6.0 Analysis of Long-Term Effects

The California Environmental Quality Act requires the discussion of the cumulative impacts, growth-inducing impacts, and long-term impacts of proposed projects. The following sections address these issues as they relate to implementation of the Project.

6.1 Cumulative Impacts

The CEQA Guidelines (Section 15355) define a cumulative impact as "an impact which is created as a result of the combination of the project evaluated in the EIR together with other projects causing related impacts." The Guidelines further state that "an EIR should not discuss impacts which do not result in part from the evaluated project."

Section 15130(a) of the CEQA Guidelines requires a discussion of cumulative impacts of a project "when the project's incremental effect is cumulatively considerable." Cumulatively considerable, as defined by Section 15065(c), "means that the incremental effects of an individual project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects."

The Guidelines allow for the use of two alternative methods to determine the scope of projects for the cumulative impact analysis:

- List Method - A list of past, present and probable future projects producing related or cumulative impacts, including, if necessary, those projects outside the control of the agency.

- Regional Growth Projections Method - A summary of projects contained in an adopted general plan or related planning document or in a prior environmental document which has been adopted or certified, which described or evaluated regional or area wide conditions contributing to the cumulative impact (Section 15130).

The Project, and in particular the General Plan, establishes policy to guide future development within the Planning Area and implementation is long-term in nature. Therefore, the Regional Growth Projections Method is an appropriate methodology for evaluating cumulative impacts as it provides general growth projections for the region and considers long-term growth. Table 6-1 below shows SCAG population and housing projections for the City of Riverside (a subarea of the Planning Area) and the Western Riverside County Council of Governments (WRCOG) region (which encompasses all lands within Riverside County west of the San Jacinto Mountains and including San Gorgonio Pass cities east to Beaumont). Figure 6-1 shows a map of the WRCOG region.

Figure 6-1
Western Riverside Council of Governments

Table 6-1
Population and Housing Projections

Geography	Total Population		Housing	
	Year 2000	Buildout (2025)	Year 2000	Buildout (2025)
Riverside	256,352	353,397	82,452	121,149
WRCOG	1,205,301	2,230,185	385,947	776,168

Source: SCAG, 2004.

Geographic Scope of Cumulative Impact Analysis

Except where noted, the Western Riverside Council of Governments (WRCOG) generally defines the geographic scope of the cumulative analysis. In the following discussion, the WRCOG area is referred to as "the region."

Cumulative Impacts

The following is a discussion of the cumulative impacts of the proposed Project. Implementation of the mitigation measures identified in the previous sections of this EIR help to reduce the cumulative impact of the project to the extent feasible. In most cases, implementation of mitigation measures identified in the analytical sections of this EIR (and summarized in **Section 2.0**, Executive Summary) will reduce the potential cumulative impact to a less than significant level. In other words, the project's contribution to cumulatively significant impacts will not be considerable.

For impacts to air quality, noise and transportation, however, adherence to and implementation of General Plan policies and other Project features will not avoid a significant cumulative impact. In other words, the Project's contribution to cumulatively significant air quality, noise and transportation and traffic impacts remains considerable.

Aesthetics

Aesthetics issues that can result from implementation of a city's General Plan are typically confined to that city's boundaries. However, in some cases, development within a city may result in aesthetic impacts outside of a city. For example, development of a prominent hillside or a ridgeline within a city may impact views of that hillside or ridgeline from a scenic highway, public place or private residence located outside of that city. This would be an example of a cumulative aesthetics impact. Another example of a cumulative aesthetic impact would be a substantial increase in light pollution that could directly affect an observatory.

The Project's Design Guidelines limit impacts to aesthetic resources by reducing interruptions of scenic vistas, maintaining and enhancing scenic resources and visual character and reducing light and glare in the Planning Area. The General Plan also includes policies (Section 5.1 – *Aesthetics*) that will reduce the project's contribution to cumulative aesthetics impacts related to scenic vistas and light and glare.

As a means of limiting visual impacts on prominent hillside areas, the General Plan sets forth the Hillside Residential designation to limit development of these ecologically and visually sensitive areas. Complementing the General Plan, Article V of the proposed Zone Code (*Base Zones and Related Use and Development Provisions*) establishes the Residential Conservation Zone (RC) to protect prominent ridges and hillsides, slopes, arroyos, ravines and canyons, and other areas with high visibility or unique topographic conditions from adverse development practices.

Although sources of light and glare will increase within the Planning Area, with potential to affect the surrounding areas, this increase will not be substantial when compared to existing light and glare levels within the Planning Area and in the surrounding region. The Design Guidelines include direction that light sources are shielded to confine light spread within site boundaries and illumination for security purposes is adequate but not excessive.

In all, the Project's contribution to cumulative aesthetics impacts is less than significant.

Air Quality

The Planning Area is located within the South Coast Air Basin, where pollutant levels regularly exceed state and federal air quality standards. The basin is identified as a nonattainment area with regard to meeting federal standards for ozone (O_3) and respirable particulate (PM_{10}). Future development in the Planning Area will continue to add pollutants to the atmosphere from both transportation and stationary sources. Potential cumulative air quality impacts will be partially reduced through implementation of the South Coast Air Quality Management District (SCAQMD) *Air Quality Management Plan* and policies and programs contained in local General Plans, including the Air Quality Element of the Riverside General Plan. In particular, land use and transportation policies that encourage more compact development near transit centers will reduce mobile source emissions relative to conditions absent such policies.

Despite these policies, analysis within this EIR indicates that over the course of Project buildout, PM_{10} emissions will increase significantly. Under 2004 existing land use conditions, the Planning Area generates approximately 16,000 pounds per day of PM_{10} emissions; daily emissions are expected to increase by 50% at Project buildout, even with proposed Project mitigation measures. Based on SCAQMD regulations, this increase is cumulatively considerable.

The Project's contribution to cumulative air quality impacts will be significant and remains unavoidable.

Agricultural Resources

Both the General Plan and the Zone Code retain land classifications for agricultural use; no land previously designated for agricultural has been redesignated for another use. The General Plan, Zone Code and Subdivision Code have incorporated the provisions of Proposition R and Measure C.

To prevent indirect impacts to agricultural areas, the Project includes policies that will retain, protect and encourage agricultural use. The following policies enable the preservation and

protection of agricultural land through assistance programs, development of agricultural zoning districts, transfer of development rights and leases to UCR, development of suitable buffers around agricultural uses to prevent incompatible land uses adjacent to agricultural uses and water subsidies.

The Project's cumulative agricultural resource impacts are less than significant.

Biological Resources

As described in Section 5.9 – *Land Use and Planning*, the Project is consistent with and will facilitate implementation of protections provided in the Western Riverside County MSHCP. The General Plan Land Use and Urban Design and Open Space and Conservation Elements include numerous objectives and policies designed to reduce impacts to biological resources over the long-term.

With adherence to and implementation of General Plan policies, the Project's cumulative biological resources impacts will be less than significant.

Cultural Resources

Future development resulting from the Project could result in potentially significant impacts to historic, archaeological, and paleontological resources. In addition, future development could result in disturbance of human remains. Preserving the City's rich array of cultural and historic resources is the primary goal of the City's Historic Preservation Element and the updated General Plan is consistent with this goal.

Utilizing the site development permit process and the CEQA process for individual projects, along with implementing the objectives and policies identified in this EIR, the potential cumulative impact to cultural resources will be reduced to a less than significant level.

Geology/Soils

Pursuant to City and State Building Code requirements, all new development will be required to incorporate appropriate design and construction measures to guard against groundshaking hazards. Further, all projects and structures will be constructed in compliance with existing seismic safety regulations of the California Uniform Building Code, which requires the use of site-specific engineering and construction standards identified for each class of seismic hazard. In addition, Riverside requires geological and geotechnical investigations in areas of potential seismic or geologic hazards as part of the environmental and development review process. Proposals and projects for development or redevelopment which do not provide for mitigation of seismic or geologic hazards to the satisfaction of responsible agencies will not be approved. Project mitigation measures will require additional studies and analysis relative to projects proposed for areas identified as susceptible to erosion impacts.

In all, there are no significant cumulative geologic or soils impacts.

Hazards and Hazardous Materials

Implementation of General Plan Public Safety Element objectives and policies regarding hazardous materials, enforcement of existing practices applicable to businesses that use or manufacture hazardous materials and wastes and compliance with existing Federal, State and local regulations will provide a level of protection to current safety standards. Riverside will also continue to reduce the potential for dangerous fires by concentrating development in previously developed areas within the Planning Area where risk of wildland fire is lower than in urban/wildland interface areas on the urban periphery. Additionally, continued implementation of Zone Code regulations and General Plan policies will reduce impacts relative to airport hazards to a less than significant level.

Compliance with existing City and state regulations will ensure that no cumulative impact will result.

Hydrology/Water Quality

As development proceeds in the City and the region, the amount of pollutants in runoff will increase, potentially impacting groundwater quality. The amount of impervious surfaces will increase as development occurs and groundwater recharge rates will consequently decrease. Erosion and sedimentation impacts on surface water will occur during grading and construction activity. Cumulative impacts to groundwater resources will be reduced by Mitigation Measure HW-1, which implements Best Management Practices in accordance with the National Pollutant Discharge Elimination Stormwater Permit.

After mitigation, the Project's cumulative Hydrology/Water Quality impacts will be less than significant.

Land Use and Planning

Consistent with Southern California Association of Governments (SCAG) goals and policies, the Project proposes a mix of land uses that will improve the jobs-housing ratio, reduce the number and length of work trips and provide opportunities for additional affordable housing in the region. In addition, the Project contains policies that will ensure new development is compatible with existing regional development plans. With proposed mitigation, the Project's only significant land use impact – consistency with local redevelopment plans – will be reduced below a level of significance. Notably, this impact can be considered de minimis in that State Redevelopment Law requires all redevelopment plans to be consistent with the community's adopted General Plan (California Health and Safety Code Section 33331).

Following mitigation, the Project will not create cumulatively significant land use impacts.

Mineral Resources

As of 2004, no active mining operations exist or are permitted within the City or its sphere of influence. Implementation of the Project will not result in the loss of availability of a locally-important mineral resource recovery site delineated on a local general plan, specific plan or other land use plan. The current land uses in the City's only State-classified MRZ-2

zone are fully compatible with this mineral resource zone according to the City of Riverside Municipal Code. There will be no impact to mineral resources as a result of the Project.

The Project's cumulative mineral resources impacts will be less than significant.

Noise

Anticipated development in the Planning Area will generate short-term noise during the construction of individual developments. Additional development in the Planning Area (and, significantly, in the greater region) will increase traffic volumes and associated long-term noise levels. Implementing local noise codes, constructing buildings according to state acoustical standards and proper land use planning will reduce cumulative impacts on residences, schools, hospitals and other noise-sensitive uses.

However, as described in **Section 5.11**, development pursuant to land use policies could result in an increase in traffic noise along freeways, major arterials and railways. The analysis in Section 5.11 also accounts for ambient regional traffic growth as a significant factor in raising local noise levels. Noise associated with planned operations for Riverside Municipal Airport, Flabob Airport and March Air Reserve Base/March Inland Cargo Port are also projected to increase. Cumulative noise levels along these transportation methods will result in the continued exposure of some residential areas to noise levels inconsistent with the City's noise/land use compatibility criteria set forth in **Figure 5-23** in *Section 5.11*.

As for new development, interior noise levels of future residential development projects in these areas will be required to be reduced to at least 45 d(B)A, consistent with State Title 24 Noise Insulation requirements. However, the extent to which exterior sound levels can be brought within acceptable levels is unclear.

The Project could facilitate development along regional freeways and major arterials where regionally generated traffic is a substantial source of future noise.

The EIR has determined that land use compatibility impacts associated with these increased noise levels cannot be mitigated. The Project would be contributing to this significant and unmitigable cumulative noise impact.

Population and Housing

As described in **Section 5.12** – *Population and Housing*, the Project's population and housing capacity is generally consistent with SCAG's long-range forecasts. In addition, the Project aims to better balance jobs and housing by bringing additional employment opportunities to the Planning Area. Over the past two decades, the Planning Area has served as somewhat of a bedroom community for Los Angeles and Orange Counties. The Project also emphasizes smart-growth, infill and revitalization of vacant and under-utilized parcels served by existing infrastructure. Finally, the City's Land Use and Urban Design Element is required to designate adequate sites to accommodate any future "fair share" of regional housing needs (RHNA).

In all, the Project's cumulative population and housing impacts will be less than significant.

Public Services

The geographic scope of cumulative public services impacts is generally limited to the jurisdiction under analysis. However, shortages of certain public services in one jurisdiction can lead to unanticipated demand for public services from nearby service providers.

Future regional growth will result in increased demand for police protection, fire protection and emergency services, schools, libraries and other public facilities. Service providers must continue to evaluate the levels of service desired and the funding sources available to meet increases in demand. Although the ability of local service providers to provide specific levels of services varies throughout the region, sound local planning to accommodate future growth, along with the implementation of policies identified in this EIR will reduce potential cumulative impacts associated with the provision of police services, fire prevention and firefighting services, emergency services and community centers; these impacts are not considered cumulatively significant.

The analysis indicated that library services impacts, however, could not be mitigated to a less than significant level. As a result, there is the potential for excess library service demand to "leak" from the City of Riverside into the Riverside County Library System and/or the libraries of the adjacent cities of Moreno Valley, Corona, Norco and Colton. The precise extent of any such impacts cannot be measured; therefore the impacts are considered cumulatively significant.

Recreation

The geographic scope of cumulative recreation impacts is generally limited to the jurisdiction under analysis. However, if a community does not provide for adequate recreation opportunities, residents may use parks and recreation facilities in neighboring jurisdictions, which would accelerate deterioration and lead to congestive use of these facilities.

As described in **Section 5.14**, the City currently has a deficit of 112.7 acres of developed parkland. If development were to proceed without additional parkland dedication, there will be a deficit of 183 acres of parkland at build-out, even assuming all currently undeveloped parks are developed by Project buildout in 2025. However, the Project also includes policies that provide vehicles for funding and developing parks as part of future developments. The impacts are not considered cumulatively significant, however, in that the City features numerous large open space areas, most significantly Sycamore Canyon Wilderness Park, which are not included in the computation of developed parkland, but nevertheless provide opportunities for recreation within the City.

Transportation/Traffic

Development consistent with Project implementation will facilitate new growth in the Planning Area that will generate additional roadway traffic within the Planning Area and the region. Analysis has shown that several Planning Area roadway and freeway linkages, along with one intersection will operate at an unacceptable level of service at Project buildout. In addition, Project implementation will contribute to additional traffic on the regional freeways

that traverse the Planning Area. Adherence to and implementation of project objectives, policies and will help ameliorate potential traffic impacts Citywide at a programmatic level.

However, despite Project features designed to reduce traffic volumes and impacts and the implementation of Mitigation Measure T-1, the Project's contribution to cumulative traffic impacts will remain significant and unavoidable.

Utilities and Service Systems

Future regional growth will result in increased demand for flood control, water service, sewer service, energy utilities, solid waste services and other community facilities. Service providers must continue to evaluate the levels of service desired and the funding sources available to meet increases in demand. Although the ability of local service providers to provide specific levels of services varies throughout the region, sound local planning to accommodate future growth, along adherence to and implementation of General Plan policies identified in this EIR will reduce potential cumulative impacts associated with utilities and service systems to a less than significant level.

6.2 Growth Inducing Impacts

CEQA Guidelines Section 15126.2(d) requires that an EIR discuss growth-inducing impacts of the proposed project. Growth-inducement includes "...ways in which the proposed project could foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment. Included in this are projects which will remove obstacles to population growth (a major expansion of a waste water treatment plant might, for example, allow for more construction in service areas)."

The Project is specifically intended to provide for the orderly development and redevelopment of Riverside, define the limits of such development and act as a mechanism to accommodate and control future development. Projects permitted pursuant to the Land Use Policy Map in **Figure 3-3** will accommodate additional housing for all income levels, create a better balance of residential and non-residential uses in the community, promote a more pedestrian friendly environment and protect natural resources. A major feature of the Project is the introduction of higher density mixed use designations along major transportation corridors. These areas are intended to focus population growth in already urbanized areas, reducing development pressure of the urban edge. Implementation of the Project will result in a more inclusive community, bring new employment opportunities to Riverside, and foster a stable economic base.

Development pursuant to Project policies and regulatory standards will result in the addition of up to 38,100 new dwelling units (increase of 42 percent) and 39,600,000 square feet (increase of 31 percent) of new non-residential construction over the 20 year horizon of the General Plan within the Planning Area. The increased population and employment associated with proposed General Plan land uses has the potential to induce growth in areas outside of Riverside. However, this potential growth inducement is not significant because: 1) the Project is generally consistent with SCAG population and housing forecasts (**Section 5.12** - *Population and Housing*); 2) within the last 20 years, Riverside has been, in many respects, a bedroom community of Los Angeles and Orange Counties and the Project aims

to better balance jobs and housing by bringing additional employment opportunities to the Planning Area; 3) the Project emphasizes smart-growth, infill and revitalization of vacant and under-utilized parcels served by existing infrastructure; and 4) the City's Land Use and Urban Design Element is required to designate adequate sites to accommodate any future "fair share" of regional housing needs (RHNA).

Given that a project's level of impact in such areas as traffic, air quality and community services is related to the density of development permitted, the goal of a balanced General Plan should be to facilitate the amount and kind of growth necessary to achieve a city's social and fiscal goals without promoting excessive growth which will be costly to the city in terms of environmental impacts and service providers.

6.3 Significant Irreversible Environmental Changes

Development consistent with the Project will result in the consumption of non-renewable energy resources which will have an irreversible effect on such resources. In addition, the development consistent with the Project will result in development of urban uses in areas that are currently vacant, although a key focus of the Project is to direct most development to already urbanized areas. Once developed, reverting to a less urban use or open space is highly unlikely. Development in Riverside according to the Project will also constrain future land use options.

Several irreversible commitments of limited resources will result from implementation of the proposed Project. The resources include, lumber and other related forest products, sand, gravel, concrete, asphalt, petrochemical construction materials, steel, copper, lead and other metals, and water consumption. Buildout of the General Plan represents a long-term commitment to the consumption of fossil fuel oil, natural gas and gasoline. These increased energy demands relate to construction, lighting, heating and cooling of residences, and transportation of people within, to and from the City.

6.4 Unavoidable Significant Environmental Impacts

Implementation of the proposed General Plan will result in significant unavoidable project-level and cumulative air quality and transportation and traffic impacts and cumulative noise impacts. Adherence to and implementation of General Plan policies and other Project features identified in **Section 5.3** - *Air Quality*, **Section 5.11** – *Noise* and **Section 5.15** – *Transportation and Traffic* will reduce the air quality, noise and transportation and traffic impacts to an extent; however, these impacts will remain significant and unavoidable.

6.5 Areas of No Significant Impact

The CEQA Guidelines Section 15128 requires a statement indicating the reason that various possible significant effects are determined not to be significant and therefore are not discussed in the EIR. All potential environmental impacts are discussed within the analytical subsections of Section 5.0.

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