WINCHESTER COMMUNITY PLAN

RECIRCULATED DRAFT ENVIRONMENTAL IMPACT REPORT

STATE CLEARINGHOUSE NO.: 2019049114

OCTOBER 2026

SUBMITTED TO

RIVERSIDE COUNTY PLANNING DEPARTMENT
4080 Lemon Street, 12th Floor
Riverside, CA 92501

PREPARED BY

MICHAEL BAKER INTERNATIONAL

Michael Baker
INTERNATIONAL

COUNTY OF RIVERSIDE

WINCHESTER COMMUNITY PLAN PROJECT

DRAFT RECIRCULATED ENVIRONMENTAL IMPACT REPORT

SCH No. 2019049114

County of Riverside
Riverside County Planning Department
4080 Lemon Street, 12th Floor
Riverside, CA 92501
Contact: John Hildebrand, Planning Director
jhildebr@rivco.org

October 2026

TABLE OF CONTENTS

1.0 Introduction 1
2.0 Project History 2
3.0 Recirculated Draft EIR Process 3
4.0 Revisions to the Draft EIR 4
5.0 List of Preparers 8
6.0 References 9

TABLES

Table 1: Parcels Removed from Draft EIR Exhibit 3-11 and Table 3-1 4
Table 2: Parcels Added to or Revised from Draft EIR Exhibit 3-11 and Table 3-1 5

APPENDICES

A-1 Transportation Analysis
A-2 Transportation Analysis Appendix

This page intentionally left blank.

1.0 Introduction

Pursuant to Public Resources Code Section 21092.1 and CEQA Guidelines Section 15088.5, the County of Riverside (County) has chosen to recirculate portions of the Draft Program Environmental Impact Report (Draft EIR) for the Winchester Community Plan Project (project) (State Clearinghouse No. 2019049114).

CEQA requires a lead agency to provide new notice and recirculate all or part of a revised EIR when significant new information is added after public review and interagency consultation have begun but before the EIR is certified (see Public Resources Code Section 21092.1 and CEQA Guidelines Section 15088.5). CEQA Guidelines Section 15088.5(a) identifies the following circumstances as examples of significant new information:

1. A new significant environmental impact would result from the project or from a new mitigation measure proposed to be implemented.
2. A substantial increase in the severity of an environmental impact would result unless mitigation measures are adopted that reduce the impact to a level of insignificance.
3. A feasible project alternative or mitigation measure considerably different from others previously analyzed would clearly lessen the environmental impacts of the project, but the project's proponents decline to adopt it.
4. The Draft EIR was so fundamentally and basically inadequate and conclusory in nature that meaningful public review and comment were precluded. (*Mountain Lion Coalition v. Fish and Game Com.* (1989) 214 Cal.App.3d 1043).

As explained in Section 4.0, *Revisions to the Draft EIR*, the revisions do not create a new significant environmental impact or mitigation measure, substantially increase the severity of an identified impact, or introduce a substantially different feasible alternative or mitigation measure. Accordingly, the revisions do not constitute significant new information under CEQA Guidelines Section 15088.5. The County is recirculating the Draft EIR to allow public review of changes made in response to concerns raised by neighboring jurisdictions and communities during the 45-day public review period, which commenced on July 5, 2022 and concluded on August 19, 2022. It is noted that the County of Riverside extended the Draft EIR public review period from August 19, 2022 to September 23, 2022, and had ongoing meetings with commenters to address concerns.

In response to concerns raised by neighboring jurisdictions and communities, the County prepared the *Transportation Analysis for the Winchester Community Plan* (Fehr & Peers, July 24, 2026). The Transportation Analysis evaluates the capacity of future transportation infrastructure within the cities of Menifee, Murrieta, and Temecula, as well as unincorporated areas of southwestern Riverside County. The analysis is intended to serve as a regional planning tool to

help the County and neighboring jurisdictions identify and coordinate future transportation improvements needed to address cumulative traffic impacts associated with regional growth.

The County has also revised the Proposed Land Use Plan by modifying certain land use designations and removing/adding select parcels from the project area. These changes are a result of the public review process and would not result in population or employment levels that exceed those evaluated in the Draft EIR. These changes are described further in Section 2.0, *Project History*, and Section 4.0.

Recirculation requires notice under CEQA Guidelines Section 15087 and consultation with responsible agencies, trustee agencies, agencies with jurisdiction by law, and other entities under Section 15086 (CEQA Guidelines Section 15088.5[d]). A lead agency may meet this requirement by recirculating only the revised chapters or portions of the EIR rather than reissuing the entire document when the revisions are limited in scope (CEQA Guidelines Section 15088.5[c]).

2.0 Project History

In compliance with the CEQA Guidelines, the County of Riverside provided opportunities for agencies and the public to participate in the environmental review process. During preparation of the Draft EIR, efforts were made to contact various federal, State, regional, and local government agencies, and other interested parties to solicit comments on the scope of review in this document. This included the distribution of a Notice of Preparation (NOP) to various responsible agencies, trustee agencies, and interested parties.

Pursuant to CEQA Guidelines Section 15082, the County circulated a NOP to public agencies (including the State Clearinghouse Office of Planning and Research), special districts, and members of the public who requested such notice. The NOP was distributed and received by these parties on April 18, 2019, for a 30-day public review period, which concluded on May 20, 2019.

The NOP is provided in Draft EIR Appendix A, *Notice of Preparation and Comment Letters*. Overall issues raised during the NOP review period in submitted letters and at the public scoping meeting and potentially related to the scope of the Draft EIR are summarized in Draft EIR Table 2-1, *Scoping Comments Summary*.

The Draft EIR for the Winchester Community Plan Project was circulated for a 45-day public review period that began on July 5, 2022 and concluded on August 19, 2022. It is noted that the County of Riverside extended the Draft EIR public review period from August 19, 2022 to September 23, 2022. Following the end of the public review period for the Draft EIR, the County prepared and published a Final EIR on August 16, 2024 with the State Clearinghouse. The County also published the Final EIR on the Winchester Community Plan project website and distributed a link to the document to commenters on the Draft EIR. In addition to addressing public comments, the Final EIR included minor revisions to the Draft EIR resulting from minor corrections or updates to Draft EIR information, including minor revisions made in response to

several public comments submitted on the Draft EIR. These revisions were included as Final EIR Section 4.0, *Draft EIR Text Revisions.*

Following publication of the Final EIR on August 16, 2024, the County placed the project on hold to address regional transportation concerns raised by neighboring jurisdictions and communities. To address these concerns, the County prepared the *Transportation Analysis for the Winchester Community Plan* (Fehr & Peers, July 24, 2026). The Transportation Analysis evaluates the capacity of future transportation infrastructure within the cities of Menifee, Murrieta, and Temecula, as well as unincorporated areas of southwestern Riverside County. The analysis is intended to serve as a regional planning tool to help the County and neighboring jurisdictions identify and coordinate future transportation improvements needed to address cumulative traffic impacts associated with regional growth.

The County has also revised the Proposed Land Use Plan by modifying certain land use designations and removing/adding select parcels from the project area. These changes are a result of the public review process and would not result in population or employment levels that exceed those evaluated in the Draft EIR.

In accordance with Public Resources Code Section 21092.1 and CEQA Guidelines Section 15088.5, the County has elected to recirculate specific portions of the Winchester Community Plan Draft EIR (SCH No. 2019049114) to incorporate the Transportation Analysis and revisions to the Land Use Plan. The information added to the Draft EIR, specifically in the Project Description and Transportation sections, does not identify a new significant environmental impact or a substantial increase in the severity of a previously identified environmental impact. Rather, the new information clarifies and refines the Draft EIR and provides additional information to the County's decision-makers and the public. Although CEQA does not require recirculation based on these changes, the County has elected to recirculate specific portions of the Draft EIR to promote full disclosure and transparency and to obtain additional public input.

3.0 Recirculated Draft EIR Process

When a lead agency recirculates only specific portions of a Draft EIR, it may direct reviewers to focus new comments on the material that has been revised and recirculated rather than reopening discussion of unchanged content. Under CEQA Guidelines Section 15088.5(f)(2), the lead agency may ask reviewers to limit comments to the revised chapters or portions. The agency must respond to comments submitted during the original review period that address material not subsequently revised and recirculated, as well as comments submitted during recirculation that concern the revised portions. The request to limit the scope of comments must appear in the revised EIR or in an attachment to it.

Consistent with these provisions, the County asks reviewers to limit new comments to the portions of the Draft EIR that have been revised and recirculated, as identified in Section 4.0, *Revisions to the Draft EIR*. Reviewers should not resubmit comments on unchanged portions of

the Draft EIR. The Final EIR will address comments received on both the original Draft EIR and the Recirculated Draft EIR, as applicable.

To satisfy the consultation requirements of CEQA Guidelines Section 15086, the County posted a Notice of Availability for the Recirculated Draft EIR. Posting the notice begins a public review period of at least 45 days. The notice and Recirculated Draft EIR are available on the County's website (https://planning.rctlma.org/winchester-communityplan), the State Clearinghouse CEQANet Web Portal (https://ceqanet.lci.ca.gov/Project/2019049114), and at the Riverside County Planning Department (4080 Lemon Street, 12th Floor, Riverside, CA 92501). In addition, a USB containing the Recirculated Draft EIR was provided to the French Valley Library (31526 Skyview Road, Winchester, CA 92596).

After the 45-day Recirculated Draft EIR public comment period closes, the County will prepare the Final EIR. That document will include written comments received during the original Draft EIR review period and the Recirculated Draft EIR review period, together with the County's responses. The County will not respond to comments submitted during recirculation that do not address the recirculated material.

4.0 Revisions to the Draft EIR

4.1 Revisions to Section 3.0, Project Description

Based on public comment and more accurate GIS land use mapping available from the County, the land use changes proposed by Exhibit 3-11, *Proposed Winchester Policy Area Land Use Designation Changes*, and Table 3-1, *Proposed General Plan Land Use Changes of the Draft EIR*, have been revised to retain the existing land use of the parcels identified below. Retaining the existing General Plan Land Use for these parcels would not result in a more intensive use above existing conditions and thus would not result in new impacts not previously evaluated in the Draft EIR. A summary of these changes is identified in Table 1, *Parcels Removed from Draft EIR Exhibit 3-11 and Table 3-1*, below.

Table 1: Parcels Removed from Draft EIR Exhibit 3-11 and Table 3-1

Assessor's Parcel Number Removed	Existing Land Use	Proposed Land Use
462080006 462080007 462080008 462080010 462080011 462080012 462080013 462080014 462080015 462080016	Mixed-Use Planning Area (MUA)	MUA

461280020 461280021 461280022	Medium-High Density Residential (MHDR)	MHDR
461850002	High Density Residential (HDR)	HDR
461140009 461140033 461140034 461140035 461140036	Light Industrial (LI)	LI
462120008 462120009 462120070 462120071 462120072 462120073 462120074	Open Space Recreation (OS-R)	OS-R
Tract Map TR36365 (Various)[1]	Medium Density Residential (MDR)	Under construction as MDR

Based on public comment and more accurate GIS land use mapping available from the County, the land use changes proposed by Exhibit 3-11, *Proposed Winchester Policy Area Land Use Designation Changes*, and Table 3-1, *Proposed General Plan Land Use Changes of the Draft EIR*, have been revised to change the proposed land use of the parcels identified below. Amending the existing General Plan Land Use for these parcels would not result in a more intensive use above existing conditions and thus would not result in new impacts not previously evaluated in the Draft EIR. A summary of these changes is identified in Table 2, *Parcels Added to or Revised from Draft EIR Exhibit 3-11 and Table 3-1*, below.

Table 2: Parcels Added to or Revised from Draft EIR Exhibit 3-11 and Table 3-1

Assessor's Parcel Number Added or Revised	Existing Land Use	Proposed Land Use
465060005 (Revision)	Rural Community - EDR (RC-EDR)	Medium Density Residential (MDR)
462020010 (Addition) 462020026 (Addition)	Medium Density Residential (MDR)	Medium-High Density Residential (MHDR)

4.2 REVISIONS TO SECTION 4.17, TRANSPORTATION

Section 4.17, *Transportation*, of the Draft EIR is revised to acknowledge the *Transportation Analysis for the Winchester Community Plan* (Transportation Analysis) (Fehr & Peers, July 24,

[1] Tract Map TR36365 has been approved by the County of Riverside and is currently under construction. Thus, it is being removed from the Winchester Community Plan.

2026). The Transportation Analysis is included as Appendix A-1 and Appendix A-2 of this Recirculated Draft EIR. The Transportation Analysis evaluates the capacity of future transportation infrastructure within the cities of Menifee, Murrieta, and Temecula, as well as unincorporated areas of southwestern Riverside County. The analysis is intended to serve as a regional planning tool to help the County and neighboring jurisdictions identify and coordinate future transportation improvements needed to address cumulative traffic impacts associated with regional growth.

Based on the findings of the Transportation Analysis, two Conditions of Approval are added to Draft EIR Section 4.17 to address the project's regional impacts to Level of Service (LOS). As discussed below, the LOS-related components of these conditions are not CEQA mitigation measures:

COA-TRA-1 The County of Riverside has prepared the *Winchester Community Plan Update Transportation Analysis* (Transportation Analysis), dated July 24, 2026, to analyze regional traffic impacts attributed to build-out of development projects within the boundary of the Winchester Community Plan. The study also considers regional growth projections included in the RIVCOM regional travel demand model for adjacent County unincorporated areas and the Cities of Menifee, Murrieta, and Temecula, and portions of the City of Perris. The study area is broadly described as extending westerly to I-215, easterly to Winchester Road (SR-79), northerly to the Ethanac Road Corridor, and southerly to I-15.

The study programmatically identifies key regional intersections that are impacted by build-out of this regional growth, and feasible improvements necessary to meet the Level of Service standards within each respective agency. The study also identifies a fair-share percentage, reflecting the proportionate share based on traffic generated by the Winchester Community Plan and growth within each respective jurisdiction (Menifee, Murrieta, and Temecula). The traffic growth projections in the study include a combination of development projects approved and currently in construction; those approved and entitled and not yet begun construction; and projected traffic for areas without entitled projects, based on the proposed land use designated in the Winchester Community Plan or respective adopted General Plans of each agency.

Many of the impacted study intersections are included in existing development impact fee programs, such as the WRCOG TUMF, local Development Impact Fees in each agency, or the County of Riverside's various Road and Bridge Benefit Districts. However, the planned level of intersection improvement and/or current estimated current cost of the improvement may not be fully captured in those other existing fee programs.

In order to provide additional funding to contribute to the implementation of the feasible intersection improvements identified in the Transportation Analysis, the County will prepare a Winchester Transportation Funding Plan to identify its fair-share contributions, on a programmatic basis, of the additional cost of implementing the feasible traffic improvements beyond what is currently covered

in other approved fee programs. The Cities of Menifee, Murrieta, and Temecula will be consulted as part of the development of the Winchester Transportation Funding Plan, as well as WRCOG, RCTC, and RTA.

The Winchester Transportation Funding Plan will identify an approach to fund the feasible intersection improvements, on a per-unit/per-square foot fair-share basis consistent with State law. The approach may include a combination of any of the following:

- Update of the WRCOG TUMF, as determined by the WRCOG TUMF update process.
- Update of local transportation DIF programs.
- Update of the County Road and Bridge Benefit Districts.
- Development of an additional new sub-regional fee program, in consultation with Menifee, Murrieta, and Temecula.
- Other mechanisms for capturing fair-share costs.

Prior to issuance of building permits, any residential development within the unincorporated area of the County that relies on proposed land use changes, including those land use changes adopted through the Winchester Community Plan, shall contribute its proportionate share toward transportation improvements necessary to serve development within the Community Plan area.

The County shall prepare a Winchester Transportation Funding Plan identifying applicable transportation improvements, costs, and an equitable methodology for allocating the proportionate share of those costs to development within the unincorporated area of the County. The Winchester Transportation Funding Plan shall be presented to the County Board of Supervisors for consideration. The Winchester Transportation Funding Plan and its cost allocations shall apply only to development within the unincorporated area of the County. The Cities of Menifee, Murrieta, and Temecula, and the City of Perris, shall be responsible for addressing the allocation of costs to development within their respective jurisdictions through their own fee programs or other mechanisms.

Until such time as the Board of Supervisors has considered and taken action on the Winchester Transportation Funding Plan, the County shall establish an interim funding mechanism to determine and collect an interim proportionate share contribution from affected development within the unincorporated area of the County. Residential development within the unincorporated area of the County seeking to proceed prior to Board action on the Winchester Transportation Funding Plan shall be conditioned to pay the applicable interim contribution prior to issuance of a building permit.

In September 2013, Senate Bill (SB) 743 initiated a fundamental shift in transportation analysis under CEQA by directing lead agencies to evaluate transportation impacts using vehicle miles traveled (VMT) rather than automobile delay or roadway congestion metrics. This change was codified through CEQA Guidelines Section 15064.3, which became effective statewide on July 1, 2020. Under CEQA Guidelines Section 15064.3, a project's effect on automobile delay, level of service (LOS), intersection operations, and other measures of vehicular traffic congestion shall not constitute a significant environmental impact under CEQA. As a result, project conditions intended solely to address LOS deficiencies, roadway congestion, or operational traffic impacts are considered outside the scope of CEQA environmental review. While local agencies such as the County of Riverside may continue to evaluate and regulate traffic operations through their general plans, policies, impact fee programs, or conditions of approval, such requirements are not CEQA mitigation measures because CEQA no longer recognizes LOS-related effects as environmental impacts requiring mitigation.

The second COA included bolsters existing Draft EIR Mitigation Measure TRA-1, which was included to require the County to establish an ordinance creating an impact fee program for all residential units built in the Highway 79 Policy Area and Winchester Community Plan Boundary.

COA-TRA-2 In addition to the feasible intersection improvements identified in the Transportation Analysis, the Transportation Analysis also identifies Vehicle Miles Traveled (VMT) reduction measures specific to the Winchester Community Plan.

In order to provide funding for VMT mitigation, the County will either:

- Join the adopted WRCOG VMT mitigation program, or
- Include in the Winchester Transportation Funding Plan a component to separately provide VMT mitigation.

Despite incorporation of COA-TRA-2, the Draft EIR's findings for VMT would remain significant and unavoidable. Thus, incorporation of the Transportation Analysis and Conditions of Approval COA-TRA-1 and COA-TRA-2 do not disclose or suggest new or substantially more severe significant environmental impacts than those disclosed in the Draft EIR, nor do they disclose a new feasible mitigation measure or alternative considerably different than those analyzed in the Draft EIR that would clearly lessen the proposed project's significant effects.

5.0 List of Preparers

5.1 Lead Agency

County of Riverside
4080 Lemon Street, 12th Floor
Riverside, California 92501

John Hildebrand, Planning Director
Darren Edgington, Environmental Programs Manager

5.2 PREPARERS OF THE RECIRCULATED DRAFT EIR

Michael Baker International
40810 County Center Drive, Suite 200
Temecula, California 92591

Alicia Gonzalez, Project Manager
Ana Cotham, Word Processing

6.0 References

County of Riverside, *Draft Environmental Impact Report for the Winchester Community Plan*, July 2022, available for review at https://ceqanet.lci.ca.gov/2019049114/3.

County of Riverside, *Final Environmental Impact Report for the Winchester Community Plan*, August 2024, available for review at https://ceqanet.lci.ca.gov/2019049114/4.

Fehr and Peers, *Transportation Analysis for the Winchester Community Plan*, July 24, 2026.

This page intentionally left blank.

This page intentionally left blank.