectives

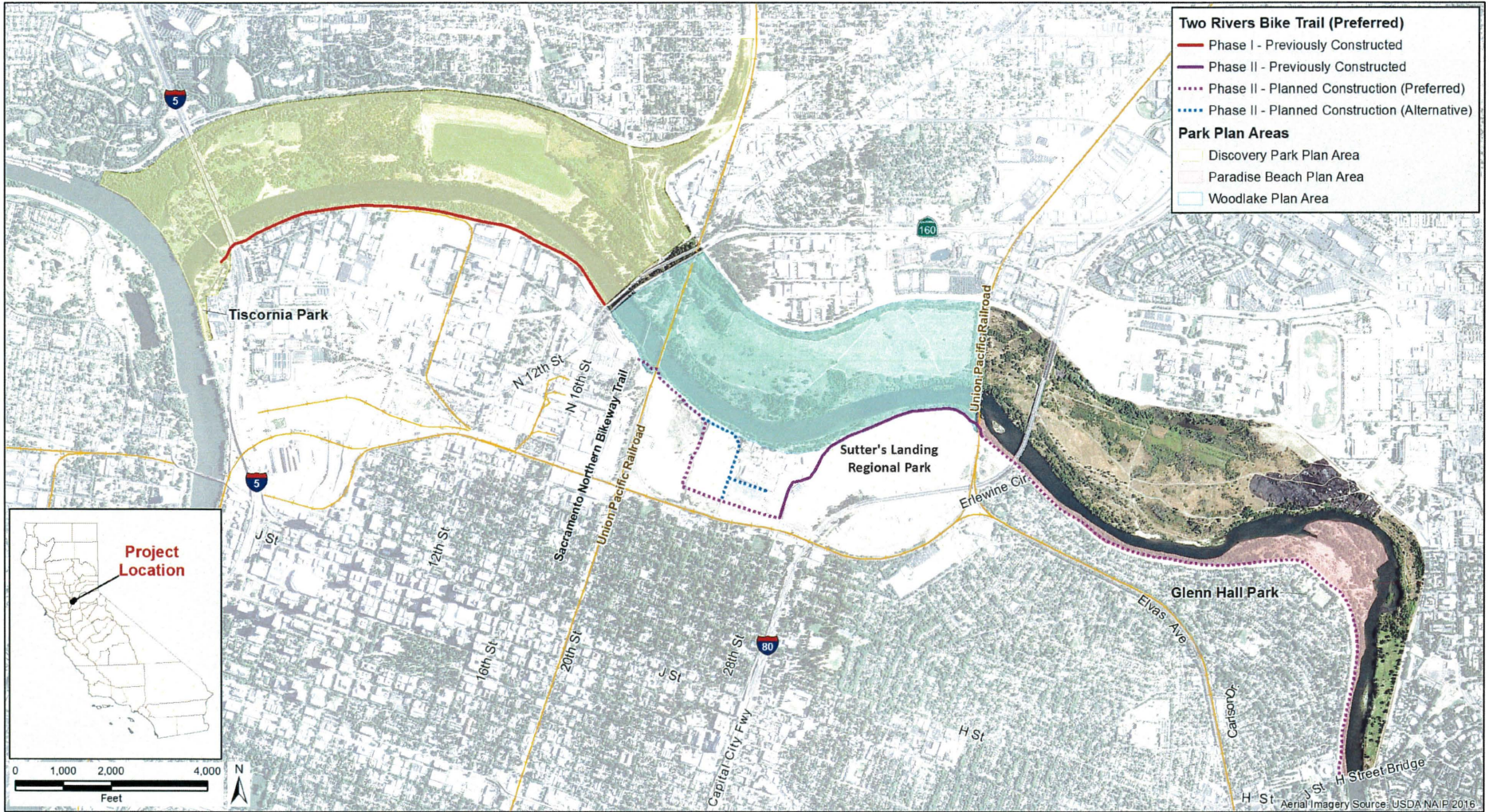
The objectives of the proposed project are to:

- Provide a vital recreation link between the Jedediah Smith Trail on the north side of the American River Parkway, the Sacramento River Parkway, the Sacramento Northern Bikeway Trail, the future Ueda Parkway trails, and the 20th Street bike connection to the Central City;
- Provide alternative transportation access for commuters and residents in the eastern part of the City, CSUS, Central City, North Sacramento, East Sacramento, and Richards Boulevard area;
- Provide opportunities for educating trail users through interpretive signage, establishing a connection to the river, and the Parkway;
- Provide an acceptable project to all authoritative agencies;
- Complete the project in a manner that minimizes environmental impacts to the Parkway, given the proposed project's location within the environmentally sensitive Parkway; and
- Where feasible, design trail access points to comply with the requirements of the Americans with Disabilities Act (ADA).

ES.4. Project Alternatives

CEQA requires that an EIR describe and evaluate a range of reasonable alternatives to a project or to the location of a project that would feasibly attain most of the basic project objectives and avoid or substantially lessen significant project impacts (CEQA Guidelines section 15126.6). The alternatives to the proposed project considered in this Draft EIR were developed based on information gathered during the development of the proposed project and during the EIR scoping process.

Figure ES-1. Project Location



Source: GEI Consultants, 2019

Figure ES-2. Proposed Trail Alignment - Western Segments



Source: GEI Consultants, 2019

Figure ES-3. Proposed Trail Alignment - Eastern Segments



Source: GEI Consultants, 2019

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Alternative 1: October 2018 Initial Study Alternative

This alternative was analyzed in the October 2018 Initial Study and includes 3.4 miles of new Class 1 bicycle and pedestrian trail comprised of 6 segments. The trail would generally consist of an 8-foot-wide paved path with a 2-foot-wide compacted shoulder on the inner side and a similar 6-foot-wide shoulder on the waterside to provide space for walking and jogging adjacent to the paved portion of the trail, bringing the total trail cross section along most of its length to 16 feet wide. However, due to space limitations in some locations, the waterside shoulder of the trail would be narrowed to 4 feet wide. The trail would be paved and engineered to be load-bearing.

Alternative 2: Top of Levee Construction – Segments 4 through 6

This alternative includes 3.4 miles of new Class 1 bicycle and pedestrian trail comprised of 6 segments along the same alignment as described in Alternative 1, however, under this alternative, the entire length of Segments 4 – 6 would be constructed along the levee crown.

Alternative 3: Extended Top of Levee Segment Alternative

This alternative was suggested during the June 2019 EIR Public Scoping Meeting and is identical to the proposed project, except for a portion of Segment 4. Under this alternative, the trail would move from the levee toe to the top of levee near Jerome Way (approximately RM 5), rather than near Bevil Street, resulting in a top of levee segment approximately 3x longer than what is included in the proposed project.

Alternative 4: Align Trail Outside of the American River Parkway

This alternative was suggested during review of the IS/MND and during the June 2019 EIR Public Scoping Meeting. Under this alternative, no trail would be developed within the American River Parkway. Existing trail use along developed portions of the Two Rivers Trail (Phase I) would use existing City streets to travel between 16th Street or the current trail terminus at Sutter's Landing Park to reach the East Sacramento/River Park neighborhoods and CSUS. Public comments suggested using the Elvas Avenue Corridor and Carlson Driver as possible travel corridors for bicycles and pedestrians.

ES.5. Agency Roles and Responsibilities

This environmental document is prepared in conformance with the requirements of the California Environmental Quality Act (CEQA) Public Resources Code (PRC) 21000-21178. The City is the Lead Agency, as defined by CEQA, for this Draft EIR, and has the principal responsibility to ensure that the requirements of CEQA have been met. After the EIR public review process is complete, the City Council is the party responsible for certifying that the EIR adequately evaluates the environmental impacts of the proposed project. The City Council has the authority to approve, approve with modifications, or reject the proposed project.

Caltrans is preparing a separate environmental document for the proposed project consistent with the requirements of the National Environmental Policy Act (NEPA) 40 CFR 1500-1508. Compliance with NEPA is required because the proposed project intends to use Federal funding for implementation. Caltrans is the NEPA Lead Agency for the proposed project.

ES.6. Permits

The following agencies may have permitting or approval authority over the proposed project:

- **American River Flood Control District (ARFCD)** – Encroachment permit for portions of the trail located on or extending across ARFCD facilities; easements for trails over lands owned by ARFCD in fee title.
- **National Marine Fisheries Service (NMFS)** – Federal Endangered Species Act Section 7 Consultation for potential effects to federally listed and proposed (endangered and threatened) anadromous fish species.
- **Public Utilities Commission** – Permission for railroad crossings.
- **United States Army Corps of Engineers (USACE)** – Rivers and Harbors Act Section 14 (408) authorization for alterations to a Federal project levee; Clean Water Act (CWA) Section 404 permit for dredge or fill of waters of the U.S.
- **United States Fish and Wildlife Service (USFWS)** – Federal Endangered Species Act Section 7 Consultation for potential effects to federally listed and proposed (endangered and threatened) plant and wildlife species.
- **Union Pacific Railroad (UPRR)** – Encroachment permit for the portions of the trail passing under a Union Pacific Railroad Bridge.
- **California Department of Transportation (Caltrans)** – Encroachment permit for the portion of the trail passing under SR 80.
- **California Department of Fish & Wildlife (CDFW)** – California Fish and Game Code Section 1602 Streambed Alteration Agreement for construction and alterations within riparian areas.
- **Central Valley Flood Protection Board (CVFPB)** – Encroachment permit for work within the flood control easement.
- **Central Valley Regional Water Quality Control Board (RWQCB)** – CWA Section 401 Water Quality Certification for discharge to surface waters.
- **County of Sacramento, Department of Regional Parks** – approval of 100% construction drawings; Lease Agreement for staging and construction within the Parkway; Map Amendment to convert the trail from future to active status; and Joint Use Agreement.

ES.7. Areas of Controversy

The City issued a Notice of Preparation (NOP) for this Draft EIR on May 21, 2019 in compliance with CEQA and the State CEQA Guidelines (see **Appendix B** of this Draft EIR). The City provided the NOP to local, State, and Federal agencies, organizations, and individuals that requested receipt of the City's public notices. The NOP was circulated for comment for 30 days, ending on June 19, 2019.

During the NOP comment period, the public and various government agencies have identified areas of controversy that pertain to the proposed project. General topics raised included: biological resources,

water quality, recreation, visual resources, public safety, and land use consistency, as well as general permitting concerns. Specific topics raised included:

- Biological resource impacts to species (Valley Elderberry Longhorn Beetle) and habitats within the American River Parkway.
- Visual impacts of the proposed developed trail.
- Tree removal.
- Public safety and recreation impacts resulting from additional use generated by a developed trail.
- Consideration of alternatives.

ES.8. Issues to Be Resolved

The discussion of environmental impacts, mitigation measures, and project alternatives as evaluated in detail in this Draft EIR constitutes the identification of issues to be resolved as required for compliance with CEQA Guidelines Section 15123(b)(2). In addition, a summary of Environmental Impacts and Mitigation Measures is provided below in **Table ES-1**.

ES.9. Next Steps for the EIR

This Draft EIR will be circulated and made available to local, State, and Federal agencies and to organizations and individuals who may want to review and comment on the adequacy of the analysis included in this Draft EIR. The period for public review and comment is August 1, 2019 through September 16, 2019 [established in the Notice of Availability (NOA)], which is filed with the Sacramento County Clerk and posted on the Community Development Department website at: <http://www.cityofsacramento.org/Community-Development/Planning/Environmental/Impact-Reports>.

Written comments or questions concerning the Draft EIR must be directed to the name and address below via postal mail or email by no later than 4:00 p.m. on September 16, 2019:

Ron Bess, Assistant Planner
City of Sacramento Community Development Department
300 Richards Blvd., Third Floor
Sacramento, CA 95811
Telephone: (916) 808-8272
E-mail: Rbess@cityofsacramento.org

Copies of this Draft EIR are also available to review at the City of Sacramento Community Development Department on any business day between the hours of 9:00 a.m. and 4:00 p.m. at the address below or on the project website at: <http://www.cityofsacramento.org/Community-Development/Planning/Environmental/Impact-Reports>.

City of Sacramento Community Development Department
300 Richards Blvd., Third Floor
Sacramento, CA 95811

The Draft EIR is also available for review at the following location:

City of Sacramento Public Library
915 I Street
Sacramento, CA 95814

Please indicate “Two Rivers Trail Project EIR” in the subject line. For comments by agencies and organizations, please include the name of a contact person for your agency or organization. All comments received, including names and addresses, will become part of the official administrative record and may be available to the public.

ES.10. Final EIR

Upon completion of the public review period, the City will review the comments received and prepare written responses to all environmental issues raised and, if necessary, revise the Draft EIR. Comments received, the responses to comments, and any necessary text revisions to the Draft EIR will be included as part of the Final EIR record for consideration of the proposed project. Responses will be made available for review by the commenting agencies at least 10 days prior to any public hearing on the proposed project, at which time the certification of the complete EIR would be considered.

The Final EIR will be considered by the City Council when acting on the proposed project. If the proposed project is approved, CEQA requires the City to adopt findings describing how each of the significant impacts identified in the EIR is being mitigated. The findings will also describe the reasons why project alternatives that were analyzed in the EIR have not been adopted if the City Council chooses not to adopt a project alternative. Finally, the City will adopt a Mitigation Monitoring and Reporting Plan (MMRP) that describes how it will ensure the mitigation measures being required of the proposed Project will be carried out.

ES.11. Summary of Potential Impacts and Mitigation

CEQA requires that the environmental analysis contained in the Draft EIR also include a summary of the proposed project and its consequences, including an identification of each potentially significant effect of the proposed project, the level of effect the proposed project may have, as well as any proposed mitigation measures. A full description of each of the proposed impacts and mitigation measures is found in **Chapter 3.0**, with a summary provided below in **Table ES-1**.

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Significance Before Mitigation	Mitigation Measure	Significance After Mitigation
3.1 Aesthetics			
Impact AES-1: Adverse Effect on Scenic Vista or Scenic Quality	LTS	No mitigation required	LTS
Impact AES-2: New Sources of Light and Glare	LTS	No mitigation required	LTS
Air Quality and Greenhouse Gas Emissions (from IS/MND)			
Impact AIR-1: Potential for Construction-Related Emissions	LTS	<p>Mitigation Measure AIR-1 Implement Construction-related Emission Control Practices:</p> <p>The City shall ensure that the construction contractor implement all basic construction emission control practices and requirements of SMAQMD Rule 403 during trail construction activities, including the following:</p> <p>Water all exposed surfaces two times daily. Exposed surfaces include, but are not limited to soil piles, graded areas, unpaved parking areas, staging areas, and access roads.</p> <p>Cover or maintain at least two feet of free board space on haul trucks transporting soil, sand, or other loose material on the site. Any haul trucks that would be traveling along freeways or major roadways should be covered.</p> <p>Use wet power vacuum street sweepers to remove any visible track-out mud or dirt onto adjacent public roads at least once a day. Use of dry power sweeping is prohibited.</p> <p>Limit vehicle speeds on unpaved roads to 15 miles per hour.</p> <p>Minimize idling time either by shutting equipment off when not in use or reducing the time of idling to 5 minutes [required by California Code of Regulations, Title 13, sections 2449(d)(3) and 2485]. Provide clear signage that posts this requirement for workers at the entrances to the site.</p> <p>Maintain all equipment in proper working condition according to manufacturer's specifications. The equipment must be checked by a certified mechanic and determine to be running in proper condition before it is operated.</p>	LTS
3.2 Biological Resources			
Impact BIO-1: Potential to have a substantial adverse effect, either directly or through habitat modifications, on any species in local or regional plans, policies, or regulations, or regulated by the California Department of Fish and Wildlife or U.S. Fish and Wildlife Service	PS	<p>Mitigation Measure BIO-1: Conduct Environmental Awareness Training Regarding Special-status Species and Sensitive Habitats prior to Construction</p> <p>Mitigation Measure BIO-2: Install Temporary Fencing around Environmentally Sensitive Habitat</p>	LTS

NI = No Impact

B = Beneficial

LTS = Less than Significant

S = Significant

PS = Potentially Significant

SU = Significant and Unavoidable

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Significance Before Mitigation	Mitigation Measure	Significance After Mitigation
		Mitigation Measure BIO-3: Prepare and Implement a Storm Water Pollution Prevention Plan, Spill Prevention and Control Plan, and Associated Best Management Practices	
		Mitigation Measure BIO-4: Return Temporarily Disturbed Areas to Pre-Project Conditions	
		Mitigation Measure BIO-5: Avoid the Spread of Invasive Plant Species	
		Mitigation Measure BIO-6: Compensate for Permanent Impacts to Riparian Habitat and Protected Trees	
		Mitigation Measure BIO-7: Monitor During Ground Disturbance and Vegetation Removal	
		Mitigation Measure BIO-8: Avoid Construction Activities within 165 feet of Elderberry Shrubs During Valley Elderberry Longhorn Beetle Flight Season	
		Mitigation Measure BIO-9: Implement Dust Control Measure	
		Mitigation Measure BIO-10: Prohibit Use of Herbicides and Mowing near Elderberry Shrubs	
		Mitigation Measure BIO-11: Compensate for the Permanent Removal and Temporary Disturbance of Valley Elderberry Longhorn Beetle Habitat	
		Mitigation Measure BIO-12: Transplant Elderberry Shrubs	
		Mitigation Measure BIO-13: Provide Escape Ramps or Cover Open Trenches	
		Mitigation Measure BIO-14: Conduct Preconstruction Surveys	
		Mitigation Measure BIO-15: Avoid Loss of Swainson's Hawk Nests	
		Mitigation Measure BIO-16: Obtain Preliminary Jurisdictional Determination and Compensate for Impacts to Waters of the U.S. and State	
Impact BIO-2: Potential to have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, and regulations or by the California Department of Fish and Wildlife or U.S. Fish and Wildlife Service	PS	Mitigation Measure BIO-1: Conduct Environmental Awareness Training Regarding Special-status Species and Sensitive Habitats prior to Construction	LTS
		Mitigation Measure BIO-2: Install Temporary Fencing around Environmentally Sensitive Habitat	
		Mitigation Measure BIO-3: Prepare and Implement a Storm Water Pollution Prevention Plan, Spill Prevention and Control Plan, and Associated Best Management Practices	
		Mitigation Measure BIO-4: Return Temporarily Disturbed Areas to Pre-Project Conditions	

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Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Significance Before Mitigation	Mitigation Measure	Significance After Mitigation
Impact BIO-3: Potential to have a substantial adverse effect on federally protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means	PS	Mitigation Measure BIO-1: Conduct Environmental Awareness Training Regarding Special-status Species and Sensitive Habitats prior to Construction Mitigation Measure BIO-2: Install Temporary Fencing around Environmentally Sensitive Habitat Mitigation Measure BIO-3: Prepare and Implement a Storm Water Pollution Prevention Plan, Spill Prevention and Control Plan, and Associated Best Management Practices Mitigation Measure BIO-4: Return Temporarily Disturbed Areas to Pre-Project Conditions Mitigation Measure BIO-16: Obtain Preliminary Jurisdictional Determination and Compensate for Impacts to Waters of the U.S. and State	LTS
Impact BIO-4: Potential to impact protected trees	PS	Mitigation Measure BIO-1: Conduct Environmental Awareness Training Regarding Special-status Species and Sensitive Habitats prior to Construction Mitigation Measure BIO-2: Install Temporary Fencing around Environmentally Sensitive Habitat Mitigation Measure BIO-3: Prepare and Implement a Storm Water Pollution Prevention Plan, Spill Prevention and Control Plan, and Associated Best Management Practices Mitigation Measure BIO-4: Return Temporarily Disturbed Areas to Pre-Project Conditions Mitigation Measure BIO-5: Avoid the Spread of Invasive Plant Species Mitigation Measure BIO-6: Compensate for Permanent Impacts to Riparian Habitat and Protected Trees Mitigation Measure BIO-7: Monitor During Ground Disturbance and Vegetation Removal	LTS
3.3 Cultural and Tribal Resources			
Impact CTR-1: Damage to or Destruction of Built Environment Historic Properties	LTS	No mitigation required	LTS
Impact CTR-2: Potential Damage to or Destruction of Previously Undiscovered Archaeological Sites or Tribal Cultural Resources	PS	Mitigation Measure CTR-1: Conduct Cultural Resources and Tribal Cultural Resources Sensitivity and Awareness Training Program Prior to Ground-Disturbing Activities	LTS

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Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Significance Before Mitigation	Mitigation Measure	Significance After Mitigation
		Mitigation Measure CTR-2: Implement Avoidance, Minimization, and Preservation Measures Should Cultural or Tribal Cultural Resources Be Discovered During Construction	
Impact CTR-3: Potential Damage to or Destruction of Human Remains During Construction	PS	Mitigation Measure CTR-3: Implement Post Discovery Procedures in the Event of the Inadvertent Discovery of Human Remains	LTS
3.4 Geology and Soils			
Impact GEO-1: Cause Adverse Effects Related to Earthquake Fault Rupture, Seismic Ground Shaking, Seismic-Related Ground Failure (including landslide, subsidence, or liquefaction, or Be Located On Expansive Soils	PS	Mitigation Measure GEO-1: Perform Final Geotechnical Investigation and Implement Report Recommendations	LTS
3.5 Hazards and Hazardous Materials			
Impact HAZ-1: Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials	PS	Mitigation Measure BIO-3: Prepare and Implement a Storm Water Pollution Prevention Plan, Spill Prevention and Control Plan, and Associated Best Management Practices	LTS
Impact HAZ-2: Potential to create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment	PS	Mitigation Measure HAZ-1: Prepare a Worker Health and Safety Plan and Implement Appropriate Measures to Minimize Potential Exposure of the Public to Hazardous Materials Mitigation Measure HAZ-2: Obtain Site Closure and Follow Post-Closure Requirements for Past Disposal Sites	LTS
3.6 Hydrology, Water Quality, and Drainage			
Impact HWQ-1: Violate Water Quality Standards or Waste Discharge Standards, Degrade Surface Water Quality, Conflict With Implementation of a Water Quality Control Plan, or Release Pollutants During Flooding	PS	Mitigation Measure BIO-3: Prepare and Implement a Storm Water Pollution Prevention Plan, Spill Prevention and Control Plan, and Associated Best Management Practices.	LTS
Impact HWQ-2: Result in Erosion or Flood Impacts	LTS	No mitigation required	LTS
3.7 Land Use and Planning			
Impact LUP-1: Conflict with Land Use Plans: American River Parkway Plan	NI	No mitigation required	NI
3.8 Noise			
Impact NOS-1: Cause A Temporary or Permanent Increase in Ambient Noise Levels In Excess Of Applicable Standards	LTS	No mitigation required	LTS

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Impact	Significance Before Mitigation	Mitigation Measure	Significance After Mitigation
Impact NOS-2: Generate Excessive Groundborne Vibration or Groundborne Noise Levels	LTS	No mitigation required	LTS
3.9 Public Services, Recreation, and Utilities			
Impact PSR-1: Public Services: Fire Protection and Emergency Medical Service	LTS	No mitigation required	LTS
Impact PSR-2: Public Services: Police Protection	LTS	No mitigation required	LTS
Impact PSR-3: Recreation: Cause Deterioration of Existing Facilities	LTS	No mitigation required	LTS
3.10 Transportation and Circulation			
Impact TRC-1: Conflict with Plans or Standards: Congestion and Transit Operations	LTS	No mitigation required	LTS
Impact TRC-2: Conflict with Plans or Standards: Pedestrian and Bicycle Circulation	LTS/B	No mitigation required	LTS/B

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