

1.0 Executive Summary	1-1
1.1 Introduction	1-1
1.2 Project Description	1-2
1.3 Alternatives to the Proposed Project	1-2
1.4 Comments Received on Draft EIR	1-4
2.0 Introduction	2-1
2.1 Introduction	2-1
2.2 Purpose and Intended Uses of the EIR	2-1
2.1.1 CEQA Requirements for a Final EIR.....	2-1
2.1.2 Purpose and Use.....	2-1
2.3 Environmental Review Process	2-2
2.1.3 Notice of Availability and Draft EIR.....	2-2
2.1.4 Responses to Comments/Final EIR	2-2
2.1.5 Certification of the EIR/Project Consideration and Approval Process	2-2
3.0 Comments Received on the Draft EIR and Responses	3-1
3.1 List of Commenters.....	3-1
3.2 Requirements for Responding to Draft EIR Comments	3-4
3.3 Comment Letters and Responses	3-4
4.0 Errata	4-1
4.1 Revisions to the Draft EIR.....	4-1
5.0 Mitigation Monitoring Reporting Plan	5-2
5.1 Mitigation Monitoring and Reporting Plan	5-2

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1.0 Executive Summary

1.1 Introduction

The City of Brentwood (City) has determined that a project-level environmental impact report (EIR) is required for the Deer Ridge and Shadow Lakes Community Improvement Plan (“proposed project”) pursuant to the requirements of the California Environmental Quality Act (CEQA). CEQA requires the preparation of an EIR prior to approving any project that may have a significant impact on the environment. For the purposes of CEQA, the term “proposed project” refers to the whole of an action, which has the potential for resulting in a direct physical change or a reasonably foreseeable indirect physical change in the environment (CEQA Guidelines Section 15378[a]).

A project EIR is an EIR which examines the environmental impacts of a specific development project. Project EIRs analyze changes in the environment that would result from the development project including planning, construction, and operation.

Brentwood circulated a Notice of Preparation (NOP) of an EIR for the proposed project on August 4, 2017 to trustee and responsible agencies, the State Clearinghouse, and the public. A scoping meeting was held on August 16, 2017 from 7:00 PM to 9:00 PM, at the Adams Middle School Gymnasium located at 401 American Avenue, Brentwood, California 94513. Subsequently, a Draft EIR was prepared. Brentwood published a public Notice of Availability (NOA) for the Draft EIR on February 7, 2018, inviting comment from the general public, agencies, organizations, and other interested parties. The NOA was filed with the State Clearinghouse (SCH# 2017082023) and was published in the Brentwood Press pursuant to the public noticing requirements of CEQA. Subsequent to the release of the NOA, the City received multiple requests from members of the public to extend the public review period beyond the 45-day public review period identified in the Draft EIR and NOA. Following consideration of this request, the City published a revised NOA extending the end of the public period from March 23rd to April 10th, 2018. As such, the Draft EIR was available for a 60-day public review period from February 7, 2018 through April 10, 2018.

This Final EIR was prepared to address comments received in response to the Draft EIR. Acting as lead agency, the City has prepared a written response to the Draft EIR comments and made textual changes to the Draft EIR where warranted. The responses to the comments are set forth in Section 3.0 in this Final EIR, and all changes to the text of the Draft EIR are summarized in Section 4.0. Responses to comments received during the comment period do not require significant new information to be added to the EIR as the changes do not involve any new significant impacts or “significant new information” that would require recirculation of the Draft EIR pursuant to CEQA Guidelines Section 15088.5.

1.2 Project Description

The Deer Ridge and Shadow Lakes Community Improvement Plan project (“proposed project”) is located within the city limits of Brentwood, California, approximately one-half mile west of State Route 4, to the south and north of Balfour Road.

The proposed project includes reconfiguring the Shadow Lakes Golf Club and the Deer Ridge Golf Club to combine the two existing courses (18 holes each for a total of 36 holes) into a single, 18-hole golf course, with ten holes north of Balfour Road (currently in Shadow Lakes) and eight holes south of Balfour Road (currently in Deer Ridge) and open space uses. A new golf cart bridge is proposed to be constructed over Balfour Road to connect the consolidated course.

The project proposes to develop two age-restricted housing communities on +/-32 acres of the closed holes. Village One would be located at Deer Ridge and Village Two would be located at Shadow Lakes. The communities could be any combination of senior living uses including, but not be limited to, active adult, assisted living, continuous care communities, and skilled nursing facilities, and non-age restricted memory care facilities. (For convenience, these potential uses may be referred to as ‘senior housing’ or ‘senior units’ in the remainder of this document.) The communities may also include ancillary uses such as, but not limited to, swimming pools, clubhouses, fitness centers, and dining facilities.

The majority of the vacated holes, 142 acres out of 174 acres of closed holes, would remain open space and would be repurposed from golf course landscaping, to a natural open space landscaping that would be consistent with the native landscape of the area. It is anticipated that the open space would include a series of amenities such as walking trails, picnic areas, community gardens, bocce ball court/s, covered areas, exercise station, and vineyards. The existing golf cart paths would be utilized to create a trail system running throughout the open space that has exercise stations located periodically along the trails. Because no lighting is proposed for the open space areas, activities in these areas would be limited to daytime use only.

The project site is currently zoned PD-18 (Shadow Lakes) and PD-20 (Deer Ridge), which allow for single-family residential, golf courses, and other uses within various subareas. The project would require a rezone to both PD-18 and PD-20 to allow the proposed senior housing, multi-family residential development on certain portions of the existing golf course areas. For a more detailed project description, please refer to Chapter 3, Project Description, of the Draft EIR.

1.3 Alternatives to the Proposed Project

Section 15126.6 of the CEQA Guidelines requires an EIR to describe a reasonable range of alternatives to the project, or to the location of the project, which would reduce or avoid significant impacts, and which could feasibly accomplish the basic objectives of the proposed project. The alternatives analyzed in this EIR are briefly described as follows:

- **Alternative 1: No Project Alternative.** Under the No Project Alternative, construction and operation of the proposed project would not occur. Alternative 1 assumes that the existing conditions on the project site (as of August 2017) remain status quo. These conditions include the continued closure of the Shadow Lakes Golf Club and use of the course for open space, existing use of the Shadow Lakes clubhouse, and use of the Deer Ridge Golf Club and clubhouse for golf and open space. This alternative assumes that the existing General Plan land use designation (SPF) and zoning designations on-site (PD-18 and PD-20, respectively) remain. Under the Alternative 1 scenario, no improvements to the existing golf courses and associated facilities would occur, nor would the two golf courses be consolidated or reconfigured into a single 18-hole golf course. This alternative would not require an amendment to the General Plan, a rezone, or any of the other actions associated with the proposed Deer Ridge and Shadow Lakes Community Improvement Plan project.
- **Alternative 2: Reduced Density Alternative.** Under the Reduced Density Alternative, the General Plan land use designation of the current golf course areas would still be amended from its existing Semi-Public Facility (SPF) designation, but it would be changed to Residential Medium-Density (R-MD) rather than the Residential High-Density (R-HD) proposed by the applicant. Under this alternative, the proposed project would be developed under a similar land use plan as the proposed project, but with approximately 30 percent fewer senior housing units (110 units in Deer Ridge and 146 units in Shadow Lakes, for a total of 256 units). This reduction in units would enable a land use plan that demonstrates greater consistency and conformity with the surrounding single-family residential development. Under this alternative, reconfiguration of the golf courses would occur, as would the construction of the proposed golf cart bridge. In addition, a General Plan amendment, rezone, tentative parcel maps, and design review would also occur.
- **Alternative 3: Single-Family Homes Alternative.** Under the Single-Family Homes Alternative, the General Plan land use designation of the current golf course areas would be amended to change the project site from its existing Semi-Public Facility (SPF) designation to Residential-Low Density (R-LD). According to the City's General Plan, the R-LD designation is designed predominantly for single-family detached homes, although higher density developments could be accommodated if offset with sufficient open space or other amenities in order to maintain the gross density within the indicated range. Under this alternative, the proposed project would be developed with approximately 96 single-family dwelling units. This reduction in units would enable a land plan that demonstrates greater consistency and conformity with the surrounding single-family residential development. Traffic impacts would be lessened under this alternative by way of an approximate 50 percent reduction in daily trips, compared to the proposed project. The Single-Family Homes Alternative would also result in building heights that are consistent with and conform to the existing nearby single-family homes.

Alternatives are described in detail in Chapter 20 of the Draft EIR. As summarized in Chapter 20.9, Alternative 2 is the environmentally superior alternative because it provides the greatest reduction of potential impacts in comparison to the other alternatives.

1.4 Comments Received on Draft EIR

During the Draft EIR review process, the City received comments from the following public agencies, organizations or individuals. Each of these is identified in detail in Chapter 3, Table 3-1, List of Commenters.

- California Department of Transportation, District 4
- Contra Costa County Flood Control
- East Contra Costa County Fire Protection District (ECCCFPD)
- Chevron Pipeline Company
- Michael Lozeau, Lozeau Drury LLP representing Brentwood Neighborhood Coalition
- Individuals/Community Residents (79 comment letters)