



## Report to City Council

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**TO:** Mayor and City Council

**FROM:** Angelica Frausto-Lupo, Community Development Director

**AGENDA DATE:** June 3, 2025

**TITLE:** TOWN CENTER AT MORENO VALLEY SPECIFIC PLAN CONSISTING OF GPA (PEN25-0007), CHANGE OF ZONE (PEN21-0335), SPECIFIC PLAN (PEN21-0334), TTM (PEN22-0077), AND RELATED CEQA ANALYSIS (SCH NO. 2022040417) (REPORT OF: COMMUNITY DEVELOPMENT) (DISTRICT: 3)

**TITLE SUMMARY:** Mixed-Use Specific Plan To Develop 800 Residential Dwelling Units, 105,890 Square-Feet Of General Retail, 15,000 Square-Feet Of Business Professional Office, A 106-Room Hotel, A 30,000 Square-Foot Civic Center, 20,160 Square-Feet Of Retail Dining Including Drive-Thru, And 4.9 Acres Of Public Park Area.

**DISTRICT:** District 3

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### Recommendation(s)

That the City Council:

1. ADOPT Resolution No. 2025-[next in order] a) ADOPTING the CEQA Finding of Fact; b) ADOPTING the Mitigation Monitoring and Reporting Program prepared for the Proposed Project pursuant to CEQA and the CEQA Guidelines; c) ADOPTING the Statement of Overriding Considerations pursuant to CEQA and the CEQA Guidelines; and d) CERTIFYING the Final Environmental Impact Report (FEIR) prepared for the Proposed Project pursuant to CEQA and the CEQA Guidelines;

2. ADOPT Resolution No. 2025-[next in order]: APPROVING General Plan Amendment and General Plan Land Use Map Amendment (PEN25-0007); b) APPROVING Tentative Tract Map No. 38421 (PEN22-0077); and c) AUTHORIZING the City Manager, Community Development Director, and City Attorney to approve and execute any necessary amendments to the Purchase and Sale Agreement consistent with the Project's approved entitlements; and

3. INTRODUCE Ordinance No. [next in order] and conduct the first reading by title only: a) APPROVING Change of Zone (PEN21-0335); b) APPROVING Specific Plan (PEN21-0334); and c) APPROVING an amendment to the City's Zoning Atlas (Map).

## **SUMMARY**

Lewis Management Corporation, Inc. ("Applicant") is requesting approval of a proposed Town Center at Moreno Valley ("TCMV") Specific Plan (SP-222), consisting of a General Plan Amendment and General Plan Land Use Map Amendment (PEN25-0007), Change of Zone and Zoning Atlas (Map) Amendment (PEN21-0335), Specific Plan (PEN21-0334), and Tentative Tract Map (PEN22-0077) ("Proposed Project"). The Proposed Project consists of a vacant and undeveloped 69.6-acre site bounded by Cottonwood Avenue to the north, Alessandro Avenue to the south, and Nason Street to the east ("Project Area").

The Proposed Project will provide the framework for an urban, mixed-use specific plan area for the potential development of up to 800 housing units, up to 105,809 square-foot mixed-use commercial and retail center with a hotel up to 106-rooms, and up to 20,160 square feet of retail dining space. The Proposed Project also provides for the development of a 30,000 square foot civic center and 4.9 acres of public park uses. The Proposed Project, as it is implemented, will provide associated public services and facilities, onsite and offsite infrastructure improvements, and other various facilities and amenities.

## **DISCUSSION**

### **Planning Commission Recommendation**

At its May 8, 2025, regular meeting, the Planning Commission held a duly noticed public hearing and voted 7-0 to adopt Planning Commission Resolution No. 2025-06, recommending that the City Council adopt the CEQA Findings of Fact, a Mitigation Monitoring and Reporting Program, a Statement of Overriding Considerations, and certify the Final Environmental Impact Report (FEIR), prepared for the Proposed Project. In addition, the Planning Commission, voted 7-0 to adopt Planning Commission Resolution No. 2025-07, recommending that the City Council approve the Proposed Project that again includes General Plan Land Use Map Amendment (PEN25-0007), Change of Zone and Zoning Atlas (Map) Amendment (PEN21-0335), Specific Plan (PEN21-0334), and Tentative Tract Map (PEN22-0077). Planning Commission Resolutions No. 2025-06 and No. 2025-07 are attached hereto for reference.

### **Proposed Project**

The Proposed Project is intended to establish a destination for residents and visitors to live, work, play, and shop within the City of Moreno Valley, which will generate additional sales tax and transient occupancy tax revenue to fund a wide variety of municipal services. The Proposed Project includes residential, commercial, civic, and recreational uses, which encompasses an area that is centrally located in the City, and which is currently vacant and undeveloped. The Proposed Project includes development standards for integrated site planning, architecture, and landscaping. These standards will establish a consistent design concept that produces a cohesive appearance and strong sense of place and community.

Highlights of the Proposed Project include, but are not limited to, the following:

- Planning for the development of up to 800 housing units, including approximately 100 affordable units;
- Planning for the development of a 105,809 square-foot mixed-use commercial and retail center with a 106-room hotel, and 20,160 square feet of retail dining space;
- Planning for the development of a 30,000 square foot civic center; and
- Planning for the development of active and passive recreation uses on approximately 4.9 acres of land reserved as public park space.

The Proposed Project establishes zoning criteria that will guide the orderly development of a “Town Center” and carry out the goals of the City’s 2006 General Plan. The Proposed Project is composed of residential (36.5 acres), commercial/civic (15.9 acres), and open space (4.9 acres) land uses organized as “Planning Areas,” as identified and depicted in the proposed TCMV Specific Plan.

The Proposed Project includes the establishment of a mixed-use neighborhood encouraging the development of a range of housing types to meet the needs of various market segments and household compositions. As such, the TCMV Specific Plan includes housing densities of up to 30 dwelling units per acre and various housing types to accommodate a range of housing choices consistent with the policy of the City’s Housing Element and the City’s Regional Housing Needs Assessment (RHNA) goals.

The TCMV Specific Plan also incorporates a large commercial parcel located in the south-east quarter of the Project Area, providing local-serving retail, civic, and commercial uses within easy and convenient walking distance for local residents and employees within the Project Area.

Additionally, the Specific Plan incorporates open space uses intended to provide local-serving amenities, quality of life enhancements, and recreational opportunities for residents, employees, and visitors. The Specific Plan as drafted is consistent with the City Parks, Community Services, and Trails Master Plan adopted by the City Council on December 19, 2023. The City Municipal Code’s “QUIMBY Ordinance” requires residential subdivisions to dedicate parkland and/or the payment of in-lieu fees, which these fees cannot be spent utilized for park maintenance purposes. Through the development of 4.9 acres of open space and the payment of in-lieu fees, the project will comply with the City’s QUIMBY Ordinance. The in-lieu fee provides the City with the opportunity to set aside money for larger regional recreational facilities envisioned in the Parks, Community

Services, and Trails Master Plan. The 4.9 acres of open space identified within the Specific Plan will be designed in consultation with the Parks and Community Services Department and will incorporate a combination of active and passive recreational amenities.

### Purchase and Sale Agreement

On October 20, 2020, the Moreno Valley City Council approved a Purchase and Sale Agreement (“PSA”) for City-owned property located at the northeast corner of Nason Street and Alessandro Boulevard, within the area encompassed by the proposed TCMV Valley Specific Plan. Pursuant to the PSA, the City agreed to sell the parcel to the buyer, Lewis Acquisition Company, LLC (“Lewis”). The PSA facilitates the sale of the property and supports the development of the Proposed Project. In addition to the sale proceeds, the PSA includes the following conditions which are benefits for the City:

- Lewis will develop a residential component of between 300 – 700 residential units (or as otherwise agreed by the Seller and Buyer and approved in the Entitlements);
- Lewis shall pay applicable Civic Center/Park Development Fees to support public park and civic space improvements;
- Lewis shall comply with the City's Public Art Ordinance through installation of public art or in-lieu contributions;
- Lewis shall provide affordable housing consistent with requirements set forth by the California Department of Housing and Community Development;
- The City shall be relieved of maintenance responsibilities for the vacant parcel; and
- Supports the City's broader goals of promoting high-quality development and revitalization at a key intersection.

In addition to the above, upon buildout, the Proposed Project will provide economic vitality and new opportunities for businesses, residents, and visitors, and it will generate new revenue for the City through property tax, sales tax and transient occupancy tax (from the hotel) which may be used to fund critical municipal services that directly benefit the community.

Moreover, while the Proposed Project is consistent with the proposed scope of development contemplated under the PSA, the City Attorney has recommended that the City Council authorize the City Manager, Community Development Director and City Attorney to prepare any necessary amendments to the PSA, deemed consistent with the approval of the Proposed Project's entitlements as determined by the Community Development Director, subject to approval as to content by the City Manager and approval as to form by the City Attorney.

### Required Entitlements

The Proposed Project requires the following entitlements:

- A General Plan Amendment (PEN25-0007) that amends the applicable General Plan and General Plan Land Use Map from Public Facilities to a combination of Open Space, Commercial, and Residential (30 du/acre maximum).

- A Change of Zone (PEN21-0335) that rezones the 69.6-acre Project Area from Public Facilities (P) with a Mixed-Use District overlay (MUI) to DC-SP (SP 222) and corresponding Zoning Atlas (Map) Amendment.
- A Specific Plan (PEN21-0334) that establishes certain zoning, design and development standards and guidelines for the 69.6-acre Project Area.
- A Tentative Tract Map No. 38421 (PEN22-0077) that subdivides TCMV Specific Plan into the primary planning areas for future development.

### Site and Surrounding Area

The Project Area currently has a General Plan Land Use Designation of Public Facilities (P) in the 2006 General Plan. The 2006 General Plan Land Use Map and Zoning Atlas (Map) designates the Project Area as Public Facilities (P) with a Mixed-Use District overlay (MUI).

The 69.6-acre Project Area is bounded by Cottonwood Avenue on the north, Nason Street on the east, Alessandro Boulevard on the south, and existing residential and vacant land to the west. Bay Avenue bisects the Project Area running east-west. The Project Area currently consists of vacant and undeveloped land surrounded by a variety of uses.

The existing uses surrounding the Project Area include: Single Family Detached Residential to the west; Single Family Detached Residential to the north; Residential, Religious, and Education Uses to the east; and Residential and Religious Uses to the south.

### **ENVIRONMENTAL**

The Proposed Project has been evaluated pursuant to the criteria set forth in the California Environmental Quality Act (CEQA) and the CEQA Guidelines. A Draft Environmental Impact Report (DEIR) was prepared for the Proposed Project. The analysis presented in the DEIR indicates that implementation of the Proposed Project would result in significant and unavoidable adverse impacts on Air Quality and Greenhouse Gas Emissions, which are described in detail within the DEIR. All other environmental effects evaluated in the DEIR are considered to be less-than-significant or can be reduced to less-than-significant levels with the incorporation of the mitigation measures specified in the DEIR. A Mitigation Monitoring and Reporting Program and a Statement of Overriding Considerations have been prepared and provided, which are based on the CEQA Findings of Fact. The DEIR (SCH 022040417) was circulated for review and comment by the public (including interested parties/responsible agencies) for a 45-day public review period, commencing February 24, 2025, through April 10, 2025.

Seven (7) written public comment letters were received during the 45-day public review period. Written comments from the California Department of Toxic Substances Control advised that agricultural lands could contain contaminated soil from past agricultural activities and recommended soil testing. The Riverside County Airport Land Use Commission acknowledged the Proposed Project and provided no comments. The Eastern Municipal Water District requested consultation with the Applicant regarding proposed water demands. Two letters were received from the Sierra Club regarding

several items, including VMT analysis, GHG analysis, and the provision of parkland. The final letter was from Mitchell M. Tsai Law Firm on behalf of Western States Regional Council of Carpenters regarding several general comments on CEQA procedures, analysis, and other matters relating to the Proposed Project beyond the scope of environmental review. Comments on the DEIR are addressed in the Final Environmental Impact Report (FEIR) which is being presented to the City Council for certification.

### CEQA Findings of Fact

The Findings of Fact, attached hereto for reference, finds that all potentially significant environmental impacts from the construction and operation of the Proposed Project have been identified and that the implementation of the mitigation measures defined and set forth in the Mitigation Monitoring and Reporting Program (“MMRP”), attached hereto for reference, will be mitigated to less-than-significant levels, except for those impacts identified as significant and unavoidable.

### Mitigation Monitoring and Reporting Program

Mitigation Measures are recommended for the Proposed Project in the following areas: Aesthetics, Air Quality, Biological Resources, Cultural Resources, Energy, Geology and Soils, Greenhouse Gas Emissions, Noise, and Tribal Cultural Resources. All the aforementioned impacts of the Proposed Project can be mitigated to less than significant levels except for Air Quality and Greenhouse Gas Emissions.

A Mitigation Monitoring and Reporting Program (MMRP) has been prepared in accordance with Section 21081.6 of the Public Resources Code and Section 15097 of the CEQA Guidelines, which requires all state and local agencies to establish monitoring or reporting programs whenever approval of a proposed project relies on an Environmental Impact Report (EIR). The MMRP is attached hereto for reference.

### Statement of Overriding Considerations

A Statement of Overriding Considerations has also been prepared for the Proposed Project, which is attached hereto for reference. The purpose of a Statement of Overriding Considerations, as defined in CEQA Guidelines Section 15093, is to balance, as applicable, the economic, legal, social, technological, or other benefits of a proposed project against its unavoidable environmental risks when determining whether to approve the project.

The Statement of Overriding Considerations prepared for the Proposed Project set forth the various benefits of the Proposed Project, each of which is determined to be, by itself and independent of the other benefits of the Proposed Project, as a basis for overriding, outweighing, and accepting the Proposed Project’s significant and unavoidable impacts identified in the Final EIR. The overriding benefits resulting from the Proposed Project include the following, the details of which are more particularly described in the Statement of Overriding Considerations:

1. Implements Infill Development of Unused Vacant Land Consistent with the City’s

Vision.

2. Benefits from Development in the “Downtown Center” of the City of Moreno Valley.
  - a. Takes advantage of the unique infill location of the Project site in the geographic “center” of the City;
  - b. Creates a visible, social gathering place for residents, families, friends, and visitors;
  - c. Provides a community with a broad mix of housing options and a vibrant retail/commercial area, civic use, and park uses;
  - d. Maximizes housing opportunities to further achievement of local housing goals and provide a variety of housing types to meet the needs of various market segments and lifestyle considerations.
3. Creates a 40,000 square-foot graded parcel for a future Civic Center.
4. Creates 4.9 acres of Public Open Space/Park Land.
5. Accommodates Affordable Housing
6. Provides Fiscal, Infrastructure and Public Amenity Benefits to the City.
7. Creates Residential, Civic, and Retail Uses Proximate to Transit and Encourages Multimodal Transportation.
8. Provides a Vibrant Gathering Place for the City.
9. Satisfies City’s Vehicle Miles Traveled Standard and Promotes Southern California Association of Government’s (SCAG) Regional Transportation Plan and Sustainable Communities Strategy (RTP/SCS).
10. Implements Important Sustainability Goals of the City.
11. Creates Permanent Jobs Proximate to Housing.
12. Creates Housing for the City’s Expanding Workforce.

## **ALTERNATIVES**

1. Approve the Proposed Project as recommended by the Planning Commission and Staff. (Staff recommends this alternative).
2. Do not approve the Proposed Project as recommended by the Planning Commission. (Staff does not recommend this alternative).
3. Approve the Proposed Project as recommended by the Planning Commission with modifications. (Staff does not recommend this alternative).

## **FISCAL IMPACT**

The Proposed Project will be required to pay impact fees to various regional agencies as well as to the City, including certain development impact fees and other contributions as defined in the PSA.

## **NOTIFICATION**

Consistent with the applicable Moreno Valley Municipal Code provisions and exceeding the posting and distance requirement of applicable state law, public notice of the public hearing was sent to all property owners of record within 600 feet of the Project Area (Site), and notices were posted on the Project Area (Site) and published in the Press Enterprise Newspaper, at least 10 days prior to the public hearing. As of the preparation of this Staff Report, two public comments have been received regarding the Proposed Project, outside the context of the 45-day public review period. The first, from an adjacent property owner regarding the treatment of the terminus of Opal Street, and the second, a letter from SoCalGas notifying the City and the Applicant of the presence of natural gas infrastructure in the vicinity of the project site.

## **PREPARATION OF STAFF REPORT**

Prepared By:  
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Department Head Approval:  
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Concurred By:  
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## **CITY COUNCIL GOALS**

Community Image, Neighborhood Pride and Cleanliness: Promote a sense of community pride and foster an excellent image about our City by developing and executing programs which will result in quality development, enhanced neighborhood preservation efforts, including home rehabilitation and neighborhood restoration.

Positive Environment: Create a positive environment for the development of Moreno Valley's future.

## **CITY COUNCIL STRATEGIC PRIORITIES**

- 1. Economic Development**
- 2. Public Safety**
- 3. Library**
- 4. Infrastructure**
- 5. Beautification, Community Engagement, and Quality of Life**
- 6. Youth Programs**



## Report Approval Details

Document Title:	STAFFREPORT_CDD_PLANNING_TOWN CENTER.docx
Attachments:	<ul style="list-style-type: none"> <li>- 2.0_RESOLUTION_CEQA_TCMV_CC.docx</li> <li>- 2.1_Exhibit A Findings and SOC.docx</li> <li>- 2.2_Exhibit B_FEIR_and_MMRP.pdf</li> <li>- 3.0_RESOLUTION_TCMV_GPA_TTM_CC.docx</li> <li>- 3.1_Exhibit A_Land Use Map.pdf</li> <li>- 3.2_Exhibit B_Tentative Tract Map. No. 38421 .pdf</li> <li>- 3.3_Exhibit C_Tentative Tract Map No. 38421 Conditions of Approval .pdf</li> <li>- 4.0_ORDINANCE_TCMV_ZC_SP.docx</li> <li>- 4.1_Exhibit A_Zoning Map.pdf</li> <li>- 4.2_Exhibit B TCMV Specific Plan.pdf</li> <li>- 4.3_Exhibit C_Specific Plan (PEN21-0334) Conditions of Approval .pdf</li> <li>- 5.0_PC RESOLUTION NO. 2025-06_CEQA_TCMV.pdf</li> <li>- 6.0_PC RESOLUTION NO. 2025-07_TCMV copy.pdf</li> <li>- 7.0_TCMV SP_Draft EIR.pdf</li> <li>- 7.1_A-NOP and NOP Comments.pdf</li> <li>- 7.2_B-Air Quality Analysis.pdf</li> <li>- 7.3 Appendix A_Construction Health Risk Assessment .pdf</li> <li>- 7.4_C-Biological Resources.pdf</li> <li>- 7.5_D-Cultural Resources Assessment.pdf</li> <li>- 7.6_E-Energy Analysis.pdf</li> <li>- 7.7_F-Geotechnical Investigation.pdf</li> <li>- 7.8_G-Greenhouse Gas Analysis.pdf</li> <li>- 7.9_H-Environmental Site Assessment.pdf</li> <li>- 7.10_I-Preliminary WQMP.pdf</li> <li>- 7.11_J-Drainage Report.pdf</li> <li>- 7.12_K-Noise and Vibration Analysis.pdf</li> <li>- 7.13_L1-VMT Analysis.pdf</li> <li>- 7.14_L2-Alternatives VMT Analysis.pdf</li> <li>- 7.15_M-Water Supply Assessment.pdf</li> <li>- 7.16_M-WSA Appendix A - EMWD 2020 UWMP.pdf</li> <li>- 7.17_M-WSA Appendix B - MWD 2020 UWMP.pdf</li> <li>- 7.18_M-WSA Appendix C - CIP Budget.pdf</li> </ul>
Final Approval Date:	May 29, 2025

This report and all of its attachments were approved and signed as outlined below:

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