
IV.I LAND USE AND PLANNING

1. Introduction

This section provides an analysis of the consistency of the proposed project with land use regulations that guide development of the project site and evaluates the relationship of the project with surrounding land uses.

2. Environmental Setting

a) Existing Land Use

The Grand Park Specific Plan area is approximately 320 acres in size and is characterized by operational dairies, row crops, and associated structures, equipment, and residences. The Specific Plan area is located within the New Model Colony (NMC). Like most properties within the NMC area, the project site is mostly utilized for agricultural operations, and therefore has been highly disturbed by crop production, dairy operations, historic grading, and development of residences and other structures. A Southern California Edison Company high voltage transmission easement traverses the southeastern corner of the project site as well.

Land uses surrounding the project area include agricultural fields, active and former dairies, dairy- and farm-related residences and structures, and a Southern California Edison substation to the north; agricultural fields, active and former dairies, and dairy- and farm-related residences and structures to the east; agricultural fields, active and former dairies, and dairy- and farm-related residences and structures to the south; and agricultural fields and the Cucamonga Channel to the west.

Existing land uses on and near the site are discussed in detail in Section II, Project Description.

b) Planned Land Use

1) The Ontario Plan

The Ontario Plan (TOP) provides for lasting policies to accommodate change. It consists of a six-part Component Framework: 1) Vision, 2) Governance Manual, 3) Policy Plan, 4) City Council Priorities, 5) Implementation, and 6) Tracking and Feedback. The Policy Plan Component of TOP serves as the City's General Plan, which is mandated by state law. The City's General Plan, like all general plans, is a State required legal document providing guidance to those who make decisions that affect resource allocation and future development's physical form and character. Although the Plan is composed of individual sections or "elements," it embodies a comprehensive and integrated planning approach for

the jurisdiction. Through a General Plan, the City informs the general public, property owners, prospective investors, and business interests of its goals, policies, and development standards. Ontario's General Plan is made up of nine elements, each of which is described briefly below (The Ontario Plan, 2009):

1. The Land Use Element Designates the distribution, location and balance of land uses.
2. The Housing Element analyzes existing and future housing needs; addresses constraints to meeting local housing needs; identifies land, financial, and administrative resources for housing; sets forth goals and policies to meet community housing needs; and establishes housing programs and an implementation plan.
3. The Mobility Element Provides overall guidance for the City's responsibility to satisfy the local and subregional mobility needs of our residents, visitors and businesses while maintaining the quality of life envisioned in TOP.
4. The Safety Element, which includes Noise, provides policies that minimize potential dangers to residents, businesses, workers, and visitors as well as identifies potential hazards.
5. The Environmental Resources Element, which includes Conservation, establishes policies that support system integration, resource conservation and regeneration, and energy independence.
6. The Parks and Recreation Element, which includes Open Space, establishes goals for the Ontario park system and recreation programs.
7. The Community Economics Element articulates the City's approach to developing and maintaining the community's economy and its relationship to the City's fiscal health.
8. The Community Design Element utilizes community design to help achieve the Vision in the areas of economic development, land use, housing, community health, infrastructure, and transportation.
9. The Social Resources Element identifies quality and accessible health care, education, community services and cultural activities as critical components to achieving Ontario's Vision.

According to TOP Land Use Plan (Exhibit LU-01), the Specific Plan area is designated as Low-Density Residential, Medium-Density Residential, Public Schools and Open Space-Parkland. The entire Specific Plan area is zoned SP/AG (Specific Plan/Agricultural Preserve) as indicated on the Ontario Zoning Map. A Specific Plan designation allows for the property to be developed in accordance with the standards in the applicable specific plan, rather than the City's Development Code (Ontario Municipal Code, Section 9- 1.2120).

c) Regional Plans

In addition to the City planning regulations that pertain to the site, as described in Section II, Project Description, a number of regional plans regulate development in the City of Ontario (City) and the region. A brief discussion of these plans is provided below.

SCAG's Regional Comprehensive Plan and Guide (RCPG) provides a regional policy and framework for regional planning in Southern California, in order to manage growth and development in the region. The RCPG calls for the involvement of, and coordination with, all cities and counties in growth management, regional mobility and transportation investment, air quality management, and hazardous waste management, as well as housing development, economy, human resources and services, finance and environmental management.

The RCPG addresses regional issues through its adopted goals and policies, but does not specifically discuss the project site.

SCAG's Compass program considers future growth in the region through an informed and analytically based policy framework. The goal of the program is to develop a preferred growth scenario that will guide SCAG's future planning efforts and serve as an implementation guide for development and land use decision making for other agencies. The Compass will help define a Regional Growth Management Vision and an Implementation Strategy that will guide Southern California's future. The Growth Visioning effort has developed four key principles:

- Improve mobility for all residents
- Foster livability in all communities
- Enable prosperity for all people
- Promote sustainability for future generations

SCAG's Regional Housing Needs Assessment (RHNA) provides an allocation by jurisdiction of the existing and future housing needs relative to income level, based on existing housing needs and the projected regional population growth. The allocations are driven by the intent that a better balance between jobs and housing should occur in various areas of the region and that every city should take its fair share in the development of affordable housing units, as well as in addressing existing housing concerns. SCAG has developed the regional housing allocations for the 2006-2014 planning period under the most-recent RHNA. The City is identified as having a future housing construction need of 7,662 dwelling units and an existing housing need of 23,190 housing units/households. (SCAG RHNA 2012). The RHNA also provides guidance on the development of housing projects in the City.

On April 4, 2012, the Regional Council of the Southern California Association of Governments (SCAG) adopted the 2012-2035 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS): Towards a Sustainable Future. SCAG's RTP/SCS

outlines the regional transportation needs and projects for the region to the year 2035. The RTP outlines a multi-modal approach for the improvement of mobility and funding of transportation projects. Projects in the RTP include investments in Intelligent Transportation Systems (ITS), Congestion Management Systems (CMS), Transportation Demand Management (TDM), High Occupancy Vehicle (HOV) projects, mixed flow projects, toll corridor projects, transit corridor projects, truck lanes, grade separations, magnetic levitation technology (Maglev) system, and aviation projects. The strategies serve to link communities within the region, to meet air quality standards, and to improve the quality of life. The RTP does not specifically address the project or the site, although freeways and arterials near the site are considered for potential transportation improvements under the RTP.

San Bernardino County Congestion Management Program (CMP) addresses countywide traffic congestion through an interrelation of transportation, land use, and air quality programs. The CMP was developed by the San Bernardino Associated Governments (SANBAG) and sets standards for the CMP highway network in terms of Level of Service (LOS). LOS is a qualitative measure used to describe the operational conditions within a traffic stream, and a motorist's and/or passenger's perception of the roadway's performance. LOS is designated a letter from A to F, with LOS A representing free flowing traffic conditions and LOS F representing forced flow, many stoppages, and low operating speeds. A major update to the CMP is anticipated in spring 2012. The 2009 version of the CMP was approved to serve as the current version of the CMP until the major 2012 update is adopted. However, since the 2009 version was not available on SANBAG's website, the 2007 CMP is referenced below. The 2007 CMP sets a standard of "level of service E or the current level, whichever is farthest from LOS A, as the LOS standard for intersections or segments on the CMP system of roadways." If the 1992 LOS is F, a 10-percent degradation is considered a deficiency. (SANBAG Congestion Management Program 2012). Monitoring of the CMP highway system and traffic forecasts are made yearly, with local agency preparation of deficiency plans for areas expected to exceed LOS standards. The CMP also requires that local governments inform SANBAG of development projects, Transportation Demand Management (TDM) activities, and transit programs. SANBAG then compiles the CMP reports and coordinates the needed transportation improvements into the Comprehensive Transportation Plan. The CMP also outlines the requirements for traffic impact analyses for individual development projects. SANBAG's Comprehensive Transportation Plan (CTP) identifies the County's 20-year transportation program and the probable funding sources for these projects. As part of the update, SANBAG is in the process of validating the regional transportation model, which would be used to identify existing deficiencies in the transportation network, as well as the needed improvements to accommodate growth until the year 2030. No specific transportation projects have been developed for the CTP. The CTP would identify any needed roadway improvements to serve future development in the region, including future development within the City and the project site.

SCAQMD's Air Quality Management Plan (AQMP) prescribes a means by which air quality in the Southern California region may be brought into compliance with the National Ambient Air Quality Standards (NAAQS) established by the Clean Air Act. The AQMP outlines

methods and regulations to control direct and indirect sources of air pollution, such as industrial and commercial activities, motor vehicle use, construction, energy use and production, toxic air pollutant generators, and other sources of air pollution. Individual businesses in the South Coast Air Basin that are subject to SCAQMD regulations are required under the AQMP to obtain permits directly from SCAQMD. Residential developments are generally precluded from the need for air pollutant permits, but commercial and industrial land uses may require permits according to the type of equipment that would be used with each development. The AQMP regulates stationary sources of pollutant emissions and construction activities at the project site and the rest of the South Coast Air Basin.

The 2007 AQMP has been prepared and adopted by the SCAQMD, which recognizes the interaction between photochemical processes that create the smallest airborne particulates (PM_{2.5}). The AQMP provides a coordinated plan for both ozone and PM_{2.5} pollutants. Key California Clean Air Act Planning Requirements in the air quality plan include:

- Indirect and area source controls;
- Best available retrofit control technology;
- New source review;
- Transportation control measures; and
- Clean fleet vehicle programs. (Air Quality Management District 2007).

The Santa Ana RWQCB's Water Quality Control Plan (WQCP) for the Santa Ana River provides water quality standards for water resources in the region and an implementation plan to maintain these standards. The Plan discusses the existing water quality, beneficial uses of the ground and surface waters, and local water quality conditions and problems. The Plan also sets water quality goals and is used as a basis for the basin's regulatory programs.

3. Analysis of Project Impacts

a) Methodology

The analysis of potential land use impacts considers consistency of the project with adopted plans and policies that regulate land use on the project site, as well as the compatibility of proposed uses with surrounding land uses. The determination of consistency with applicable land use policies and ordinances is based upon a review of the previously identified planning documents that regulate land use or guide land use decisions pertaining to the project site. CEQA Guidelines §15125(d) requires that an EIR discuss inconsistencies with applicable plans that the decision-makers should address. Evaluations are made as to whether a project is inconsistent with such plans. Projects are considered consistent with General Plan provisions and general SCAG policies if they are compatible with the general intent of the plans and would not preclude the attainment of their primary goals.

The intent of the compatibility analysis is to determine whether the project would be compatible in relation to use, size, intensity, density, scale, and other physical and operational factors. The analysis is also intended to determine whether existing communities or land uses would be disrupted, divided, or isolated by the project and consider the duration of any disruptions. The compatibility analysis is based on aerial photography, land use maps, and field surveys in which surrounding uses have been identified and characterized. The analysis addresses general land use relationships and urban form, based on a comparison of land use relationships in the project area under existing conditions at the time of the Notice of Preparation (NOP) to the conditions that would occur with project implementation.

b) Significance Thresholds

In accordance with Appendix G of the CEQA Guidelines, a project could have a significant adverse impact on land use and planning, if its implementation results in any of the following:

- Physically divides an established community;
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect; or
- Conflict with any applicable habitat conservation plan or natural community conservation plan.

The Initial Study concluded that no impacts were related to physically dividing an established community or conflicts with habitat conservation plans or community conservation plan. Refer to Appendix A-2 for a discussion related to these thresholds.

c) Analysis of Project Impacts

1) Consistency with Local Plans and Applicable Policies

The proposed project would not conflict with existing land use or zoning designations, per TOP because the proposed project includes adoption of the Grand Park Specific Plan, which includes development regulations and design standards consistent with the Ontario Development Code and TOP. However, the following discussion analyzes the proposed Specific Plan's consistency with applicable plans and policies, including TOP, Ontario Development Code, and various regional plans and programs provided by the SCAG. The proposed Specific Plan would need to comply with applicable land use regulations, as discussed below.

The Ontario Plan

California Government Code (Title 7, Division 1, Chapter 3, Article 8, Section 65450-65457) permits the adoption and administration of specific plans as an implementation tool for

elements contained in the local general plan. Specific plans must demonstrate consistency in regulations, guidelines, and programs with the goals and policies set forth in the general plan.

The proposed Grand Park Specific Plan was prepared in conformance with the goals and policies of TOP. The General Plan Consistency, in Section 9 of the Specific Plan document, summarizes the plan's consistency with the goals and policies contained in the TOP. Based on the policy analysis presented in that Section, the proposed development would be consistent with the NMC General Plan and would not result in conflicts with applicable goals and policies contained therein. As such, because the proposed Specific Plan would not result in conflicts with the applicable land use policy document, impacts would be less than significant.

Ontario Development Code

Similar to TOP, the proposed Specific Plan was developed to be consistent with the Ontario Development Code (ODC), and the development regulations and design standards contained in the Specific Plan must be considered consistent with those of the ODC in order to receive approval. Therefore, upon adoption of the Specific Plan, the development regulations and design standards provided for each proposed land use type would apply to the site, and would supersede those contained in the ODC if a conflict were to exist, and therefore the Specific Plan would become the main implementation tool for the project site. As such, the proposed Specific Plan would not result in conflicts with the ODC, and impacts would be less than significant.

Applicable Regional Plans

The Southern California Association of Governments (SCAG) has developed regional policies that relate to the future development in the region. These policies are contained in SCAG's regional plans, including the Regional Comprehensive Plan (RCP), Regional Transportation Plan (RTP), and Southern California Compass Growth Vision Report (2004) (GVR). SCAG's regional policies have been incorporated into TOP. As such, the proposed Specific Plan would not result in conflicts with the SCAG's regional policies, and impacts would be less than significant.

2) Land Use Compatibility

The proposed Specific Plan would permit the development of a planned community with residential, educational, and recreational uses consistent with the development type and intensity envisioned for the site in TOP. Furthermore, surrounding approved and pending Specific Plan development has been processed through the City's planning process and would contribute to the overall cohesive development of the NMC area of the City. The proposed Specific Plan would be consistent with the type and location of planned land uses on adjacent properties, which would therefore preclude the potential for land use conflict or incompatibility. Additionally, given the rural nature of the project site and low existing development intensity, implementation of the proposed Specific Plan would not physically

divide an established community or displace substantial numbers of residential units. No adverse impacts related to division of established communities would occur.

The proposed Specific Plan would provide for orderly development of residential neighborhoods, two school campuses, and the Ontario Grand Park and is not expected to create land use conflicts with future adjacent communities to the north, east, south, and west. Impacts associated with noise, light and glare, pollutant emissions, traffic, and other issues related to land use compatibility are addressed in other sections of this EIR. Potential impacts on adjacent residential land uses are analyzed in Section IV.C, Air Quality, Section IV.J, Noise, Section IV.K, Public Services, and Section IV.A, Aesthetics, Views, and Light/Glare. Where appropriate, standard conditions and/or mitigation measures are identified to ensure that potential adverse impacts remain less than significant. No incompatibility or significant adverse impacts relating to land use conflict with existing or future surrounding land uses are expected with the development of proposed uses or the associated roadway and infrastructure improvements proposed as part of the Specific Plan.

3) Habitat Conservation Plans

According to the Natural Resources section of TOP EIR, there is one approved HCP in the City. The Oakmont Industrial Group HCP was established for the protection of the DSFLF on approximately 19 acres adjacent to the intersection of Greystone Drive and Stanford Avenue near the eastern City boundary located approximately 2.40 miles from the northern boundary of the project site. This HCP does not apply to the proposed project.

There are no natural communities or native plant and animal habitats on the site that would warrant conservation, given the highly disturbed nature of the project area and ongoing agricultural operations occurring on-site. No conflict with an adopted habitat conservation plan would occur with the project and no impacts relating to habitat conservation plans or natural community conservation plans are expected. Plant and animal communities at the site are discussed further in Section IV.D, Biological Resources.

4. Cumulative Impacts

The basis of the cumulative analysis is presented in Section III, General Description of Environmental Setting. Development of the Specific Plan as proposed would not result in any cumulative significant land use impacts as other projects are implemented in the area. Each proposed project would undergo the same project review process as the proposed project to preclude potential land use incompatibility and planning policy conflicts. It is assumed that cumulative development would progress in accordance with the criteria set forth within the jurisdiction in which the cumulative development is located. Each project would be analyzed independent of other land uses, as well as within the context of existing and planned developments, to ensure that the goals, objectives, and policies of TOP are consistently upheld.

5. Mitigation Measures

The proposed project would not significantly conflict with the applicable land use plan, policies, and regulations. No mitigation measures are necessary.

6. Level of Significance After Mitigation

Impacts related to land use would be less than significant, and therefore, no mitigation measures would be required. No significant unavoidable land use and planning impacts would result from implementation of the proposed Specific Plan.

