



Report to City Council

TO: Mayor and City Council

FROM: Angelica Frausto-Lupo, Community Development Director
Steve Quintanilla, City Attorney

AGENDA DATE: April 21, 2026

TITLE: 2024 GENERAL PLAN UPDATE, ASSOCIATED ZONING TEXT AND ZONING ATLAS AMENDMENT, 2024 CLIMATE ACTION PLAN AND 2024 REVISED FINAL PROGRAM ENVIRONMENTAL IMPACT REPORT (REPORT OF: COMMUNITY DEVELOPMENT) (DISTRICT: ALL DISTRICTS)

TITLE SUMMARY: 2024 General Plan Update, Associated Zoning Text And Zoning Atlas Amendment, 2024 Climate Action Plan, And 2024 Revised Final Program Environmental Impact Report

DISTRICT: All Districts

Recommendation(s)

That the City Council:

1. ADOPT Resolution No. 2026-[next in order], Approving and Adopting the Findings of Fact, Mitigation Monitoring and Reporting Program, and Statement of Overriding Considerations, and Certifying the 2024 Revised Final Program Environmental Impact Report;
2. ADOPT Resolution No. 2026-[next in order], Approving the 2024 General Plan Update and 2024 Climate Action Plan; and
3. INTRODUCE [First Reading] Ordinance No. 2026-[next in order], Approving Associated Zoning Text and Zoning Atlas Amendments.

SUMMARY

The purpose of this City Council Public Hearing is to consider the Planning Commission's recommendation to: (a) approve the proposed 2024 General Plan Update, Associated Zoning Text and Atlas Amendment, and 2024 Climate Action Plan, known as the "MoVal 2040 Project," (PEN25-0020) and (b) certify the MoVal 2040 Project's Revised Final Program Environmental Impact Report ("2024 RFEIR").

DISCUSSION

Proposed Project – MoVal 2040 Project

The Proposed Project, collectively known as "MoVal 2040 Project" (PEN25-0020) consists of:

1. 2024 General Plan Update ("2024 GPU"), which is a comprehensive General Plan Update, that articulates a vision for the City's growth over the next 20 years, which includes the implementation of five new General Plan land use designations consisting of Business-Flex, Corridor Mixed Use, Center Mixed Use, Downtown Center, and Highway Office/Commercial;
2. A 2024 Climate Action Plan ("2024 CAP") that describes and demonstrates how the City will comply with the State's greenhouse gas (GHG) emission reduction standards and goals and streamline environmental review of certain future development projects; and
3. Associated Zoning Text and Zoning Atlas Amendments to implement the land use policies and regulations, such as but not limited to zoning and development standards, and the goals and objectives set forth and described in the 2024 GPU.

MoVal 2040 Project's CEQA Review

The City, acting as Lead Agency pursuant to California Environmental Quality Act (CEQA) and the CEQA Guidelines, prepared and circulated a 2024 Revised Draft Program Environmental Impact Report ("2024 RDEIR") for public review and comment, and thereafter prepared the 2024 RFEIR which includes responses to comments and describes and analyzes the potential significant environmental impacts of the MoVal 2040 Project, and identifies ways that the potential significant environmental impacts of the MoVal 2040 Project can be avoided or significantly reduced or prevented through an analysis of project alternatives and the imposition of mitigation measures, including those mitigation measures negotiated with the California Attorney General's Office ("AGO") in connection with the Statement of Decision, embodied in the Judgment and Writ issued on May 6, 2024 ("Court Ruling"), in *Sierra Club v. The City of Moreno Valley*, Case No. CVRI2103300 ("CEQA Case").

Planning Commission Recommendation

Initially, consideration of the MoVal 2040 Project (PEN25-0020) and the 2024 RFEIR were scheduled for a Planning Commission Public Hearing on October 9, 2025, during a

Planning Commission regular meeting. However, due to the receipt of a letter from the AGO on October 7, 2025, regarding the proposed 2024 CAP and various air quality issues and mitigation measures, the City Attorney recommended that the Planning Commission continue the October 9th Planning Commission Public Hearing to provide staff sufficient time to respond to the various issues and mitigation measures addressed in the AGO's October 7th letter. As such, the Planning Commission voted unanimously (7-0) to continue the October 9th Planning Commission Public Hearing to the Planning Commission's regular meeting, scheduled for October 23, 2025.

At the October 23rd Planning Commission Public Hearing, after hearing a staff report, receiving public testimony and engaging in deliberation, the Planning Commission voted (6-1) to: (a) adopt Resolution No. 2025-14, recommending that the City Council adopt the Findings of Fact, Mitigation Monitoring and Reporting Program, and Statement of Overriding Considerations and certify the 2024 RFEIR for the MoVal 2040 Project (PEN25-0020); and (b) adopt Resolution No. 2025-15, recommending that the City Council approve the MoVal 2040 Project (PEN25-0020).

Negotiations with California Attorney General's Office

Following the Planning Commission's October 7th Public Hearing, the City Attorney, Assistant City Manager (Development) and the Community Development Director engaged in negotiations with the AGO regarding various issues raised in the October 7th AGO letter, which included the AGO's initial concerns regarding the 2024 CAP, which the AGO subsequently acknowledged that the City adequately addressed. In addition to the October 7th AGO letter, the City received a letter from the AGO, dated November 17, 2025, recommending incorporation of various air quality mitigation measures that the AGO opined were necessary to ensure compliance with the Court Ruling. Specifically, the AGO recommended the following mitigation measures for air quality impacts be applied to all logistic-type warehouse projects developed under the 2024 GPU, which exceed the minimal requirements of Assembly Bill (AB) 98:

- **Setbacks**: All warehouse projects developed under the 2024 GPU shall be located at least 1,000 feet from sensitive receptors.
- **Buffers**: All warehouse projects developed under the 2024 GPU shall include a solid wall and/or a landscaped berm of at least 15 feet in height, separating the project and nearby sensitive receptors.
- **Tree Coverage**: All logistic warehouse projects developed under the 2024 GPU shall ensure that the project parking lots have at least 35 percent of the tree shade cover within 15 years of commencement of operations.
- **Air Filtration Abatement Fund**: The City shall create an abatement fund for subsidizing air filtration and/or HVAC systems for residents within 1,000 feet of any warehouse or truck route, thereby abating air quality impacts for the most impacted sensitive receptors. The City may choose to administer the abatement fund or designate its administration to a third party which may require an additional 10 percent administrative fee. All warehouse projects developed under the 2024 GPU

shall pay a one-time fee of \$1,500 for each daily truck trip the warehouse project is estimated to induce.

- Heavy-Duty Truck Minimum Model Year: All warehouse projects developed under the 2024 GPU shall utilize trucks with a minimum 2014 model year by 2027.
- Truck Charging Infrastructure: All warehouse projects developed under the 2024 GPU shall be equipped with electric vehicle (EV)-ready conduits at each truck dock or parking spot to support an EV charger and at least 50% of these shall be installed fast chargers.
- Transportation Refrigeration Units (“TRUs”): All warehouse projects developed under the 2024 GPU, which are to be used for refrigerated storage, shall have TRU plug-ins installed at all dock doors.
- Passenger Vehicle Charging Infrastructure: All warehouse projects developed under the 2024 GPU, shall have at least 25% of passenger car parking spots EV-ready, with at least 15% of passenger car parking spots equipped with Level 2 chargers.
- Yard Equipment: All warehouse projects developed under the 2024 GPU shall use 100% ZEV for forklifts, yard trucks, and other on-site equipment.
- Idling Limits: All warehouse projects developed under the 2024 GPU shall have signage noting a 3-minute idling limit and include the South Coast Air Quality Management District (SCAQMD) complaint line to submit idling complaints.
- Construction Equipment and Operations: All warehouse projects developed under the 2024 GPU shall take steps to control construction emissions, including using zero emission construction equipment where feasible, and requiring facility operators to provide charging equipment for electric construction equipment to facilitate their use. However, where zero-emission equipment is infeasible, the facility shall use equipment certified to CARB Tier 4 and use of low-polluting fuels (e.g., low NO_x diesel). All construction equipment idling shall be limited to 3 minutes and all smaller equipment, including hand tools and power washers, shall be zero emission. In addition, grading operations shall be prohibited on days with an Air Quality Index greater than 100.
- Generators: All warehouse projects developed under the 2024 GPU shall be prohibited from using diesel except for emergencies.
- Worker Transit Programs: All warehouse projects developed under the 2024 GPU shall provide workers with secure bike storage facilities with outlets for e-bikes and on-site meals or lunch shuttle programs. Facilities shall also provide workers with transit route information and incentives to carpool, such as dedicated carpool parking spaces. Facilities over 400,000 square feet shall maintain a lounge for truck operators with amenities including restrooms, vending machines, and air

conditioning to reduce the need for additional truck trips to find these services elsewhere.

- Worker Training Programs: All warehouse projects developed under the 2024 GPU shall implement training programs for managers and employees on efficient scheduling and load management to minimize truck queuing and idling.

In light of the foregoing, the City and the AGO, as parties to the CEQA Case, proceeded to engage in negotiations over the subject mitigation measures, which concluded in April 2026. As negotiated with the AGO, all of the above mitigation measures were added to the Mitigation Monitoring and Reporting Program (“MMRP”) of the 2024 RFEIR. Specifically, Mitigation Measure AQ-5 of the MMRP has been enhanced to include additional design, construction, and operational requirements for logistics use developments developed under the 2024 GPU, as negotiated with the AGO. The negotiated mitigation measures added to Mitigation Measure AQ-5, which include Mitigation Measures AQ-5a through AQ-5b, will not result in any new significant impacts identified in the 2024 RFEIR, nor will they create any new or more severe impacts. Moreover, the additions to Mitigation Measure AQ-5, as negotiated with the AGO, do not rise to the level of significant new information in that they have all been adequately addressed in the 2024 RFEIR in a manner that did not necessitate recirculation of the 2024 RDEIR.

Attached to this Staff Report is a Matrix that identifies the air quality-related mitigation measures requested by the AGO. The Matrix also indicates how staff proposes each mitigation measure be implemented, and any differences between the two. It is important to note that all mitigation measures meet and/or exceed the basic requirements of both Assembly Bill 98 and Senate Bill 415. The negotiated mitigation measures, as described in the Matrix, have been memorialized in the context of the attached proposed ordinance, which will amend Title 9 (Planning & Zoning) of the Moreno Valley Municipal Code by adding a new chapter titled “Logistics Use Facilities Mitigation Measures.” Once the ordinance takes effect, it will apply prospectively to all logistic-type facilities approved under the newly amended General Plan, as required by law and negotiated with the AGO. The attached ordinance will be presented to both the Planning Commission and the City Council in the context of duly noticed public hearings. As required by State law, the City will provide at least 20 days’ advanced notice of the Planning Commission Public Hearing and ten days’ advanced notice of the City Council Public Hearing. If the City Council approves the staff’s recommendation on April 21, 2026, as described in this staff report, the plan is to present the Logistics Use Facilities Mitigation Measures Ordinance to the Planning Commission on May 14, 2026, for a recommendation to the City Council, and thereafter it will be presented to the City Council on May 26, 2026, assuming that the Planning Commission takes action on the Ordinance at its May 26, 2026, Public Hearing. In light of the foregoing this will provide the public and interested parties with at least 39 days (commencing April 17, 2026, through May 26, 2026) to review, inspect and comment on the mitigation measures negotiated with the AGO, as set forth in the attached Logistics Use Facilities Mitigation Measures Ordinance.

Assembly Bill 98 – Circulation Element Amendment

On September 29, 2024, the Governor signed AB 98 into law. AB 98, in part, requires that General Plan Circulation Elements of the jurisdictions located within the Warehouse Concentration Region, established by AB 98, be updated by January 1, 2026. The purpose of the amendment is to identify and establish specific truck routes in order to safely accommodate logistics warehouse truck traffic which avoid sensitive receptors, and maximize the use of interstate or State divided highways, or maximize use of arterial roads, major thoroughfares, and predominantly commercially-oriented local streets. AB 98 describes “sensitive receptors” to include the following: (1) a residence, including, but not limited to, a private home, apartment, condominium unit, group home, dormitory unit, or retirement home; (2) a school, including, but not limited to, a preschool, prekindergarten, or school maintaining kindergarten or any of grades 1 to 12, inclusive; (3) a daycare facility, including, but not limited to, in-home daycare; (4) publicly owned parks, playgrounds, and recreational areas or facilities primarily used by children, excepting parks and recreation areas included as a condition of approval for the logistics use development; (5) nursing homes, long-term care facilities, hospices, convalescent facilities, or similar live-in housing; and (6) hospitals, as defined in Section 128700 of the Health and Safety Code.

The AGO is aware of the City’s plan to defer the amendment of the 2024 GPU’s Circulation Element, as mandated by AB 98, to a later date which will coincide with the proposed adoption of a new truck route map that includes the elimination of a multitude of truck routes that do not currently comply with the “truck route” provisions of AB 98. Consistent with the community engagement provisions of AB 98, staff has in part presented the proposed truck route changes at community “pop-up events” in November 2025, during meetings of the Traffic Safety Commission and Planning Commission, and individual meetings with representatives of the City’s two School Districts and various community groups and non-profit organizations. Staff has also dispatched letters to various local social organizations, the Chambers of Commerce and local Tribes offering to provide presentations on the proposed truck route changes at their respective governing body meetings. In addition, staff has created a page on the City’s website that includes background information, an interactive truck route map, a public comments link and a list of Frequently Asked Questions.

It is anticipated that once sufficient community engagement has been completed, staff will be presenting the requisite amendment to the Circulation Element concurrently with an ordinance adopting the official changes to the City’s current truck route map.

2021 GPU

In 2019, the City Council authorized staff to prepare a comprehensive update to the City’s 2006 General Plan, which included adding two new State-mandated General Plan Elements and preparing various associated documents, including but not limited to a Climate Action Plan.

The City retained Dyett & Bhatia (D&B), an urban planning consulting firm based in California, to prepare the comprehensive General Plan Update (“2021 GPU”) and related documents, for the City’s review, consideration and approval, which included collaborating with City staff and various City consultants, the City’s former General Plan

Advisory Committee, the Planning Commission, the City Council, community stakeholders and the general public for their input and perspectives regarding the City's future as a vibrant, engaging, productive, healthy and safe community. In summary, D&B provided the City with technical advice and assistance in the areas of zoning, environmental review and community engagement, which included: 1) stakeholder and public outreach; 2) visioning; 3) identifying community issues and goals; 4) preparing an existing conditions analysis, 5) preparing all necessary background and baseline reports; 6) analyzing project alternatives; 7) preparing a Program EIR which included updating the text, statistics, tables, maps and graphics for each General Plan Element ("2021 DEIR"); and 8) drafting the necessary fiscal reports related to any recommended actions.

In June 2021, the City Council approved and adopted the City's 2021 GPU and associated Zone Text and Zoning Atlas Amendments, along with a 2021 Climate Action Plan ("2021 GPU Project"), based on its concurrent approval and certification of a Final Program EIR (State Clearinghouse No. 2020039022) ("2021 FEIR").

2021 CEQA Case and Court Ruling

On October 28, 2021, a Petition for Writ of Mandate was filed against the City by the Sierra Club in Riverside County Superior Court. The Sierra Club challenged the validity of the 2021 CAP and the 2021 FEIR (CEQA Case). In addition, on June 21, 2022, the AGO intervened in the case, and on July 11, 2022, filed a Petition for Writ of Mandate-in-Intervention. On March 5, 2024, the Court issued the Court Ruling, which granted the petition, albeit the scope of the Court Ruling was limited to the issues of 1) baseline (existing conditions analysis), 2) air quality, 3) climate change (GHG emissions), and 4) energy use. What is significant, however, is that the Court Ruling flatly rejected and denied the Sierra Club's arguments regarding the issues of land use analysis and zoning.

Specifically, the Court Ruling identified that the 2021 FEIR was deficient for the following reasons:

- **Baseline:** The baseline used in the 2021 FEIR failed to describe the 2021 GPU Project's environmental impacts as they existed at the time that the notice of preparation of the 2021 DEIR was published;
- **Air Quality:** The Air Quality section failed to compare the 2021 GPU Project's environmental impacts against existing conditions and instead compared them to assumed impacts under the 2006 General Plan, which the Court opined that it understated the impacts of the 2021 GPU Project;
- **Energy:** The Energy section failed to compare the 2021 GPU Project's environmental impacts against existing conditions and instead compared them to assumed impacts under the 2006 General Plan, which the Court opined that it understated the impacts of the 2021 GPU Project; and
- **GHG Emissions:** The GHG emissions section failed to include mitigation measures, relying instead on an inadequate 2021 CAP, which the Court opined that it failed to comply with requirements of the CEQA Guidelines.

In response to the Court Ruling, in May 2024, the City Council set aside its 2021 GPU Project approvals and its prior certification of the 2021 FEIR, subject to keeping the October 2022 Housing Element intact and operative. The adoption of Resolution No. 2022-67 in October 2022, approving the City's current Housing Element, was not subject to any legal challenge. Although the Sierra Club directly attacked the adequacy of the City's Housing Element, it did not challenge the version approved in October 2022.

MoVal 2040 Project

The City retained Kimley-Horn and Rincon Consultants to prepare the 2024 RDEIR and the 2024 CAP for the MoVal 2040 Project, and to incorporate any necessary provisions in the 2024 GPU and 2024 CAP currently mandated by State law, and all revisions mandated by the Court Ruling.

The 2024 GPU is one of three separate documents that comprise the MoVal 2040 Project; the other two documents include the 2024 GPU's Associated Zoning Text and Zoning Atlas Amendments and 2024 CAP. The 2024 GPU incorporates changes to the policy framework and land use designations of the existing 2006 General Plan to guide development and conservation through 2040 and to comply with all applicable new State laws; it also included redlined revisions mandated by the Court Ruling. The Associated Zoning Text and Zoning Atlas Amendments are necessary for implementing the land use policies and regulations set forth and described in the 2024 GPU, such as but not limited to zoning and development standards, and the goals and objectives set forth and described in the 2024 GPU.

Goals of the 2024 GPU include:

- Responding to changes in the City's demographic and economic circumstances.
- Incorporating previously adopted amendments to the 2006 General Plan and associated zone text and Zoning Atlas amendments.
- Addressing new State legislation signed into law since the 2021 GPU was adopted.
- Identifying additional residential capacity to comply with the Housing Element requirements recently mandated by State law, including the requirements of the Regional Housing Needs Assessment.
- Ensuring that the City complies with requirements of the Airport Land Use Compatibility Plan.
- Creating added flexibility for new businesses within the City.
- Implementing the vision for the City of Moreno Valley that was articulated by residents, other interested parties, and the City Council during the public outreach and community engagement activities and events.

The land use concept areas presented in the 2024 GPU include the following:

- A new **Downtown Center with a large central** park was created to implement the City's vision of a vibrant downtown at the heart of the City to serve as a focal point for the community. This Downtown Center will allow for a mix of uses to create the setting for business, entertainment, residential, cultural, and civic uses, making the Downtown Center an activity hub during daytime and evening hours.

- **Center Mixed Uses** were developed around the Moreno Valley Mall and the District shopping areas to expand the City's housing opportunities and provide for the addition of appropriate commercial uses.
- **Corridor Mixed Uses** were developed to encourage mixed uses along corridors such as Perris Boulevard, including added residential to expand the City's housing opportunities and to help meet the City's Regional Housing Needs Allocation (RHNA) obligation as well as to encourage activity in commercial areas.
- The **Business Flex** area consists of business park and commercial uses created to ensure that uses in the Airport Land Use Commission Plan area comply with ALUC requirements.
- **Highway/Office Commercial** was developed to enhance the existing office zone north of the SR-60 around Moreno Beach Drive and Redlands Boulevard.
- **Residential Density Increases** were planned for in additional designated areas in order to help the City meet RHNA requirements and provide additional housing opportunities in compliance with AB 686, signed into law in 2018 (Affirmatively Furthering Fair Housing) which mandates increasing housing choice and opportunity.

Highlights of other 2024 GPU Elements include:

- **Circulation:** Actions include planning to maximize the benefit to the public of new transportation technology, and implementing pilot programs to leverage new transportation technology.
- **Economic Development:** Policies include focusing business attraction efforts on emerging industries, actively promoting Moreno Valley's assets to position the City as a destination, and promoting and supporting recreational, sporting, cultural, and entertainment events in and around Moreno Valley.
- **Parks and Public Services:** Actions include prioritizing the creation of parks and designing the multi-use trail network to connect parks, plazas and open spaces within the community.
- **Healthy Communities:** Policies include promoting broad awareness of the recreation opportunities offered in Moreno Valley and promoting public spaces that foster positive human interaction and healthy lifestyle.

The 2024 GPU and associated documents can be viewed at: <https://www.moreno-valley.ca.us/cdd/documents/about-projects.html> under the heading Moreno Valley 2040 Project.

The 2024 CAP acts as an evolving guide to help the City build upon existing efforts to reduce GHG emissions in accordance with the community's and State of California's aligned climate goals. The 2024 CAP establishes measures and actions specifically

designed to reduce Moreno Valley’s communitywide GHG emissions in line with the State’s goal of reducing GHG emission levels by 40 percent below 1990 levels by 2030 pursuant to Senate Bill (SB) 32 (2016). These measures and actions also guide the City in making substantial progress with reducing community-wide GHG emissions to carbon neutrality by 2045, consistent with the State’s 2045 goal pursuant to AB 1279 (2022). The measures and actions emphasize practical, measurable, and time-bound strategies, providing a framework that can be implemented, monitored and adjusted to best serve the community.

By aligning with the State’s GHG emissions reduction goals and meeting the requirements of CEQA Guidelines Section 15183(b), the 2024 CAP analyzes and mitigates the GHG emissions at a programmatic level and provides CEQA GHG emissions analysis streamlining. The 2024 CAP also meets the requirements of the 2024 RDEIR and 2024 RFEIR and is intended to help guide the community towards proactive, long-term investments that will result in sustainable economic development and carbon neutrality in the City. It’s widely recognized in the State of California that the ability to reach carbon neutrality at the local and State levels will require additional legislation, funding, and technological advancements. As required in the 2024 CAP, future CAP updates will reference regulation updates and additional policies to further address GHG emissions reduction beyond 2030 and prepare the community to achieve the 2045 carbon neutrality target.

In summary, the 2024 CAP, as mandated under State law, describes and demonstrates how the City will comply with the State’s GHG emission reduction standards and goals and presents the opportunity to streamline environmental review of certain future development projects; the 2024 CAP also includes redlined revisions mandated by the Court Ruling.

As discussed above, in the AGO’s October 7, 2025 letter, the AGO had some initial concerns regarding the 2024 CAP, which the AGO subsequently acknowledged that the City adequately addressed.

The Climate Action Plan can be found at the following link:

<https://www.moreno-valley.ca.us/cdd/pdfs/projects/mv2040/MoValClimateActionPlan-Final.pdf>

Zoning consistency with the General Plan is a requirement of State law and zoning must be changed to re-establish consistency “within a reasonable time” upon adoption of a new General Plan Land Use Element (Government Code Section 65860(c)). The Governor’s Office of Land Use and Climate Innovation suggests that when possible, general plan amendments and related zoning changes should be considered simultaneously.

The MoVal 2040 Project’s associated Zone Text and Zoning Atlas Amendments will implement the newly established 2024 GPU zoning designations. Towards this end, the following new zoning designations have been developed:

- DC - Downtown Center
- COMU - Corridor Mixed Use
- CEMU - Center Mixed Use

- B-F - Business Flex
- H O/C - Highway Office/Commercial

A list of permitted uses and development regulations associated with the new zoning designations has been developed consistent with the 2024 GPU policies and vision for each zoning designation. Generally, the zoning designations presented allow for mixed commercial and residential uses. The Business Flex and Highway Office/Commercial zones do not include residential uses, and the Business Flex zone is the only new zone to permit business park/light industrial uses.

Related documents can be found at the following locations:

Municipal Code Text Changes:

<https://moval.gov/cdd/pdfs/projects/mv2040/MuniCodeAmendment.pdf>

Permitted Uses:

<https://www.moreno-valley.ca.us/cdd/pdfs/projects/mv2040/PermittedUses.pdf>

Zoning Atlas Amendments:

<https://www.moreno-valley.ca.us/cdd/pdfs/projects/mv2040/ZoningAtlasAmendments.pdf>

General Plan State Regulatory Provisions

California Government Code Section 65300 et seq. mandates that all counties and cities prepare a general plan that establishes policies and standards for future development, housing affordability, and resource protection. State law encourages cities to keep general plans current through periodic updates. The 2040 GPU includes an update to the 2006 General Plan that will guide future land use decisions in the City, provide a long-term vision for the City, and provide policies and implementing actions that will allow the City to achieve this vision through 2040, the life of the General Plan. The 2024 GPU will be the primary policy document guiding growth and development within the City through the planning horizon year of 2040. Together with the Zoning Ordinance and related sections of the Municipal Code, the 2024 GPU will serve as the basis for planning-related decisions made by City staff, the Moreno Valley Planning Commission, and the Moreno Valley City Council.

A General Plan must include eight (8) mandated elements: Land Use; Circulation; Housing; Conservation; Open Space; Noise; Safety; and Environmental Justice. State law mandates that certain elements of the General Plan be updated as set forth below.

- Land Use Element

The purpose of the Land Use Element is to designate the type, intensity, and general distribution of uses of land for housing, business, industry, open space, education, public buildings and grounds, waste disposal facilities, and other categories of public and private uses.

- Circulation Element

The purpose of the Circulation Element is to identify the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities in a manner that correlates with the Land Use Element.

As a result of the passage of Senate Bill 743, signed into law in 2013, the Circulation Element must include metrics for traffic impact analyses based on Vehicle Miles Traveled (VMT) methodology which has replaced the Level of Service (LOS) methodology that was the former standard used to evaluate and analyze traffic impacts. SB 932, signed into law in 2022, requires the incorporation of the principles of the Federal Highway Administration's Safe System Approach. Additionally, it requires the development of bicycle plans, pedestrian plans, and traffic calming plans based on the policies and goals in the Circulation Element that, among other things, sets goals for initiation and completion of all actions identified in the plans within 25 years of the date of adoption of the modified Circulation Element.

AB 98 also requires jurisdictions within the State's designated Warehouse Concentration Regions, which includes the City of Moreno Valley, to update their Circulation Elements by January 1, 2026, to identify and establish designated truck routes for the movement of goods. AB 98 specifies that routes should avoid residential areas and sensitive receptors, maximize use of interstates, highways, and arterials, and include conspicuous signage for truck routes, truck parking, and truck idling restrictions. Where a truck route cannot avoid a residential area or sensitive receptor, the jurisdiction must adopt mitigation measures to minimize impacts. Jurisdictions must also provide truck route maps in GIS format and condition approvals for logistics uses on compliance with warehouse design standards, housing replacement, air quality monitoring, and truck routing requirements. As discussed above, the AGO is aware of the City's plan to defer the amendment of the 2024 GPU's Circulation Element, as mandated by AB 98, to a later date which will coincide with the proposed adoption of a new truck route map that includes the elimination of a multitude of truck routes that do not currently comply with the "truck route" provisions of AB 98.

- Housing Element

The purpose of the Housing Element is to assess current and projected housing needs for all economic segments of the community, including low-income households and those households with special needs. In addition, the Housing Element embodies policies for providing adequate housing and includes action programs for that purpose. By statute, the Housing Element must be updated every, five or eight years, according to a schedule set by the Department of Housing and Community Development (HCD).

Moreno Valley's Housing Element (which is currently in effect) was certified by the Department on October 11, 2022, and garnered the City the distinguished

designation as a “Prohousing Jurisdiction.” The Housing Element presents a plan for accommodating Moreno Valley’s share of the regional housing need through 2029, projected by the State of California to be 13,595 new homes. The deadline for the next Housing Element is October of 2029. Again, the adoption of Resolution No. 2022-67 in October 2022, approving the City’s current Housing Element, was not subject to any legal challenge. Although the Sierra Club directly attacked the adequacy of the City’s Housing Element, it did not challenge the version approved in October 2022.

- Conservation Element

The purpose of the Conservation Element is to address the conservation, development, and use of natural resources, including water, forests, soils, rivers, and mineral deposits.

- Open Space Element

The purpose of the Open Space Element is to detail plans and measures for the long–range preservation and conservation of open–space lands, including open space for the preservation of natural resources, the managed production of resources, agriculture, outdoor recreation, and public health and safety.

- Noise Element

The purpose of the Noise Element is to identify and appraise noise problems within the community which forms the basis for land use distribution determinations.

- Safety Element

The purpose of the Safety Element is to establish policies and programs to protect the community from risks associated with seismic, geologic, flood, and wildfire hazards, as well as from other concerns such as drought.

SB 379, signed into law in 2015, requires that upon revision of a Local Hazard Mitigation Plan on or after January 1, 2017, the General Plan’s Safety Element must be updated to consider and address flood hazards, wildfire hazards, and hazard mitigation. Moreno Valley’s Local Hazard Mitigation Plan was last updated in July 2025.

- Environmental Justice Element

The purpose of the Environmental Justice Element is to identify objectives and policies to reduce pollution exposure, improve air quality, promote public facilities, improve food access, advance access to housing, and increase physical activity in identified disadvantaged communities.

Environmental Justice became a mandatory element under SB 1000, signed into law in 2016. SB 1000 requires that as of January 2018, California cities with

disadvantaged communities are mandated to incorporate environmental justice policies into their General Plans either by adopting an Environmental Justice Element, or by integrating Environmental Justice goals and policies into the other elements of their General Plans upon concurrent adoption or revision of two or more elements.

The General Plan must be internally consistent to ensure that all the mandatory elements are integrated and compatible. There should be no policy conflicts between the elements of the General Plan and all elements of the General Plan shall have equal legal status. Basically, the concept of internal consistency ensures that the General Plan will be effective and provide the community with a clear understanding of the future development plans of the community. Moreover, as a General Law City, the City is required to make specific findings that all land use entitlements considered by staff, the Planning Commission and the City Council are consistent with the applicable policies of the General Plan.

Failure to comply with statutory requirements related to the General Plan could result in a court compelling adoption and/or injunctions limiting approval of subdivision maps, rezoning, public works projects, or even the issuance of building permits (State of California 2017 General Plan Guidelines p. 258).

In addition to above regulatory mandates that apply to the General Plan Elements, General Plans must be consistent with any applicable Airport Land Use Compatibility (ALUC) Plans. This has been addressed through consultation with the local Airport Land Use Commission staff and the local Airport Land Use Commission.

Public Outreach and Engagement

Significant community public outreach and engagement activities and events were conducted during the development of the 2021 GPU. Additionally, input from a variety of outside agencies was received including the Board of Forestry regarding the Safety Element, and the Airport Land Use Commission. City staff at all levels were actively involved in document preparation, review, and finalization.

Prior to commencing work on the 2021 GPU in 2019, a series of public outreach and engagement activities and events were conducted. The public outreach and engagement activities included, but were not limited to, the following:

- Posting video on social media informing the community of the upcoming 2021 GPU.
- Disseminating flyers at the City's public counter and throughout the community's three library branches, grocery stores, coffee shops, bookstores, physical fitness facilities, etc.).
- Holding pop-up events throughout the City, including booths at the City's Snow Day, Hound Town event, the City's Senior Center, Moreno Valley Mall, Moreno Valley College, and a Census event held at the Moreno Valley Conference and Recreation Center.
- Interviewing designated stakeholders.
- Conducting public workshops (four in person, one online) which included the public

- scoping meeting which was held during the Notice of Preparation review period.
- Holding six General Plan Advisory Committee meetings that were all open to the public.
 - Conducting two online surveys.
 - Providing a presentation for the Planning Commission.
 - Providing two presentations to the City Council.
 - Preparing Executive Summaries of the 2021 GPU in both English and Spanish, which were made available at the City's three public library branches and on the City's website.
 - Dispatching email blasts to the General Plan's interest list on a regular basis to inform interested parties of the progress of the General Plan update.
 - Consulting with local Tribes in 2024 and 2025, as mandated by CEQA.

With respect to the MoVal 2040 Project, the objective was to limit revisions to the 2021 GPU, 2021 CAP and 2021 RFEIR in a manner consistent with the Court Ruling and the air quality mitigation measures negotiated with the AGO, which exceed the basic mandates of AB 98, but are wholly consistent with the Court Ruling and have been adequately analysis in the 2024 RFEIR.

ENVIRONMENTAL

The 2024 RDEIR was prepared for the MoVal 2040 Project and circulated for the State mandated 45-day public review period, commencing July 14, 2025, through August 21, 2025. The 2024 RDEIR was sent to all required State and local agencies, interested parties, and those who commented on the Notice of Preparation, consistent with the requirements of the CEQA and the CEQA Guidelines and was posted on the City's website. The Notice of Availability was published in the Press-Enterprise Newspaper, and the 2024 RDEIR was posted to the State CEQA Clearinghouse for electronic distribution to State agencies and public viewing.

The 2024 RDEIR identifies that the MoVal 2040 Project will result in environmental impacts. Mitigation measures are included to reduce the level of environmental impacts. A summary of impacts, level of significance, and relevant mitigation measures is outlined below:

Agricultural Resources: The MoVal 2040 Project would have the potential to impact Prime Farmland, Farmland of Statewide Importance or Unique Farmland to non-farming uses and result in indirect conversion of potential farmland resources to non-agricultural uses. No feasible mitigation exists, and impacts would remain significant and unavoidable.

Air Quality: Impacts on air quality would be significant and unavoidable in regard to impacts to air quality plans, ambient air quality standards, and sensitive receptors. Impacts would remain significant and unavoidable with implementation of mitigation measures AQ-1, AQ-2, AQ-3, AQ4, and AQ-5a through AQ-5d.

Biological Resources: The MoVal 2040 Project would have the potential to impact sensitive species, riparian habitats, and wetlands. Mitigation was proposed (BIO-1 and

BIO-2), but impacts were determined to remain significant and unavoidable.

Cultural and Tribal Cultural Resources: The MoVal 2040 Project would have the potential to impact historic resources, archaeological resources, human remains, and cultural and Tribal cultural resources. Mitigation was proposed (CUL-1, CUL-2, CUL-3, CUL-4, CUL-5, CUL-6, CUL-7, CUL-8, CUL-9, CUL-10, and CUL-11); however, impacts would remain significant and unavoidable.

Greenhouse Gas Emissions: Impacts to greenhouse gas emissions would be significant and unavoidable in regard to GHG emissions and GHG plans. Implementation of mitigation measures GHG-1 and GHG-2 and adoption of the 2024 CAP would reduce impacts to less than significant.

Noise: Impacts to noise would be significant and unavoidable in regard to traffic noise, construction noise, and construction-related vibration. The MoVal 2040 Project would implement mitigation measures NOS-1 and NOS-2. Impacts to construction noise would remain significant and unavoidable in regard to construction noise with implementation of mitigation measure NOS-1. Implementation of mitigation measure NOS-2 would reduce construction-related vibration impacts to a level less than significant.

Transportation: Impacts on vehicle miles traveled would be significant and unavoidable.

The 2024 RFEIR was prepared after the conclusion of the review period for the 2024 RDEIR and includes responses to all public comments received during the review period which can be reviewed at the following locations:

2024 FEIR:

<https://www.moreno-valley.ca.us/cdd/pdfs/projects/mv2040/MoVal2040-RevisedFinalEIR.pdf>

Appendix A - Responses to Comments:

<https://www.moreno-valley.ca.us/cdd/pdfs/projects/mv2040/AppA-updated.pdf>

Appendix B – EMFAC Modeling:

<https://www.moreno-valley.ca.us/cdd/pdfs/projects/mv2040/AppB-updated.pdf>

Appendix C – GHG/Energy Modeling:

<https://www.moreno-valley.ca.us/cdd/pdfs/projects/mv2040/AppC-updated.pdf>

Appendix D – Other Supporting Documentation:

<https://www.moreno-valley.ca.us/cdd/pdfs/projects/mv2040/AppD-updated.pdf>

In cases where impacts cannot be reduced to less than significant levels, CEQA allows the Lead Agency to consider adoption of a Statement of Overriding Considerations and Findings (SOC). CEQA requires that, in order to approve a project that has significant unmitigated environmental impacts, the Lead Agency must adopt an SOC which demonstrates that the Lead Agency has balanced economic, legal, social, technological or other benefits of a proposed project against its unavoidable environmental impacts. This would include project benefits such as creation of jobs or other desired beneficial

project features versus project impacts that cannot be feasibly mitigated to less than significant levels. If the Lead Agency determines benefits of a proposed project outweigh its unavoidable adverse environmental effects, it may adopt an SOC and approve the project. The SOC prepared for the MoVal 2040 Project provides specific documentation of economic benefits the MoVal 2040 Project provides, including annual taxes, job creation and roadway infrastructure improvements.

Incidentally, the 2024 RFEIR includes the revisions made to the 2021 FEIR, that represent minor changes to the Project Description, changes or additions in response to comments received on the 2024 RDEIR, edits to provide clarification, revisions mandated by the Court Ruling, and additions memorializing the air quality mitigation measures negotiated with the AGO. These revisions are shown with ~~striketrough~~ text for deletions and double underline text for additions. The changes do not add significant new information that would affect the analysis or conclusions presented in the 2024 RDEIR.

ALTERNATIVES

1. Approve and authorize the recommended actions as recommended by the Planning Commission and presented in this staff report. (Staff recommend this alternative).
2. Do not approve and authorize the recommended actions as presented in this staff report. (Staff does not recommend this alternative)

FISCAL IMPACT

There is no fiscal impact with the recommended actions.

NOTIFICATION

On April 3, 2026, the public hearing notice for the MoVal 2040 Project was published in the local newspaper (Press Enterprise Newspaper) and posted on the City's website. In addition, the City dispatched notice of the public hearing via postcards to all parties who had requested notification or who had commented on the Notice of Preparation of the 2024 RDEIR and provided a mailing address, and emailed to all parties who had requested notification or who had commented on the Notice of Preparation of RDEIR and who had provided an email address.

PREPARATION OF STAFF REPORT

Co-Prepared By:
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Co-Prepared By:
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Community Development Director

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_GPU Update.docx
Attachments:	<ul style="list-style-type: none"> - FINAL MOVAL 2024 RFEIR RESOLUTION.docx - Exhibit A_FINDINGS OF FACT.pdf - Exhibit B_STATEMENT OF OVERRIDING CONSIDERATIONS.pdf - Exhibit C_MMRP.pdf - Exhibit D_MoVal 2040 Revised Final Program EIR.pdf - FEIR Apx A_Bracketed Comment Letters.pdf - FEIR Apx B_EMFAC Modeling.pdf - FEIR Apx C_GHG Energy Modeling.pdf - FEIR Apx D_Other Supporting Documentation.pdf - Apx A_NOP, SM, NOP Comments.pdf - Apx B_Air Quality Impact Assessment.pdf - Apx C-1_2021 Tribal Letters and Responses.pdf - Apx C-2_2024 Tribal Letters.pdf - Apx D_Noise and Vibration Assessment.pdf - Apx E_VMT Assessment.pdf - Apx F_Energy Calculations.pdf - Apx G_Env Baseline and Horizon Year Forecast.pdf - Apx H_Health Effects and Health Risk Assessment.pdf - Apx I_Strikethrough Version Revised Draft Program EIR.pdf - MoVal 2040 Revised Draft Program EIR.pdf - FINAL 2024 GPU AND 2024 CAP RESOLUTION.docx - Exhibit A Proposed MoVal 2040 General Plan.pdf - Exhibit B Proposed MoVal Climate Action Plan.pdf - Ordinance GPU ZONE AMENDMENTS.docx - Exhibit A Text Amendments.pdf - Exhibit B Map Amendments.pdf - Supplemental Staff Report to PC_ Responses to AG 9.29.25 Comments.pdf - Supplemental Staff Report to PC_ Responses to AG 10.7.25 Comments.pdf - Draft CAP_ Updated Implementation Monitoring Chapter.pdf - CA Attorney General CEQA Letter dated 10.7.25.pdf - Responses to 10.7.25 Comment Letter by KHA.pdf - CA AGO Letter Dated November.17.2025.pdf - Matrix Regarding Negotiated Air Quality Mltigation Measures.pdf - Logistics Facilities Mitigation Measures Ordinance DRAFT.docx
Final Approval Date:	Apr 16, 2026

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

Angelica Frausto-Lupo

Sean Kelleher

Natalia Medina

Felicia London, MPA

Launa Jimenez

Brian Mohan

Patty Rodriguez