

Eastvale 2040 General Plan Update

CEQA FINDINGS OF FACT AND STATEMENT OF OVERRIDING CONSIDERATIONS (SCH #2022080090)

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CEQA Findings of Fact and Statement of Overriding Considerations

Eastvale 2040 General Plan Update

State Clearinghouse (SCH) No. 2022080090

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I. INTRODUCTION

The California Environmental Quality Act (CEQA) (Pub. Res. Code §§ 21000, et seq.) and the CEQA Guidelines (14 Cal. Code Regs §§15000, et seq.) promulgated thereunder, require that the environmental impacts of a project be examined before a project is approved. In addition, once significant impacts have been identified, CEQA and the CEQA Guidelines require that certain findings be made before project approval. Specifically, regarding findings, CEQA Guidelines Section 15091 provides:

- (a) No public agency shall approve or carry out a project for which an Environmental Impact Report (EIR) has been certified which identifies one or more significant environmental effects of the project unless the public agency makes one or more written findings for each of those significant effects, accompanied by a brief explanation of the rationale for each finding. The possible findings are:*
- 1. Changes or alterations have been required in, or incorporated into, the project which avoid or substantially lessen the significant environmental effect as identified in the Final EIR.*
 - 2. Such changes or alterations are within the responsibility and jurisdiction of another public agency and not the agency making the finding. Such changes have been adopted by such other agency or can and should be adopted by such other agency.*
 - 3. Specific economic, legal, social, technological, or other considerations, including provision of employment opportunities for highly trained workers, make infeasible the mitigation measures or project alternatives identified in the Final EIR.*
- (b) The findings required by subdivision (a) shall be supported by substantial evidence in the record.*
- (c) The finding in subdivision (a)(2) shall not be made if the agency making the finding has concurrent jurisdiction with another agency to deal with identified feasible mitigation measures or alternatives. The finding in subdivision (a)(3) shall describe the specific reasons for rejecting identified mitigation measures and project alternatives.*
- (d) When making the findings required in subdivision (a)(1), the agency shall also adopt a program for reporting on or monitoring the changes which it has either required in the project or made a condition of approval to avoid or substantially lessen significant environmental effects. These measures must be fully enforceable through permit conditions, agreements, or other measures.*
- (e) The public agency shall specify the location and custodian of the documents or other materials which constitute the record of the proceedings upon which its decision is based.*
- (f) A statement made pursuant to Section 15093 does not substitute for the findings required by this section.*

The “changes or alterations” referred to in Section 15091(a)(1) above, that are required in, or incorporated into, the project which mitigate or avoid the significant environmental effects of the project, may include a wide variety of measures or actions as set forth in CEQA Guidelines Section 15370, including:

- (a) Avoiding the impact altogether by not taking a certain action or parts of an action.*
- (b) Minimizing impacts by limiting the degree or magnitude of the action and its implementation.*
- (c) Rectifying the impact by repairing, rehabilitating, or restoring the impacted environment.*
- (d) Reducing or eliminating the impact over time by preservation and maintenance operations during the life of the action.*
- (e) Compensating for the impact by replacing or providing substitute resources or environments, including through permanent protection of such resources in the form of conservation easements.*

Should significant and unavoidable impacts remain after changes or alterations are applied to the project, a Statement of Overriding Considerations must be prepared. The statement provides the lead agency’s views on the ultimate balancing of the merits of approving a project despite its environmental damage. Regarding a Statement of Overriding Considerations, CEQA Guidelines Section 15093 provides:

- (a) CEQA requires the decision-making agency to balance, as applicable, the economic, legal, social, technological, or other benefits, including region-wide or statewide environmental benefits, of a proposed project against its unavoidable environmental risks when determining whether to approve the project. If the specific economic, legal, social, technological, or other benefits, including region-wide or statewide environmental benefits, of a proposed project outweigh the unavoidable adverse environmental effects, the adverse environmental effects may be considered “acceptable.”*
- (b) When the lead agency approves a project which will result in the occurrence of significant effects which are identified in the final EIR but are not avoided or substantially lessened, the agency shall state in writing the specific reasons to support its action based on the final EIR and/or other information in the record. The Statement of Overriding Considerations shall be supported by substantial evidence in the record.*
- (c) If an agency makes a Statement of Overriding Considerations, the statement should be included in the record of the project approval and should be mentioned in the notice of determination. This statement does not substitute for, and shall be in addition to, findings required pursuant to Section 15091.*

The following Findings of Fact (Findings) are the findings that are required to be made by the decision-making body prior to carrying out or approving the proposed project.

Having received, reviewed, and certified the Final EIR for the Eastvale 2040 General Plan Update (proposed project), State Clearinghouse (SCH) No. 2022080090, as well as all other information in the Record of Proceedings (as defined below) on this matter, the following Findings are hereby adopted by the City of Eastvale (City) in its capacity as the CEQA Lead Agency. These Findings set forth the environmental basis for current and subsequent discretionary actions to be undertaken by the City and responsible agencies in implementing the project.

A. Record of Proceedings

For purposes of CEQA and these Findings, the Record of Proceedings for the proposed project includes but is not limited to the following documents and other evidence:

- The Notice of Preparation (NOP) and all other public notices issued by the City in conjunction with the proposed project;
- Written comments received on the NOP;
- Scoping Meeting(s) and written comments received at Scoping Meeting(s);
- The Draft Environmental Impact Report (Draft EIR) and technical appendices for the proposed project;
- All written comments submitted by agencies or members of the public the Draft EIR and Final EIR;
- All responses prepared by the City to written comments submitted by agencies or members of the public on the Draft EIR and Final EIR;
- All written and verbal public testimony presented during a noticed public hearing for the proposed project at which such testimony was taken;
- The reports and technical memoranda included or referenced in the responses to public comments;
- All documents, studies, EIRs, or other materials incorporated by reference or cited to in the Draft EIR and the Final EIR;
- The Final EIR and all supplemental documents prepared for the Final EIR and submitted to the City of Eastvale Council prior to the Council hearing;
- Matters of common knowledge to the City, including but not limited to federal, State, and local laws, ordinances, plans and regulations;
- Any documents expressly cited in these Findings;
- City staff report(s) prepared for the hearing(s) related to the proposed project and any exhibits thereto;
- Draft and Final Eastvale 2040 General Plan; and

- Any other relevant materials required to be in the record of proceedings by CEQA pursuant to Public Resources Code section 21167.6(e).

The Draft EIR and related technical studies were made available for review during the public review period on the City's website at <https://www.eastvaleca.gov/our-city/what-s-new/eastvale-2040>. A copy of the documents was also made available at the City of Eastvale City Hall, Community Development Department, Planning Division, 12363 Limonite Ave, Suite 910, Eastvale, California 91752.

B. Custodian and Location of Records

The City of Eastvale is the custodian of records. The documents and other materials, which constitute the administrative record for the City's actions related to the project, as detailed in Section I.A. above, are located at 12363 Limonite Avenue, Suite 910, Eastvale, California 91752. Copies of these documents, which constitute the Record of Proceedings, at all relevant and required times, have been and will be available upon request at the City's Community Development Department, Planning Division. This information is provided in compliance with Public Resources Code Section 21081.6(a)(2) and CEQA Guidelines Section 15091(e).

II. PROJECT SUMMARY

A. Project Overview

California State law requires each city and county to adopt a comprehensive, long-term General Plan. The General Plan is the official policy statement of the City for use by the Council to guide private and public development in the City, as well as the City's own operations and decisions. State law requires that the City's ordinances regulating land use be consistent with the General Plan. The Zoning Code, individual project proposals, and other related plans and City ordinances must be consistent with the goals and policies in this General Plan.

The General Plan projects conditions and needs into the future as a basis for determining long-term objectives and policies and shorter-term decision making, budgeting and prioritization of implementation programs. The General Plan is considered "long-term" since it looks 20 years or further into the future. The City's current General Plan was adopted in 2012. As such, the City is undertaking the development of a new General Plan known as Eastvale 2040 to help guide future development and plan for future needs for services in the City.

The Eastvale 2040 General Plan updates all the State-required General Plan elements, including Land Use, Circulation, Housing, Conservation, Open Space, Noise, and Safety. The Eastvale 2040 General Plan also addresses urban design, environmental justice, economic development, public health, and sustainability. As a matter of information, on June 21, 2022, the State Department of Housing Community and Development found the Eastvale 2021-2029 Housing Element update consistent with State law; thus, no changes are proposed to the Housing Element.

Major components of the Eastvale 2040 General Plan include:

- Update existing conditions, with year 2022 serving as the baseline year.
- Update the General Plan development projections to the year 2040, the Eastvale 2040 planning period.
- Reorganization of the State-mandated General Plan elements into the following Eastvale 2040 General Plan subsections:
 - Partnerships and Collaboration
 - Built Environment
 - Nature and Conservation
 - Implementation
- Update the Land Use Element and Land Use Map with new land use designations and policy areas.
- Update existing General Plan Elements to reflect current conditions and new development projections.

- Add, delete, or modify existing General Plan Element goals and policies.

B. Project Objectives

California Environmental Quality Act (CEQA) Guidelines Section 15124(b) requires a project description to contain a statement of objectives that includes the underlying purpose of the proposed project. The intended objectives of the Eastvale 2040 General Plan Update are identified below. The underlying purpose of the project is to update the City's General Plan in conformance with California State law and ultimately adopt a comprehensive, long term General Plan as the official policy statement of the City for use by the City Council to guide private and public development, as well as the City's own operations and decisions. The General Plan projects conditions and needs into the future as a basis for determining long term objectives and policies and shorter-term decision making, budgeting, and prioritization of implementation programs.

- Direct future growth in designated focus areas in a manner which preserves existing neighborhoods, enhances quality of life, and maintains a balance of land uses which benefits residents and businesses;
- Preserve Eastvale's suburban character and promote development that embraces the City's diversity, history, and sense of community;
- Enhance and activate public/quasi-public land uses, including resources unique to the City of Eastvale such as the Santa Ana Riverfront;
- Create a sustainable multi-modal transportation network that includes walkable, bicycle friendly environments;
- Increase residential development potential to meet regional housing needs;
- Promote a variety of housing choices to achieve the City's 6th Cycle Regional Housing Needs Assessment housing goals; and
- Implement new California State law General Plan requirements.

C. Project Components

The General Plan projects conditions and needs into the future as a basis for determining long-term objectives and policies and shorter-term decision making, budgeting and prioritization of implementation programs. The General Plan is considered "long-term" since it looks 20 years or further into the future. The City's current General Plan was adopted in 2012. As such, the City is undertaking the development of a new General Plan known as Eastvale 2040 to help guide future development and plan for future needs for services in the City.

As stated, the Eastvale 2040 General Plan will update all the State-required General Plan elements, including Land Use, Circulation, Housing, Conservation, Open Space, Noise, and Safety. The Eastvale 2040 General Plan also addresses urban design, environmental justice, economic development, public health, and sustainability. As a matter of information, on June 21, 2022, the

State Department of Housing Community and Development found the Eastvale 2021-2029 Housing Element update consistent with State law; thus, no changes are proposed to the Housing Element.

GENERAL PLAN UPDATE ELEMENTS

The Eastvale 2040 General Plan takes the State-mandated general plan requirements and divides them into the following major sections:

- *Partnerships and Collaboration.* Recognition that Eastvale must partner with community and business groups, faith-based organizations, and local and regional agencies to achieve its vision. This section starts the environmental justice discussion, an important theme of the Eastvale 2040 General Plan that carries through each section.
- *Built Environment.* As the City is largely developed, this section introduces the land use and housing element requirements of State law and introduces focus areas that are expected to be the area of growth for the next 20 years and means of protection of established neighborhoods. The built environment also addresses the mobility element recognizing the role of the automobile in Eastvale, while developing other mobility options.
- *Nature and Conservation.* While most of the City is suburban in design, opportunities exist to connect to the Santa Ana River and extend the connections throughout the City. This section includes the required open space, conservation, safety, and noise elements. Eastvale has a fantastic opportunity for trails, interpretive centers, rewilding parts of the Santa Ana River, and developing a “grand” park. Connecting the City to the river is an exciting goal of the Eastvale 2040 General Plan.
- *Implementation.* Realizing the vision of the Eastvale 2040 General Plan will require actions ranging from changes to Municipal Code, to partnering with other agencies. The implementation section is not an exhaustive “to-do” list for implementing the Eastvale 2040 General Plan, but rather a means of prioritizing efforts needed to realize the vision.

Each Eastvale 2040 Element has a specific purpose and focus, as described below. Together, they present a consistent policy platform, as required by law. No single element or subject supersedes any other, and all are internally consistent.

Housing Element

The Housing Element presents the City of Eastvale’s goals, quantified objectives, and policies relative to the development, improvement, and maintenance of housing within the incorporated areas of the City, during the period of 2021 to 2029. The Housing Element’s goals, objectives, policies, and programs aim to ensure that the housing inventory of Eastvale is available, adequate, and affordable. A summary of the element is included in the Eastvale 2040 General Plan, while the entire 2021-2029 Housing Element is included in Volume 2 of the General Plan.

Land Use Element

The purpose of the Land Use Element is to provide a long-range guide for the physical development of the City, reflecting the community's vision for a high quality of life through the built environment. This chapter identifies the range of allowed land uses in the City and designates where they are to be located. Land is finite and a valuable resource – its use dictates the City's economic and fiscal future, which in turn results in City amenities and services that are provided to residents.

The Land Use Element, and in particular the Land Use Map, describe both the type of development the community expects over time and where that development should occur. Different uses of the land such as housing, offices, or stores are assigned standards such as housing units per acre, or a ratio of floor square footage to parcel size, so that the approximate size and extent of future development can be predicted. While not all of the standards are absolute, the descriptions in this element can be used to determine the number of new people and jobs expected in the next planning horizon. These estimates are then used to determine what services are needed.

Much of Eastvale is fully developed and is not expected to change significantly over the planning horizon. Established residential neighborhoods will remain as they exist today. However, there are three main areas of the City that are yet to develop: Downtown Eastvale, Chandler Area, and Riverfront. These areas each offer an opportunity to bring unique and creative land uses that will usher Eastvale into the next phase of its history.

Land Use Plan

The Eastvale 2040 General Plan Land Use Map identifies the type, location, and density/intensity of future development within the City; refer to Draft EIR Exhibit 2.0-4, *Proposed Land Use Plan*. The proposed land use plan assigns all land in the City of Eastvale to one of 14 land use designations that are organized into four place types as described below.

Neighborhood

The Neighborhood place types represent the neighborhoods of Eastvale. Residential uses comprise most of the City. Each residential place type designation includes a range of allowable densities, calculated as the number of dwelling units allowed per net acres (units/acre). The maximum density represents a potential maximum number of residential units that could be achieved based on the provisions of both the General Plan and Zoning Code. Each residential place type also includes a minimum density.

Residential - Very Low (R-VL)

The intent of this designation is to respect the existing residential homes on larger lots. In addition to single-family homes, this designation also allows for the keeping of animals and limited agriculture. Preferred uses and development standards include:

- Single-family housing less than 4 units/acre
- Keeping of animals and limited agriculture
- Parks, trails, and other compatible public uses
- Buildings limited to two stories in height

Residential - Low (R-L)

This designation encompasses the more traditional detached and attached single-family homes, but also allows for other forms of single-family up to eight (8) units per acre, including cluster homes, patio homes, and other single-family detached and attached configurations. Townhomes are also allowed in this category up to 8 units per acre. Preferred uses and development standards include:

- Detached and attached single-family housing from 4.1 to 8 units/acre
- Parks, trails, schools, and other compatible public uses
- Buildings limited to two stories in height

Residential - Moderate (R-M)

This designation provides for single-family detached and attached housing, including small-lot single-family homes, duplexes, triplexes, cluster homes, patio homes, townhomes, and other detached and attached configurations. Also provides for multifamily housing including courtyard housing, and stacked flats up to 20 units per acre. Preferred uses and development standards include:

- Single-family and multi-family homes from 8.1 to 20 units/acre
- Parks, trails, schools, and other compatible public uses
- Buildings limited to three stories in height

Residential – High (R-H)

The intent of this designation is to allow for a range of multi-family housing types (either for-sale or for-rent) including motor-courts, green-courts, stacked flats, and other configurations up to 40 units per acre. It is suitable as a buffer use between less intense neighborhoods and commercial areas. This housing designation is only allowed within two of the of the Policy Areas – the Downtown West and Downtown East Policy Areas. Site design and building design should contribute to walkable streets by incorporating pedestrian-oriented building frontages. Preferred uses and development standards include:

- Multi-family residential from 20.1 to 40 units/acre
- Usable common and private open space

- Internal and external pedestrian connectivity to provide convenient access to the street and adjacent uses
- Parks, trails, schools, daycare, and other compatible public uses
- Buildings limited to six stories in height

Employment

The land use place types that constitute the employment uses include commercial retail centers, industrial areas, and office uses. Development intensity for non-residential areas is defined by Floor Area Ratio (FAR), which is the ratio of total gross floor area of all buildings on a lot compared to the total area of that lot. Higher FARs generally indicate larger buildings and/or more stories. The driver in determining FAR is the amount of parking that is required and how that parking requirement is satisfied (either surface parking, in a structure, or underground). Each of the employment place types are defined below.

Commercial Retail (CR) The Commercial Retail designation provides for highly visible and accessible retail, services and dining opportunities along arterial corridors that serve the needs of residents locally and in surrounding communities. These centers also support nearby businesses and employees. Typical uses also include public uses (e.g., City Hall), cultural and entertainment uses, professional offices, and hospitality services.

Development standards include:

- Development intensity or FAR of 0.25 – 0.50
- Maximum height of 50 feet, with certain exemptions per the Zoning Code
- Design for internal walkability between uses and for easy pedestrian access from surrounding residential neighborhoods

Industrial Flex (IF)

The Industrial Flex designation provides for light or limited industrial and manufacturing activities where operations are typically enclosed in a structure and limited exterior storage or operations are fully screened from public view. Exceptions would include commercial nursery or agricultural operations. This designation is also suitable for employee-intensive uses, such as corporate offices, research and development, and technology centers with supporting retail uses. It also provides a suitable location for start-up businesses, recreational businesses, and “maker” spaces for breweries, arts & crafts, clothing, food, and similar small-scale industries. Adaptive re-use of older industrial buildings to accommodate the broader mix of uses allowed is encouraged.

Development standards include:

- Development intensity or FAR from 0.25 – 0.60
- Maximum height of 40 feet

Business – Professional (B-P)

The Business-Professional designation provides for employee-intensive uses, including research and development, technology centers, medical facilities, corporate and professional office uses, “clean” industry, and supporting retail uses. This place type also provides a suitable location for innovative start-up businesses and creative design offices in the arts, engineering, media, among others. Maker spaces for breweries, arts and crafts, clothing, food, and similar small-scale industries are also allowed.

Development standards include:

- Development intensity or FAR from 0.25 – 0.60
- Maximum height of 75 feet

Open Space

The land use place types that constitute the Open Space category apply to land and water areas that are generally undeveloped or developed with very low intensity uses. Depending on their function, the open space place types may be used for passive or active recreation, conservation, or flood control.

Water (W)

The Water designation applies to natural, man-made, and altered water courses, including the Santa Ana River, stream channels, and flood control facilities. The purpose is to designate the location of a water course and ensure that special policies associated with surrounding open space or habitat protection are considered. There is no development allowed within the Water designation, other than flood control facilities as deemed necessary by the governing agency.

Open Space – Recreation (OS-R)

The Open Space – Recreation designation is intended to provide for and preserve publicly owned land for passive and active recreational uses including parks, trails, and athletic fields. In addition to the neighborhood parks in Eastvale, it has also been applied to the electric utility easement on the north end of the City where trails and landscaping are allowed with the approval of the utility company. This designation may also be applied to private outdoor recreation facilities. Land within the Open Space – Recreation designation can be subject to occasional flooding.

Riverfront Policy Area (RF-PA)

The Riverfront Policy Area provides for the conservation of natural resource areas including watersheds, habitat areas and corridors, and areas within flood zones. It also aims to activate the entire interface of the Santa River with various recreational uses to take full advantage of this unique natural asset. This category has been applied to the Santa Ana River watershed, associated habitat areas, and parcels prone to flooding and owned by the Flood Control District. Potential uses within the Riverfront Policy Area include athletic fields, trails, and other types of

recreation uses subject to the approval of the Flood Control District. In addition, agriculture may be an appropriate use, if allowed, on flood control land along Hellman Avenue.

Unique

The land use place types within the Unique category encompass four policy areas where there are opportunities for new development to take place over time. Two of the policy areas are currently vacant (Downtown West and Citrus), while the other two have the potential to transition with infill development (Downtown East and Chandler Area). Each policy area requires additional study – either through a future Specific Plan or similar planning/regulatory tool.

Following is a discussion of the General Plan guidance for the focus areas. The guidance includes the mix of land uses envisioned, maximum density and intensity standards, and design direction.

Downtown West Policy Area

The Downtown West Policy Area is part of a 153.1-acre area along Limonite that is envisioned as the center piece of Eastvale’s future downtown, encompassing the Leal Master Plan (LMP). The property, located at the northwest intersection of Limonite Avenue and Hamner Avenue is intended to provide for a range of housing, retail, restaurants, hospitality, entertainment, and civic uses in a walkable urban environment. The property may also be suitable for a satellite college or university campus, or medical related uses. A range of housing types between 20.1 and 40 dwelling units per acre is allowed, in compliance with the certified 2021-2029 Housing Element update. The certified Housing Element allows 660 units at a density of 26.4 to 40 dwelling units per acre (du/ac), 730 units at a density of 22 to 40 du/ac, and 1,110 units at a density of 14 to 21 du/ac. To better accommodate density and proposed multiple-family projects in the LMP, Eastvale 2040 would shift 40 units from the 14 to 21 du/ac range to the 26.4 to 40 du/ac range, for a total of 700 units in this range. The overall maximum of 2,500 total units of the Downtown West Policy Area and LMP would remain unchanged. Non-residential uses can range from 0.25 to 1.5 FAR.

At the heart of Downtown West is a 16.5-acre area at the corner of Limonite and Hamner Avenues. In May 2022, the City Council approved a Development Agreement between The New Home Company and the City to designate the 16.5-acre area under an option agreement for development of a city hall building, outdoor amphitheater and civic park area, police station, library, hotel, office uses, and a variety of restaurants and retail uses totaling 495,000 square feet. Detailed planning and development of the entire Downtown West Policy Area is guided by the adopted Leal Master Plan.

Downtown East Policy Area

The Downtown East Policy area is located across Hamner Avenue to the east of the Downtown West Policy Area and includes three existing shopping centers including the Cloverdale shopping center, Eastvale Gateway North shopping center, and Eastvale Gateway South shopping center.

This community commercial center has an abundance of parking that could accommodate new residential development. The intent is to allow for a transition to an integrated, walkable, mixed-use environment for commercial retail and services, entertainment, and residential uses, along with a variety of public open space amenities.

Looking south across Limonite Avenue, is a vacant, 20-acre parcel of land that is at the main entrance to the City from I-15. This important site is proximate to shopping, entertainment, and services, as well as transit. The area is intended to become a mix of low-moderate housing up to 40 dwelling units per acre on the southern half of the parcel, with commercial and office uses on the northern half of the site up to 1.5 FAR.

While a specific plan may be considered for the Downtown East Policy area, the Eastvale 2040 General Plan already provides for the ability of these sites to develop with mixed-use. Because of these sites being located near I-15, it is likely that design considerations will be needed to protect against noise and diesel emissions associated with the Interstate.

Chandler Policy Area

The Chandler Policy Area, named for the roadway that forms its southern boundary, is one of two areas of Eastvale that provided housing for dairy workers until the late 1990s when many of the dairies began relocating outside of Eastvale. The Chandler Policy Area contains a mix of land uses that reflect the community's agricultural heritage, including homes on large lots, agriculture-related businesses, horse corrals, barns, and farm animals. The western boundary of this area is formed by land owned by the Orange County Flood Control District (OCFCD) and is not available for development; however, open space and some urban agricultural use could be allowed. The OCFCD is the lead agency appointed by the U.S. Army Corps of Engineers to manage the improvements at Prado Dam and its effect on communities upstream from the dam.

The Chandler Policy Area encourages a broader mix of low intensity uses, that are compatible with the rural character of the area. The businesses could have housing or offices above them in the same building, or in a separate building nearby. Toward the west where the flooding restricts development potential, agricultural businesses that could farm the land are encouraged. The area is envisioned to allow maker spaces for incubator businesses, artisans, and craft restaurants and breweries. The open space nearby could also be used for festivals and gatherings celebrating the community's diversity. An important aspect of development in the Chandler Area will be to respect and support the continuation of the existing agricultural and residential uses. A specific plan will be required to guide how new residential and non-residential development can occur sensitively and in a way that creates a unique place in the City. New residential will be allowed up to 20 dwelling units per acre, with a minimum project size of 2 acres. Non-residential uses can range up to 0.35 FAR, also with a 2-acre minimum size project.

Citrus Policy Area

The Citrus Policy Area serves as one anchor to the improved Santa Ana River trail and adjacent recreation amenities. A goal of the Eastvale 2040 General Plan is to enhance the river with more trails, recreational opportunity, and rewilding. While some of the Citrus Policy Area will accommodate senior housing, most of this area is in the floodplain and unlikely to have more than recreational uses. Working with Jurupa Community Services District (JCSD), the plan is to expand recreational activities, river access, and improve the quality of the riparian area along the Santa Ana River. As a focal point for the river, the Citrus Policy Area will serve as a trail hub, informational site, and be truly integrated into the Santa Ana River Trail. This Policy Area also includes approximately 20 acres of land owned by the City and should support and be integrated with the recreation and community-serving uses in this area. Visitor-serving uses, including a hotel, could be accommodated in this area. The Citrus Policy Area on the east will balance the 'grand park' proposed in the west along Hellman Avenue. The Santa Ana River will connect the two, as will existing and new trails and pathways through the City.

Noise Element

The Noise Element guides the location of future planned noise-sensitive land uses and considers noise exposure when placing facilities that generate significant volumes of noise. For purposes of the Noise Element, "noise-sensitive areas and uses" include residential areas, parks, schools, places of worship, churches, hospitals, and long-term care facilities. It is also important that noise generating uses from industry and commerce be protected from incompatible noise sensitive uses.

Specific topics addressed in the Noise Element include:

- Noise Environment and Measurements;
- Transportation Noise Sources;
- Fixed Noise Sources; and
- Vibration

Open Space and Conservation Element

The amount and quality of open space defines the character of a community. The City enjoys many parks, and roughly four miles of frontage along the Santa Ana River. The continued stewardship of these resources is important to maintaining the quality of life in Eastvale as the City grows. This chapter of the Eastvale 2040 General Plan sets goals and direction for both open space and conservation of natural resources. Conservation also includes stewardship air and water, and the other essential elements to life. This chapter includes high level policies that address these issues and ensure that land use decisions are made with the environment of Eastvale in mind.

Partnerships and Collaboration Element

Eastvale is surrounded by four other cities and is situated at the western edge of Riverside County, bordered by San Bernardino County. Success for Eastvale needs the partnership and collaboration of others. Examples include the partnership with Western Riverside Council of Governments (WRCOG) for regional transportation planning, Orange County Flood Control for use of land that will someday become the “grand park,” the Santa Ana River Conservancy that will help Eastvale activate the riverfront, and Jurupa Community Services District (JCSD) and Jurupa Area Recreation and Park District (JARPD) that currently operate parks and recreation services within the City. This chapter includes policies that continue longstanding collaboration and open the door for new partnerships.

Safety Element

The Safety Element is a State-mandated General Plan element that must identify potential natural and human-created hazards that could affect the City’s residents, businesses, and services. The purpose of the Safety Element is to establish a framework that anticipates these hazards and prepares the community to minimize exposure to them.

Mobility Element

The purpose of the Mobility Element is to provide a long-range guide for providing transportation options that support the community’s vision for a sustainable, healthy community. This chapter identifies the range of transportation options that include walking, bicycling, micro-mobility, driving and riding transit. Creating a network of integrated roads, trails, sidewalks, and bicycle facilities is essential to reducing emissions and improving air quality, creating safe and healthy streets, and connecting the community to activity centers and resources.

GENERAL PLAN UPDATE GROWTH AND ASSUMPTIONS

The projected future development intensity and density identified in Table 1, Eastvale 2040 General Plan Development Potential, is based upon existing and historical development, as well as reasonably anticipated development.

Table 1 summarizes the net growth anticipated by the proposed project. As indicated, the anticipated growth over existing (2022) conditions is 4,173 additional dwelling units and 6,999,959 additional square feet of non-residential uses based upon historical development patterns in the City and the reasonably assumed development intensities and densities identified in Table 1. This would result in a population increase of 16,358 persons through 2040.

As previously stated, no changes are proposed to the Housing Element, as it has recently been updated. The proposed Land Use Plan would not impact the City’s housing opportunity sites. The growth assumptions under the General Plan Update account for the potential development of housing to accommodate the City’s RHNA requirements and recently adopted Housing Element.

Table 1: Eastvale 2040 General Plan Development Potential

Land Use	Land Use Code	Maximum		Assumed		Vacant Acres	Estimated Dwelling Units	Estimated Non-Residential Square Feet	Population Gain	
		DU/Acre	FAR	DU/Acre	FAR					
Neighborhood	Single Family - Very Low	SF-VL	< 4	--	2	--	0.0	0	--	0
	Single Family - Low	SF-L	4.0-8.0	--	5	--	90.4	452	--	1,771
	Single Family - Moderate	SF-M	8.1-20	--	15	--	20.9	314	--	1,232
	Multi Family - Low-Moderate	MF-LM	20.1-40	--	25	--	0.0	0	--	0
Employment	Commercial Retail	CR	--	0.25-0.5	--	0.5	79.4	--	1,728,284	--
	Industrial Flex	IF	--	0.25-0.6	--	0.6	56.8	--	1,483,536	--
	Business - Professional	B-P	--	0.25-0.6	--	0.6	73.5	--	1,921,889	--
Open Space	Water	W	--	--	--	--	275.7	--	--	--
	Open Space - Recreational	OS-R	--	--	--	--	40.4	--	--	--
	Riverfront Policy Area	RF-PA	--	--	--	--	1,231.1	--	--	--
Unique	Downtown West Policy Area	DW-PA	--	0.25-1.5	--	1.5	153.1	2,500	495,000	9,800
	Chandler Policy Area	CH-PA	8.1-20	0-0.35	20	0.35	39.4	332	180,050	1,301
	Downtown East Policy Area	DE-PA	20.1-40	0.25-1.5	40	1.5	19.7	496	963,438	1,944
	Citrus Policy Area	CS-PA	8.1-20	0-0.35	20	0.35	24.9	79	227,762	310
	Right-Of-Way	ROW	--	--	--	--	70.9	--	--	--
Totals							2,176.1	4,173	6,999,959	16,358

DU/Acre = dwelling units per acre FAR = floor area ratio

D. Environmental Setting

REGIONAL SETTING

Eastvale is located in the Inland Empire in northwestern Riverside County, California. The City is approximately 13 square miles in size and its boundaries extend from Hellman Avenue to the west (the San Bernardino county line), Philadelphia Avenue to the north (also the San Bernardino county line), the Santa Ana River and the City of Norco to the south, and Interstate 15 (I-15) to the east. This “planning area” or “project area” includes all land within the City limits. Interstate and regional access to the City is provided by I-15, which runs in a north-south direction along the City’s eastern boundary, and State Route 60 (SR-60), which bisects the City’s northern limits in an east-west direction.

LOCAL SETTING

The City of Eastvale was primarily developed with single-family residential homes and commercial shopping centers before its incorporation in 2010. As of today, it is estimated that over 90 percent of the City’s available lands have already been built, leaving little opportunity for significant new development. Existing on-the-ground development within the City includes 18,396 residential dwelling units and approximately 15,779,566 square feet (362.25 acres) of non-residential uses.

Eastvale is generally highly developed, limited natural open space is offered by the City. The most prominent natural resource within the City is the Santa Ana River and surrounding riparian and woodland habitat. The Santa Ana River forms the southern boundary of Eastvale and is an important local and regional open space resource. The majority of the City is characterized by developed/disturbed land and agricultural land; however, limited sensitive vegetation communities do occur and include grassland, meadows and marshes, and riparian scrub/woodland/forests.

E. Planning Context/Project Background

The current City of Eastvale General Plan (2012 General Plan) was adopted on June 13, 2012 and consists of the following State-mandated and optional elements:

- Land Use
- Circulation and Infrastructure
- Design
- Economic Development
- Air Quality and Conservation
- Healthy Communities
- Housing
- Noise
- Parks, Recreation, and Open Space
- Safety
- Sustainability

The Housing Element was last updated in April 2022 in compliance with the State-mandated 6th Cycle 2021-2029 Regional Housing Needs Allocation (RHNA) for cities within the Southern California Association of Governments (SCAG) region. No changes are proposed to the Housing Element with implementation of the proposed project; however, the zone changes proposed by the updated Housing Element are addressed in the EIR.

According to the 2012 General Plan, General Plan buildout was anticipated to result in the development of 17,720 dwelling units, resulting in a population of 61,698 within the planning area. The 2012 General Plan did not expect growth for the City's commercial land uses, which constituted approximately three percent of the City, or office land uses and industrial land uses, which constituted approximately five and eight percent of the City, respectively. Since its adoption over 10 years ago, the City has changed and evolved. As a result, a strategic update to the 2012 General Plan is warranted to address outdated information, projections, and policy direction.

The Eastvale 2040 General Plan (proposed project) was developed through a process involving community engagement activities, working sessions with City staff, and meetings with various stakeholder groups. To draft the Eastvale 2040 General Plan, a public engagement program solicited input from community members on their vision for the future. Over the past two years, several outreach methods were used, including:

- Community Champion Stakeholder Interviews, which gathered feedback from a diverse set of City of Eastvale community champions;
- Eastvale 2040 General Plan Clear Vision Speaker Series, a series of presentations by experts in the fields of urban planning, community design, community diversity, and economic strategy;
- Explore Eastvale, which invited community members to assess segments of the City's streets using an online survey tool;
- Engage Eastvale, the City's online engagement platform which hosted a number of surveys and forms for community members to provide feedback;
- Community Visioning Workshop, a public workshop designed to reintroduce community members to the Eastvale 2040 General Plan and allow them to provide input on certain focus topics of the General Plan;
- Advisory Circles, four stakeholder meetings held to deliberate on the focus topics of land use, circulation, the Chandler area, as well as open space and conservation;
- Planning Commission and City Council Workshops, which gathered feedback from the City's appointed and elected officials;

- Pop-ups, at local events to provide community members with an impromptu opportunity to provide input on the future of Eastvale; and
- General Plan Open House, a “drop-in” open house where community members could share input on draft plans and map concepts of the key elements in the City’s General Plan.

F. Required Approvals

The City of Eastvale is the lead agency for the project, as it is the agency with primary authority over the project’s discretionary approvals. For the purposes of CEQA, the term trustee agency means a State agency having jurisdiction by law over natural resources affected by a project, which are held in trust for the people of the State of California. The term responsible agency includes all public agencies other than the lead agency that may have discretionary actions associated with the implementation of the proposed project or an aspect of subsequent implementation of the project. There are no trustee agencies with authority over the project. Accordingly, approvals anticipated to be required from the lead agency and/or responsible agencies are listed below.

City actions would include the following:

- Certify the Final EIR for the Eastvale 2040 General Plan;
- Adopt the Eastvale 2040 General Plan;
- Adopt required findings for the adoption of the Eastvale 2040 General Plan, including required findings under CEQA Guidelines Sections 15090, 15091, and 15093; and
- Amend the Eastvale Municipal Code.

The City of Eastvale submitted an Application For Major Land Use Action Review to Riverside County Airport Land Use Commission (ALUC) on January 3, 2024. As a responsible agency for the project, the Riverside County ALUC was responsible for determining the project’s consistency with the Chino Airport Compatibility Plan. The project’s Application For Major Land Use Action Review was approved by the Riverside County ALUC on February 8, 2024. No other responsible agencies have authority over the project.

III. ENVIRONMENTAL REVIEW AND PUBLIC PARTICIPATION

In accordance with CEQA Guidelines Section 15082, the City distributed an NOP of the Draft EIR to the California Governor’s Office of Planning and Research State Clearinghouse (SCH No. 2022080090), local and regional responsible and trustee agencies, and other interested parties and organizations on August 5, 2022 for a 30-day public comment period. Various agencies and other interested parties responded to the NOP. In addition, a public scoping meeting was held for the project on August 16, 2022 at Vantage Point Church (8500 Archibald Avenue, Eastvale, California 92880). Approximately 20 members of the public attended the scoping meeting. No public agency representatives attended.

The Draft EIR was prepared and circulated for review and comment by the public agencies and organizations for a 45-day public review period that began on October 31, 2023 and concluded on December 15, 2023. A Notice of Completion of the Draft EIR was sent to the California State Clearinghouse, Office of Planning and Research (SCH No. 2022080090). A Notice of Availability of the Draft EIR for review was mailed to known public agencies, organizations, and parties anticipated to have an interest in the project. The Notice of Availability was also filed with the County Clerk and published in the Press Enterprise. The City received comments on the proposed project. Those comments and the responses to comments have been incorporated into the Final EIR; refer to Section P.4, *Comment Letters and Responses to Comments*.

It should be noted that as part of preparation of the Final EIR, minor revisions and clarifications were included in the Final EIR. However, no such revisions resulted in any of the conditions identified in CEQA Guidelines Section 15088.5, which states that “A lead agency is required to recirculate an EIR when significant new information is added to the EIR after public notice is given of the availability of the draft EIR for public review under Section 15087 but before certification. As used in this section, the term “information” can include changes in the project or environmental setting as well as additional data or other information. New information added to an EIR is not “significant” unless the EIR is changed in a way that deprives the public of a meaningful opportunity to comment upon a substantial adverse environmental effect of the project or a feasible way to mitigate or avoid such an effect (including a feasible project alternative) that the project’s proponents have declined to implement.”

“Significant new information” requiring recirculation may include, for example, a disclosure showing that:

1. A new significant environmental impact would result from the project or from a new mitigation measure proposed to be implemented.
2. A substantial increase in the severity of an environmental impact would result unless mitigation measures are adopted that reduce the impact to a level of insignificance.

3. A feasible project alternative or mitigation measure considerably different from others previously analyzed would clearly lessen the environmental impacts of the project, but the project's proponents decline to adopt it.
4. The draft EIR was so fundamentally and basically inadequate and conclusory in nature that meaningful public review and comment were precluded. (*Mountain Lion Coalition v. Fish and Game Com.* (1989) 214 Cal.App.3d 1043).

Recirculation is not required where the new information added to the EIR merely clarifies or amplifies or makes insignificant modifications in an adequate EIR. Based on changes made to the EIR text, none of the significance findings originally identified in the EIR required revision, and no new significant impacts were identified. Therefore, recirculation of the EIR for public review is not required or proposed.

IV. FINDINGS REQUIRED UNDER CEQA

CEQA Section 21002 provides that “public agencies should not approve projects as proposed if there are feasible alternatives or feasible mitigation measures available that would substantially lessen the significant environmental effects of such projects[...].” The same statute states that the procedures required by CEQA “are intended to assist public agencies in systematically identifying both the significant effects of proposed projects and the feasible alternatives or feasible mitigation measures that will avoid or substantially lessen such significant effects.” CEQA Section 21002 goes on to state that “in the event [that] specific economic, social, or other conditions make infeasible such project alternatives or such mitigation measures, individual projects may be approved in spite of one or more significant effects.”

The mandate and principles announced in CEQA Section 21002 are implemented, in part, through the requirement that agencies must adopt findings before approving projects for which EIRs are required. For each significant environmental effect identified in an EIR for a proposed project, the approving agency must issue a written finding reaching one or more of three permissible conclusions.

The first such finding is that “changes or alterations have been required in, or incorporated into, the project which avoid or substantially lessen the significant environmental effect as identified in the Final EIR” (CEQA Guidelines Section 15091(a)(1)). The second permissible finding is that “such changes or alterations are within the responsibility and jurisdiction of another public agency and not the agency making the finding. Such changes have been adopted by such other agency or can and should be adopted by such other agency” (CEQA Guidelines Section 15091(a)(2)). The third potential conclusion is that “specific economic, legal, social, technological, or other considerations, including provision of employment opportunities for highly trained workers, make infeasible the mitigation measures or project alternatives identified in the Final EIR” (CEQA Guidelines Section 15091(a)(3)). CEQA Section 21061.1 defines “feasible” to mean “capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors.” CEQA Guidelines Section 15364 adds another factor: “legal” considerations (see also *Citizens of Goleta Valley v. Board of Supervisors* (1990) 52 Cal.3d 553, 565).

The concept of “feasibility” of a particular alternative or mitigation measure promotes the underlying goals and core objectives of a project (see *San Diego Citizenry Group v. County of San Diego* (2013) 219 Cal.App.4th 1, 18; see also *City of Del Mar v. City of San Diego* (1982) 133 Cal.App.3d 410, 417). “[F]easibility under CEQA encompasses ‘desirability’ to the extent that desirability is based on a reasonable balancing of the relevant economic, environmental, social, and technological factors” (Ibid).

The CEQA Guidelines do not define the difference between “avoiding” a significant environmental effect and merely “substantially lessening” such an effect. The City must therefore

glean the meaning of these terms from the other contexts in which the terms are used. CEQA Section 21081, on which CEQA Guidelines Section 15091 is based, uses the term “mitigate” rather than “substantially lessen.” The CEQA Guidelines therefore equate “mitigating” with “substantially lessening.” Such an understanding of the statutory term is consistent with the policies underlying CEQA, which include the policy that “public agencies should not approve projects as proposed if there are feasible alternatives or feasible mitigation measures available which would substantially lessen the significant environmental effects of such projects” (CEQA Section 21002).

For purposes of these Findings, the term “avoid” means to not result in a significant impact. In contrast, the term “substantially lessen” refers to the effectiveness of a mitigation measure or measures to substantially reduce the severity of a significant effect to a level less than significant.

In short, CEQA requires that the lead agency adopt mitigation measures or alternatives, where feasible, to substantially lessen or avoid significant environmental impacts that would otherwise occur. Project modifications or alternatives are not required, however, where such changes are infeasible. (CEQA Guidelines, Section 15091, subd. (a)(3)).

With respect to a project for which significant impacts are not avoided or substantially lessened either through the adoption of feasible mitigation measures or a feasible environmentally superior alternative, a public agency, after adopting proper findings, may nevertheless approve the project if the agency first adopts a Statement of Overriding Considerations setting forth the specific reasons why the agency found that the project’s “benefits” rendered “acceptable” its “unavoidable adverse environmental effects” (CEQA Guidelines Sections 15093 and 15043(b)).

The California Supreme Court has stated that, “[t]he wisdom of approving...any development project, a delicate task which requires a balancing of interests, is necessarily left to the sound discretion of the local officials and their constituents who are responsible for such decisions. The law as we interpret and apply it simply requires that those decisions be informed, and therefore balanced” (Goleta, supra, 52 Cal.3d at p. 576; see also Cherry Valley Pass Acres & Neighbors v. City of Beaumont (2010) 190 Cal.App.4th 316, 357-359).

A. Legal Effects of Findings

These Findings constitute a binding set of obligations that will come into effect when the City formally approves the proposed project.

V. FINDINGS REGARDING SIGNIFICANT IMPACTS

The Final EIR contains an environmental analysis of the potential impacts associated with implementing the proposed project. The Final EIR concludes that all potential impacts identified in the EIR would result in a less than significant or no impact with exception of impacts related to air quality, land use and planning, and transportation which are considered significant and unavoidable.

As the lead agency, the City of Eastvale must respond to each significant effect identified in the EIR by making “findings” for each significant effect. As part of the decision-making process, the City must determine whether or how to mitigate the associated significant effects of the project, including whether to implement a project alternative. Approval of the project despite identified significant and unavoidable environmental impacts would require a Statement of Overriding Considerations, explaining why the benefits of the project outweigh the environmental effects, as set forth in this document.

A. Impacts Not Fully Mitigated to a Level of Less than Significant

The City hereby finds that the following impacts from the proposed project and related approvals cannot be fully mitigated to a less than significant level and a Statement of Overriding Considerations is therefore included herein, pursuant to CEQA Guidelines Section 15093, if the proposed project is approved.

Based on the analysis provided in the EIR, project implementation has the potential to generate significant and unavoidable impacts associated with air quality, land use and planning, and transportation. Such impacts and related findings are discussed in greater detail below.

AIR QUALITY

EIR Impact 3.1-1: The project would conflict with or obstruct implementation of the applicable air quality plan.

A significant impact relative to this issue would occur if the project would conflict with or obstruct implementation of the applicable air quality plan.

Impacts

South Coast Air Quality Management District (SCAQMD) thresholds are intended to evaluate the air quality impacts from individual development projects and do not apply to plan-level projects, such as the proposed Eastvale 2040 General Plan. Emissions are dependent on the exact size, nature, and location of an individual land use type, combined with reductions in localized impacts from the removal of existing land use types, as applicable (i.e., conversion of light industrial uses). Emissions associated with the operation of individual projects could exceed project-specific thresholds established by SCAQMD.

On December 2, 2022, the SCAQMD Governing Board adopted the 2022 Air Quality Management Plan (AQMP) which incorporates the latest scientific and technical information and planning assumptions, including the latest applicable growth assumptions, updated emission inventory methodologies for various source categories. Additionally, the 2022 AQMP utilized information and data from the Southern California Association of Governments (SCAG) and its 2020-2045 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS). The SCAQMD considers projects that are consistent with the 2022 AQMP, which is intended to bring the Basin into attainment for all criteria pollutants, to also have less than significant cumulative impacts.

The project involves long-term growth associated with buildout of the City of Eastvale. The emissions of criteria pollutants associated with individual future developments within the Planning Area could exceed SCAQMD thresholds for criteria pollutants. Future development under the proposed Eastvale 2040 General Plan would be required to comply with the California Air Resources Board's (CARB) requirements to minimize short-term emissions from on-road and off-road diesel equipment, including limiting heavy-duty diesel motor vehicle idling to no more than 5 minutes at any given time, and with SCAQMD's regulations such as Rule 403 for controlling fugitive dust and Rule 1113 for controlling volatile organic compounds (VOC) emissions from architectural coatings. Compliance with these measures and requirements would be consistent with and meet or exceed the AQMP requirements for control strategies intended to reduce criteria pollutants emissions from construction equipment and activities. Additionally, future individual development projects within the Planning Area would be subject to environmental review pursuant to CEQA and all applicable SCAQMD rules and regulations.

As discussed below in EIR Impact 3.1-2, emissions of ROG, CO, PM₁₀, and PM_{2.5} resulting with the proposed Eastvale 2040 General Plan would be significantly higher than the existing setting. Given the volume of air pollutants attributable to buildout of the Planning Area, Eastvale 2040 could potentially cause an increase in the frequency or severity of existing air quality violations.

The 2022 AQMP utilizes growth projections from the existing 2012 General Plan. Compared to 2012 General Plan, the proposed Eastvale 2040 General Plan anticipates an additional 4,173 units of residential land use development and an estimated 7 million square feet of non-residential land use development under the full buildout conditions. The project would not include any direct demolition or development. Future individual development projects within the Planning Area would be required to undergo environmental review pursuant to CEQA, as well as comply with all applicable SCAQMD rules and regulations. However, as future development anticipated under the proposed Eastvale 2040 General Plan would cause potential significant and unavoidable air quality impacts, the proposed project would have the potential to contribute to a violation of the ambient air quality standards. Thus, impacts associated with compliance with the 2022 AQMP would be significant and unavoidable.

Air quality planning within the affected air basin focuses on the attainment of ambient air quality standards at the earliest feasible date. Projections for achieving air quality goals are based on assumptions regarding population, housing, and growth trends. Determining project consistency is focused on whether a project exceeds the assumptions utilized in preparing the forecasts presented in the 2022 AQMP.

A project is consistent with the 2022 AQMP in part if it is consistent with the population, housing, and employment assumptions used in development of the 2022 AQMP. The population, housing, and employment forecasts, which are adopted by SCAG's Regional Council, are based on the local plans and policies applicable to the Planning Area, which are used by the Southern California Association of Governments (SCAG) in all phases of implementation and review. The proposed Eastvale 2040 General Plan would accommodate more residential units than the existing 2012 General Plan, and the SCAQMD has not incorporated these projections into the 2022 AQMP. With the approval of the proposed Eastvale 2040 General Plan, the SCAG would include the growth projections associated with Eastvale 2040 in the regional planning projections, and SCAQMD would incorporate the same projections in the next update of the AQMP. However, since projections associated with the Eastvale 2040 General Plan are not currently included in the 2022 AQMP, the Eastvale 2040 General Plan would not meet this criterion, and the impact would be potentially significant.

Additionally, the goals and policies of the proposed Eastvale 2040 General Plan Open Space and Conservation Element would prepare the City for long-term adaptability. For example, proposed Policy CO-8.1 would promote compact and efficient development to minimize vehicle miles traveled (VMT) and greenhouse gas emissions. Policy CO-8.2 would promote the improvement of indoor air quality through the California Building and Energy Codes and through participation in public health programs and services. Policy CO-8.3 would ensure the City considers CARB's recommendations for the siting of new sensitive land uses and exposure to specific source categories. Policy CO-8.4 would require dust control plans, revegetation, and soil compaction to prevent fugitive dust emissions for both active construction sites, and vacant sites approved for development.

The 2022 AQMP relied upon SCAG's 2020-2045 RTP/SCS for land use planning strategies. As discussed in Section 3.4, *Energy and Greenhouse Gases*, of the EIR, the proposed Eastvale 2040 General Plan would be consistent with SCAG's 2020-2045 RTP/SCS. The Eastvale 2040 General Plan outlines strategies for integration of uses in different parts of the City and a better connection between employment and residential uses, with more areas designated for mixed-use development such as Downtown West Policy Area, Chandler Policy Area, Downtown East Policy Area, and Citrus Policy Area. Higher densities, especially in mixed use designations, increase capacity for residential development near community-serving commercial, retail, and office uses as well as schools, parks, and recreational facilities, and will make it easier for residents to travel throughout the community. Therefore, although the proposed Eastvale 2040

General Plan would accommodate an increase in residential units and non-residential development within the Planning Area, the developments would be consistent with the land use planning strategies.

As discussed above, the proposed Eastvale 2040 General Plan would be inconsistent with the 2022 AQMP. Implementation of Eastvale 2040 would have the potential to contribute to a violation of the ambient air quality standards. Thus, impacts associated with compliance with the 2022 AQMP would be significant and unavoidable.

Explanation

As noted, the proposed Eastvale 2040 General Plan would accommodate more residential units than the existing 2012 General Plan, and the SCAQMD has not incorporated these projections into the 2022 AQMP. With approval of the proposed Eastvale 2040 General Plan, the SCAG would include the growth projections associated with Eastvale 2040 in the regional planning projections, and SCAQMD would incorporate the same projections in the next update of the AQMP. However, until such projections associated with the Eastvale 2040 General Plan are incorporated into the 2022 AQMP, the Eastvale 2040 General Plan would conflict with the AQMP, and impacts would remain significant and unavoidable.

Mitigation Measures

No feasible mitigation measures are available.

Finding

The City hereby finds that air quality impacts resulting from project conflict with or obstruct implementation of the applicable air quality plan would remain significant and unavoidable. As feasible mitigation measures are not available that would fully mitigate the impact to a less than significant level, a Statement of Overriding Considerations is included herein.

EIR Impact 3.1-2: Cumulatively considerable net increase of criteria pollutants for which the project region is non-attainment.

A significant impact relative to this issue would occur if the project would result in a cumulatively considerable net increase of criteria pollutants for which the project region is non-attainment under an applicable federal or State ambient air quality standard.

Impacts

Construction-related emissions are generally short-term or temporary in duration; however, they have the potential to result in a significant impact with respect to air quality. Further, the proposed project allows for land use intensification in certain portions of the Planning Area. Future construction-related emissions could lead to the violation of an applicable air quality standard or contribute substantially to an existing or projected air quality violation.

Individual development projects under the proposed Eastvale 2040 General Plan would be required to undergo subsequent environmental review pursuant to CEQA and would be required to employ all feasible mitigation measures to reduce construction-related emissions. All future projects developed under Eastvale 2040 would also be required to comply with SCAQMD rules and regulations. Furthermore, future construction activities under the proposed Eastvale 2040 General Plan would be required to comply with the CARB Air Toxics Control Measure, which limits diesel powered equipment and vehicle idling to no more than five minutes at a location, and the CARB In-Use Off-Road Diesel Vehicle regulation, CARB Truck and Bus regulation, and CARB ACT regulation, all of which require operators to repower or replace higher-emitting construction equipment with less polluting models and employ zero- and near-zero-emissions on-road truck technologies as they become developed and commercially available on vehicle fleet. Additionally, construction of future development would be required to comply with SCAQMD rules and regulations including Rule 403 for the control of fugitive dust and Rule 1113 for the control of volatile organic compound (VOC) emissions from architectural coatings. Mandatory compliance with these CARB and SCAQMD rules and regulations would reduce emissions, particularly for nitrogen oxides (NO_x), coarse particulate matter (PM₁₀), and fine particulate matter (PM_{2.5}), during future construction activities under Eastvale 2040.

Future development projects would be required to comply with Eastvale Municipal Code Section 120.02.010 which requires all land use and development review applications and all public works and other public projects to undergo environmental review as an integral part of the process for such applications prior to consideration by the decision-making authority. Future development would be subject to conformance with all applicable SCAQMD rules and regulations, as well as other control measures, to reduce construction emissions. However, even with mandatory compliance with CARB and SCAQMD rules regulations, it is possible that some future development projects could be large enough in scale and/or intensity such that many pieces of heavy-duty construction equipment and/or heavy-duty trucks may be required and that construction period emissions could exceed the SCAQMD significance thresholds. Therefore, impacts are considered significant and unavoidable.

Operational impacts associated with area sources, energy sources, and mobile sources (vehicular traffic) were estimated for the project and are detailed in EIR Table 3.1-3, *Existing and Project-Generated Operational Emissions*. The Planning Area's stationary source emissions primarily consist of residential, industrial, and commercial uses. Energy sources consist of electricity and natural gas usage. Mobile source emissions are produced by each trip generating land use within the City (e.g., residential, schools, retail, office, etc.). The proposed project would allow for additional residential and nonresidential development over existing conditions. Future site-specific development proposals would be evaluated for potential air emissions once development details have been determined and are available, and individual projects may or may not result in significant operational air quality emissions. Furthermore, proposed policies in the Eastvale 2040 General Plan aim to improve air quality within the Planning Area by encouraging

innovative approaches such as improvements to indoor air quality through the California Building and Energy Codes and through participation in public health programs and services, promoting compact and efficient development to minimize vehicle miles traveled and greenhouse gas emissions, and implementing all SCAQMD's applicable rules and regulations to reduce air pollution.

Buildout of the Eastvale 2040 General Plan would significantly increase regional pollutants over current conditions, although ozone precursor pollutant (i.e., NO_x) would decrease due to improvements in vehicular technology for mobile source emissions. Given the volume of air pollutants attributable to buildout of the proposed Planning Area, impacts would be significant and unavoidable.

Additionally, the SCAQMD concludes that it is not currently possible to accurately quantify ozone-related health impacts caused by NO_x or VOC emissions from relatively small projects (defined as projects with regional scope) due to photochemistry and regional model limitations. Adverse health effects induced by criteria pollutant emissions were determined to have a less than significant impact relative to air quality impacts.

Explanation

Future development projects would be required to comply with Eastvale Municipal Code Section 120.02.010 which requires all land use and development review applications and all public works and other public projects to undergo environmental review as an integral part of the process for such applications prior to consideration by the decision-making authority. Future development would be subject to conformance with all applicable SCAQMD rules and regulations, as well as other control measures, to reduce construction emissions.

As noted, even with mandatory compliance with CARB and SCAQMD rules regulations, some future development resulting with buildout of the Eastvale 2040 General Plan may be large enough in scale and/or intensity such that construction period emissions could exceed the SCAQMD significance thresholds. As the extent of such development and the associated impacts are unknown at this time, no feasible mitigation is available to reduce such impacts. Therefore, impacts would remain significant and unavoidable. Further, buildout of the Eastvale 2040 General Plan would significantly increase regional pollutants over current conditions, although ozone precursor pollutant (i.e., NO_x) would decrease due to improvements in vehicular technology for mobile source emissions. Given the volume of air pollutants attributable to future buildout under Eastvale 2040, impacts are considered significant and unavoidable and mitigation is not feasible.

Mitigation Measures

No feasible mitigation measures are available.

Finding

The City hereby finds that cumulatively considerable air quality impacts associated with a net increase of criteria pollutants for which the project region is non-attainment would remain significant and unavoidable. As feasible mitigation measures are not available that would fully mitigate the impact to a less than significant level, a Statement of Overriding Considerations is included herein.

EIR Impact 3.1-3: Result in localized emissions impacts or exposure to substantial pollutant concentrations.

A significant impact relative to this issue would occur if the project would result in localized emissions impacts or expose sensitive receptors to substantial pollutant concentrations.

Impacts

Localized Significance Thresholds (LSTs) were developed in response to SCAQMD Governing Boards' Environmental Justice Enhancement Initiative (I-4). The SCAQMD provided the *Final Localized Significance Threshold Methodology* (dated June 2003 [revised October 2009]) for guidance. The LST methodology assists lead agencies in analyzing localized impacts associated with project-specific level proposed projects. The SCAQMD provides the LST lookup tables for one-, two-, and five-acre projects emitting CO, NO_x, PM_{2.5}, or PM₁₀. The LST methodology and associated mass rates are not designed to evaluate localized impacts from mobile sources traveling over the roadways. The project site is within Source Receptor Area (SRA) 22, Corona/Norco Area.

Implementation of Eastvale 2040 does not include any planned demolition or development. Individual development projects within Planning Area would occur in incremental phases over time. The phasing and exact details of each project would be evaluated by the City on a case-by-case basis, and these individual projects would be required to analyze LSTs under CEQA, as applicable. Additionally, future development projects would be required to comply with all applicable SCAQMD rules and regulations, as well as other control measures, to reduce construction emissions. However, as individual development projects may occur close to existing sensitive receptors, construction activities associated with the Eastvale 2040 General Plan would potentially expose sensitive receptors to substantial pollutant concentrations. Impacts were identified as potentially significant.

According to SCAQMD localized significance threshold methodology, LSTs would apply to the operational phase of a proposed project if the project includes stationary sources or attracts mobile sources that may spend extended periods queuing and idling at the site (e.g., warehouse or transfer facilities). The analysis in the EIR determined that impacts relative to operations would be less than significant in this regard.

There are sensitive receptors located in the Planning Area. However, health impacts on sensitive receptors associated with exposure to emissions from construction of developments projects associated with the proposed project are anticipated to be less than significant because construction activities of individual development projects are expected to occur well below the 30-year exposure period used in health risk assessments. Additionally, emissions would be short-term and intermittent in nature, and therefore would not generate toxic air contaminants (TACs) emissions at high enough exposure concentrations to represent a health hazard. However, as construction of these future developments may occur within close proximity to sensitive receptors, there is the potential to exceed regulatory levels. Therefore, health risk with respect to the development anticipated by the project would be potentially significant.

Operations associated with the Eastvale 2040 General Plan are not anticipated to result in an elevated cancer or other health risk to nearby sensitive receptors and the impact would be less than significant.

Analysis in the EIR also demonstrates that the project would not contribute considerably to the formation of carbon monoxide hotspots and a less than significant impact would occur.

Explanation

As phasing and details of future development is unknown at this time, such projects would be evaluated by the City on a case-by-case basis, and individual project impacts identified as appropriate. Although future development would be required to comply with applicable SCAQMD rules and regulations and other control measures to reduce construction emissions, construction activities associated with the Eastvale 2040 General Plan may occur near sensitive receptors, potentially exposing such receptors to substantial pollutant concentrations. As such impacts, nor feasible mitigation to reduce such impacts, cannot be determined at this time, project impacts are considered significant and unavoidable. Further, as construction of such future developments may occur within close proximity to sensitive receptors, there is the potential to exceed regulatory levels relative to adverse health effects. Therefore, health risks with respect to future development anticipated with Eastvale 2040 cannot be determined at this time. As such, impacts are significant and unavoidable and mitigation is not feasible.

Mitigation Measures

No feasible mitigation measures are available.

Finding

The City hereby finds that air quality impacts related to localized emissions or exposure to substantial pollutant concentrations would remain significant and unavoidable. As feasible mitigation measures are not available that would fully mitigate the impact to a less than significant level, a Statement of Overriding Considerations is included herein.

EIR Impact 3.1-5: Cumulatively considerable impact regarding consistency with an applicable air quality plan.

A significant impact relative to this issue would occur if the project would result in a cumulatively considerable impact regarding consistency with an applicable air quality plan.

Impacts

As analyzed in the EIR, implementation of the Eastvale 2040 General Plan would include growth projections not currently included in the 2022 AQMP. Therefore, the project is inconsistent with the 2022 AQMP and cumulative impacts would be significant and unavoidable.

Explanation

Future related projects would be required to analyze project-level consistency with applicable air quality plans, including the 2022 AQMP. With approval of the proposed Eastvale 2040 General Plan, the SCAG would include the growth projections associated with the proposed Eastvale 2040 in the regional planning projections, and SCAQMD would incorporate the same projections in the next update of the AQMP. However, as projections associated with the Eastvale 2040 General Plan are not currently included in the 2022 AQMP, cumulative impacts due to conflict with an applicable air quality plan would remain significant and unavoidable until the SCAG updates growth projections associated with Eastvale 2040 in the regional planning projections. Impacts associated with the proposed Eastvale 2040 General Plan in this regard would be cumulatively considerable.

Mitigation Measures

No feasible mitigation measures are available.

Finding

The City hereby finds that cumulative air quality impacts associated with consistency with an applicable air quality plan would remain significant and unavoidable. As feasible mitigation measures are not available that would fully mitigate the impact to a less than significant level, a Statement of Overriding Considerations is included herein.

EIR Impact 3.1-6: Cumulative impacts due to short-term construction air emissions.

A significant impact relative to this issue would occur if the project would result in cumulative impacts due to short-term construction air emissions.

Impacts

SCAQMD thresholds for criteria pollutants are established for individual development projects, and it is assumed that some of the projects that would be implemented under the proposed Eastvale 2040 General Plan could individually exceed the SCAQMD thresholds. Based on the programmatic-level construction analysis provided in the EIR, construction-related emissions

associated with future development projects in the Planning Area and surrounding cities may be “cumulatively considerable.” Therefore, cumulative impacts relative to construction are considered significant and unavoidable.

Explanation

The SCAQMD neither recommends quantified analyses of cumulative construction emissions, nor does it provide separate methodologies or thresholds of significance to be used to assess cumulative construction impacts. The SCAQMD significance thresholds for construction are intended to meet the objectives of the 2022 AQMP to ensure the NAAQS and CAAQS are not exceeded. As the project applicant has no control over the timing or sequencing of the related projects, any quantitative analysis to ascertain the daily construction emissions that assumes multiple, concurrent construction would be speculative. In addition, construction-related criteria pollutant emissions are temporary in nature and cease following project completion.

As noted above, it is assumed that some future development implemented under Eastvale 2040 may individually exceed the SCAQMD thresholds. Based on the programmatic-level construction analysis provided in the EIR, construction-related emissions associated with future development projects in the Planning Area and surrounding cities may be “cumulatively considerable.”

Mitigation Measures

No feasible mitigation measures are available.

Finding

The City hereby finds that cumulative impacts associated with short-term construction air emissions would remain significant and unavoidable. As feasible mitigation measures are not available that would fully mitigate the impact to a less than significant level, a Statement of Overriding Considerations is included herein.

EIR Impact 3.1-7: Cumulative impacts due to long-term operational air emissions.

A significant impact relative to this issue would occur if the project would result in cumulative impacts due to long-term operational air emissions.

Impacts

As previously discussed, growth anticipated by the project would not be consistent with SCAG’s growth forecast, and therefore is not consistent with the 2022 AQMP. The proposed Eastvale 2040 General Plan would therefore conflict with 2022 AQMP. The contribution of daily operational emissions from future development projects could be cumulatively considerable. Cumulative impacts are significant and unavoidable in this regard.

Explanation

The SCAQMD has set forth both a methodological framework as well as significance thresholds for the assessment of a project's cumulative operational air quality impacts. The SCAQMD's approach for assessing cumulative impacts is based on the SCAQMD's 2022 AQMP forecasts of attainment of NAAQS in accordance with the requirements of the Federal and State CAAs. This forecast also considers SCAG's forecasted future regional growth. As such, the analysis of cumulative impacts focuses on determining whether the project is consistent with the growth assumptions upon which the SCAQMD's 2022 AQMP is based. If the project is consistent with the growth assumptions, then the future development would not impede the attainment of 2022 AQMP, and a significant cumulative air quality impact would not occur.

As indicated, growth anticipated by Eastvale 2040 would not be consistent with SCAG's growth forecast, and therefore is not consistent with the 2022 AQMP. Operational emissions from future development projects could be cumulatively considerable, and therefore, cumulative impacts due to long-term operational emissions are significant and unavoidable.

Mitigation Measures

No feasible mitigation measures are available.

Finding

The City hereby finds that cumulative impacts associated with long-term operational air emissions would remain significant and unavoidable. As feasible mitigation measures are not available that would fully mitigate the impact to a less than significant level, a Statement of Overriding Considerations is included herein.

LAND USE AND PLANNING

EIR Impact 3.7-2: Conflict with a land use plan, policy, or regulation aimed at reducing an environmental effect.

A significant impact relative to this issue would occur if the project would conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect.

Impacts

The SCAG reviews environmental documents for regionally significant projects for their consistency with the adopted 2020-2045 RTP/SCS. SCAG refers to CEQA Guidelines Section 15206, *Projects of Statewide, Regional, or Areawide Significance*, in determining whether a project meets the criteria to be deemed regionally significant. As the proposed project consists of the Eastvale 2040 General Plan, the project is considered regionally significant per CEQA Guidelines Section 15206. The 2020-2045 RTP/SCS performance goals were adopted to help focus future investments on the best-performing projects and strategies to preserve, maintain

and optimize the performance of the existing transportation system. The project's consistency with SCAG's goals is evaluated in Section 3.4, *Energy and Greenhouse Gases Emissions*, of the EIR. As concluded, the project would be consistent with the adopted 2020-2045 RTP/SCS and no conflict would occur. Impacts would be less than significant.

Additionally, the City is a signatory to the Western Riverside County Multiple Species Habitat Conservation Plan (MSHCP), and future development within the project area would be subject to compliance with the MSHCP. The MSHCP covers multiple species and habitats within multiple jurisdictions. As such, City regulations on biological resources are generally dictated by the MSHCP and compliance with CEQA where necessary. According to the Eastvale Municipal Code Chapter 4.62, Multiple Species Habitat Conservation Plan Mitigation Fee, if development of a project results in an impact to species protected in the MSHCP, a development mitigation fee is required to supplement the financing or acquisition of lands supporting species covered by the MSHCP and to pay for new development's fair share or the cost.

Eastvale 2040 General Plan Policy NR-5.1 would support this by ensuring that the City continues its participation and coordination with existing or proposed habitat conservation and natural resource management plans for private and public lands. In addition, future development in the project area would be required to demonstrate consistency with the MSHCP. Therefore, the Eastvale 2040 General Plan would not conflict with the provisions of the MSHCP. Impacts were determined to be less than significant.

Eastvale 2040 will update all the State-required General Plan elements of the City's existing 2012 General Plan, including Land Use, Circulation, Housing, Conservation, Open Space, Noise, and Safety. Such actions will require an update to the City's Zoning Code and Zoning Map. Environmental impacts associated with the Eastvale 2040 General Plan are evaluated throughout the EIR. Once the City's Zoning Code and Zoning Map are amended, there will be no inconsistency between the General Plan and the zoning code. Impacts were determined to be less than significant.

As noted previously, a conflict would occur relative to conformance with the applicable AQMP, and impacts are significant and unavoidable. The SCAQMD Governing Board implements its 2022 AQMP which utilized information and data from the SCAG and its 2020-2045 RTP/SCS. The SCAQMD considers projects that are consistent with the 2022 AQMP, which is intended to bring the air basin into attainment for all criteria pollutants, to also have less than significant cumulative impacts. The 2022 AQMP utilizes growth projections from the City's current 2012 General Plan. As projections associated with the Eastvale 2040 General Plan are not currently included in the 2022 AQMP, impacts due to conflict with an adopted plan, policy, or regulation would be potentially significant until the SCAG updates growth projections associated with Eastvale 2040 in the regional planning projections. The proposed project would therefore be

inconsistent with SCAG's regional planning efforts and a significant and unavoidable impact would occur.

Explanation

As noted previously, compared to the 2012 General Plan, the Eastvale 2040 General Plan anticipates an additional 4,173 units of residential land use development and an estimated 7 million square feet of non-residential land use development under the full buildout conditions. As future development anticipated under the proposed Eastvale 2040 General Plan would cause potential significant and unavoidable air quality impacts, the proposed project would have the potential to contribute to a violation of the ambient air quality standards.

Further, the Eastvale 2040 General Plan would accommodate more residential and non-residential development compared to the existing 2012 General Plan, and the SCAQMD has not incorporated these projections into the 2022 AQMP. With approval of the proposed Eastvale 2040 General Plan, the SCAG would include the growth projections associated with the proposed Eastvale 2040 in the regional planning projections, and SCAQMD would incorporate the same projections in the next update of the AQMP. However, as projections associated with the Eastvale 2040 General Plan are not currently included in the 2022 AQMP, impacts would remain significant and unavoidable until the SCAG updates growth projections associated with Eastvale 2040 in the regional planning projections.

Mitigation Measures

No feasible mitigation measures are available.

Finding

The City hereby finds that land use and planning impacts associated from project conflict with a land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect. As feasible mitigation measures are not available that would fully mitigate the impact to a less than significant level, a Statement of Overriding Considerations is included herein.

TRANSPORTATION

EIR Impact 3.11-1: Conflict with an applicable program, policy, ordinance, or policy addressing the circulation system.

A significant impact relative to this issue would occur if the project would conflict with an applicable program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities.

Impacts

Future development under the Eastvale 2040 General Plan is intended to support multimodal transportation options and would be consistent with policies, plans, and programs that support

alternative transportation, as identified in the General Plan Mobility Element. Future growth would minimize impacts by making use of the public right-of-way to enhance the user experience and by integrating multimodal transportation options via pedestrian, bike, vehicular, and transit zones. In addition, the Eastvale 2040 General Plan would encourage pedestrian and bicyclist activity and would concentrate future development in areas that have or will have public transit and activity centers to provide residents and visitors access to such modes of transit. Enhancements to encourage walking, biking, or taking transit will be integrated into new development, while ensuring that City design standards are met to provide adequate movement and public safety. Therefore, implementation of the Eastvale 2040 General Plan would not conflict with a program, plan, ordinance, or policy addressing the circulation system. Impacts were determined to be less than significant.

Additionally, SCAG reviews environmental documents for regionally significant projects for their consistency with the adopted 2022-2045 RTP/SCS. The SCAQMD Governing Board implements its 2022 AQMP which incorporates the latest scientific and technical information and planning assumptions, including the latest applicable growth assumptions, updated emission inventory methodologies for various source categories. The 2022 AQMP utilized information and data from SCAG and its 2020-2045 RTP/SCS. The SCAQMD considers projects that are consistent with the 2022 AQMP, which is intended to bring the air basin into attainment for all criteria pollutants, to also have less than significant cumulative impacts.

The 2022 AQMP utilizes growth projections from the City's current 2012 General Plan. Compared to the 2012 General Plan, the Eastvale 2040 General Plan anticipates an additional 4,173 units of residential land use development and an estimated 7 million square feet of non-residential land use development under the full buildout conditions. The project would not include any direct demolition or development. Future individual development projects within the planning area would be required to undergo environmental review pursuant to CEQA, as well as comply with all applicable SCAQMD rules and regulations. However, as future development anticipated under the proposed Eastvale 2040 General Plan would cause potential significant and unavoidable air quality impacts, the proposed project would have the potential to contribute to a violation of the ambient air quality standards.

The 2020-2045 RTP/SCS performance goals were adopted to help focus future investments on the best-performing projects and strategies to preserve, maintain and optimize the performance of the existing transportation system. The Eastvale 2040 General Plan would accommodate more residential units than the existing 2012 General Plan and the SCAQMD has not incorporated these projections into the 2022 AQMP. As such, the proposed project would be inconsistent with SCAG's regional planning efforts and a significant and unavoidable impact would occur.

Explanation

As stated, projections associated with the Eastvale 2040 General Plan are not currently included in the 2022 AQMP and impacts due to conflict with an adopted plan, policy, or regulation are therefore considered potentially significant. With approval of the proposed Eastvale 2040 General Plan, SCAG would include the growth projections associated with Eastvale 2040 in the regional planning projections, and SCAQMD would incorporate the same projections in the next update of the AQMP. However, until such actions are taken, the proposed project would remain inconsistent with SCAG's regional planning efforts resulting in a significant and unavoidable impact.

Mitigation Measures

No feasible mitigation measures are available.

Finding

The City hereby finds that transportation impacts associated with project conflict with an applicable program, plan, ordinance, or policy addressing the circulation system would remain significant and unavoidable. As feasible mitigation measures are not available that would fully mitigate the impact to a less than significant level, a Statement of Overriding Considerations is included herein.

EIR Impact 3.11-2: Conflict and be inconsistent with CEQA Guidelines Section 15064.3(b).

A significant impact relative to this issue would occur if the project would conflict and be inconsistent with CEQA Guidelines Section 15064.3, Subdivision (b).

Impacts

Land uses included in the Eastvale 2040 General Plan include single family, multi family, retail, industrial flex, office space, business professional, commercial retail, water, open space, recreation, and right-of-way. In addition to these general land use categories, the Eastvale 2040 General Plan includes four Policy Areas which are primarily mixed use and demonstrate the greatest opportunities for growth and development in the City over the next 20 or more years.

For the VMT analysis in the EIR, the Riverside County Transportation Model was used to prepare the traffic forecasts and VMT for the 2012 General Plan and the Eastvale 2040 General Plan. The travel demand forecasting model uses traffic analysis zones which contain socioeconomic data and other model inputs. When calculating VMT, residential VMT is based on Home Based trips (for all home-based trip types, productions only). Employment VMT is based on Home Based Work trips (attractions only).

The City has adopted thresholds and general guidance on how VMT impacts for development projects and transportation projects should be evaluated. City adopted VMT metrics are as follows:

- Riverside Countywide Average VMT/Service Population = 15.68

The City of Eastvale utilizes a series of VMT screening criteria to streamline land use project review and transportation project review for CEQA transportation impacts. Projects in the City of Eastvale may be screened out if they meet one of the criteria. For land development projects, a significant transportation impact would occur if the baseline or cumulative project generated VMT per capita exceeds the Riverside County average VMT per capita for General Plan buildout conditions. For transportation projects, a significant transportation impact would occur if addition of the project results in a net cumulative increase in regional VMT for the County of Riverside region.

As determined in the EIR, implementation of the Eastvale 2040 General Plan would result in an increase in Citywide population and a decrease in employees. As a result, Homebased VMT (productions) would increase and Homebased Work VMT (attractions) would decrease. Evaluating the residential VMT metric, the Eastvale 2040 VMT per capita would decrease compared to both the existing (2018) condition and the 2012 General Plan condition. For the employment metric, Eastvale 2040 would result in a decrease in VMT per employee over the existing condition (2018 Eastvale), but the decrease would be less than that previously forecast for the 2012 General Plan. Both the VMT per capita and the VMT per employee would be well above the Countywide average for year 2045, but would be a reduction over the existing conditions. Such conditions indicate that the land uses planned in the City align with the regional goal of reducing VMT. However, as metrics for Riverside Countywide Average VMT/Service Population and Riverside Countywide Average VMT/Employee would be exceeded, a significant impact would occur.

Explanation

The City of Eastvale is largely built out and future development is therefore anticipated to occur as infill or redevelopment over the next 20 years. Therefore, operational improvements within the City are anticipated to focus on addressing delays at intersections and providing travel options that reduce overall dependence on automobile travel. Smart signals, improved traffic signal communication infrastructure, and other features could be integrated into the City's traffic signal system to ensure that traffic flow and capacity is optimized along the City's busiest corridors. Fee programs may also be considered to help fund Citywide network improvements.

It is anticipated that providing travel options and accommodating multiple travel modes (e.g., vehicular and transit zones) within the public rights-of-way would reduce reliance on single occupant vehicle trips, with excess space within the rights-of-way being repurposed to provide new, enhanced pedestrian and bicycle facilities. Repurposing can be accomplished without reducing capacity by reducing the width of existing travel lanes and center medians. Providing mobility hubs and charging stations for electric-assist (e-assist) bikes or scooters would also help to make these travel modes more viable throughout the City. The City would also continue to

coordinate with local and regional agencies to provide new or enhanced transit service that connects to regional rail and bus routes. Such enhancements would further increase travel options for the City's residents and employees.

The Eastvale 2040 General Plan Mobility Element identifies goals and policies aimed at the reduction of vehicle trips and the provision of goods and services, as well as access to public transit. Key policies are aimed at achieving a system of roadways that support multi-modal features (Policy MC-3.1); adhering to the principles of complete streets to facilitate safe pedestrian movement (Policy MC-2.1); coordinating with Caltrans, Riverside County Transportation Commission, and other transit agencies to identify the need for park-and-ride facilities along major corridors and at major activity centers (Policy MC-5.3); encouraging transit-related uses, high density residential housing, and commercial uses along transit corridors to maximize the potential for transit trips (Policy MC-5.8); and, evaluating roadways to determine whether reconfiguration or modification of the right-of-way may be possible to provide pedestrian facilities, trails, bike lanes, and additional landscaped medians and parkways, among others (Policy MC-2.7). Additional goals and policies to address mobility, non-motorized transportation, public transportation, and alternative means of transportation (e.g., bicycle, pedestrian) are also included in the Mobility Element. Other relevant goals and policies identified in the Open Space and Conservation Element and the Land Use Element also address mobility and enhancing the connection between land uses and transit to reduce automobile use. Future development under the Eastvale 2040 General Plan would occur in conformance with such goals and policies as buildout occurs through 2040.

The types of mitigation that affect VMT are those that reduce the number of single occupant vehicles generated by a project. This can be accomplished by changing the land uses being proposed or by implementing transportation demand management (TDM) strategies, which are reductions available from certain types of project site modifications, programming, and operational changes. If a project has a significant impact, TDM strategies would be built into the project to reduce the VMT below the threshold. TDM strategies for consideration include but not limited to diversifying land use; improving pedestrian networks; implementing neighborhood traffic management infrastructure; building bike network improvements; installing workplace bike storage, locker, and shower facilities; and providing commute-based ride-share programs such as carpooling and vanpooling. The effectiveness of identified TDM strategies is based primarily on research documented in the 2010 California Air Pollution Control Officers Association publication, Quantifying Greenhouse Gas Mitigation Measures.

Specific mitigation strategies need to be tailored to the characteristics of each future development project under the Eastvale 2040 General Plan, and their effectiveness needs to be analyzed and documented as part of the environmental review process to determine if impacts could be mitigated or if they would remain significant and unavoidable. Given that research on the effectiveness of TDM strategies is continuing to evolve, feasible mitigation measures should

be considered based on the best data available at the time a project is being considered by the City.

While Eastvale 2040 would be implemented in compliance with relevant local and regional plans, as well as identified General Plan goals and policies aimed at reducing dependence on vehicles and enhancing access to jobs, goods, and services, impacts related to VMT would not be reduced to below the Riverside County Average VMT per Service Population. As there are no additional quantifiable VMT-reducing measures that the project can feasibly implement, transportation impacts relative to VMT would remain significant and unavoidable.

Mitigation Measures

No feasible mitigation measures are available.

Finding

The City hereby finds that transportation impacts associated with project conflict or inconsistency with CEQA Guidelines Section 15064.3, Subdivision (b) would remain significant and unavoidable. As feasible mitigation measures are not available that would fully mitigate the impact to a less than significant level, a Statement of Overriding Considerations is included herein.

EIR Impact 3.11-5: Result in a cumulative impact related to transportation.

A significant impact relative would occur if the project would result in a direct or indirect cumulative effect related to transportation when considered with other past, present, or reasonably foreseeable future projects.

Impacts

The project would not contribute to a significant cumulative transportation impact resulting from hazards due to a geometric design feature or incompatible uses, or inadequate emergency access. Implementation of the Eastvale 2040 General Plan would not contribute to a significant impact resulting from conflict with an applicable program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, or pedestrian facilities. Future development projects would be evaluated on a project-specific basis for their potential to contribute to a cumulative effect in this regard. Additionally, all cumulative projects would be required to make payment of the City's transportation impact fees to ensure that transportation facilities continue to be adequately provided and maintained over the long term. As the proposed project was determined to have a less than significant impact relative to these thresholds, it is not anticipated that the project would contribute to a significant cumulative impact.

Implementation of Eastvale 2040 would have the potential to conflict and be inconsistent with CEQA Guidelines Section 15064.3, subdivision (b). As direct impacts pertaining to VMT were determined to be significant and unavoidable, it is anticipated that the project would, when

considered with other development projects, contribute to a significant cumulative impact in this regard. Although the Eastvale 2040 General Plan includes numerous goals and policies related to integrating transportation and land use planning to provide mobility options, high quality active and passive public open spaces, a regional trail system, and recreation facilities based on community needs, VMT reductions at buildout conditions would be substantially lower than the 15 percent minimum threshold. As such, the contribution to VMT generation in the region would be cumulatively considerable.

Explanation

Cumulative transportation impacts are generally influenced by changes in regional population, housing, and/or employment growth projections prepared by SCAG and found in the RTP/SCS. A project that falls below an efficiency-based threshold that is aligned with long-term environmental goals and relevant plans would have no cumulative impact distinct from the project impact. Accordingly, a finding of a less than significant project impact would imply a less than significant cumulative impact, and vice versa.

Future development under the Eastvale 2040 General Plan would result in an increase in residential development and a decrease in commercial development when compared to existing conditions. Implementation of Eastvale 2040 would result in an increase in Citywide population and a decrease in employees. As a result, Homebased VMT (productions) would increase and Homebased Work VMT (attractions) would decrease. Evaluating the residential VMT metric, the Eastvale 2040 VMT per capita would decrease compared to both the existing (2018) condition and the 2012 General Plan condition. For the employment metric, Eastvale 2040 would result in a decrease in VMT per employee over the existing condition (2018 Eastvale), but the decrease would be less than that previously forecast for the 2012 General Plan. Both the VMT per capita and the VMT per employee would be well above the Countywide average for year 2045 but would be a reduction over the existing conditions. Such conditions indicate that the land uses planned in the City align with the regional goal of reducing VMT.

VMT reductions at buildout conditions for Eastvale 2040 would be substantially lower than the 15 percent minimum threshold, and therefore, a significant and unavoidable impact would occur. Although the Eastvale 2040 General Plan includes numerous goals and policies related to integrating transportation and land use planning to provide mobility options and comfort for pedestrians, bicyclists, transit users, and personal vehicles; and providing a balance of high quality active and passive public open spaces, a regional trail system, and recreation facilities based on community needs, reductions needed would not be achieved. Based on the discussion above, and that project-specific impacts relative to VMT would be significant and unavoidable, the project's contribution to VMT generation in the region is considered cumulatively considerable.

Mitigation Measures

No feasible mitigation measures are available.

Finding

The City hereby finds that the project's contribution to a direct or indirect cumulative effect related to transportation, when considered with other past, present, or reasonably foreseeable future projects, would remain significant and unavoidable. As feasible mitigation measures are not available that would fully mitigate the project's contribution to a cumulative impact to a less than significant level, a Statement of Overriding Considerations is included herein.

B. Growth-Inducing Impacts

CEQA Guidelines Section 15126.2(e) requires that an EIR discuss a project's potential to foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment. The CEQA Guidelines also indicate that it must not be assumed that growth in any area is necessarily beneficial, detrimental, or of little significance to the environment. This section analyzes such potential growth-inducing impacts, based on criteria suggested in the CEQA Guidelines.

In general terms, a project may foster spatial, economic, or population growth in a geographic area if it meets any one of the following criteria:

- Removes an impediment to growth (e.g., establishes an essential public service or provides new access to an area)
- Fosters economic expansion or growth (e.g., changes revenue base, expands employment)
- Fosters population growth (e.g., constructs additional housing), either directly or indirectly
- Establishes a precedent-setting action (e.g., an innovation, a change in zoning, or a general plan amendment approval)
- Develops or encroaches on an isolated or adjacent area of open space (distinct from an infill type of project)

Should a project meet any one of the above-listed criteria, it may be considered growth inducing. The potential growth-inducing impacts of the proposed project are evaluated against these five criteria in this section.

CEQA Guidelines Section 15126.2(e) requires that an EIR "discuss the ways" a project could be growth inducing and "discuss the characteristic of some projects which may encourage and facilitate other activities that could significantly affect the environment, either individually or cumulatively." However, the CEQA Guidelines do not require that an EIR predict (or speculate)

specifically where such growth would occur, in what form it would occur, or when it would occur. The answers to such questions require speculation, which CEQA discourages (see CEQA Guidelines Section 15145).

REMOVAL OF A BARRIER TO GROWTH

Several types of projects can induce population growth by removing obstacles that prevent growth. An example would be the expansion of a wastewater treatment plant which would accommodate additional sewer connections within a service area and therefore would allow for future construction and growth that may not have otherwise been feasible.

Future development anticipated by the proposed Eastvale 2040 General Plan would increase demands for public services (i.e., fire and police protection, schools, parks and recreational facilities, and libraries) and utility and service systems (water, wastewater, solid waste, and energy and telecommunications infrastructure). The Planning Area is already served by essential public services and utilities. Future individual development projects would negotiate cooperative agreements between service agencies/utility providers to address the development's incremental increased demands on public services and utilities. The Land Use Plan has been designed to focus growth in key areas of the City to take advantage of the City's existing network of public services and utilities and service systems, including fire, police, water, wastewater, and solid waste services. Because the growth is directed to areas already developed, it is not anticipated that major new infrastructure will be needed. Thus, implementation of the proposed project would not result in a removal of an impediment to growth by establishing an essential public service or utility or service system.

Regional access to the City is provided via Interstate 15 (I-15) and State Route (SR-60). Local access is provided by various arterial roadways that intersect the Planning Area, including Archibald Avenue, Sumner Avenue, Hamner Avenue, Limonite Avenue, and Schleisman Road. Future roadway improvements would not provide new access to any portion of the Planning Area since both regional and local access is already provided by an existing roadway network. Therefore, implementation of the proposed Eastvale 2040 General Plan would not remove an existing impediment to growth through the provision of new access to an area.

ECONOMIC GROWTH

The timing, magnitude, and location of land development and population growth in a community or region are based on various interrelated land use and economic variables. Key variables include regional economic trends, market demand for residential and nonresidential uses, land availability and cost, the availability and quality of transportation facilities and public services, proximity to employment centers, the supply and cost of housing, and/or regulatory policies or conditions.

Construction activities associated with future site-specific development proposals would generate new design, engineering, and construction jobs. Construction employees would likely be absorbed from the regional labor force, and individual development proposals would not attract new workers to the region.

As concluded in the EIR, based on the amount of feasible development in the foreseeable future (i.e., development through 2040), Eastvale 2040 General Plan implementation would not directly induce substantial unplanned population growth in an area by proposing new businesses. Thus, although economic growth could occur within the project area due to project implementation, future economic effects are not expected to significantly affect the environment.

POPULATION GROWTH

A project could induce population growth in an area either directly or indirectly. More specifically, the development of new residences or businesses could induce population growth directly, whereas the extension of roads or other infrastructure could induce population growth indirectly. As noted in the “Removal of a Barrier to Growth” section above, the project would not indirectly induce substantial population growth through extension of roads or other infrastructure.

As analyzed in the EIR, the project would not induce substantial unplanned population growth, either directly or indirectly, in the project area. Thus, growth inducing impacts related to population growth would be less than significant.

ESTABLISHMENT OF A PRECEDENT SETTING ACTION

The Eastvale 2040 General Plan is long-term planning document that proposes a series of land use changes and policy updates. Future development anticipated through project implementation could involve as many as 4,173 dwelling units and approximately 6,999,959 square feet of non-residential uses over existing conditions. However, all future land uses within the City would be developed pursuant to the Land Use Map, Zoning Map, and goals and policies recommended under the proposed Eastvale 2040 General Plan. Implementation of the proposed project would not establish a procedure that would make future re-designations and/or rezones easier and would be speculative to determine any such effect. As such, the proposed project would not involve a precedent-setting action that could significantly affect the environment.

DEVELOPMENT OR ENCROACHMENT ON OPEN SPACE

As noted in the EIR, the City of Eastvale is generally a highly developed area with limited natural open space. The most prominent natural resource within the City is the Santa Ana River and surrounding riparian and woodland habitat. The Santa Ana River forms the southern boundary of Eastvale and is an important local and regional open space resource. Buildout of the proposed Eastvale 2040 General Plan would concentrate development in areas that are already characterized by existing development, thus reducing development pressures on open space

areas that have a greater likelihood of supporting sensitive or protected species of wildlife and plants. Additionally, the Eastvale 2040 General Plan would designate 1,547.2 acres of land within the City as Open Space, including 1,231.1 acres specifically designated as Riverfront Policy Area, resulting in an increase of 1,515.1 acres of Conservation, Open Space, and Water designations. The Riverfront Policy Area would provide for conservation of natural resource areas including watersheds, habitat areas and corridors, and areas within flood zones. This category has been applied to the Santa Ana River watershed, associated habitat areas, and parcels prone to flooding and owned by the Flood Control District. Therefore, future development in accordance with the proposed project would not develop or encroach on an isolated or adjacent area of open space, resulting in a growth inducing impact. No impact would occur.

FINDING

As stated, the proposed project would accommodate future, planned development of up to 4,173 dwelling units and approximately 7 million square feet of non-residential uses over existing conditions with buildout of the General Plan occurring in the year 2040. All future land uses within the City would be developed pursuant to the Land Use Map, Zoning Map, and goals and policies recommended under the proposed Eastvale 2040 General Plan. As analyzed in the EIR, the project would not induce substantial unplanned population growth, either directly or indirectly, in the project area. Further, the proposed project would not result in a significant growth inducing impact as all environmental impacts were determined to be less than significant with exception of significant and unavoidable impacts associated with air quality, land use and planning, and transportation. The City finds, on the basis of the entire record, that the project would not remove an impediment to growth, induce substantial unplanned population growth, induce economic growth that would significantly affect the environment, establish a precedent-setting action, or develop or encroach on an isolated or adjacent area of open space. Therefore, no growth-related impacts beyond the environmental impacts discussed in the EIR are anticipated.

C. Significant and Irreversible Environmental Changes

Section 15126.2(d) of the CEQA Guidelines requires an EIR to discuss the significant irreversible environmental changes that would result from implementation of a proposed project. Examples include a project's primary or secondary impacts that would generally commit future generations to similar uses (e.g., highway improvements at the access point); uses of nonrenewable resources during the initial and continued phases of the project (because a large commitment of such resources make removal or nonuse thereafter unlikely); and/or irreversible damage that could result from any potential environmental accidents associated with the project.

The physical effects of project implementation on the environment are addressed in Sections 3.1 to 3.13 and Section 4.0 of the EIR. Future development associated with implementation of the Eastvale 2040 General Plan would consume limited, slowly renewable, and nonrenewable

resources. This consumption would occur during the construction phase of the project and would continue throughout its operational lifetime. Although site-specific development proposals are not available at this time, it can be assumed that future development would require a commitment of resources that would include: (1) building materials, (2) fuel and operational materials/resources, and (3) the transportation of goods and people to and from the project site. Construction activities would require the consumption of resources that are not renewable, or which may renew so slowly as to be considered non-renewable. These resources would include construction supplies, such as aggregate materials used in concrete and asphalt, metals, and water. Fossil fuels such as gasoline and oil would also be consumed in the use of construction vehicles and equipment.

The resources that would be committed during future operational activities associated with buildout of the Eastvale 2040 General Plan would include energy resources such as electricity and natural gas, petroleum-based fuels required for vehicle trips, fossil fuels, and water. Fossil fuels would represent the primary energy source associated with both construction and ongoing operation of the project and the existing, finite supplies of these natural resources would be incrementally reduced. Site-specific development proposals accommodated by implementation of the Eastvale 2040 General Plan would occur in accordance with California Code of Regulations Title 24, Part 6, which sets forth conservation practices that would limit the amount of energy consumed by the project. However, the energy requirements associated with the project would, nonetheless, represent a long-term commitment of essentially non-renewable resources.

FINDING

Future construction and operation activities associated with buildout of the Eastvale 2040 General Plan would result in the irretrievable commitment of limited, slowly renewable, and nonrenewable resources, which would limit the availability of these particular resource quantities for future generations or for other uses during the life of the project. The project would involve the use of building materials and energy, some of which are non-renewable resources. However, consumption of these resources would occur with any development in the region and are not unique to the project. Additionally, increasingly efficient building fixtures, construction practices/materials, and vehicular engines are expected to offset this demand as future development occurs over time. Thus, although irreversible environmental changes would result from the project, such changes would not be considered significant.

D. Alternatives

Section 15126.6(a) of the CEQA Guidelines requires that an EIR describe a range of reasonable alternatives to the project, or a range of reasonable alternatives to the location of the project, that could feasibly attain the basic objectives of the project. An EIR does not need to consider every conceivable alternative project, but it does have to consider a range of potentially feasible alternatives that will facilitate informed decision-making and public participation.

According to CEQA Guidelines Section 15126.6(a), the discussion of alternatives must focus on alternatives to the project, or to the project location, which would avoid or substantially reduce the severity of any significant project effects, even if the alternatives would be costlier or hinder to some degree the attainment of the project objectives. The “No Project” alternative must also be evaluated. The “No Project” analysis must discuss the existing conditions and what would reasonably be expected to occur in the foreseeable future if the proposed project was not approved. The range of alternatives required is governed by a “rule of reason.” Therefore, the EIR must only evaluate those alternatives necessary to permit a reasoned choice. The alternatives must be limited to only ones that would avoid or substantially decrease the severity of the impacts identified for the proposed project.

Additionally, an EIR should not consider an alternative whose effects cannot be reasonably ascertained and whose implementation is remote and speculative. The CEQA Guidelines also require an EIR to state why an alternative is being rejected. If the City ultimately rejects any or all alternatives, the rationale for rejection will be presented in the findings that are required before the City certifies the EIR and acts on the proposed project. According to Section 15126.6(f)(1) of the CEQA Guidelines, among the factors that may be taken into account when addressing feasibility of alternatives are environmental impacts, site suitability, economic viability, availability of infrastructure, policy preferences, regulatory limitations, jurisdictional boundaries, and whether an applicant could reasonably acquire, control, or otherwise have access to an alternate site.

The project alternatives are evaluated to determine the extent to which they attain the basic project objectives, while significantly decreasing the severity of or avoiding significant effects of the proposed project.

The City’s objectives for the Eastvale 2040 General Plan are the following:

- Direct future growth in designated focus areas in a manner which preserves existing neighborhoods, enhances quality of life, and maintains a balance of land uses which benefits residents and businesses
- Preserve Eastvale’s suburban character and promote development that embraces the City’s diversity, history, and sense of community
- Enhance and activate public/quasi-public land uses, including resources unique to the City of Eastvale such as the Santa Ana Riverfront
- Create a sustainable multi-modal transportation network that includes walkable, bicycle friendly environments
- Increase residential development potential to meet regional housing needs

- Promote a variety of housing choices to achieve the City's 6th Cycle Regional Housing Needs Assessment housing goals
- Implement new California State law General Plan requirements

The CEQA Guidelines (Section 15126.6(e)(2)) require that the alternatives discussion include an analysis of the "No Project" Alternative. Consistent with the requirements of the applicable CEQA Guidelines, the EIR analyzed potential environmental impacts associated with the required "No Project" alternative, as well as other alternatives, to compare the resulting impacts to those anticipated to result with the project as proposed. The alternatives analyzed include:

- Alternative 1: No Project/Existing General Plan Alternative
- Alternative 2: Dispersed Development Alternative

ALTERNATIVE 1: NO PROJECT/EXISTING GENERAL PLAN ALTERNATIVE

Description of Alternatives

The No Project/Existing General Plan Alternative is required to discuss the existing conditions at the time the notice of preparation is published and evaluate what would reasonably be expected to occur in the foreseeable future if the proposed project is not approved (CEQA Guidelines, Section 15126.6(e)). Pursuant to CEQA, this alternative is also based on current plans and consistent with available infrastructure and community services. Therefore, the No Project/Existing General Plan Alternative assumes that the Eastvale 2040 General Plan would not be adopted, and the land uses and development intensity assumed in the existing 2012 General Plan would be followed.

Impact Comparison

Air Quality

The No Project/Existing General Plan Alternative would reduce the amount of future development as compared to that which would occur under the Eastvale 2040 General Plan. During construction of future development under the current General Plan, regional and localized emissions could still exceed the South Coast Air Management District (SCAQMD) daily significance thresholds, resulting in significant and unavoidable impacts regarding consistency with the air quality management plan (AQMP), exposure of sensitive receptors to substantial pollutant concentrations, and a cumulatively considerable net increase of pollutants for which the project region is in non-attainment. Therefore, air quality impacts under Alternative 1 during construction of future development projects would be significant and unavoidable, similar to the Eastvale 2040 General Plan.

New development allowed under the current General Plan would be less than that allowed under the buildout of the Eastvale 2040 General Plan. However, unlike the proposed project, this alternative would not focus higher density development in specific areas of the City, with

improved access to nearby transit as well as goods, services, and jobs which could potentially reduce vehicle trip length and associated mobile emissions. Similar to the Eastvale 2040 General Plan, the current General Plan identifies goals and policies aimed at achieving air quality that promotes health and wellness of residents and reducing mobile and stationary emission sources. As with Eastvale 2040, given the volume of air pollutants attributable to buildout of the planning area, impacts related to operational emissions under the No Project/Existing General Plan Alternative are considered significant and unavoidable, although the severity of such impacts would be increased as compared to those resulting with the Eastvale 2040 General Plan.

Land Use and Planning

The No Project/Existing General Plan Alternative would not meet the goals of the 2022-2045 Regional Transportation Plan/Sustainable Community Strategy (2022-2045 RTP/SCS) as well as the proposed project. For example, the benefits of directing future growth in designated policy areas in a manner which preserves existing neighborhoods, enhances quality of life, and maintains a balance of land uses which benefits residents and businesses, would not occur under this alternative. The Existing General Plan proposes less mixed and high density uses and does not propose a better connection between employment and residential uses. Therefore, as the Existing General Plan would not emphasize land use patterns that facilitate multimodal access to work, educational, and other destinations, the No Project/Existing General Plan Alternative would not meet the goals of the 2022-2045 RTP/SCS as well as the proposed project.

Like the proposed project, the No Project/Existing General Plan Alternative is not anticipated to divide an established community. As projections associated with the Existing General Plan are currently included in the 2022 AQMP, impacts due to a conflict with the AQMP would be less than significant, and the project's significant and unavoidable land use impact would be avoided under this alternative.

Transportation

Implementation of Eastvale 2040 would result in significant and unavoidable transportation impacts related to VMT. For the Eastvale 2040 General Plan, both the VMT per capita and the VMT per employee are well above the Countywide average for year 2045, but are a reduction over the existing conditions, indicating the land uses planned in the City align with the regional goal of reducing VMT. Under the Eastvale 2040 General Plan, an increase in Citywide population and a decrease in employees would occur. As a result, Homebased VMT (productions) would increase and Homebased Work VMT (attractions) would decrease. Evaluating the residential VMT metric, the Eastvale 2040 VMT per capita would decrease compared to the current 2012 General Plan. For the employment metric, Eastvale 2040 would result in a decrease, but the decrease would be less than that previously forecast for the current 2012 General Plan.

Under this alternative, development would occur within the City boundaries as permitted by the current 2012 General Plan. Buildout under Alternative 1 would be at or below buildout scenarios

considered for the Eastvale 2040 General Plan. Given the pattern of increasing VMT impacts as buildout projections decrease, this alternative would increase the severity of significant VMT impacts as compared to the project as proposed, due to the conditions discussed above. Impacts would remain significant and unavoidable, similar to the proposed project.

Alternative 1 Summary and Finding

The City finds that implementation of Alternative 1, No Project/Existing General Plan Alternative, would not reduce potential environmental impacts when compared to the proposed project. Impacts to air quality, land use and planning, and transportation would remain significant and unavoidable and would be more severe as compared to the project relative to air quality and transportation. Impacts relative to land use and planning would be less severe, but would remain significant and unavoidable, and therefore would not be avoided. Additionally, as Alternative 1 assumes that the Eastvale 2040 General Plan would not be adopted, and the land uses and development intensity assumed in the existing 2012 General Plan would be followed, Alternative 1 would not achieve the basic objectives identified for the proposed project., For the reasons provided herein, the City rejects Alternative 1.

ALTERNATIVE 2: DISPERSED DEVELOPMENT ALTERNATIVE

Description of Alternative

Under the Eastvale 2040 General Plan, new development would be focused in areas that are either vacant or located in suitable areas with existing land uses and infrastructure that can support more intensive development. This alternative was chosen to provide a counterpoint to the design approach taken in the proposed Eastvale 2040 plan. Rather than emphasizing growth in the identified policy areas, the Dispersed Development Alternative would redistribute density throughout the City. Some of this future growth would occur on the limited available vacant land within the City boundaries. The remainder would occur by changing the existing density/intensity of the assigned land use designation(s).

It is anticipated that buildout of the Dispersed Development Alternative would be within the range of the buildout scenario considered under the Eastvale 2040 General Plan. As this alternative would not focus new development near major transportation corridors or hubs that either have transit or will have transit, the ability to protect the established suburban neighborhoods from substantial growth and to achieve a sustainable multi-modal transportation network that includes walkable, bicycle-friendly environments would be substantially lessened.

Implementing the Dispersed Development Alternative may also result in the need to revise the General Plan Housing Element to ensure that regional housing needs assessment (RHNA) can still be met, thereby requiring a somewhat lengthy process for State and local approvals. Such land use and zoning changes would be required to revise existing density ranges throughout the City and lower density at the policy areas as compared to the Eastvale 2040 General Plan.

Impact Comparison

Air Quality

As stated, the Dispersed Development Alternative would redistribute density throughout the City, outside of the policy areas planned with Eastvale 2040. It is anticipated that buildout of the Dispersed Development Alternative would be within the range of the buildout scenario considered under the Eastvale 2040 General Plan, and therefore, short-term construction related impacts on air quality are similar. During construction of future development, regional and localized emissions could still exceed the SCAQMD significance thresholds, resulting in significant and unavoidable impacts regarding consistency with the AQMP, exposure of sensitive receptors to substantial pollutant concentrations, and a cumulatively considerable net increase of pollutants for which the project region is in non-attainment.

As construction activities could occur close to existing sensitive receptors, construction emissions generated by future development projects that are larger than the representative projects considered with the Eastvale 2040 General Plan would have the potential to exceed SCAQMD LSTs and it cannot be determined with certainty that conformance with applicable regulations or implementation of feasible mitigation would reduce impacts below SCAQMD's thresholds in all cases. Therefore, construction impacts under this alternative would be significant and unavoidable, similar to the Eastvale 2040 General Plan.

By dispersing development throughout the City, rather than in focused areas that would allow for proximity to transit, services, and goods, it is anticipated that this alternative would increase the severity of operational impacts on air quality as longer vehicle trips would be required. Similar to the proposed project, although impacts related to exceedance of established air quality standards could be reduced through conformance with applicable SCAQMD rules and regulations and goals and policies identified in the City's General Plan, impacts would remain significant and unavoidable. However, due to the development pattern anticipated, the severity of operational impacts related to air quality would increase with this alternative as compared to that which would occur under implementation of Eastvale 2040.

Additionally, the Eastvale 2040 General Plan would accommodate more residential units than the existing 2012 General Plan and the SCAQMD has not yet incorporated these projections into the current AQMP. As projections associated with Eastvale 2040 are not included in the current AQMP, the proposed project would not meet this criterion, and the impact would be potentially significant; a similar significant and unavoidable impact would occur with the Dispersed Development Alternative.

The proposed project would be inconsistent with the SCAQMD AQMP as buildout of the Eastvale 2040 General Plan could exceed current SCAG population and employment estimates and would contribute to the nonattainment designations of the air quality basin. Conformance with local, State, and Federal regulations during construction and operation would contribute to reduced

criteria air pollutant emissions associated with buildout of the proposed project and/or this alternative. In addition, goals and policies included in the Eastvale 2040 General Plan would promote increased capacity for alternative transportation modes and implementation of transportation demand management strategies.

However, since implementation of the proposed project would introduce land use intensification in certain portions of the planning area, no feasible mitigation measures are available that would reduce total air quality emissions from buildout of the Eastvale 2040 General Plan to a less than significant level. In addition, the population and employment assumptions of the AQMP would still be exceeded until such time the AQMP is revised and incorporates updated projections that consider Eastvale 2040. Therefore, air quality impacts related to implementation of the AQMP would remain significant and unavoidable. Similar impacts would result with the Dispersed Development Alternative.

Land Use and Planning

The Dispersed Development Alternative would not meet the goals of the 2022-2045 RTP/SCS as well as the proposed project. For example, the benefits of directing future growth in designated policy areas in a manner which preserves existing neighborhoods, enhances quality of life, and maintains a balance of land uses which benefits residents and businesses, would not occur under this alternative. This alternative does not propose a better connection between employment and residential uses and would not focus growth near destinations and mobility options.

Like the proposed project, the Dispersed Development Alternative is not anticipated to divide an established community. In addition, the population and employment assumptions of the AQMP would still be exceeded until such time the AQMP is revised and incorporates updated projections that consider Eastvale 2040. Therefore, air quality impacts related to implementation of the AQMP would remain significant and unavoidable.

Transportation

Buildout of the Dispersed Development Alternative would be within the range of the buildout scenario considered under the Eastvale 2040 General Plan. As discussed in Section 3.11, *Transportation*, of the EIR, Eastvale 2040 would result in significant and unavoidable transportation impacts related to VMT. For the Eastvale 2040 General Plan, both the VMT per capita and the VMT per employee are well above the Countywide average for year 2045, but are a reduction over the existing conditions, indicating the land uses planned in the City align with the regional goal of reducing VMT. Under Eastvale 2040, an increase in Citywide population and a reduction in employees would occur. The Homebased VMT (productions) would increase and Homebased Work VMT (attractions) would decrease as a result. Evaluating the residential VMT metric, the Eastvale 2040 VMT per capita would decrease compared to the current 2012 General Plan. For the employment metric, Eastvale 2040 would result in a decrease, but the decrease would be less than that previously forecast for the current 2012 General Plan.

By dispersing development throughout the City, this alternative would result in an increase in VMT, as people would need to travel greater distances to obtain goods, services, and to access public transit. Such conditions would be anticipated to lead to substantive change in the affected neighborhoods, with residents not being able to take advantage of existing and planned transit as they would under the Eastvale 2040 General Plan. Implementing this alternative would evenly distribute growth throughout the City, thereby minimizing localized impacts on roadways. However, doing so would be anticipated to result in increased VMT as it would be more difficult to justify any changes to existing bus routes, as fewer riders would be available to serve at each mobility hub. As a result of increased personal vehicle trips, greater energy use and increased vehicle emissions would also result. For these reasons, this alternative would increase the severity of VMT-related significant and unavoidable impacts as compared to that which would occur under the Eastvale 2040 General Plan.

Alternative 2 Summary and Finding

The Dispersed Development Alternative would meet the majority of the project objectives, including fulfilling the City's 6th Cycle Regional Housing Needs Assessment housing goals by increasing the residential development potential in the project area by 4,173 dwelling units through redesignating land uses through 2040; promoting a variety of housing choices to achieve the City's 6th Cycle Regional Housing Needs Assessment housing goals; and implementing new California State law General Plan requirements. This alternative would also achieve the objectives of enhancing and activating public/quasi-public land uses, including resources unique to the City of Eastvale such as the Santa Ana Riverfront; and creating a sustainable multi-modal transportation network that includes walkable, bicycle-friendly environments, but to a lesser degree than would the proposed project.

However, as compared to the proposed project, the Dispersed Development Alternative would not avoid the significant and unavoidable impacts identified from implementation of the proposed project. Significant and unavoidable impacts relative to land use and planning would be similar to the proposed project and would therefore remain. However, significant and unavoidable impacts relative to relative to air quality and transportation would increase in severity with the Dispersed Development Alternative. For the reasons provided herein, the City rejects this alternative.

ENVIRONMENTALLY SUPERIOR ALTERNATIVE

CEQA requires that an environmentally superior alternative be identified; that is, an alternative that would result in the fewest or least significant environmental impacts. If the No Project Alternative is the environmentally superior alternative, CEQA Guidelines Section 15126.6(e)(2) requires that another alternative that could feasibly attain most of the project's basic objectives be chosen as the environmentally superior alternative.

The No Project/Existing General Plan Alternative is the environmentally superior alternative. However, in accordance with CEQA Guidelines Section 15126.6(e)(2), a secondary alternative must be chosen since the No Project Alternative is environmentally superior. Therefore, Alternative 2, the Dispersed Development Alternative, is considered the environmentally superior alternative.

As indicated, the Dispersed Development Alternative would meet the majority of the project objectives, including fulfilling the City's 6th Cycle Regional Housing Needs Assessment housing goals by increasing the residential development potential in the project area by 4,173 dwelling units through redesignating land uses through 2040; promoting a variety of housing choices to achieve the City's 6th Cycle Regional Housing Needs Assessment housing goals; and implementing new California State law General Plan requirements. This alternative would also achieve the objectives of enhancing and activating public/quasi-public land uses, including resources unique to the City of Eastvale such as the Santa Ana Riverfront; and creating a sustainable multi-modal transportation network that includes walkable, bicycle-friendly environments, but to a lesser degree than would the proposed project.

As described above, the Dispersed Development Alternative would result in similar significant and unavoidable land use and planning impacts as compared to the proposed project. However, the severity of significant and unavoidable impacts relative to air quality and transportation would increase.

VI. STATEMENT OF OVERRIDING CONSIDERATIONS

Pursuant to PRC Section 21081(b) and State CEQA Guidelines Section 15093(a) and (b), the City Council is required to balance, as applicable, the economic, legal, social, technological, or other benefits, including regionwide or statewide environmental benefits, of a proposed project against its unavoidable environmental risks when determining whether to approve the project. If the specific economic, legal, social, technological, or other benefits of the project, including regionwide or statewide environmental benefits, outweigh the unavoidable adverse environmental effects, those effects may be considered “acceptable” (CEQA Guidelines Section 15093[a]). CEQA requires the agency to support, in writing, the specific reasons for considering a project acceptable when significant impacts are not avoided or the severity of the impacts are not substantially decreased. Those reasons must be based on substantial evidence in the Final EIR or elsewhere in the administrative record (CEQA Guidelines Section 15093[b]).

In accordance with the requirements of CEQA and the State CEQA Guidelines, the City Council finds that there are no feasible mitigation measures, as identified in the Final EIR, that would avoid or substantially decrease the severity of the potentially significant environmental impacts resulting from the proposed project. As a result, project implementation would result in significant and unavoidable impacts to air quality, land use and planning, and transportation.

The City considered project alternatives in the EIR aimed at reducing the project’s significant and unavoidable impacts relative to air quality, land use and planning, and transportation. A total of six project alternatives were identified, consistent with CEQA Guidelines Section 15126.6(a), which requires that an EIR describe a reasonable range of project alternatives that could feasibly attain the basic project objectives while avoiding or reducing significant environmental impacts associated with the project.

Two project alternatives identified were evaluated for potential environmental effects. Four project alternatives were considered and subsequently rejected from further evaluation because they did not meet the project objectives while avoiding or substantially decreasing the severity of significant impacts resulting from project implementation. The project alternatives identified are consistent with CEQA Guidelines Section 15126.6(a), requiring that the discussion of alternatives focus on alternatives to the project, or to the project location, which would avoid or substantially decrease the severity of any significant project effects, even if the alternatives would be costlier or hinder to some degree the attainment of the project objectives.

In evaluating the alternatives identified, Alternative 1, No Project/No Development Alternative, was determined to result in a significant and unavoidable impact relative to air quality, land use and planning, and transportation. Significant and unavoidable impacts relative to air quality would be to a lesser degree than the proposed project but would nevertheless remain. Additionally, as Alternative 1 assumes that the Eastvale 2040 General Plan would not be adopted, and the land uses and development intensity assumed in the existing 2012 General Plan would

be followed, Alternative 1 would not achieve the basic objectives identified for the proposed project.

Alternative 2, the Dispersed Development Alternative, meets the basic project objectives, but was found to have significant and unavoidable impacts relative to air quality, land use and planning, and transportation, with air quality and transportation impacts being more severe.

The EIR considered and rejected from further consideration other project alternatives aimed at reducing impacts identified from implementation of the proposed project. These alternatives included the Development of the Citrus Policy Area Alternative; Add Residential to Non-Residential Uses Alternative; Annexation Alternative; and Redesignating Existing Neighborhoods Alternative, all of which are briefly summarized below.

Under the Development of the Citrus Policy Area Alternative, the Citrus Policy Area would be removed from the floodplain, allowing for more intense residential or mixed-use development to occur. As the site is currently located within an area subject to the 100-year flood event, avoiding this restriction would involve grading techniques to raise the elevation of the site to above potential flood levels, which would require Federal Emergency Management Agency approval of a Letter of Map Revision.

With removal of the potential risk for flooding to occur, the site could be developed with residential housing units, thereby offering a unique setting within proximity to the river, thereby improving access to the resource and activating the space. Alternatively, the site could also support mixed-use development, thereby providing a commercial connection to both the surrounding neighborhood and visitors to the adjacent regional commercial recreational facility, while enhancing pedestrian movement and connectivity. However, as the area is currently a regional park enjoyed for public use, implementing the Citrus Policy Area Alternative would require that the size of the existing park be reduced to accommodate the intended residential development. Thus, this alternative would reduce lands currently available for public recreation.

The Development of the Citrus Policy Area Alternative would achieve the project objective to enhance and activate public/quasi-public land uses, including resources unique to Eastvale such as the Santa Ana Riverfront, to a lesser degree than would the proposed project, as it would remove recreational lands from public use. Further, the requirement to raise the site above hazardous flood levels would require extensive and costly engineering and design efforts. Such activities may also have the potential to lead to adverse environmental effects pertaining to air quality emissions and noise from construction, hydrology and water quality, noise, and biological and cultural resources, among other issues, due to the degree of site disturbance required. For these reasons, this alternative was rejected from further consideration in the EIR.

The EIR also considered an Add Residential to Non-Residential Uses Alternative. While the majority of planned non-residential land located in the City lies within the influence area of the

Chino Airport, other lands are available where residential, professional office, and mixed-use development could be introduced. The Add Residential to Non-Residential Uses Alternative would allow for incorporation of residential land uses on such lands to increase available housing, while still accommodating commercial or retail uses. To achieve this alternative, some existing land use designations would be changed to encourage more mixed-use development to occur (for example, near the existing Costco site).

Implementation of this alternative would also rely on provisions identified in recent legislation, including Assembly Bill (AB) 2011, the Affordable Housing and High Road Jobs Act of 2022, and Senate Bill (SB) 6, the Middle Class Housing Act of 2022, which are intended to permit residential development on sites zoned and designated for commercial or retail uses. Such allowances encourage the development of new affordable housing units without also causing effects on the density or character of existing residential neighborhoods. Specifically, AB 2011 allows for ministerial, by-right approval for affordable housing on commercially zoned lands. By-right approval is similarly allowed for mixed-income housing located along commercial corridors if such development meets specific criteria aimed at affordability, labor, and environmental protection. Further, SB 6 allows residential development on commercially zoned property without requiring a rezone, wherein the applicant is required to commit to payment of prevailing wages for construction workers and to "skilled and trained workforce" requirements. However, SB 6 does not provide by-right approval.

The Add Residential to Non-Residential Uses Alternative would not meet the basic project objectives of directing future growth in designated policy areas in a manner which preserves existing neighborhoods, enhances quality of life, and maintains a balance of land uses which benefits residents and businesses; enhancing and activating public/quasi-public land uses, including resources unique to Eastvale such as the Santa Ana Riverfront; or creating a sustainable multi-modal transportation network that includes walkable, bicycle-friendly environments. This alternative would increase the severity of impacts relative to air quality, energy and greenhouse gases, and transportation, as compared to the proposed project, largely due to operational effects of allowing for dispersed development, rather than development that is focused in specific areas with access to goods, services, and public transit to reduce vehicle trips. Therefore, the Add Residential to Non-Residential Uses Alternative was rejected from further analysis in the EIR.

The Annexation Alternative was also considered to evaluate the option for the City to expand its existing boundary by annexing new land in the vicinity to accommodate additional future growth. The City is largely built out under existing conditions and is surrounded by established incorporated cities such as Norco, Ontario, Jurupa Valley, and Chino. No unincorporated land, with the exception of a small amount of flood control land that cannot be developed, is available in the surrounding area. Therefore, expanding the City's existing boundaries to provide new land

for future development opportunities is not a viable option. Accordingly, the Annexation Alternative was rejected from further analysis in the EIR.

As the City is largely built out under existing conditions, the EIR also considered evaluation of the Redesignating Existing Neighborhoods Alternative to encourage continued new growth with the City undertaking substantive changes to planned future development patterns. This alternative would require the City to redesignate the land use of existing neighborhoods to allow for increased density of units or to change the land use to allow for professional offices and similar service land uses, thereby allowing for a greater intensity of uses, as compared to that currently planned for future buildout of the 2012 General Plan. Such actions would likely result in a substantial increase in the number of single- and multi-family housing units that would be available, while also enhancing future opportunities for mixed-use, businesses, industries, and other related development.

Because many of the neighborhoods in Eastvale are relatively new construction, the opportunity for redesignation to alternative land uses is limited and is not supported by residents. Although the Redesignating Existing Neighborhoods Alternative could allow for increased density/intensity of new growth within the City, it would not meet the basic project objectives of directing future growth in designated policy areas in a manner that preserves existing neighborhoods, enhances quality of life, and maintains a balance of land uses which benefits residents and businesses; or preserving Eastvale's suburban character and promoting development that embraces the City's diversity, history, and sense of community. This alternative is also likely to result in land use conflicts and associated significant impacts related to air quality, noise, and transportation. For these reasons, this alternative was rejected from further analysis in the EIR. Therefore, the City finds that, having reduced the adverse significant environmental effects of the project to the fullest extent feasible as evaluated in the EIR; having considered the entire administrative record on the project; and having weighed the benefits of the project against its unavoidable adverse impacts, each of the social, economic, environmental, and other benefits of the project—including helping to meet the State-mandated affordable housing requirements and further encourage diversity within the community—have been determined to separately and individually outweigh the potential unavoidable adverse impacts and render those potential adverse environmental impacts acceptable, based upon the following overriding considerations:

A. Social Benefits

1. The project would aid in preserving Eastvale's suburban character and residential neighborhoods and promoting development that embraces the City's diversity, history, and sense of community through sensitive land use planning.
2. The project would provide a plan that supports connectivity of neighborhoods and access to public transit while promoting the use of alternative means of transportation such as pedestrian and bicycle transit.

3. The project would enhance the Santa Ana River with more trails, recreational opportunities and rewilding to expand recreational activities, river access, and improve the quality of the riparian area along the Santa Ana River.
4. The project would provide opportunities to implement a trail system linking various uses via a River Trail, thus enhancing circulation along and access to the Santa Ana River as well as creation of a “grand park.”

B. Economic Benefits

1. The project would provide anticipated growth over existing (2022) conditions of 4,173 additional dwelling units and 6,999,959 additional square feet of non-residential uses based upon historical development, thereby generating new housing opportunities and other tax revenue-generating land uses within the City.
2. The project would provide additional new residential housing opportunities within the Eastvale community, thereby addressing the local and State housing crisis and helping to meet regional and local housing mandates, including the City’s 6th Cycle Regional Housing Needs Assessment housing goals.
3. The project would provide for diversified housing to meet current and future housing demands in areas located near available transit, retail, and recreational amenities, as available.

C. Environmental Benefits

1. The project would provide at least the minimum number of units and housing opportunities that are consistent with the goals of the adopted City of Eastvale General Plan Housing Element, while minimizing environmental effects and protecting surrounding natural and aesthetic resources.
2. The project would provide for a multimodal transportation network that would help to reduce greenhouse gas emissions through reduced dependency on the automobile and enhanced alternative modes of transportation.
3. The project would allow for protection of the Santa Ana River as a valuable community and natural resource, while providing for additional open space recreational area and floodplain management.

Accordingly, the City of Eastvale adopts the Statement of Overriding Considerations, recognizing that significant and unavoidable impacts related to air quality, land use and planning, and transportation would result from implementation of the project. Having (1) determined that the alternatives evaluated in the EIR either would not avoid or substantially decrease the severity of

the significant and unavoidable transportation impact or would be infeasible; and (2) recognized all unavoidable significant impacts, the City of Eastvale hereby finds that each of the separate benefits of the project, as stated herein, is determined to be unto itself an overriding consideration, independent of other benefits, that warrants approval of the project and outweighs and overrides its significant and unavoidable impacts, and thereby justifies approval of the Eastvale 2040 General Plan Project.

VII. CONCLUSION

The City finds that the EIR is accurate, in full compliance with CEQA and the State CEQA Guidelines, and reflects the independent judgment and analysis of the City. The City declares that no evidence of new significant impacts as defined by CEQA Guidelines Section 15088.5 has been received by the City after circulation of the Draft EIR, which would require recirculation. Therefore, the City hereby certifies the EIR based on the entirety of the record of proceedings, including the findings and conclusions reached herein.