



## *The County of San Diego*

# Planning Commission Hearing Report

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| <b>Date:</b>            | September 20, 2024  | <b>Case/File No.:</b> | PDS-2020-POD-003; PDS-2024-REZ-00-001 |
| <b>Place:</b>           | County Operations Center<br>5520 Overland Avenue<br>San Diego, CA 92123 | <b>Project:</b>       | Fallbrook Sub-Area Plan               |
| <b>Time:</b>            | 9:00 a.m.   | <b>Location:</b>      | Various                               |
| <b>Agenda Item:</b>     | #1  | <b>General Plan</b>   | Various                               |
| <b>Appeal Status:</b>   | Not applicable; Approval by the Board of Supervisors                    | <b>Zoning:</b>        | Various                               |
| <b>Applicant/Owner:</b> | County of San Diego   | <b>Community:</b>     | Fallbrook                             |
| <b>Environmental:</b>   | CEQA § 15164 Addendum   | <b>APNs:</b>          | Various                               |

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### A. OVERVIEW

This is a request for the Planning Commission to provide a recommendation to the Board of Supervisors on the proposed Fallbrook Sub-Area Plan (Plan). The Plan includes three main components, 1) Fallbrook Village Zoning regulation amendments, including a rezone of four privately owned parcels in the village core, 2) an update to the Fallbrook Design Guidelines, and 3) a Streetscape Plan on Main Avenue.

The Plan area, also known as the Sub-Area, encompasses 93 acres across 295 parcels in the village core, centered around Main Avenue bounded by North Mission Road and Fallbrook Street. This area features a variety of retail, food and beverage establishments, offices, and professional uses, with residential areas located on smaller, adjoining streets. The study area includes schools, parks, and historical, cultural, and arts features. Fallbrook village is identified as an infill area, meaning it has higher densities and a greater mix of land uses. As such, further Vehicle Miles Traveled (VMT) analysis or mitigation is not required under California Environmental Quality Act (CEQA) review.

In response to community interest and input, the County Board of Supervisors directed funds to Planning & Development Services (PDS) in 2019 and established the Fallbrook Infrastructure Committee, consisting of diverse community members, to collaborate with PDS staff on options for revitalizing the Fallbrook village.

The Plan, developed in close coordination with community stakeholders, lays out a long-term vision to revitalize downtown Fallbrook. Through three phases of community outreach beginning in 2019, the Plan identified initial issues, constraints, and opportunities for downtown Fallbrook. Staff continued collaborating extensively with the community to refine the final Plan recommendations. The Plan components are intended to improve pedestrian access, mobility, and safety and amend regulatory documents to attract and retain businesses and residents, increase tourism, and maintain the rural, small-town, historic character. Recommendations include adopting streetscape enhancements along Main Avenue, objective and modernized updates to the Design Guidelines,

and amendments to the Fallbrook Village Zoning Ordinance to remove potential development constraints. To execute these goals, the Implementation Plan prioritizes the recommendations into short-, medium-, and long-term implementation timelines. The Implementation Plan also highlights funding opportunities such as local, state, and federal grants that could assist with implementing the Streetscape Plan.

On August 19, 2024, the Fallbrook Community Planning Group voted in support (9-0-4-1) of the Fallbrook Sub-Area Plan and staff's recommendations.

## B. STAFF RECOMMENDATIONS

Staff recommends that the Planning Commission take the following actions:

1. Find that the General Plan Environmental Impact Report (EIR), dated August 3, 2011, on file with PDS as Environmental Review Number 02-ZA-001, was completed in compliance with the California Environmental Quality Act (CEQA) and the State and County CEQA Guidelines and that the Planning Commission has reviewed and considered the information contained therein and the Addendum (PDS-2024-ER-24-00-001) thereto dated September 20, 2024 on file with PDS, prior to making its recommendation on the Update (ATTACHMENT A).
2. Recommend that the Board of Supervisors find that there are no changes in the project or in the circumstances under which the project is undertaken that involve significant new environmental impacts which were not considered in the previously certified EIR dated August 3, 2011; that there is no substantial increase in the severity of previously identified significant effects; and that no new information of substantial importance has become available since the EIR was certified as explained in the Environmental Review Update Checklist (PDS2024-ER-24-00-001) dated September 20, 2024 (ATTACHMENT A).
3. Recommend that the Board of Supervisors accept the Fallbrook Sub-Area Plan (ATTACHMENT B) and,
  - 3a. Recommend that the Board of Supervisors rescind the existing Fallbrook Design Guidelines (ATTACHMENT B Appendix G) and approve the Fallbrook Design Standards (ATTACHMENT B, APPENDIX G.2).
  - 3b. Approve the Streetscape Plan (ATTACHMENT B, APPENDIX H).
4. Recommend that the Board of Supervisors adopt the attached Form of Ordinance:  
  
AN ORDINANCE AMENDING 8001 FALLBROOK VILLAGE REGULATIONS GENERAL PROVISIONS (ATTACHMENT C [CLEAN] AND D [STRIKEOUT]).
5. Recommend that the Board of Supervisors adopt the attached Form of Ordinance:  
  
AN ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE COUNTY OF SAN DIEGO RELATED TO THE FALLBROOK SUB-AREA PLAN AND REZONE (POD-20-003; REZ 24-00-001) (ATTACHMENT E).

## C. BACKGROUND

Fallbrook is an unincorporated community located in northern San Diego County, south of Riverside County, east of Camp Pendleton, north of Bonsall, and west of Pala and Rainbow. The Fallbrook Community Planning Area has an approximate population of 32,359 (U.S. Census 2020), comprising over 36,000 acres. Fallbrook is now known for its avocado groves and calls itself the "Avocado Capital of the World." It is still a hardy farming community with a diversified economy, including construction, retail, and healthcare. The region also includes



a strong tourism industry, which includes trails and recreation, wineries, horseback riding, gardening, shopping, and varied dining options.

A vibrant, small-town, rural village center exists within the larger Community Planning Area. The village is a close-knit community with a walkable Main Avenue lined with shops, galleries, public spaces, and restaurants in historic buildings constructed in the early 1900s. The community has successfully incorporated an arts and culture theme and supports various weekly and annual events. These events foster a sense of community by supporting local farmers and artisans. Several art centers, galleries, and colorful murals are found throughout the village. Adding to its charm, the historic village hosts numerous events, including the Avocado Festival, Christmas Parade, Galaxy of Glass Show, Harvest Faire, Wine & A Bite Art Walk, and a weekly farmer's market. The Avocado Festival is the village's most notable event, with an estimated 70,000 attendees each spring. These events and festivals support local businesses, attract visitors, and provide a sense of community to residents. Unique places to visit include the Fallbrook Historical Society Museum and the Myrtle Creek Botanical Gardens and Nursery, featuring wild birds, a butterfly garden, and a café. Fallbrook High School is the county's second oldest public high school, second to San Diego High School.

In 2019, County Board of Supervisor Jim Desmond, District 5, established the Fallbrook Infrastructure Committee, consisting of diverse community members, to collaborate with the Planning & Development Services staff to identify options for revitalizing the village. In close coordination with community stakeholders, the vision and goals of the Fallbrook Sub-Area Plan (Plan) are to revitalize the Fallbrook village by improving pedestrian mobility and safety and attracting and retaining businesses, visitors, and residents.

The study area consists of the original village district along Main Avenue and significant corridors along Alvarado Road, Mission Road, and Fallbrook Street. While the entire Plan boundary has been studied, many recommendations focus on the Fallbrook village surrounding the Main Avenue corridor between East Mission Road and Fallbrook Street.

The Fallbrook village regulations comprise five unique mixed-use zones, FB-V1 through FB-V5. The five zones vary based on development standards such as floor area ratio, building setbacks, and outdoor uses. Most of the primary development standards, including density, building height, and lot coverage, are the same across all five zones. These standards are permissive and mostly do not constrain development. All five village zones are subject to design review per the Fallbrook Design Guidelines. The Guidelines, adopted in 1989 and updated in this Plan, set clear expectations for the public and builders for future development. They serve as a tool to establish goals and specifications for proposed building design. Changing the name to "Fallbrook Design Standards" and updating the guidelines clarifies the community's desires while ensuring consistency with state laws. The intent of the guidelines concerning the rural, scenic, and historic qualities of Fallbrook and the village is retained and strengthened.

In step with these goals, several opportunities were identified. These include, to facilitate three-story buildings, increasing the building height maximum by 1 foot; enabling future development such as a hotel, lodging, residential, mixed-use, and complementary infill development by rezoning a parking lot to mixed use zoning; and improving safety and walkability while removing barriers for housing. For safety upgrades, traffic calming methods will slow traffic, allowing pedestrians to safely cross the street while flashing beacons alert drivers to stop when someone is in the crosswalk. With the Plan supporting 15-ft. setbacks, wider sidewalks will enable businesses to add outdoor seating and landscaping, making the area more visually appealing while improving walkability.

### Consistency with County and Regional Planning Efforts

The Plan aligns with the Fallbrook Community Plan and County General Plan. An amendment to the maximum residential development density in the Fallbrook village regulations from 24 to 30 dwelling units per acre is

consistent with the density envisioned in the County's General Plan Village Core Mixed Use land use designation. Rezoning four privately owned parcels to mixed-use zoning in an identified VMT efficient area provides more development opportunities, including housing. In addition, changing the name of the Fallbrook "Design Guidelines" to "Design Standards" and updating the guidelines ensures consistency with state laws, including the Housing Accountability Act, Streamlined Affordable Housing (Senate Bill 35), and the Housing Crisis Act of 2019 (Senate Bill 330). This streamlines the review and approval process for qualifying housing projects, reducing the time and cost associated with development.

#### **D. PUBLIC INPUT**

The preparation of the Sub-Area Plan (Plan) included extensive engagement with the Fallbrook community and broader stakeholders since 2019. Outreach for the Plan was conducted using a three-phase approach. Throughout the phases, staff worked closely with the community to scope out their desires for the village, identify opportunities for changes, and craft the Plan as a roadmap to achieve those community goals. The three phases are summarized below.

##### **Phase 1 – Visioning 2019-2020**

From June 2019 to December 2020, Phase 1 took place with the support and coordination of the County Board of Supervisors, the Fallbrook Infrastructure Committee, and community members representing various interests. Staff collaborated with these stakeholders to identify the community's vision for the future of the village.

Key findings from Phase 1 included the desire for a vibrant village with various active businesses, housing, public spaces, safe mobility, accessibility, landscaped open spaces, and streamlined design guidelines to support new development. The feedback from Phase 1 informed the Downtown Fallbrook Visioning Report (Attachment B, Appendix A). The Visioning Report was a starting point for imagining how planning and design concepts could be paired with private development to support the community's vision. Staff presented three options for how the community goals could be achieved using different land use tools, 1) a Form-Based Code, 2) amendments and updates to existing regulations and guidelines, or 3) a Specific Plan.

The Infrastructure Committee recommended narrowing the three options mentioned above down to two: Option 1: Form-Based Code and Option 2: amendments and updates to existing regulations and guidelines. After discussion and deliberation on September 21, 2020, the CPG voted in favor of Option 2, which included Fallbrook Village zoning amendments, an update to the Fallbrook Design Guidelines, and a Streetscape Plan on Main Avenue. This vote moved the project into the next phase.

##### **Phase 2 – Existing Conditions 2021-2023**

Phase 2 took place from June 2021 to February 2023, which involved initiating the planning process with the project team and conducting robust community outreach efforts that contributed to the initial technical planning. Phase 2 focused on conducting an existing conditions analysis of the study area to inform the development of plan concepts. Staff attended and presented at 20 community and stakeholder meetings/events to develop and refine the amendments to the Fallbrook Village Zoning regulations, Design Guidelines, and the Streetscape Plan for Main Avenue.

Several concepts emerged from Phase 2, including a focus on retaining the historic and rural character of the village, a preference for avoiding a substantial increase in building height, enhancing pedestrian safety, and creating streamlined design guidelines to promote the development of new businesses. On May 4, 2023, the owners of four parcels in the Fallbrook Library parking lot sent a letter to PDS staff requesting the rezone of the parcels from S86 to Fallbrook Village zoning to allow for hotel, lodging, residential, mixed-use, and

complementary infill development, consistent with surrounding properties. Upon reviewing the proposal, staff included the recommendation for the rezone in the project's scope. Staff reviewed the feedback compiled from Phase 2 to create the draft Plan.

### Phase 3 – Draft Plan 2023-2024

Phase 3 began with the release of the draft Plan for public review for 64 days from October 19, 2023, to December 22, 2023. Notification of the release of the Plan was provided via the Fallbrook Gov-Delivery subscription list, the County project website, and flyer distribution. Hard copies of the Plan were placed at the Fallbrook Library and provided to the Fallbrook Chamber of Commerce. Staff held a Community Workshop during the Fallbrook CPG meeting in December 2023 to meet with community members and discuss each Plan component in depth. The Fallbrook CPG initially expressed concerns regarding the rezoning of the parking lot. In response, staff presented at the Design Review Board Committee meeting to further clarify the rationale behind the rezone. As a result of this collaborative effort, the rezone garnered the support of the community and Fallbrook CPG.

The major themes from the second public review period were the desire to rezone the parking lot adjacent to the library to FB-V1 zoning and remove proposed new median street trees in the Streetscape Plan to avoid impacting truck deliveries and community street festivals. Staff reviewed the comments received during the public review period and prepared a second draft of the Plan with the comments incorporated.

A second public review period was held from March 29, 2024, to April 12, 2024. Notification of the release of the Plan was provided via the Fallbrook Gov-Delivery subscription list and the County project website. A hard copy of the Plan was placed at the Fallbrook Library. The second draft iteration included the removal of all proposed median street trees with a focus on opportunity green space/landscape areas outside of the medians and the recommendation to rezone the library parking lot from S86 (Parking) to Fallbrook Village Zone FB-V1.

In May and June 2024, staff received community input regarding potential revisions to the Design Standards. The key input themes were to make the document more streamlined and user friendly by streamlining language, updating landscape requirements, reorganizing sections of the document, and updating graphics and images. Staff closely coordinated with community members to review the comments and recommendations. Staff reviewed the community's comments and updated the second Design Standards to 1) hyperlink outside regulations, 2) remove and streamline language, 3) reformat and reorganize the document, and 4) general administrative clean-up.

## **E. COMMUNITY PLANNING GROUP (CPG)**

Throughout all three phases of outreach, staff worked closely with the Fallbrook Community Planning Group (CPG) and Subcommittees (Design Review Board, Circulation, Parks and Recreation) on the development of the Sub-Area Plan, meeting with these groups on 11 separate occasions. On August 19, 2024, the Fallbrook CPG voted in support (9-0-4-1) of the Fallbrook Sub-Area Plan and staff's recommendations. In addition, to the vote of support, the CPG shared some minor landscape edits to the Design Standards documents and provided staff with new images for the document.

## **F. ANALYSIS AND DISCUSSION**

The Sub-Area Plan (Plan) consists of three main components, 1) Fallbrook village zoning amendments, including a rezone of four privately owned parcels in the village core, 2) updates to the Fallbrook Design Guidelines, and 3) a Streetscape Plan on Main Avenue. In close coordination with community stakeholders, the staff recommendations are intended to address the community's vision and goals for revitalization.

In the development of the Plan, staff completed three technical studies: a Market Analysis (Attachment B, Appendix C), a Mobility Analysis (Attachment B, Appendix D), and a Parking Analysis (Attachment B, Appendix E). These studies enhanced community engagement dialogue, provided data and best practice examples, and helped inform staff recommendations.

## 1) Zoning Amendments

The Fallbrook village regulations comprise five unique mixed-use zones, FB-V1 through FB-V5. The five zones vary based on development standards such as floor area ratio, building setbacks, mixed-use requirements, and outdoor uses. Most of the primary development standards, including density, building height, off-street parking requirements, and lot coverage, are the same across all five zones.

With the support of community and industry stakeholders, staff has identified amendments to the Fallbrook Village zoning regulations, which will help achieve the village's long-term vision while removing potential development constraints. Some zoning amendments include changes to building setbacks, building height, parking standards, residential density, and a rezone of four privately owned parcels. The full scope of the zoning amendments can be found in Attachments C and D.

### *Building Setbacks*

During community and stakeholder engagement, one of the key reoccurring themes was walkability and pedestrian access on Main Avenue, as well as the desire for more outdoor dining opportunities. Currently Main Avenue sidewalks are physically constrained by the right-of-way width (travel lanes, median, on-street parking, and street furnishings) and buildings which some are required have a 0 ft. front yard setback from the property line. These constraints prevent the possibility of outdoor dining and create a tight pedestrian environment between the building and street furnishings for any future development.

To address stakeholders' input, staff recommends amending the front and exterior side yard building setback requirements to allow for more flexibility of up to 15 ft. This could allow new development to plan for outdoor dining space and/or a more comfortable pedestrian pathway, creating a more walkable, inviting Main Avenue.

### *Building Height and Third-Story Step Back*

All five village zones allow for development to be built at a maximum of three stories at 35 ft. in height. Currently, all buildings in the village are two stories. As part of stakeholder engagement, staff engaged industry groups who identified that a 35 ft. height limit does not reach the minimum height required to build three-story buildings. Industry stakeholders identified that an ideal three-story building should be between 36 and 40 ft. Staff engaged community stakeholders who agreed to an increase of 1 ft. rather than an increase of 5 ft. Staff recommends increasing the building height to 36 ft. to better achieve the maximum stories permitted. New developments, including a third story, could unlock additional housing units and contribute to many of the County's housing initiatives. This could also meet the community's goal of attracting residents and increasing foot traffic in the village.

To mitigate any potential impacts of a taller building height, staff recommends that three-story buildings constructed on Main Avenue require a minimum 5 ft. step back on the third floor. The step back will help mitigate the feel of a taller building from the pedestrian scale and create balcony space for potential new residents, contributing to the village's character.

### *Parking Standards*

During stakeholder engagement, comments were made regarding the required off-street parking for commercial uses. Stakeholders shared that current parking regulations make it difficult for new businesses to open in an existing building due to current parking requirements that ask for more parking than needed, even with the 25% parking reduction applied to all village properties county-wide. The results of a parking utilization survey (Attachment B, Appendix E) found that when the greatest number of vehicles is parked in the village on a daily basis (overall peak occupancy), there is ample parking, and the supply of parking exceeds demand. There are 822 spaces for approximately 285,000 square feet of commercial uses, an actualized rate of 2.9 spaces per 1,000 square feet. Only 340 (41%) of parking is utilized during peak hours, leaving 482 spaces open. This actual demand is considerably less than the minimum 4.0 spaces per 1,000 square feet (KSF) required for the lowest minimum parking ratio in the downtown.

Based on these findings, staff recommends three changes to the existing off-street parking commercial requirements. The first recommendation decreases the off-street parking requirements for personal service uses (from 4.0 to 2.0 KSF), eating and drinking establishments (from 6.0 to 4.0 KSF), retail uses (from 4.5 to 2.0 KSF), and library, museum, and art gallery uses (from 3.0 to 2.0 KSF). The second recommendation exempts new businesses from meeting change of use parking requirements. This would allow a new business to open and operate with the existing parking supply on-site. This decrease in parking requirements will enable owners to build and provide parking to meet actual and anticipated demands. Minimum parking requirements should be less than and not exceed the peak demand. The final recommendation is to exempt the replacement of existing parking within 30 ft. of the use if parking spaces are reused for other uses, such as a new building.

### *Residential Density*

An inconsistency between the Fallbrook village regulations and the General Plan was identified. The Fallbrook village regulations define the residential density allowed as a maximum of 24 units per acre. The County's General Plan Village Core Mixed Use land use designation establishes residential density as a maximum of 30 units per acre. Staff is proposing an amendment to the Fallbrook village regulations to be consistent with the maximum density established in the General Plan and state law.

### *Parking Lot Rezone*

During community engagement, a potential zoning inconsistency was identified regarding four contiguous privately owned parcels within the village core adjacent to the County Library (Assessor Parcel Numbers (APN) 1032213400, 1032213200, 1032213300, and 1032212700). On May 4, 2023, the property owners of the four parcels submitted a formal request to staff to rezone the site to village zoning as part of the Plan. The four parcels total 1.1 acres and are currently zoned S86 (Parking) and developed as a 144-parking space surface lot with a land use designation as General Commercial. The S86 zone allows for parking related uses and does not allow for residential or mixed-use development. Surrounding parcels to the north, south, and east are zoned for village zoning, allowing for mixed-use development. The site is also within an identified infill area, which are locations within the unincorporated area that have higher densities and a greater mix of land uses where neither further Vehicle Miles Traveled (VMT) analysis nor mitigation is required under the California Environmental Quality Act (CEQA) review.

Staff recommends rezoning the four parcels to Fallbrook Village Zone 1 (FB-V1) (Attachment E). This can unlock mixed-use development (residential and commercial) up to 30 dwelling units per acre within the Fallbrook village core and ensure future development is consistent with surrounding uses development standards and community character. Allowing mixed-use zoning could create additional housing units—where they are currently not permitted—contributing to the various County housing initiatives and achieving community goals. There is an existing parking easement with the County to reserve 10 parking spaces, which will remain after

adoption and potential future development. To complete the rezone, an oversight was corrected in Section 2050, the Compatibility Matrix of the Zoning Ordinance. Consistent with other village zones (Ramona and Alpine), the update would make the General Commercial General Plan designation consistent with Fallbrook Village Zoning. Adopting the rezone ordinance was reviewed for potential environmental impacts under the California Environmental Quality Act analysis (Attachment A). The rezone can be accomplished without any additional impacts to the project budget or County resources.

During several community outreach events, staff engaged stakeholders on the rezone opportunity of the parking lot parcels. After discussion and deliberation, on August 19, 2024, the Fallbrook Community Planning Group voted in support (9-0-4-1) of the Fallbrook Sub-Area Plan and staff's recommendations.

## 2) Design Guidelines Update

The Plan includes an update to the Fallbrook Design Guidelines, which were originally adopted in 1989. The Design Guidelines provide project applicants specifics on what projects should look and feel like to contribute to the desired rural, historic community character of Fallbrook village.

With input from community stakeholders, the goal of this update includes updating graphics and creating user-friendly guidelines; creating high-quality, easily measured, and enforceable objective standards; removing barriers to housing development; streamlining the review and approval process for qualifying housing projects; and reducing the time and cost associated with development. The update includes changing the name of the "Design Guidelines" to "Design Standards" by removing subjectivity in the guidelines to ensure consistency with state laws (such as Housing Accountability Act (HAA), Streamlined Affordable Housing (SB35), Housing Crisis Act of 2019 (SB330), and The California HOME Act (SB9). It also creates greater transparency for applicants, decision-makers, residents, and the public. The guidelines will continue to protect and enhance the existing small town and rural community character within Fallbrook as new development and property improvements occur.

After the conclusion of the second public input period, staff was engaged by community stakeholders and the Rincon Band Tribe of Luiseño Indians. Staff worked closely with the two groups to get input on the Design Standards and made further edits to the document to 1) streamline language, 2) reorganize the document, 3) add references to other supporting County regulatory documents, and 4) make general administrative clean-up. In addition, language was added to the Plan regarding the historic contributions to the land of the Luiseño tribe. The full scope of the update can be found in Attachment B, Appendix G and G2.

## 3) Streetscape Plan

The third component of the Plan is a Streetscape Plan on Main Avenue in the village core. The streetscape plan focuses on the area on Main Avenue between Mission Road and Fallbrook Street and covers the extent of the public right-of-way. Through extensive community outreach and engagement, stakeholders identified key goals for the Streetscape Plan, including improving pedestrian safety and mobility; implementing traffic calming methods; enhancing the public space and community character within the village; and retaining the existing on-street parking supply. Based on this input, no major road reconfiguration was recommended, but rather, the goals could be achieved with improvements and enhancements. The Plan does not identify any changes to planned bike lanes adopted as part of the County's Active Transportation Plan in 2018. The Streetscape Plan includes several pedestrian safety improvements and traffic calming methods. The following highlights the proposed improvements supported by community stakeholders.

### *Upgraded Crosswalks*

Staff recommends upgrading crosswalks at each of the 10 intersections in the study area on Main Avenue. All east-west streets will retain existing traffic controls (stop signs or full signals), focusing mostly on north-south improvements on Main Avenue. All intersections will be upgraded with marked continental crosswalks and be complemented with curb ramps and truncated domes for ADA accessibility, as well as ADA access signage. The continental crosswalk markings comply with the county and state standards, including retaining established yellow crosswalks on roadways contiguous to a school building or school grounds, with continental striping crosswalks providing high visibility.

### *Curb Extensions*

Staff recommends upgrading each of the 10 intersections in the study area with new pedestrian curb extensions (bulb-outs). Curb-extensions are traffic calming measures that widen the sidewalk for a short distance at the intersection and extend the curb to reduce the crossing distance for pedestrians and enhance pedestrian visibility. Curb extensions are proposed at intersections with a required red curb area due to sight distance triangle and vehicular approach angles. There would be no net loss of parking by adding curb extensions.

### *All-Way Stops*

Staff recommends upgrading two intersections from a two-way stop to an all-way stop. Currently on Main Avenue there are two intersections (Ivy, Elder) that are two-way stops (east-west) where traffic does not stop for pedestrians crossing Main Avenue (north-south). Adding all-way stops on Main Avenue will increase pedestrian mobility, access, and safety while providing a traffic calming method for automobiles traveling in the village.

### *Rectangular Reflective Flashing Beacons (RRFBs)*

Staff is recommending the implementation of RRFBs at four intersections on Main Avenue. RRFBs are pedestrian activated enhancements used to improve visibility and driver awareness at uncontrolled marked crossings. The device includes two rectangular shaped yellow indicators with LED lights that flash when activated by a pedestrian allowing traffic to flow when not activated. These devices may be powered by a standalone solar panel unit. RRFBs improve pedestrian safety and increase motorist yielding at crosswalks at a lower cost than a full pedestrian signal.

In the northern portion of Main Avenue at both Hawthorne and Fig intersections, staff proposes upgrading existing two-way stops (east-west) to include new RRFBs (north-south) for pedestrians crossing Main Avenue. At the southern portion of Main Avenue at the intersections of College and Beech, staff is proposing two new RRFBs (north-south) with no pedestrian crossing feature. This will allow pedestrians to cross safely over Main Avenue and extend the village streetscape into a part of the currently underdeveloped street with more surface parking lots and buildings that are set back further from the road.

### *Flush Medians*

Staff recommends continuing the existing pattern on Main Avenue between Ivy and Elder by adding new flush street medians. The medians are flush with the existing asphalt travel lanes, allowing maximum flexibility for emergency vehicle access and weekend and special event street closures. Median street trees were proposed in the first plan draft but were removed due to public input in the second draft plan.

### *Landscaping and Green Space*

In response to community stakeholder input regarding street median trees, the Streetscape Plan identifies opportunities for additional green space outside of the street median in the public space, including the new curb extensions and sidewalks. The green space may include street trees, shrubs, planter boxes, and other beautification that fit the community's character and Design Standards.

### *Pedestrian Lighting*

The current lighting configuration on Main Avenue includes standard concrete poles with cobra head luminaires mounted between 25 and 30 ft. above the street. These existing lights are intended to light the street for automobiles and are not intended to serve as the primary pedestrian lighting on sidewalks. The community requested improved pedestrian lighting. There is an opportunity to improve the existing lighting network by adding pedestrian-scaled lighting as needed, which illuminates the sidewalk with luminaires mounted approximately 14 ft. high. This lighting could be added as standalone poles with historic styled luminaires or on the existing light poles.

### Implementation Plan

The Streetscape Plan improvements will require future funding for implementation. The first step is adopting the Plan and unlocking funding opportunities such as grants. The Plan identifies potential funding sources to help guide county staff, community groups, property owners, and other stakeholders. Some sources include local, state, and federal grant opportunities, district formation, and using existing county resources. The Implementation Plan also categorizes the types of improvements for each funding source, how the source is collected, and the responsible parties. Many public funding sources needed to pay for improvements outlined in the Plan depend upon new public and private development and investment.

## **G. CALIFORNIA ENVIRONMENTAL QUALITY ACT**

This project has been reviewed for compliance with CEQA, and the proposed actions meet the requirements for an Addendum to the County of San Diego's General Plan Update Environmental Impact Report (GPU EIR) under CEQA under Section 15164 of the CEQA Guidelines (Attachment A). The County's GPU EIR Number 02-ZA-00, State Clearing House Number 2002111067, was certified by the Board of Supervisors on August 3, 2011. The GPU EIR evaluated potentially significant effects for the 17 environmental subject areas. It was determined that only two of the 17 environmental subject areas would not involve potentially significant impacts. Eleven environmental issues evaluated included impacts that would be significant and unavoidable. Four environmental subject areas included mitigation measures for which all impacts would be mitigated below a level of significance. For those areas in which environmental impacts will remain significant and unavoidable, even with the implementation of mitigation measures, overriding considerations exist, making the impacts acceptable. The GPU EIR is on file with the County of San Diego, Planning & Development Services.

Upon completing the Environmental Review Update Checklist (*PDS2024-ER-24-00-001*), dated September 20, 2024, it was determined that the Fallbrook Sub-Area Plan (Plan) does not create any new significant environmental impacts and would not involve substantial changes in the magnitude of impacts identified in the GPU EIR. The modifications are consistent with those analyzed in the GPU EIR, resulting in impacts consistent with those analyzed in the GPU EIR. Therefore, the changes included in the Plan area do not constitute substantial changes to the General Plan that would require major revisions to the prior EIR and would not cause substantial changes in the circumstances under which development in this area would be undertaken because there are no new significant environmental impacts or a substantial increase in severity of previously identified impacts.



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**AUTHORIZED REPRESENTATIVE:** \_\_\_\_\_  
 VINCE NICOLETTI, ACTING DIRECTOR

**ATTACHMENTS:**

- Attachment A     CEQA Documentation
- Attachment B     Fallbrook Sub-Area Plan [POD 20-003]
- Appendix A       Downtown Visioning Report
- Appendix B       Community Engagement Summary
- Appendix C       Market Analysis
- Appendix D       Mobility Analysis
- Appendix E       Parking Analysis
- Appendix F       Zoning Ordinance (Clean)
- Appendix F.2      Zoning Ordinance (Tracked Changes)
- Appendix G       1989 Fallbrook Design Guidelines
- Appendix G.2      2024 Fallbrook Design Standards
- Appendix H       Streetscape Plan
- Attachment C      AN ORDINANCE AMENDING 8001 FALLBROOK VILLAGE REGULATIONS GENERAL PROVISIONS [Clean]
- Attachment D      AN ORDINANCE AMENDING 8001 FALLBROOK VILLAGE REGULATIONS GENERAL PROVISIONS [Strikeout]
- Attachment E      AN ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE COUNTY OF SAN DIEGO RELATED TO THE FALLBROOK SUB-AREA PLAN AND REZONE [REZ 24-001]

**ATTACHMENT A**  
**CEQA DOCUMENTATION**



# County of San Diego

**DAHVIA LYNCH**  
DIRECTOR

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**VINCE NICOLETTI**  
ASSISTANT DIRECTOR

September 20, 2024

**AN ADDENDUM TO THE PREVIOUSLY CERTIFIED PROGRAM ENVIRONMENTAL  
IMPACT REPORT FOR THE COUNTY OF SAN DIEGO 2011 GENERAL PLAN UPDATE  
(SCH 2002111067)  
FOR PURPOSES OF CONSIDERATION OF THE FALLBROOK SUB-AREA PLAN  
PDS2020-POD-20-003, PDS2024-REZ-24-00-001  
PDS2024-ER-24-00-001**

**CEQA Guidelines, Section 15164(a) states that an Addendum to a previously certified Environmental Impact Report (EIR) may be prepared if some changes or additions are necessary but none of the conditions described in Section 15162 or 15163 calling for the preparation of a subsequent or supplemental EIR have occurred.**

CEQA Guidelines Section 15164 applies to the Fallbrook Sub-Area Plan. There are changes and additions that need to be included in an Addendum to the previously certified Program EIR for the County of San Diego's 2011 General Plan Update in accordance with CEQA Guidelines Section 15164. These modifications would not involve a substantial increase in the severity of previously identified significant effects identified in the Program EIR for the County of San Diego General Plan Update and would not create new potentially significant impacts that would require new mitigation. The Final Program EIR for the County of San Diego General Plan Update is hereby amended by this Addendum and the Environmental Checklist as described below.

## **Background**

On December 10, 2003, the County of San Diego Board of Supervisors adopted amendments to the County Zoning Ordinance to include the Fallbrook Village Zone Regulations. The Fallbrook Village Zone Regulations include five unique zones (FB-V1 through -V5) that cover approximately 295 parcels and 93 acres in the Village core, which is generally centered along Main Avenue and Mission Road to the north and Fallbrook Street to the south. The zones are generally designed to acknowledge, permit, and reinforce the traditional main street and more urban development patterns that have existed since the late 19<sup>th</sup> century.

On August 3, 2011, the County of San Diego Board of Supervisors adopted a comprehensive update to the County of San Diego General Plan. The Program EIR for the General Plan Update (GPU EIR) was certified by the Board of Supervisors on August 3, 2011 (Environmental Review Number 02-ZA-001; State Clearinghouse Number 2002111067). The certified Program EIR evaluated potentially significant effects for the following environmental areas of potential

concern: 1) Aesthetics; 2) Agricultural Resources; 3) Air Quality; 4) Biological Resources; 5) Cultural And Paleontological Resources; 6) Geology And Soils; 7) Hazards and Hazardous Materials; 8) Hydrology and Water Quality; 9) Land Use and Planning; 10) Mineral Resources; 11) Noise; 12) Population and Housing; 13) Public Services; 14) Recreation; 15) Transportation and Traffic; 16) Utilities and Service Systems, and 17) Global Climate Change.

## **Project Changes**

### *Overview*

The County of San Diego has prepared the Fallbrook Village Sub-Area Plan (Sub-Area Plan) (“proposed project”). The Sub-Area Plan supports both the County of San Diego’s General Plan and the Fallbrook Community Plan and seeks to provide a path for the revitalization of downtown Fallbrook that will guide the community in improving mobility and safety and attracting businesses, visitors, and residents. The Sub-Area Plan addresses land use and public facilities topics, as well as key issues raised by stakeholders. The Sub-Area Plan includes amendments to the Fallbrook Village Zoning Regulations; implementation of a Streetscape Plan on Main Avenue to improve corridor pedestrian safety, access, and mobility; and modernization and updates to the Fallbrook Design Guidelines.

### *Zoning Ordinance Amendments*

To support the Land Use sections of the Fallbrook Community Plan, amendments to the Fallbrook Village Zoning Regulations are proposed to improve overall usability, remove unreasonable constraints on investment and development, and provide additional opportunities for revitalization of downtown Fallbrook. The proposed zoning amendments would focus on the five Fallbrook Village zones which account for approximately 295 parcels (total of approximately 93 acres) of privately owned land in the Fallbrook Village area. The zoning amendments will make refinements and adjustments to the minimum and maximum building setbacks, building height, off-street commercial parking requirements, and maximum residential density consistent with the existing conditions and character of the Village and consistent with the intent, goals, policies, uses, and densities authorized by the General Plan.

The Fallbrook Sub-Area Plan proposes to rezone a privately owned surface parking lot, known as PZ-7; in the Fallbrook Village parking analysis (Attachment B, Appendix E). The parking lot consists of four contiguous parcels (Assessor’s Parcel Numbers 1032212700, 1032213200, 1032213300, and 1032213400) in the village core between Alvarado and Fig Streets on the north and south, and the Fallbrook Library to the west. The site is currently zoned S86 (Parking), which allows limited Civic Use and Commercial Use Types. The General Plan land use designation for the parking lot site is General Commercial (C-1). To the east of the parking lot are parcels currently zoned FB-V2, which allow residential, commercial, and or mixed uses. Based on property owner and community input the Sub-Area Plan includes rezoning of the PZ-7 site to FB-V1; however, zones FB-V2 and FB-V-4 are also potential options for a rezone. All the potential zones have the same development potential and permitted uses, the only difference being development standards such as building setbacks and placement of residential uses.

The proposed amendments to the County Zoning Ordinance include changes to Sections 8100 through 8500 (Fallbrook Village Zone Regulations). The rezone resolution also contains an update to Section 2050, Compatibility Matrix of the County Zoning Ordinance. This update corrects an oversight to ensure properties with Fallbrook Village zoning is consistent with the Village Core Mixed Use Land Use, similar to other villages in the unincorporated areas such as Ramona and Alpine. The amendments are intended to be minor in nature and do not require changes to the County's General Plan land use designations. Rather, the proposed amendments to the Fallbrook Village Zoning Regulations are intended to revise maximum densities and permitted uses to be consistent with the General Plan. The zoning amendments are required for the following topics:

- Residential placement in mixed-use zones
- Maximum density residential
- Maximum building height
- Setbacks
- Transient habitation
- Outdoor cafes
- Off-Street Commercial Parking Requirements

Table 1 below provides descriptions of the existing Fallbrook Village Zone Regulations and the proposed Zoning Ordinance changes.

**Table 1: Zoning Ordinance Amendments Summary**

| Item Number | Topic   | Section                                      | Zone(s)                                   | Existing   | Proposed   |
|-------------|---|--|---|--|--|
| 1           | Clarify residential limits in mixed-use zones | 8100<br>8103<br>8105<br>8400<br>8403<br>8405 | FB-V1<br>FB-V4                            | Residential as "Secondary Use"   | Limit on ground floor on Main Avenue in the FB-V4 zone with a retail ready design          |
| 2           | Maximum Residential Density                   | 8120.b<br>(typ. all zones)                   | FB-V1<br>FB-V2<br>FB-V3<br>FB-V4<br>FB-V5 | 24 du/ac   | 30 du/ac   |
| 3           | Maximum Building Height                       | 8120.g<br>(typ. all zones)                   | FB-V1<br>FB-V2<br>FB-V3<br>FB-V4<br>FB-V5 | 35'  | 36'  |
| 4           | Setbacks                                      | 8120.i                                       | FB-V1                                     | Front: 0' max.<br>Ext. Side: 0' max.<br><br>Side: 0' min.<br>Rear: 0' min. | Front, Ext Side:<br>0' min; 15' max. from street cl.<br><br>Side: 0' min.<br>Rear: 0' min. |

Table 1, continued

| Item Number | Topic  | Section  | Zone(s)                          | Existing  | Proposed   |
|-------------|--|--|----------------------------------|---|--|
|             | Setbacks                                       | 8220.i   | FB-V2                            | Front: 0' min.<br><br>Ext. Side: 0' min.<br>Side: 0' min.<br>Rear: 0' min.  | Front: 0' min;<br>15' max. from<br>12' sidewalk*<br><br>Ext Side: (same as Front)<br>Side: 0' min.<br>Rear: 0' min.<br>*Larger setbacks allowed<br>where used for pedestrian<br>areas and uses |
|             | Setbacks                                       | 8320.i   | FB-V3                            | Front: 0' min.<br>Ext. Side: 0' min.<br>Side: 0' min.<br>Rear: 0' min.  | Front: 0' min.<br>Ext. Side: 0' min.<br>Side: 0' min.<br>Rear: 0' min.   |
|             | Setbacks                                       | 8420.i   | FB-V4                            | Front: 0' min./15' max.<br>Ext. Side: 0' min.<br>Side: 0' min.<br>Rear: 0' min.   | Front: 0' min./15' max.<br>Ext. Side: 0' min./15' max.<br>Side: 0' min.<br>Rear: 0' min.<br>*Larger setbacks allowed<br>where used for pedestrian<br>areas and uses.                           |
|             | Setbacks                                       | 8520.i   | FB-V5                            | Front: 50' min. from street<br>centerline (cl.)<br><br>Ext. Side: 35' min. from street<br>cl.<br>Side: 5' min.<br>Rear: 25' min.  | Front: 50' min. from<br>Mission Blvd<br>centerline (cl.)<br>30' min from<br>Main Ave. cl.<br><br>Ext. Side: 35' min. from<br>street cl.<br>Side: 5' min.<br>Rear: 25' min.                     |
| 5           | Transient<br>Habitation:<br>Lodging<br>(hotel) | 8103.c;<br>8203.c;<br>8204.a;<br>8303.c;<br>8304.a;<br>8403.c;<br>8404.a | FB-V1<br>FB-V2<br>FB-V3<br>FB-V4 | Hotels up to 20 rooms allowed in<br>all FB-V zones;<br>Hotels with 20+ rooms allowed<br>with minor use permit in FB-V 2,<br>3 & 4 | Allow hotels without a room<br>limit in all FB-Village zones   |
| 6           | Outdoor<br>Cafes                               | 8120.l   | FB-V1                            | Only <i>accessory</i> outdoor cafes are<br>allowed  | Accessory Outdoor cafes;<br>and allow Outdoor Eating<br>and Drinking without indoor<br>seating   |
| 7           |  |  |                                  | Personal Service Uses: 4.0  | 2.0  |

Table 1, continued

| Item Number | Topic   | Section                                | Zone(s)                                   | Existing   | Proposed   |
|-------------|---|--|---|--|--|
|             | Off-Street Commercial Parking Ratios  | 8130 (typ. all zones)                  | FB-V1<br>FB-V2<br>FB-V3<br>FB-V4<br>FB-V5 | Eating & Drinking Establishments: 6.0<br>Retail Uses: 4.5<br>Library, Museum, Art Gallery: 3.0 | 4.0<br>2.0<br>2.0  |
| 8           | Parking – Exempt: Change of Use; Replacement of Non-conforming front yard parking | 8130.a (typ. all zones)                | FB-V1<br>FB-V2<br>FB-V3<br>FB-V4<br>FB-V5 | Change of use of existing floor area may trigger increased parking requirements                | Exempt parking for existing floor areas<br><br>Exempt replacement and reuse of non-conforming front yard parking |
| 9           | Parking - location  | 8130.d.3 (typ. all zones except FB-V3) | FB-V1<br>FB-V2<br>FB-V4<br>FB-V5          | Parking is encouraged behind buildings   | Prohibit parking between building and sidewalk   |

*Streetscape Plan*

The proposed Sub-Area Plan includes implementation of a Streetscape Plan to support the Circulation and Mobility section of the Fallbrook Community Plan's goals and policies. Implementation of a Streetscape Plan for Main Avenue, focuses on the segment between East Mission Road and Fallbrook Street, is proposed to improve the mobility, safety, and access for all pedestrians. The pedestrian improvements are also intended to provide traffic calming methods in the village core. The Streetscape Plan addresses recommended intersection improvements to four existing intersections within the community to further emphasize the “Main Street” feel. The Streetscape Plan recommends sidewalk and intersection improvements to provide a safe and connected pedestrian network and to meet American Disability Act requirements; curb extensions or bulb-outs at all intersections, site furnishings and lighting for enhanced visual character and general safety; and electrical vehicle charging station opportunities.

*Design Guidelines Update*

To support the Land Use sections of the Fallbrook Community Plan, the Sub-Area Plan includes updated Design Guidelines for Fallbrook (now referred to as the “Fallbrook Design Standards” in the Sub-Area Plan) to provide objective and measurable standards aimed at streamlining the development and approval process and ensuring consistency with State laws governing multi-family and mixed-use projects that contain housing. Further, the intent is to provide a baseline of design standards for future applicants to follow that protect and enhance Fallbrook Village while providing clear, transparent direction as to the intended community character.

*Summary*

The proposed project would not result in any new significant environmental impacts or substantially worsen or increase the severity of impacts already identified in the General Plan Update Program EIR (GPU EIR), based on the analysis provided in this Environmental Review Update Checklist.

As stated, the proposed Fallbrook Sub-Area Plan includes policy changes to guide future development within the Fallbrook Village. No physical development would directly result from the proposed revisions that would cause a potential adverse environmental effect. Additionally, as noted in the GPU EIR, individual development projects within the Fallbrook Village would be subject to project-specific development and planning review, as well as environmental review pursuant to CEQA, and would thus be required to conform to applicable regulations.

The Sub-Area Plan provides recommendations to improve overall usability, remove unreasonable constraints on investment and development, and provide additional opportunities for revitalization of downtown Fallbrook. The project would align residential zoning density consistent with the land use density assigned in the General Plan. The Sub-Area Plan would support the Land Use sections of the Fallbrook Community Plan and is not anticipated to conflict with any applicable land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect.

Proposed implementation of a Streetscape Plan to support the Circulation and Mobility section of the Fallbrook Community Plan's goals and policies would improve the mobility and access for residents and visitors through recommended improvements that would be implemented as future development occurs within the Fallbrook Village. Such streetscape measures are anticipated to contribute to decreased dependency on vehicle use, thus contributing to reduced vehicle emissions and associated greenhouse gas emissions and noise, as well as improved air quality, alternative transportation systems, and visual aesthetics.

The proposed updates to the Design Guidelines (now Fallbrook Design Standards) would not directly result in visual changes to the existing environment of the Fallbrook Village. Rather, similar to the existing Design Guidelines, the proposed Design Standards are intended to enhance and streamline future development. As no physical development would occur with project implementation, the proposed updates would not directly result in adverse effects to aesthetic or scenic resources, existing visual character or quality of the area, or daytime or nighttime views in the area. Such updates would not result in an adverse environmental effect.

For the reasons stated, there are no substantial changes with respect to the circumstances under which the proposed project is undertaken that require major revisions of the GPU EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects. Likewise, there is no new information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the GPU EIR was certified that shows significant effects or more severe effects than those analyzed in the GPU EIR.



**Finding**

The Final Program EIR for the County of San Diego 2011 General Plan Update, as amended by this Addendum and the Environmental Review Checklist, may be used to fulfill the environmental review requirements for amendments to the Fallbrook Village Zoning Ordinance, updates to the Fallbrook Community Design Guidelines, and implementation of a Streetscape Plan associated with the Fallbrook Sub-Area Plan. Because the proposed project would meet the conditions for the application of CEQA Guidelines Section 15164, preparation of a subsequent or supplemental EIR is not required.



# County of San Diego

**DAHVIA LYNCH**  
DIRECTOR

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ASSISTANT DIRECTOR

September 20, 2024

## **ENVIRONMENTAL REVIEW UPDATE CHECKLIST FORM FOR PROJECTS WITH PREVIOUSLY APPROVED ENVIRONMENTAL DOCUMENTS FOR PURPOSES OF CONSIDERATION OF THE FALLBROOK SUB-AREA PLAN PDS2020-POD-20-003, PDS2024-REZ-24-00-001**

The California Environmental Quality Act (CEQA) Guidelines Sections 15162 through 15164 set forth the criteria for determining the appropriate additional environmental documentation, if any, to be completed when there is a previously adopted Negative Declaration (ND) or a previously certified environmental impact report (EIR) covering the project for which a subsequent discretionary action is required. This Environmental Review Update Checklist Form has been prepared in accordance with CEQA Guidelines Section 15164(e) to explain the rationale for determining whether any additional environmental documentation is needed for the Zoning Ordinance Update.

### **1. Background on the previously certified EIR:**

A Program Final EIR for the County's General Plan Update (GPU EIR), Environmental Review Number 02-ZA-001, State Clearing House Number 2002111067, was certified by the Board of Supervisors on August 3, 2011. The certified GPU EIR evaluated potentially significant effects for the following environmental areas of potential concern: Aesthetics; Agricultural Resources; Air Quality; Biological Resources; Cultural and Paleontological Resources; Geology and Soils; Hazards and Hazardous Materials; Hydrology and Water Quality; Land Use and Planning; Mineral Resources; Noise; Population and Housing; Public Services; Recreation; Transportation and Traffic; Utilities and Service Systems, and Global Climate Change.

Of these environmental subject areas, it was determined that only Geology/Soils and Population/Housing would not involve potentially significant impacts. The certified GPU EIR found that the project would cause significant effects which could be mitigated to a level below significance for the following areas: Cultural and Paleontological Resources, Land Use and Planning, Recreation, and Global Climate Change. Effects to Aesthetics, Agricultural Resources, Air Quality, Biological Resources, Hazards and Hazardous Materials, Hydrology and Water Quality, Mineral Resources, Noise, Public Services, Transportation and Traffic, and Utilities and Service Systems remained significant and unavoidable. A Statement of Overriding Considerations was made in approving the General Plan Update. The previously certified GPU EIR is available at:

<http://www.sandiegocounty.gov/pds/gpupdate/environmental.html>.

**2. Lead agency name and address:**

County of San Diego, Planning & Development Services  
5510 Overland Avenue, Suite 310 San Diego, CA 92123

- a) Contact: Timothy Vertino, Planning Manager
- b) Phone number: 858-505-6677
- c) E-mail: [timothy.vertino@sdcounty.ca.gov](mailto:timothy.vertino@sdcounty.ca.gov)

**3. Project applicant's name and address:**

County of San Diego, Planning & Development Services  
5510 Overland Ave., Suite 210  
San Diego, CA 92123

**4. Does the project for which a subsequent discretionary action is now proposed differ in any way from the previously approved project?**

YES

☒

NO

☐

Several amendments to the Fallbrook Village Zoning Regulations of the San Diego County Zoning Ordinance are proposed to implement the Fallbrook Sub-Area Plan, which is intended to remove potential constraints on desirable investment and development and allow for revitalization of the Fallbrook village. No development is authorized by the proposed amendments to the Village Zoning regulations. The amendments prescribe new standards as previously described and would not result in direct or indirect impacts to cultural resources. Future development proposals within the Fallbrook Village, including the PZ-7 parking lot, would be subject to the amended standards, as well as project-specific environmental review under CEQA.

The proposed Fallbrook Village Zoning Regulations Update includes provisions related to residential placement in mixed-use zones; maximum residential density; maximum building height; building setbacks; transient habitation; outdoor cafes; and off-street commercial parking. Further, the Fallbrook Sub-Area Plan includes updates to the Fallbrook Community Design Guidelines with contemporary format, graphics, and standards, and a traffic and mobility improvement guide.

The proposed amendments and additions to the Fallbrook Village Zoning Regulations consist of updates to the following sections:

**Various Sections of the Fallbrook Village 1 Zone**

- **Section 8100: Intent**
- **Section 8103: Permitted Uses Subject to Limitations**
- **Section 8105: Uses Subject to a Major Use Permit**

- **Section 8120: Site Development Regulations**
- **Section 8130: Parking Regulations**

#### **Various Sections of the Fallbrook Village 2 Zone**

- **Section 8203: Permitted Uses Subject to Limitations**
- **Section 8204: Uses Subject to a Minor Use Permit**
- **Section 8220: Site Development Regulations**
- **Section 8230: Parking Regulations**

#### **Various Sections of the Fallbrook Village 3 Zone**

- **Section 8303: Permitted Uses Subject to Limitations**
- **Section 8304: Uses Subject to a Minor Use Permit**
- **Section 8320: Site Development Regulations**
- **Section 8330: Parking Regulations**

#### **Various Sections of the Fallbrook Village 4 Zone**

- **Section 8400: Intent**
- **Section 8403: Permitted Uses Subject to Limitations**
- **Section 8404: Uses Subject to a Minor Use Permit**
- **Section 8405: Uses Subject to a Major Use Permit**
- **Section 8420: Site Development Regulations**
- **Section 8430: Parking Regulations**

#### **Various Sections of the Fallbrook Village 5 Zone**

- **Section 8520: Site Development Regulations**
- **Section 8530: Parking Regulations**

The following discussion summarizes the proposed amendments to each of the sections defined above.

**Clarify Residential Placement in Mixed-Use Zones (Sections 8100, 8103, 8105, 8400, 8403, and 8405)**

The Zoning Ordinance would be updated to replace vague “secondary” terminology with explicit location and extent for residential uses in the FB-V1 and FB-V4 zones.

Maximum Residential Density (Sections 8120.b, 8220.b, 8320.b, 8420.b, and 8520.b)

The Fallbrook Village Zoning Regulations would be updated to align the maximum density allowed to the General Plan for the Village Center Mixed Use land use designation (from 24 dwelling units per acre [du/acre] to 30 du/ac) for the FB-V1 through FB-V5 zones.

Maximum Building Height (Sections 8120.g, 8220.g, 8320.g, 8420.g, and 8520.g)

The Fallbrook Village Zoning Regulations would be updated to increase the maximum allowable building height from 35 feet to 36 feet in the FB-V1 through FB-V5 zones. The purpose is to maximize or achieve the permitted three stories to make projects more feasible and desirable and achieve the established land use density.

Setbacks (Sections 8120.i, 8220.i, 8420.i, and 8520.i)

The Fallbrook Village Zoning Regulations would be updated to increase flexibility which may allow a larger front yard setback to provide room for outdoor dining, and/or wider sidewalks and pedestrian spaces in the FB-V1, as it is acknowledged that most buildings are non-conforming with the current zero-foot-maximum setback. Setbacks for building front and exterior sides would have zero-foot-minimum setbacks and 15-foot-maximum setbacks as measured from the street centerline. This proposed change would make most of the existing buildings in the FB-V1 zone in greater conformance with existing zoning requirements. As such, fewer buildings would be subject to the non-conforming provisions of the Fallbrook Village Zoning Regulations in the event a building is damaged, and a property owner desires to rebuild to the prior condition.

Further, maximum setbacks would be established in zone FV-V2 to protect and create an attractive business and walking environment. Setbacks for building front and exterior sides would have 15-foot-maximum setbacks from 12-foot sidewalks, with larger setbacks allowed where used for pedestrian areas and uses.

A maximum 15-foot exterior side setback would be established for the FB-V4 zone, and uniform setbacks would be established for the FB-V5 zone. The Fallbrook Village Zoning Regulations would be updated to create setbacks that reflect existing patterns for two different street widths and areas. Specifically, setbacks for building fronts would have 50-foot-minimum setbacks from the Mission Road centerline and 30-foot-minimums from the Main Avenue centerline.

Transient Habitation: Lodging (Hotel) (Sections 8103.c, 8203.c, 8204.a, 8303.c, 8304.a, 8403.c, 8404.a)

The Fallbrook Village Zoning Regulations would be updated to remove room limitations for hotels in the FB-V1 through FB-V2 zones. The intent of the amendment is to further incentivize lodging, entertainment, and eating and drinking establishments within the village zones.

Outdoor Cafes (Section 8120.I)

The Fallbrook Village Zoning Regulations would be updated to allow outdoor cafes without indoor seating as a primary use in the FB-V1 zone.

Parking Ratios (Section 8130, 8230, 8330, 8430, 8550)

The Fallbrook Village Zoning Regulations would be updated to reduce minimum off-street commercial parking requirements to reflect and approximate demand for the FB-V1 through FB-V5 zones. Required parking spaces for personal service uses would be reduced from 4.0 to 2.0 spaces; for eating and drinking establishments from 6.0 to 4.0 spaces; for retail uses from 4.5 to 2.0 spaces; and for library, museum, and art gallery uses from 3.0 to 2.0 spaces.

Parking – Exempt: Change of Use; Replacement of Non-conforming Front Yard Parking (Sections 8130.a, 8230.a, 8330.a, 8430.a, and 8530.a)

The Fallbrook Village Zoning Regulations would be updated to exempt parking for existing floor areas, and exempt replacement and reuse of non-conforming front yard parking. The intent is to eliminate major deterrents, costs, and design constraints to reusing existing buildings in the FB-V1 through FB-V5 zones.

Parking – Location

The Fallbrook Village Zoning Regulations would be updated to prohibit parking between buildings and sidewalks in the FB-V1, FB-V2, FB-V4, and FB-V5 zones.

## 5. SUBJECT AREAS DETERMINED TO HAVE NEW OR SUBSTANTIALLY MORE SEVERE SIGNIFICANT ENVIRONMENTAL EFFECTS COMPARED TO THOSE IDENTIFIED IN THE PREVIOUS ND OR EIR.

The subject areas checked below were determined to be new significant environmental effects or to be previously identified effects that have a substantial increase in severity either due to a change in project, change in circumstances or new information of substantial importance, as indicated by the checklist and discussion on the following pages.

☒ NONE

☐ Aesthetics

☐ Biological Resources

☐ Greenhouse Gas Emissions (Global Climate Change)

☐ Land Use & Planning

☐ Population & Housing

☐ Transportation/ Traffic

☐ Agriculture and Forest Resources

☐ Cultural Resources

☐ Hazards & Hazardous Materials

☐ Mineral Resources

☐ Public Services

☐ Utilities & Services Systems

☐ Air Quality

☐ Geology & Soils

☐ Hydrology & Water Quality

☐ Noise

☐ Recreation

☐ Mandatory Findings of Significance

**DETERMINATION:**

On the basis of this analysis, Planning & Development Services has determined that:

- ☒ No substantial changes are proposed in the project and there are no substantial changes in the circumstances under which the project will be undertaken that will require major revisions to the previous EIR due to the involvement of significant new environmental effects or a substantial increase in the severity of previously identified significant effects. Also, there is no "new information of substantial importance" as that term is used in CEQA Guidelines Section 15162(a)(3). Therefore, the previously certified EIR is adequate upon completion of an ADDENDUM without modification.
- ☐ No substantial changes are proposed in the project and there are no substantial changes in the circumstances under which the project will be undertaken that will require major revisions to the previous EIR or ND due to the involvement of significant new environmental effects or a substantial increase in the severity of previously identified significant effects. Also, there is no "new information of substantial importance" as that term is used in CEQA Guidelines Section 15162(a)(3). Therefore, because the project is a residential project in conformance with, and pursuant to, a Specific Plan with an EIR completed after January 1, 1980, the project is exempt pursuant to CEQA Guidelines Section 15182.
- ☐ Substantial changes are proposed in the project or there are substantial changes in the circumstances under which the project will be undertaken that will require major revisions to the previous ND due to the involvement of significant new environmental effects or a substantial increase in the severity of previously identified significant effects. Or there is "new information of substantial importance," as that term is used in CEQA Guidelines Section 15162(a)(3). However, all new significant environmental effects or a substantial increase in severity of previously identified significant effects are clearly avoidable through the incorporation of mitigation measures agreed to by the project applicant. Therefore, a SUBSEQUENT ND is required.
- ☐ Substantial changes are proposed in the project or there are substantial changes in the circumstances under which the project will be undertaken that will require major revisions to the previous ND or EIR due to the involvement of significant new environmental effects or a substantial increase in the severity of previously identified significant effects. Or, there is "new information of substantial importance," as that term is used in CEQA Guidelines Section 15162(a)(3). Therefore, a SUBSEQUENT or SUPPLEMENTAL EIR is required.

Timothy Vertino  
Signature

September 20, 2024  
Date

Timothy Vertino  
Printed Name

Planner Manager  
Title

**INTRODUCTION**

CEQA Guidelines Sections 15162 through 15164 set forth the criteria for determining the appropriate additional environmental documentation, if any, to be completed when there is a previously adopted ND or a previously certified EIR for the project.

CEQA Guidelines, Section 15162(a) states that when an EIR has been certified or a Negative Declaration adopted for a project, no Subsequent EIR shall be prepared for that project unless the lead agency determines, on the basis of substantial evidence in light of the whole public record, one or more of the following:

1. Substantial changes are proposed in the project which will require major revisions of the previous EIR or Negative Declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects.
2. Substantial changes occur with respect to the circumstances under which the project is undertaken which will require major revisions of the previous EIR or Negative Declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or
3. New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous EIR was certified as complete or the Negative Declaration was adopted, shows any of the following:
  - a. The project will have one or more significant effects not discussed in the previous EIR or Negative Declaration; or
  - b. Significant effects previously examined will be substantially more severe than shown in the previous EIR; or
  - c. Mitigation measures or alternatives previously found not to be feasible would in fact be feasible, and would substantially reduce one or more significant effects of the project, but the project proponents decline to adopt the mitigation measure or alternative; or
  - d. Mitigation measures or alternatives which are considerably different from those analyzed in the previous Negative Declaration or EIR would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the mitigation measure or alternative.

CEQA Guidelines, Section 15162(b) states that if changes to a project or its circumstances occur or new information becomes available after adoption of a Negative Declaration, the lead agency shall prepare a subsequent EIR if required under subdivision (a). Otherwise, the lead agency shall determine whether to prepare a subsequent Negative Declaration, an Addendum, or no further documentation.



CEQA Guidelines, Section 15163(a) states that the lead or responsible agency may choose to prepare a supplement to an EIR rather than a subsequent EIR if:

- a. Any of the conditions described in Section 15162 would require the preparation of a subsequent EIR, and
- b. Only minor additions or changes would be necessary to make the previous EIR adequately apply to the project in the changed situation.

CEQA Guidelines, Section 15164(a) states that the lead agency or responsible agency shall prepare an Addendum to a previously certified EIR if some changes or additions are necessary but none of the conditions described in Section 15162 calling for preparation of a Subsequent EIR have occurred.

CEQA Guidelines, Section 15164(b) states that an Addendum to a previously adopted Negative Declaration may be prepared if only minor technical changes or additions are necessary or none of the conditions described in Section 15162 calling for the preparation of a subsequent EIR or Negative Declaration have occurred.

If the factors listed in CEQA Guidelines Sections 15162, 15163, or 15164 have not occurred or are not met, no changes to the previously certified EIR or previously adopted ND are necessary.

**The following responses detail any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that may cause one or more effects to environmental resources. The responses support the "Determination," above, as to the type of environmental documentation required, if any.**

#### ENVIRONMENTAL REVIEW UPDATE CHECKLIST

##### I. AESTHETICS –

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to aesthetic resources including: scenic vistas; scenic resources including, but not limited to, trees, rock outcroppings, or historic buildings within a state scenic highway; existing visual character or quality of the site and its surroundings; or day or nighttime views in the area?

YES

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NO

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The General Plan Update (GPU) EIR determined that impacts to aesthetic resources would be less than significant for scenic vistas and scenic resources with the incorporation of mitigation measures. However, impacts to visual character/quality and light/glare were determined to be significant and unavoidable, even with the implementation of mitigation measures. As such, a Statement of Overriding Considerations was adopted for aesthetic resources pursuant to CEQA Guidelines Sections 15091 and 15093.

Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to aesthetic resources. Adoption of the Fallbrook Sub-Area Plan would not result in aesthetic impacts (direct or indirect) beyond those analyzed in the GPU EIR. Proposed amendments to the Fallbrook Village Zone Regulations would increase maximum building heights by one foot in the FB-V1 through FB-V5 zones (from 35 to 36 feet). As such, allowable building heights would not be substantially increased such that a significant impact on aesthetic resources would result. Additionally, as noted in the GPU EIR, individual development projects within the Fallbrook Village would be subject to project-specific development and planning review, as well as environmental review pursuant to CEQA, and would thus be required to conform to regulations concerning aesthetic resources. Therefore, as the project would not result in aesthetic impacts, there are no resulting substantive changes to the GPU EIR.

## **II. AGRICULTURE AND FORESTRY RESOURCES –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to agriculture or forestry resources including: conversion of Prime Farmland, Unique Farmland, or Farmland of Statewide Importance to a non-agricultural use, conflicts with existing zoning for agricultural use or Williamson Act contract, or conversion of forest land (as defined in Public Resources Code section 12220(g)), timberland (as defined by Public Resources Code section 4526), or timberland zoned Timberland Production (as defined by Government Code section 51104(g))?

YES

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NO

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The GPU EIR determined that impacts to agricultural resources would be less than significant for land use conflicts relative to Williamson Act contract lands with incorporation of mitigation measures. However, direct and indirect impacts from the conversion of agricultural land to non-agricultural uses were determined to be significant and unavoidable, even with the implementation of mitigation measures. As such, a Statement of Overriding Considerations was adopted for agricultural resources pursuant to CEQA Guidelines Sections 15091 and 15093.

Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to agricultural resources. Implementation of the Fallbrook Sub-Area Plan would not result in agricultural or forestry impacts (direct or indirect) beyond those analyzed in the GPU EIR. The Fallbrook Village is a largely built-out urban area and does not contain agricultural land or forest land. Therefore, as the project would not result in impacts to agricultural and forestry resources, there are no resulting substantive changes to the GPU EIR.

## **III. AIR QUALITY –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new

information of substantial importance" that cause one or more effects to air quality including: conflicts with or obstruction of implementation of the San Diego Regional Air Quality Strategy (RAQS) or applicable portions of the State Implementation Plan (SIP); violation of any air quality standard or substantial contribution to an existing or projected air quality violation; a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal or state ambient air quality standard; exposure of sensitive receptors to substantial pollutant concentrations; or creation of objectionable odors affecting a substantial number of people?

YES

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NO

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The GPU EIR determined that air quality impacts would be less than significant relative to conflicts with air quality plans and objectionable odors. However, impacts associated with air quality violations, non- attainment criteria pollutants, and impacts to sensitive receptors were determined to be significant and unavoidable even with the incorporation of mitigation measures. As such, a Statement of Overriding Considerations was adopted for air quality pursuant to CEQA Guidelines Sections 15091 and 15093.

Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects relative to air quality. Proposed amendments to the Fallbrook Village Zone Regulations are anticipated to be minor in nature relative to air quality impacts. The Fallbrook Sub-Area Plan proposes to align the maximum residential density in the FB-V1 through FB-V5 zones (from 24 du/acre to 30 du/acre), such an increase would be consistent with the maximum allowable density as authorized by the General Plan for Village Mixed-Use land use designations. Further, the proposed rezoning of the privately-owned PZ-7 surface parking lot site to allow commercial and residential uses on adjacent and surrounding properties would be consistent with the uses and densities allowed in accordance with the General Plan.

Additionally, as noted in the GPU EIR, individual development projects within the Fallbrook Village would be subject to project-specific development and planning review, including adherence to air quality standards, as well as environmental review pursuant to CEQA. Therefore, as the project would not result in impacts to air quality beyond those analyzed in the GPU EIR, there are no resulting substantive changes to the GPU EIR.

#### **IV. BIOLOGICAL RESOURCES –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to biological resources including: adverse effects on any sensitive natural community (including riparian habitat) or species identified as a candidate, sensitive, or special status species in a local or regional plan, policy, or regulation, or by the California Department of Fish and Wildlife or U.S. Fish and Wildlife Service; adverse effects to federally protected wetlands as defined by Section 404 of the Clean Water Act; interference with the movement of any native resident or migratory fish or wildlife

species or with wildlife corridors, or impeding the use of native wildlife nursery sites; and/or conflicts with the provisions of any adopted Habitat Conservation Plan, Natural Communities Conservation Plan, or other approved local, regional or state habitat conservation plan, policies or ordinances?

YES

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NO

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The GPU EIR determined that impacts relative to conflict with applicable habitat conservation plans or natural community conservation plans would be less than significant without mitigation incorporated. Impacts associated with federally protected wetlands and conflict with local biological resources related policies and ordinances would be less than significant with incorporation of mitigation measures. However, impacts to special-status species, riparian habitats, and wildlife movement corridors and nursery sites were determined to be significant and unavoidable, even with the incorporation of mitigation measures. As such, a Statement of Overriding Considerations was adopted for biological resources pursuant to CEQA Guidelines Sections 15091 and 15093.

Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to biological resources. The proposed revisions to the Fallbrook Village Zone Regulations would apply to already-developed parcels within the Fallbrook Village. Further, proposed amendments to the Fallbrook Village Zone Regulations, including those to maximum residential densities and permitted uses, would become consistent with the current General Plan. As such, implementation of the Fallbrook Sub-Area Plan would not result in impacts to biological resources (direct or indirect) beyond those analyzed in the GPU EIR. Future development proposals within the Fallbrook Village would be subject to the amended standards. Additionally, as noted in the GPU EIR, individual development projects within the Fallbrook Village, including the PZ-7 parking lot, would be subject to project-specific development and planning review, as well as environmental review pursuant to CEQA, and would thus be required to conform to regulations concerning biological resources. Therefore, as the project would not result in impacts to biological resources, there are no resulting substantive changes to the GPU EIR.

#### **V. CULTURAL RESOURCES –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to cultural resources including: causing a change in the significance of a historical or archaeological resource as defined in State CEQA Guidelines Section 15064.5; destroying a unique paleontological resource or site or unique geologic feature; and/or disturbing any human remains, including those interred outside of formal cemeteries?

YES

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NO

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The GPU EIR determined that impacts relative to cultural resources, including historical resources, archaeological resources, paleontological resources, and human remains, would be less than significant with the incorporation of mitigation measures. Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to cultural resources. No development is authorized by the proposed amendments to the Fallbrook Village Zoning Regulations. The amendments prescribe new standards as previously described and would not result in direct or indirect impacts to cultural resources. Future development proposals within the Fallbrook village would be subject to the amended standards. Additionally, as noted in the GPU EIR, individual development projects within the Fallbrook Village, including the PZ-7 parking lot, would be subject to project-specific development and planning review, as well as environmental review pursuant to CEQA, and would thus be required to conform to regulations concerning cultural resources. Therefore, as the project would not result in impacts to cultural resources, there are no resulting substantive changes to the GPU EIR.

#### **VI. GEOLOGY AND SOILS –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that result in one or more effects from geology and soils including: exposure of people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving rupture of a known earthquake fault, seismic-related ground failure, including liquefaction, strong seismic ground shaking, or landslides; result in substantial soil erosion or the loss of topsoil; produce unstable geological conditions that will result in adverse impacts resulting from landslides, lateral spreading, subsidence, liquefaction or collapse; being located on expansive soil creating substantial risks to life or property; and/or having soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater?

YES

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NO

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The GPU EIR determined that impacts to geology and soils would be less than significant, and no mitigation measures were required. Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to geology and soils. No development is authorized by the proposed amendments to the Fallbrook Village Zoning Regulations. Future development proposals within the Fallbrook Village would be subject to conformance with appropriate engineering requirements pursuant to California Building Code standards and other regulatory requirements that address structural safety. Additionally, as noted in the GPU EIR, individual development projects within the Fallbrook Village including the PZ-7 parking lot, would be subject to project-specific development and planning review, as well as environmental review pursuant to CEQA, and would thus be required to conform to regulations concerning geology and soils resources. Therefore, as the project would not result in impacts relative to geology and soils, there are no resulting substantive changes to the GPU EIR.

**VII. GLOBAL CLIMATE CHANGE –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that result in one or more effects related to environmental effects associated with greenhouse gas emissions or compliance with applicable plans, policies or regulations adopted for the purpose of reducing greenhouse gas emissions?

YES

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NO

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The GPU EIR determined that impacts associated with greenhouses gases and global climate change would be less than significant with the incorporation of mitigation measures. The GPU EIR was determined to be in compliance with the requirements of Assembly Bill (AB) 32 and to result in less than significant impacts relative to potential effects of global climate change on the GPU, in particular with regard to effects of global climate change on water supply, wildfires, energy needs, and impacts to public health. Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to greenhouse gas emissions. Implementation of the Fallbrook Sub-Area Plan would not result in air quality impacts (direct or indirect) beyond those analyzed in the GPU EIR. No changes to any existing General Plan land use designations are proposed. The Fallbrook Sub-Area Plan proposes changes to the Fallbrook Village Zoning Regulations that are consistent with the land uses and densities as authorized by the current General Plan. Further, the proposed amendments would allow for future development to be focused within higher density areas within the Fallbrook community where access to transit, community services, and employment are more readily available. Such development patterns are anticipated to enhance opportunities to encourage alternative means of transportation (i.e., walking, biking) thereby aiding in decreasing overall vehicle miles traveled (VMT) to access such resources.

Additionally, as noted in the GPU EIR, individual development projects within the Fallbrook Village, including the PZ-7 parking lot, would be subject to project-specific development and planning review, as well as environmental review pursuant to CEQA, and would thus be required to conform to regulations concerning global climate change. Therefore, as the project would not result in impacts to global climate change, there are no resulting substantive changes to the GPU EIR.

**VIII. HAZARDS AND HAZARDOUS MATERIALS –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that result in one or more effects from hazards and hazardous materials including: creation of a significant hazard to the public or the environment through the routine transport, storage, use, or disposal of hazardous materials or wastes; creation of a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment;

production of hazardous emissions or handling hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school; location on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 creating a hazard to the public or the environment; location within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport; within the vicinity of a private airstrip resulting in a safety hazard for people residing or working in the project area; impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan; and/or exposure of people or structures to a significant risk of loss, injury or death involving wildland fires, including where wildlands are adjacent to urbanized areas or where residences are intermixed with wildlands?

YES

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NO

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The GPU EIR determined that impacts related to the transport, use, or disposal of hazardous materials, accidental release of hazardous materials, use of hazardous materials within proximity to schools, location on a site that may create hazard to the public or the environment, or the potential for increased human exposure to vectors were determined to be less than significant without the requirement for mitigation measures. Impacts associated with public and private airport operations and interference with emergency evacuation and response plans were determined to be less than significant with the incorporation of mitigation measures. Impacts relative to wildland fires were determined to be significant and unavoidable, even with the implementation of mitigation measures. As such, a Statement of Overriding Considerations was adopted for wildland fires pursuant to CEQA Guidelines Sections 15091 and 15093.

Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects from hazards and hazardous materials. No development is authorized by the proposed amendments to the Zoning Ordinance. Future development proposals within the Fallbrook Village, including the PZ-7 parking lot, would be subject to the amended standards, as well as project-specific development and planning review and environmental review pursuant to CEQA and would thus be required to conform to regulations concerning hazards and hazardous materials. Therefore, as the project would not result in impacts relative to hazards and hazardous materials, there are no resulting substantive changes to the GPU EIR.

#### **IX. HYDROLOGY AND WATER QUALITY –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to hydrology and water quality including: violation of any waste discharge requirements; an increase in any listed pollutant to an impaired water body listed under section 303(d) of the Clean Water Act ; cause or contribute to an exceedance of applicable surface or groundwater receiving water quality objectives or degradation of beneficial uses; substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in

aquifer volume or a lowering of the local groundwater table level; substantially alter the existing drainage pattern of the site or area in a manner which would result in substantial erosion, siltation or flooding on- or off-site; create or contribute runoff water which would exceed the capacity of existing or planned storm water drainage systems; provide substantial additional sources of polluted runoff; place housing or other structures which would impede or redirect flood flows within a 100- year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other flood hazard delineation map, including County Floodplain Maps; expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam; and/or inundation by seiche, tsunami, or mudflow?

YES

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NO

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The GPU EIR determined that impacts associated with hydrology and water quality would be less than significant with the incorporation of mitigation measures, with the exception of impacts relative to the degradation of water quality and conformance with water quality standards requirements, and groundwater supplies and recharge, which were determined to be significant and unavoidable, even with the incorporation of mitigation measures. As such a Statement of Overriding Considerations was adopted for hydrology and water quality pursuant to CEQA Guidelines Sections 15091 and 15093.

Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to hydrology and water quality. No development is authorized by the proposed amendments to the Zoning Ordinance. The amendments prescribe new standards as previously described and would not result in direct or indirect relative to hydrology and water quality. Future development proposals within the Fallbrook Village, including the PZ-7 parking lot, would be subject to project-specific development and planning review, as well as environmental review pursuant to CEQA, and would thus be required to conform to regulations concerning hydrology and water quality. Therefore, as the project would not result in impacts relative to hydrology and water quality, there are no resulting substantive changes to the GPU EIR.

#### **X. LAND USE AND PLANNING –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to land use and planning including: physically dividing an established community; and/or conflicts with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project adopted for the purpose of avoiding or mitigating an environmental effect?

YES

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NO

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The GPU EIR determined that impacts associated with the physical division of an established community would be less than significant with the incorporation of mitigation measures; furthermore, impacts resulting from conflict with applicable land use plans, policies, or regulations, or a Habitat Conservation Plan or Natural Community Conservation Plan, were determined to be less than significant with no mitigation required.

Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to land use and planning. As the proposed project would not directly result in physical development, no changes would occur that would cause a physical division within the Fallbrook community. Rather, the project would allow for align density in specific areas of the community, as well as provide guidance for the character and density of the type of development that may occur with General Plan buildout.

As stated, the Fallbrook Sub-Area Plan proposes to rezone the privately-owned parking lot site PZ-7 identified in the Fallbrook Parking Study (Attachment B, Appendix E) currently limited to parking to allow commercial and residential uses on adjacent and surrounding properties consistent with the uses and densities allowed in accordance with the current General Plan. The proposed amendments to the Fallbrook Village Zone Regulations, including those to maximum residential densities and permitted uses, would be consistent with the current General Plan. The project would align density in identified areas of the community with the General Plan; changes proposed with the project would encourage such densities to be achieved with future development as it occurs.

Similarly, the proposed Streetscape Plan would not result in conflict with applicable land use plans, policies, or regulations. Implementation of the Streetscape Plan would support the Circulation and Mobility section of the Fallbrook Community Plan's goals and policies and would improve mobility and access for residents and visitors through recommended improvements that would be implemented as future development occurs within the Fallbrook Village. Such streetscape measures are anticipated to result in decreased dependency on vehicle use, thus contributing to reduced vehicle emissions and associated greenhouse gas emissions and noise, thereby reducing the potential for such environmental effects while contributing to improved air quality, alternative transportation systems, and visual aesthetics.

The proposed updates to the Design Guidelines for Fallbrook (now referred to as the "Fallbrook Design Standards" in the Sub-Area Plan) would provide objective and measurable standards aimed at streamlining the development and approval process and ensure consistency with state laws. Physical development would not occur with the proposed project, the proposed updates would not directly result in visual changes to the existing environment of the Fallbrook Village and would not conflict with applicable land use plans, policies, or regulations or result in an adverse environmental effect.

As such, implementation of the Fallbrook Sub-Area Plan would not result in impacts to land use and planning (direct or indirect) beyond those analyzed in the GPU EIR. Additionally, as noted in the GPU EIR, individual development projects, including the PZ-7 parking lot, would be subject to

project-specific development and planning review, as well as environmental review pursuant to CEQA, and would thus be required to conform to relevant land use and planning regulations. Therefore, impacts to land use and planning would be consistent with those previously identified in the GPU EIR.

#### **XI. MINERAL RESOURCES –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to mineral resources including: the loss of availability of a known mineral resource that would be of value to the region and the residents of the state; and/or loss of locally-important mineral resource recovery site delineated on a local general plan, specific plan or other land use plan?

YES

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NO

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The GPU EIR determined that impacts to mineral resources would be significant and unavoidable, even with incorporation of mitigation measures. As such, a Statement of Overriding Considerations was adopted for mineral resources pursuant to CEQA Guidelines Sections 15091 and 15093.

Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to mineral resources. No development is authorized by the proposed amendments to the Zoning Ordinance. The amendments prescribe new standards as previously described and would not result in direct or indirect relative to mineral resources. Future development proposals within the Fallbrook Village would be subject to the amended standards. Additionally, as noted in the GPU EIR, individual development projects within the Fallbrook Village, including future development on the PZ-7 parking lot, would be subject to project-specific development and planning review, as well as environmental review pursuant to CEQA, and would thus be required to conform to regulations concerning mineral resources. Further, as the Fallbrook Village is largely built-out, it is not anticipated that future development proposals would result in the loss of a known mineral resource or locally-important mineral resource recovery sites. Therefore, as the project would not result in impacts relative to mineral resources, there are no resulting substantive changes to the GPU EIR.

#### **XII. NOISE –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that result in one or more effects from noise including: exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies; exposure of persons to or generation of excessive ground borne vibration or ground borne noise levels; a substantial permanent increase in ambient noise levels in the project vicinity above levels existing without

the project; a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project; for projects located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, or for projects within the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels?

YES

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NO

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The GPU EIR determined that noise impacts would be less than significant with incorporation of mitigation measures, with the exception of impacts resulting from the permanent increase in ambient noise levels, which were determined to be significant and unavoidable, even with the incorporation of mitigation measures. As such, a Statement of Overriding Considerations was adopted for noise impacts pursuant to CEQA Guidelines Sections 15091 and 15093.

Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects from noise. No development is authorized by the proposed amendments to the Fallbrook Village Zoning Regulations. The amendments prescribe new standards as previously described and would not result in direct or indirect relative to noise. Future development proposals within the Fallbrook Village would be subject to the amended standards. Additionally, as noted in the GPU EIR, individual development projects within the Fallbrook Village, including any development to occur on the PZ-7 parking lot, would be subject to project-specific development and planning review, as well as environmental review pursuant to CEQA, and would thus be required to conform to regulations concerning noise. Therefore, as the project would not result in impacts relative to noise, there are no resulting substantive changes to the GPU EIR.

### **XIII. POPULATION AND HOUSING –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that result in one or more effects to population and housing including displacing substantial numbers of existing housing or people, necessitating the construction of replacement housing elsewhere?

YES

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NO

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The GPU EIR determined that impacts associated with population and housing would be less than significant and incorporation of mitigation measures was not required. Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to population and housing. Although the Fallbrook Sub-Area Plan proposes to align the maximum residential density in the FB-V1 through FB-V5 zones (from 24 du/acre to 30 du/acre), with the maximum allowable density as authorized by the current General Plan and would not

induce substantial population growth in the area. Therefore, as the project would not result in impacts relative to population and housing, there are no resulting substantive changes to the GPU EIR.

#### **XIV. PUBLIC SERVICES –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that result in one or more substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities or the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the following public services: fire protection, police protection, schools, parks, or other public facilities?

YES

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NO

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The GPU EIR determined that impacts to public services (fire, police, and other public services) would be less than significant with incorporation of mitigation measures, with the exception of impacts to school services, which were determined to be significant and unavoidable even with incorporation of mitigation measures. As such, a Statement of Overriding Considerations was adopted for public services pursuant to CEQA Guidelines Sections 15091 and 15093.

Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to public services. As stated in Section XIII, Population and Housing, above, the proposed amendments to the Fallbrook Village Zoning Regulation, and any proposed development on the PZ-7 lot would not induce substantial population growth in the area. As such, implementation of the Fallbrook Sub-Area Plan would not result in impacts (direct or indirect) to school services or other public services beyond those analyzed in the GPU EIR. Additionally, as noted in the GPU EIR, individual development projects within the Fallbrook Village, including any development to occur on the PZ-7 parking lot, would be subject to project-specific development and planning review, as well as environmental review pursuant to CEQA, and would thus be required to conform to regulations concerning public services. Therefore, as the project would not result in impacts to public services, there are no resulting substantive changes to the GPU EIR.

#### **XV. RECREATION –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that result in an increase in the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated; or that include recreational facilities

or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment?

YES

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NO

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The GPU EIR determined that impacts to recreation would be less than significant with the incorporation of mitigation measures. Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to recreation. As stated in Section XIII, Population and Housing, above, the proposed amendments to the Zoning Ordinance would not induce substantial population growth in the area. As such, implementation of the Fallbrook Sub-Area Plan would not result in substantial physical deterioration of existing recreational facilities or the need for construction of additional recreational facilities. Additionally, as noted in the GPU EIR, individual development projects within the Fallbrook Village, including any development to occur on the PZ-7 parking lot, would be subject to project-specific development and planning review, as well as environmental review pursuant to CEQA, and would thus be required to conform to regulations pertaining to recreation. Therefore, as the project would not result in impacts relative to recreation, there are no resulting substantive changes to the GPU EIR.

#### **XVI. TRANSPORTATION/TRAFFIC –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause effects to transportation/traffic including: an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system; exceedance, either individually or cumulatively, of a level of service standard established by the county congestion management agency for designated roads or highways; a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks; substantial increase in hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment); inadequate emergency access; inadequate parking capacity; and/or a conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks)?

YES

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NO

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The GPU EIR determined that impacts to transportation and traffic would be less than significant with incorporation of mitigation measures, with the exception of impacts relative to the degradation in level of service (LOS) for roadways in unincorporated San Diego County and adjacent cities, and to rural road safety, which were determined to be significant and unavoidable even with mitigation measures incorporated. As such, a Statement of Overriding Considerations was adopted for transportation and traffic pursuant to CEQA Guidelines Sections 15091 and 15093. Since the GPU EIR was certified, there are no changes in the project or changes in

circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to traffic and transportation.

The proposed project would not directly result in an increase in traffic that would be substantial in relation to the existing traffic load and capacity of the street system or exceed a level of service (LOS) standard established by the county congestion management agency for designated roads or highways; a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks. The project would increase density in identified areas of the community, but at a density consistent with the General Plan; changes proposed with the project would simply encourage such densities to be achieved with future development. Therefore, the proposed changes would not result in development that would in turn generate traffic volumes not anticipated with buildout of the General Plan. Similarly, as no physical development would occur, the project would not result in a substantial increase in hazards due to a design feature or inadequate emergency access.

Further, the proposed changes would not conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks). Rather, the proposed amendments would allow for future development to be focused within higher density areas within the Fallbrook community where access to transit, community services, and employment are more readily available. Such development patterns are anticipated to enhance opportunities to encourage alternative means of transportation (i.e., walking, biking) thereby aiding in decreasing overall vehicle miles traveled (VMT) to access such resources.

The 2011 GPU EIR did not include an evaluation of VMT, as significance thresholds pertaining to VMT were not included in the CEQA Guidelines at the time the EIR was prepared and certified. Senate Bill (SB) 743 was signed into law September 2013 and included several changes to CEQA for projects located in areas served by transit (e.g., transit-oriented development). Most notably with regard to transportation and traffic assessments, SB 743 changed the way that transportation impacts are analyzed under CEQA (see Public Resources Code Section 21099). SB 743 required the Governor's Office of Planning and Research to amend the CEQA Guidelines to provide an alternative to level of service (LOS) and auto delay for evaluating transportation impacts. As a result, current CEQA Guidelines include an evaluation of VMT.

Appendix F of the County's Transportation Study Guidelines (TSG) dated September 2022 contains a list of transportation projects that are not anticipated to result in induced vehicle travel and do not require a VMT analysis. The following improvements are included in the list of transportation projects that are screened out from a VMT analysis per the County's TSG; improvements to enhance circulation, decrease vehicle dependence, and increase public safety have been considered in the proposed Sub-Area Plan, specifically as part of the Streetscape Plan.

- Installation, removal, or reconfiguration of traffic control devices
- Roadway safety devices or hardware installation such as median barriers and guardrails
- Installation, removal, or reconfiguration of traffic lanes that are not for through traffic, such as left, right, and U-turn pockets, two-way left-turn lanes, or emergency breakdown lanes that are not utilized as through lanes

- Addition of new or enhanced bike or pedestrian facilities on existing streets/highways or within existing public right-of-way
- Addition of Class I bike paths, trails, multi-use paths, or other off-road facilities that serve non-motorized travel

Implementation of the Fallbrook Sub-Area Plan is not anticipated to increase motor vehicle capacity nor result in induced vehicle travel. According to the San Diego Association of Government's (SANDAG) San Diego Region SB 743 VMT Maps database, the PZ-7 parking lot site is located within a VMT efficient area for residents and employees (15 percent or more below the base year average VMT/capita).<sup>1</sup> Specifically, the site is located in an area where VMT/capita for residents is 15.3 (80.6 percent of the regional mean of 19.0 VMT per resident) and VMT/capita for employees is 15.6 (57.4 percent of the regional mean of 27.2 VMT per employee). This suggests that vehicle dependency for travel is generally reduced within this area. Further, the proposed amendments would allow for future development to occur at a higher density within certain areas of the Fallbrook community where access to transit, community services, and employment are more readily available. Such development patterns are anticipated to enhance opportunities to encourage alternative means of transportation (i.e., walking, biking) thereby aiding in decreasing overall VMT required to access community services and resources.

Additionally, the project would not result in inadequate parking capacity. An assessment of the potential transportation/traffic impacts of rezoning the PZ-7 parking lot site on the existing Fallbrook Village parking inventory and utilization was conducted, specifically regarding parking capacity; refer to the Fallbrook Parking Study (Attachment B, Appendix E). The assessment assumed a worst-case scenario that all 144 parking spaces would be displaced by future development. Specifically, the worst-case scenario assumes that the 56 peak weekday and 92 peak weekend spaces would occupy unused street parking within an approximately two-block area during such peak periods. The overall on-street parking capacity rates would increase from 33 percent to 58 percent during the weekday peak period, and from 44 percent to 92 percent during the peak weekend period.

It should be noted that the revised peak periods are likely overstated, as the analysis includes the loss of approximately 24 percent, or 35 parking spaces, of the existing 144 parking spaces that are already zoned FB-V2 and would not necessarily be displaced. Additionally, the worst-case scenario does not account for the possibility that some of the displaced parking would occupy on-site parking or on-street parking outside of the approximate two-block radius. The parking study determined that although the proposed rezoning would result in changes that could eliminate existing available parking, adequate parking would remain with project implementation.

Based on the above information, implementation of the Fallbrook Sub-Area Plan would not result in impacts related to transportation (direct or indirect) beyond those analyzed in the GPU EIR.; Additionally, as noted in the GPU EIR, individual development projects within the Fallbrook Village, including any development to occur on the PZ-7 parking lot, would be subject to project-

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<sup>1</sup> Based on SANDAG AB2+/2021 RP, Scenario ID 458, base year 2016.

specific development and planning review, as well as environmental review pursuant to CEQA, and would thus be required to conform to regulations concerning transportation. No resulting substantive changes to the GPU EIR are required as a result of project implementation.

#### **XVII. TRIBAL CULTURAL RESOURCES –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to tribal cultural resources including: causing a change in the significance of a tribal cultural resource as defined in Public Resource Code §21074?

YES

☐

NO

☒

The project proposes amendments to the Fallbrook Village Zone Regulations that are consistent with the maximum densities and permitted uses as authorized by the current General Plan. There are no proposed amendments to any sections that regulate tribal cultural resources. The project does not propose any uses that could cause a change in the significant of a tribal cultural resource. Therefore, the project would not result in adverse impacts to tribal cultural resources.

Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to cultural resources. No development is authorized by the proposed amendments to the Zoning Ordinance. The amendments prescribe new standards as previously described and would not result in direct or indirect impacts to tribal cultural resources. Future development proposals within the Fallbrook Village would be subject to the amended standards. Additionally, as noted in the GPU EIR, individual development projects within the Fallbrook Village, including the PZ-7 parking lot, would be subject to project-specific development and planning review, as well as environmental review pursuant to CEQA, and would thus be required to conform to regulations concerning tribal cultural resources. Therefore, as the project would not result in impacts to tribal cultural resources, there are no resulting substantive changes to the GPU EIR.

#### **XVIII. UTILITIES AND SERVICE SYSTEMS –**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause effects to utilities and service systems including: exceedance of wastewater treatment requirements of the applicable Regional Water Quality Control Board; require or result in the construction of new water or wastewater treatment facilities, new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects; require new or expanded entitlements to water supplies or new water resources to serve the project; result in a determination by the wastewater treatment provider, which serves or may serve the project that it has adequate capacity to serve the project's projected demand in addition to the provider's



existing commitments; be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs; and/or noncompliance with federal, state, and local statutes and regulations related to solid waste?

YES

☐

NO

☒

The GPU EIR determined that impacts to utilities and service systems would be less than significant with mitigation measures incorporated, with the exception of impacts relative to the provision of adequate water supplies and sufficient landfill capacity, which were determined to be significant and unavoidable, even with the incorporation of mitigation measures. As such, a Statement of Overriding Considerations was adopted for utilities and service systems pursuant to CEQA Guidelines Sections 15091 and 15093.

Since the GPU EIR was certified, there are no changes in the project or changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that cause one or more effects to utilities and service systems. The Fallbrook Sub-Area Plan does not propose changes to any existing General Plan land use designations. Rather the Fallbrook Sub-Area Plan proposes changes to the Fallbrook Village Zone Regulations that are consistent with the land uses and densities as authorized by the current General Plan. Implementation of the Fallbrook Sub-Area Plan would not result in impacts (direct or indirect) to land use capacity beyond those analyzed in the GPU EIR. Additionally, as noted in the GPU EIR, individual development projects within the Fallbrook Village, including the PZ-7 parking lot, would be subject to project-specific development and planning review, as well as environmental review pursuant to CEQA, and would thus be required to conform to regulations concerning utilities and service systems. Therefore, as the project would not result in impacts to utilities and service systems, there are no resulting substantive changes to the GPU EIR.

**XIX. MANDATORY FINDINGS OF SIGNIFICANCE:**

Since the previous EIR was certified or previous ND was adopted, are there any changes in the project, changes in circumstances under which the project is undertaken and/or "new information of substantial importance" that result in any mandatory finding of significance listed below?

*Does the project degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory?*

*Does the project have impacts that are individually limited, but cumulatively considerable? ("Cumulatively considerable" means that the incremental effects of a 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)?*

*Does the project have environmental effects, which will cause substantial adverse effects on human beings, either directly or indirectly?*

YES

☐

NO

☒

Per the instructions for evaluating environmental impacts in this Addendum, the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory were considered in the response to each question in sections IV and V of this form. In addition to project specific impacts, this evaluation considered the projects potential for significant cumulative effects. There is no substantial evidence that there are biological or cultural resources that would be affected or associated with this project. Therefore, this project has been determined not to meet this Mandatory Finding of Significance.

Per the instructions for evaluating environmental impacts in this Addendum, the potential for adverse cumulative effects were considered in the response to each question in sections I through XVIII of this form. In addition to project specific impacts, this evaluation considered the projects potential for incremental effects that are cumulatively considerable. As a result of this evaluation, there is no substantial evidence that there are cumulative effects associated with this project. Therefore, this project has been determined not to meet this Mandatory Finding of Significance.

In the evaluation of environmental impacts in this Addendum, the potential for adverse direct or indirect impacts to human beings were considered in the response to certain questions in sections I. Aesthetics, III. Air Quality, VI. Geology and Soils, VIII. Hazards and Hazardous Materials, IX Hydrology and Water Quality XII. Noise, XIII. Population and Housing, and XVI. Transportation and Traffic. As a result of this evaluation, there is no substantial evidence that there are adverse effects on human beings associated with this project. Therefore, this project has been determined not to meet this Mandatory Finding of Significance.

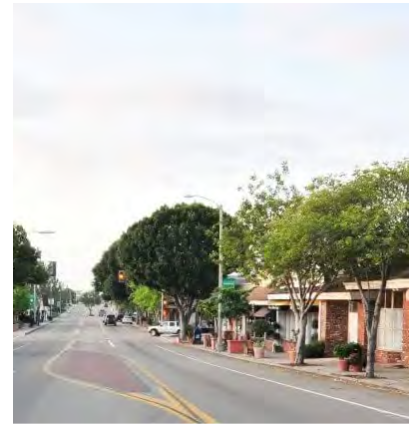
**XX. REFERENCES USED IN THE COMPLETION OF THE ENVIRONMENTAL REVIEW UPDATE CHECKLIST FORM**

California Environmental Quality Act, CEQA Guidelines.

County of San Diego General Plan Final Program EIR, certified on August 3, 2011.

County of San Diego Zoning Ordinance

**ATTACHMENT B**  
**FALLBROOK SUB-AREA PLAN**



**DRAFT**

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**Fallbrook**

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**SUB-AREA PLAN**

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August 2024



# ACKNOWLEDGEMENTS

**Reviewed by Planning Commission  
TBD, 2024**

**Approved by the Board of Supervisors  
TBD, 2024**

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Terra Lawson-Remer, District 3 (Vice-Chair)

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\*Technical reports prepared by subconsultants as part of existing conditions analysis and background research which informed and supported the development of the Fallbrook Sub-Area Plan and Sub-Area Plan recommendations.

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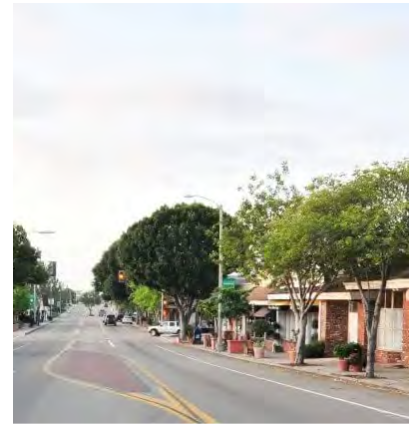
# INTRODUCTION

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# 1

- EXECUTIVE SUMMARY
- SUB-AREA PLAN INTRODUCTION
- SUB-AREA PLAN BOUNDARY
- SUMMARY OF ENGAGEMENT
- VISION AND GOALS
- HOW TO USE THIS SUB-AREA PLAN





**DRAFT**

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**Fallbrook**

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**SUB-AREA PLAN**

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August 2024



## EXECUTIVE SUMMARY

In 2019, through the support and coordination of County Board of Supervisor Jim Desmond, District 5, the Fallbrook Revitalization Infrastructure Committee, and community members representing a range of interests and views collaborated with the County of San Diego Planning & Development Services (PDS) staff seeking an opportunity to revitalize downtown Fallbrook. This initial collaborative effort involved early community engagement, planning and design efforts, the results of which informed the development of the Downtown Fallbrook Visioning Report, and is considered Phase 1 of the broader revitalization effort.

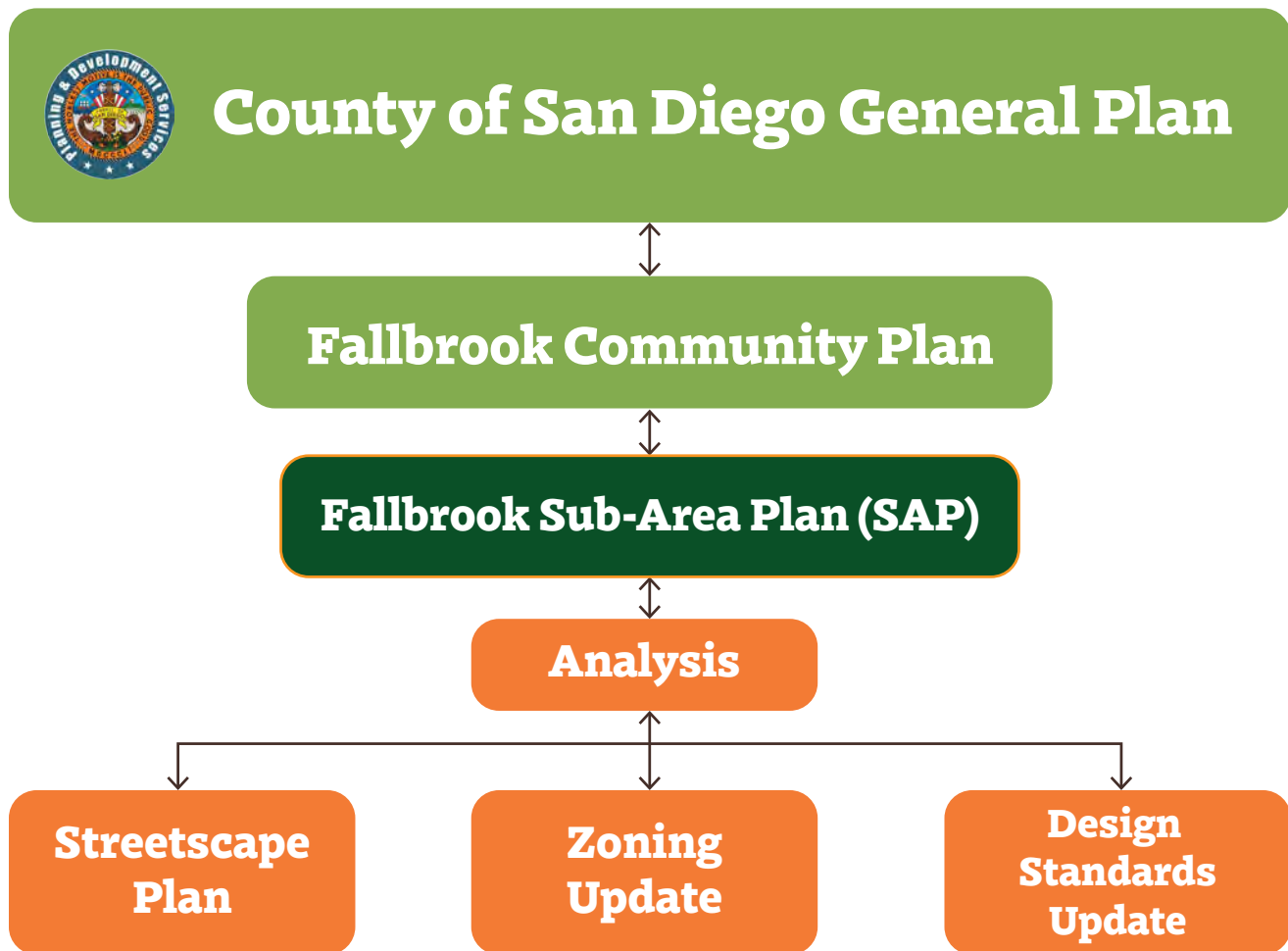
In Phase 1, the area for studying the future of downtown Fallbrook was generally one block to either side of Main Avenue from Mission Road on the north to Fallbrook Street on the south. The stakeholders felt the study area was too confined. Therefore, a Sub-Area of the Fallbrook Community Planning Area was proposed which expanded the study area to include East Dougherty Street/Gumball Lane to the north, Morro Road to the east, East Fallbrook Street to the south, and Summit Avenue to the west. Additionally, adjoining this area to the southwest is south of East Fallbrook Street is an area surrounded by Old Stage Road to the east, West Clemmens Lane to the south, and Alturas Road to the west. The study area is depicted by the Sub-Area Plan Boundary on Figure 1.1 on the following page.

Generally, the Sub-Area includes the original Town Center business district along Main Avenue, Alvarado Street, and East Mission Road, as well as significant corridors along North Mission Road and Fallbrook Street. Uses generally include a range of business types, including but not limited to retail, food & beverage, office, professional uses, and more. Some residences are located on smaller, adjoining streets. There are schools and parks in the study area, as well as historic, cultural, and arts features and organizations. While the entire area inside the Sub-Area boundary has been studied, many of the recommendations are focused on downtown Fallbrook surrounding the Main Avenue corridor between Fallbrook Street and East Mission Street.

There are ample revitalization opportunities for the Sub-Area. Opportunities can be found in infrastructure and mobility, development, community amenities, land use mix, and Sub-Area identity. The Sub-Area Plan seeks to provide a path for the revitalization of downtown that will incorporate public desires to improve mobility and safety, attract businesses, visitors, and residents, and will continue implementing the visions, goals, and policies in the 2011 General Plan and the 2016 Fallbrook Community Plan.

## Sub-Area Plan Introduction

The Sub-Area Plan supports both the County's General Plan and the Fallbrook Community Plan and seeks to provide a path for the revitalization of downtown Fallbrook that will incorporate public desires to improve mobility and safety, and attract businesses, visitors, and residents. This plan seeks to address land use and public facilities topics and issues raised by stakeholders through a Streetscape Plan on Main Avenue to improve corridor pedestrian safety, access, and mobility, updates to the Fallbrook Village Zoning Regulations, and a modernization and update of the Fallbrook Design Guidelines.



The County of San Diego General Plan applies to the unincorporated area of the county and is the county's long-term blueprint for the vision of the future. It reflects an environmentally sustainable approach to planning that balances the need for adequate infrastructure, housing, and economic vitality while maintaining and preserving existing communities, agricultural areas, and open spaces.

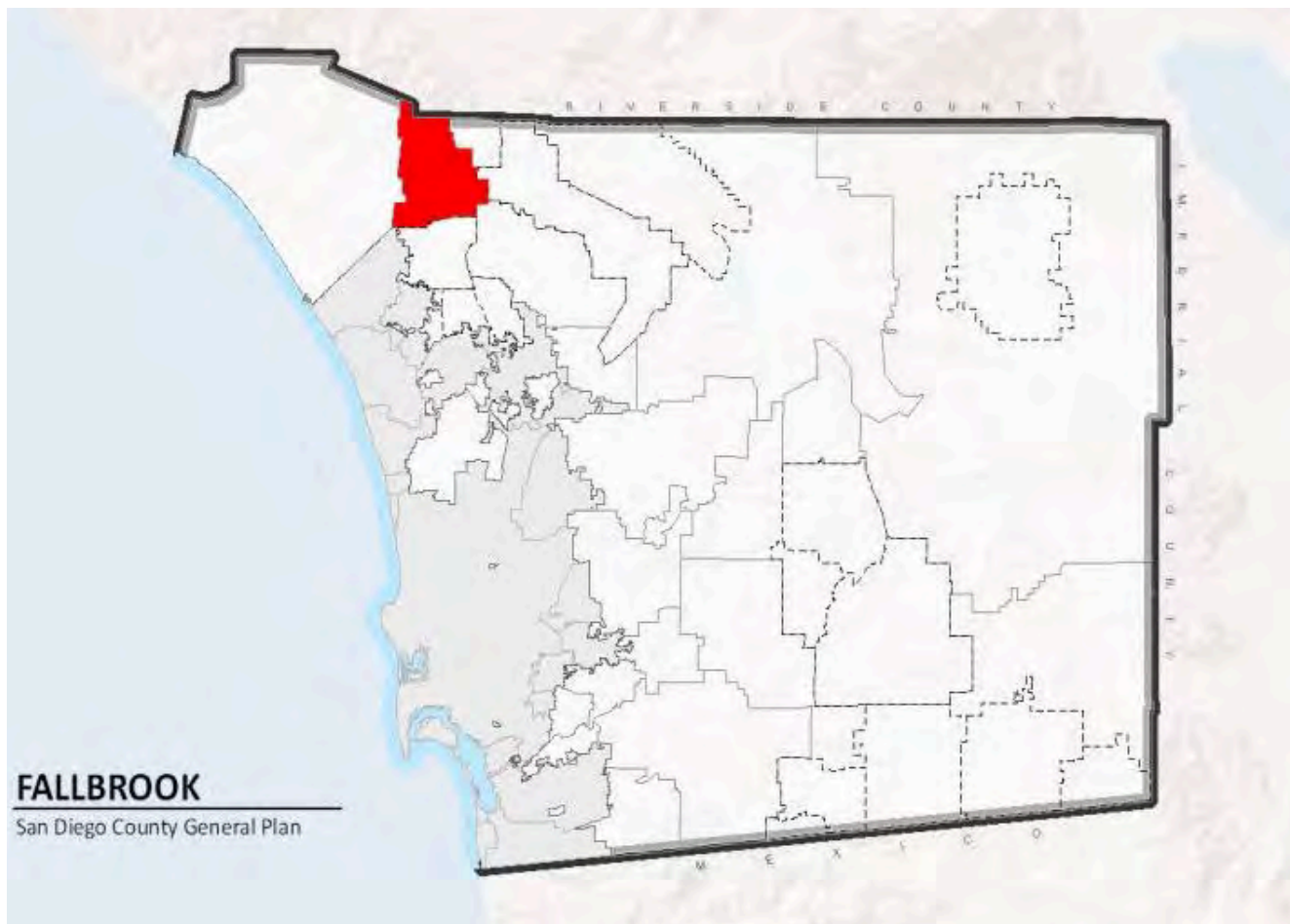
Community and Subregional Plans, adopted as integral parts of the County of San Diego's General Plan, are policy plans specifically created to address the issues, characteristics, and visions of communities within the County. These distinct communities each have a distinct physical setting with a unique history, culture, character, lifestyle, and identity. Community and Subregional Plans, thus provide a framework for addressing the critical issues and concerns that are unique to a community and are not reflected in the broader policies of the General Plan. As part of the General Plan this Community Plan is consistent with all other parts of the county's General Plan.

The Fallbrook Sub-Area Plan (Sub-Area Plan) is a collaborative effort that includes many different pieces that come together to form the overall plan. The diagram below highlights the efforts which inform the development of the Sub-Area Plan.



The purpose of the Sub-Area Plan is to further implement the visions, goals, and policies included in the 2011 General Plan and the 2016 Fallbrook Community Plan as well as to support the community's desires for revitalization in the Downtown Fallbrook area.

Used in conjunction with the General Plan, a Community or Subregional Plan (Plan) is a key tool for the public, Community Planning/Sponsor Groups, County staff, and decision makers to identify the existing conditions and development that positively contribute to its character and should be conserved, as well as the location, scale, and design of desired new land uses, and community facilities. The Plan's policies require that development be comparable to, or transition with, existing development to ensure that new development "fits" with the community and enhances the community's vision. The Fallbrook Community Plan covers the planning area of Fallbrook, which is illustrated in Figure 1.1 below. This planning area includes approximately 36,084 acres.



**Fig 1.1** Fallbrook Community Planning Area

## Sub-Area Plan Boundary

Fallbrook is an unincorporated community of San Diego County, consisting of over 36,000 acres. Fallbrook is located south of Riverside County and east of Camp Pendleton with an approximate population of 32,359 (U.S. Census 2020). Its neighboring communities are Bonsall to the south, Pala to the east and Rainbow to the northeast. Most of the area is characterized by rolling hills covered in avocado and citrus orchards. However, as the topography changes, it creates natural buffers that make Fallbrook distinct from its neighbors. The quaint and vibrant downtown is located near the western boundary. Fallbrook surrounds the Town Center, which is identified in the Design Standards as a portion of Main Avenue, Alvarado Street, and East Mission Road (figure 1.1). This area serves as a unique historical district that has become the focus of a revitalization effort.

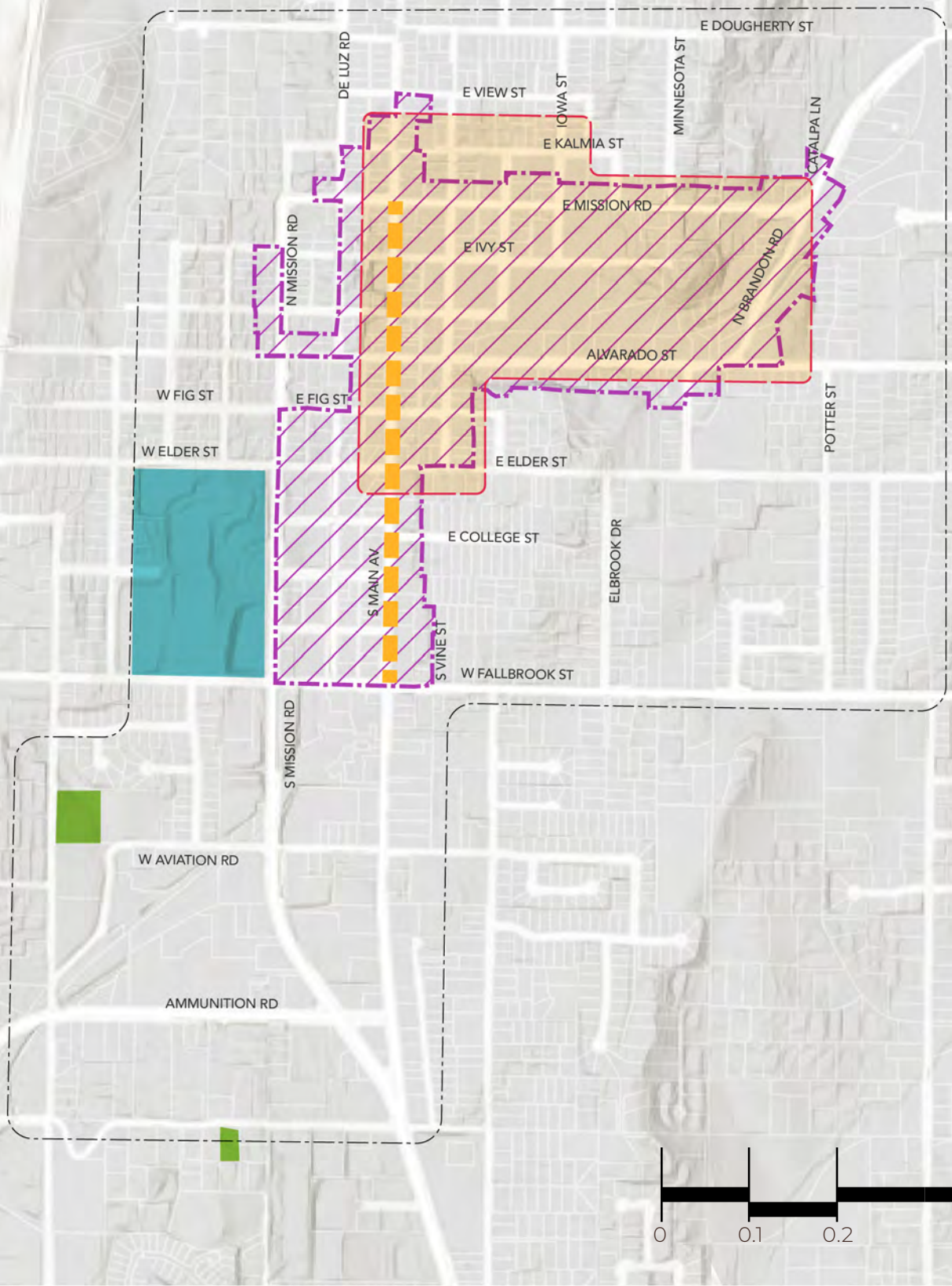
In 2019, the initial collaborative effort for revitalizing downtown Fallbrook began and involved early community engagement, planning and design efforts, the results of which informed the development of the Downtown Fallbrook Visioning Report (Appendix A), and is considered Phase 1 of the broader revitalization effort.


In Phase 1, the area for studying the future of downtown Fallbrook was generally one block to either side of Main Avenue from Mission Road on the north to Fallbrook Street on the



south. The stakeholders felt the study area was too confined. Therefore, a Sub-Area of the Fallbrook Community Planning Area was proposed which expanded the study area to include East Dougherty Street/Gumball Lane to the north, Morro Road to the east, East Fallbrook Street to the south, and Summit Avenue to the west. Additionally, adjoining this area to the southwest is south of East Fallbrook Street is an area surrounded by Old Stage Road to the east, West Clemmens Lane to the south, and Alturas Road to the west. The study area is depicted by the Sub-Area Plan Boundary on Figure 1.1 on page 7.

Generally, the Sub-Area includes the original Town Center district along Main Avenue, Alvarado Street, and East Mission Road, as well as significant corridors along North Mission Road and Fallbrook Street. Uses generally include a range of business types, including but not limited to grocery, pharmacy, small department stores, convenience and retail, professional services, and more. Some residences are located on smaller, adjoining streets. There are schools and parks in the study area, as well as historic, cultural, and arts features and organizations. While the entire area inside the Sub-Area boundary has been studied, many of the recommendations are focused on downtown Fallbrook surrounding the Main Avenue corridor between Fallbrook Street and East Mission Street.





-  Sub-Area Plan Boundary
-  Streetscape Plan (Section 3A)
-  Fallbrook Village Zoning (Section 3B)
-  \*Town Center - Design Standards (Section 3C)

-  County Parks
-  Schools

**Fig 1.2** Fallbrook Sub-Area Plan Boundary

\*The Town Center sub-districts include additional standards for commercial development in the Fallbrook Design Standards document with the intent of ensuring that projects positively contribute to the overall atmosphere of the village in Downtown Fallbrook.

## Summary of Engagement

The process for creating this Sub-Area Plan began with extensive planning for community engagement. The goal of engagement for the project was to facilitate a community-driven approach. The County solicited input from downtown Fallbrook stakeholders, particularly property owners, business operators, and residents in the immediate study area.

The engagement process focused first on conducting existing conditions analysis of the study area, or an in-depth understanding of the project area and its current conditions to inform development of Sub-Area Plan concepts. Once this plan and associated Appendix are released to the public in a draft form (expected late 2024), there will be a second engagement process which focuses on stakeholder and community input to inform the final Sub-Area Plan document.

### **This section summarizes engagement activities, which included the following:**

- Meetings of the Infrastructure Committee and Additional Planning Group Sub-Committees
- Focus Groups
- Community Workshops
- Community Questionnaire
- Pop-Up Community Events

## Committee Meetings

The Infrastructure Committee was put together by District 5 and serves as a local advisory group to PDS for this project. In addition to advising and providing feedback to technical developments from the planning process, the committee also informs public outreach and involvement activities. This committee met five times on the following dates over videoconference and in person:

- June 22, 2021
- December 8, 2021
- January 25, 2022
- October 25, 2022
- December 12, 2022

Additionally, the project team met with three sub-committees of the Fallbrook Community Planning Group for focused discussions on the design guidelines and streetscape elements of the project, as follows:

- Circulation Sub-Committee, February 15, 2022
- Parks Sub-Committee, February 16, 2022
- Design Review Board, February 16, 2022
- Design Review Board, April 6, 2022
- Design Review Board, May 11, 2022
- Fallbrook Community Planning Group, July 17, 2023
- Design Review Board, November 15, 2023



## Focus Groups

Focus groups with specific communities of interest engaged participants in hearing their visions for a revitalized downtown, as well as the types of issues and opportunities they believe to be important to the area's future including parking, potential streetscape elements, public amenities, and potential enhanced/new uses. These communities included area businesses (managers and property owners) and residents and community leaders representing social equity perspectives. The focus groups occurred via videoconference.

- Businesses, September 8, 2021
- Social Equity, November 4, 2021
- Businesses, Summer 2023
- Social Equity, Summer 2023

## Community Workshop

The first community workshop for the project occurred on September 22, 2021. The workshop introduced the project to the broader community and facilitated input on the vision for a revitalized downtown including parking, potential streetscape elements, public amenities, and potential enhanced/new uses.

A second community workshop occurred on December 5, 2023. This workshop included an update on the project, presentation of the draft plan, and included an opportunity for public comments.

## Community Questionnaire

The first web-based community questionnaire developed by the project team provided the community with an alternative opportunity to

provide input that did not require attending one of the aforementioned activities. Like all activities, the questionnaire asked respondents to reflect on their vision for the future and definition of “character” for the study area. Respondents also indicated their priority issues and opportunities such as parking, public spaces, pedestrian safety, and more. A total of 47 respondents answered all or some of the questions. The questionnaire was available from December 2021 through February 2022.

## Pop-Up Activity: Harvest Faire

The project team attended the Fallbrook Harvest Faire on October 17, 2021, a major annual street fair that attracts residents and visitors. Like the vendors, the project team coordinated with the Chamber of Commerce to host a large booth with project information on displays and team members available to answer questions. Additionally, some of the display materials included opportunities for visitors to indicate which type of issues, opportunities and potential improvements were their highest priority for the future of downtown Fallbrook. Over 75 visitors reviewed the display boards, posted preference dots, and provided comments on sticky notes.



*Harvest Faire Pop-Up Activity*

## Vision and Goals

Through an extensive existing conditions analysis as well as community and stakeholder engagement, a vision and goals have emerged and represent a framework for consideration for the future of the Fallbrook Sub-Area related to planning, design, and implementation efforts.

This vision and these goals serve to inform actions and strategies for preserving and enhancing the Fallbrook community for the future. These recommendations would need additional funding, development, implementation, and continued support to succeed and are covered in more detail in Section 2 Strategies and Section 3 Implementation of this Plan.

The **Vision** of the Fallbrook Sub-Area Plan is to revitalize downtown Fallbrook while improving mobility, enhancing safety, and attracting businesses, visitors, and residents.

| Goals   | Actions and Strategies   |
|---|--|
| 1 Create a <b>safe, comfortable experience</b> for all residents and visitors of Fallbrook  | Sidewalk improvements, ADA accessibility, intersection controls, street trees, pedestrian lighting, wayfinding, gateways   |
| 2 Expand and <b>attract visitor-serving</b> and entertainment uses within the Town Center   | Infill development, redevelopment, ground floor commercial and retail uses, events and theming, on street parking, new design standards, zoning amendments, wayfinding, gateways |
| 3 <b>Improve connectivity</b> to amenities and mobility for pedestrians, bicyclists, transit users, and drivers                                   | Sidewalk improvements, intersection controls, bicycle connectivity, bus stop improvements, new crosswalks, updated parking requirements, wayfinding                              |
| 4 <b>Attract residential and supporting uses</b> along the Pico Promenade corridor  | Infill development, redevelopment, public amenities, art programs, mixed-uses, off street parking, new design standards, zoning amendments                                       |
| 5 Identify <b>public realm amenity</b> opportunities, including gathering spaces and areas for landscape improvement                              | Sidewalk improvements, infill development, redevelopment, zoning amendments, curb extensions, new design standards, street trees, pedestrian lighting                            |
| 6 Identify paths of opportunity to <b>expand the hospitality sector</b>   | Infill development, redevelopment, public amenities, art programs, events and theming, off street parking, zoning amendments   |
| 7 Create <b>opportunities for housing</b> development in partial satisfaction of the County's Regional Housing Needs Allocation (RHNA) obligation | Infill development, redevelopment, ground floor commercial and retail uses, events and theming, updated parking requirements, new design standards, zoning amendments            |

## How to use this Sub-Area Plan

This plan is meant to be easily understood and referenced by all users, including County staff, elected officials, developers, business owners, property owners, and community members in Fallbrook. To help navigate the main components of the document, the following steps give a high-level overview of how to use the included information of the plan:

|               |   |
|---------------|---|
| <b>Step 1</b> | Review the Strategies and Opportunities & Constraints sections (pages 16-37) to understand the context of Fallbrook and the characteristics that make Fallbrook what it is today.                             |
| <b>Step 2</b> | For applications on Main Avenue, review the Streetscape Plan in Section 3A (page 38). Ensure that any design complements and fits within the framework and recommendations set forth in the Streetscape Plan. |
| <b>Step 3</b> | Identify what zone applies and review the Zoning Ordinance Update in Section 3B (page 49) for applicable amended standards or language related to the zone.   |
| <b>Step 4</b> | Incorporate the Design Standards Update in Section 3C (page 65) for projects subject to design review.  |
| <b>Step 5</b> | Speak with a representative from County of San Diego Planning & Development Services and follow the County's application process to have a project reviewed.  |

# REVITALIZATION OPPORTUNITIES

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## 2

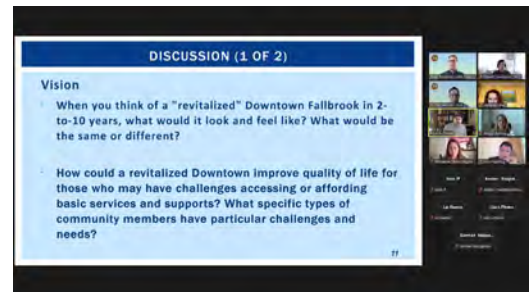
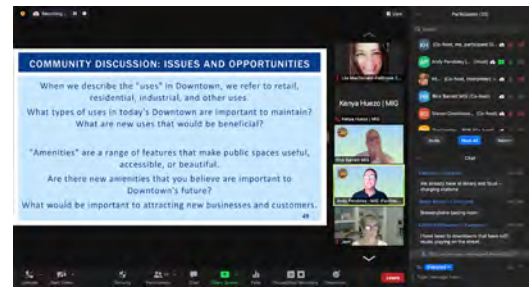
- PLANNING PROCESS & ENGAGEMENT
- OPPORTUNITIES INTRODUCTION
- INFRASTRUCTURE AND MOBILITY OPPORTUNITIES
- DEVELOPMENT OPPORTUNITIES

## Planning Process & Engagement

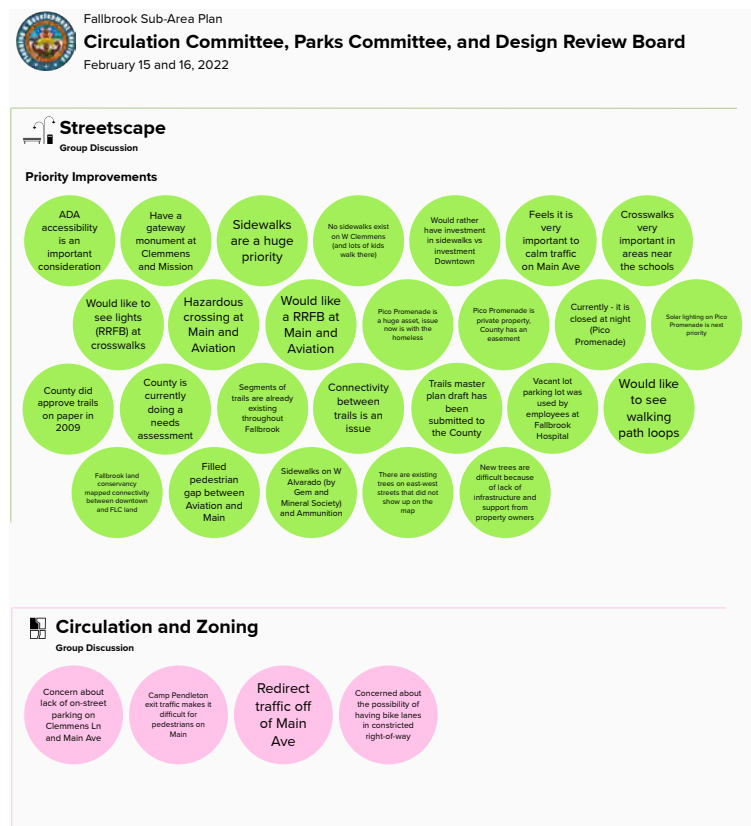
The outcomes of many different engagement activities as well as technical analyses of existing conditions in Fallbrook were the basis for the development of the revitalization opportunities section. These issues, constraints, and opportunities which inform the development of goals and recommendations were ultimately based on what we heard from the Fallbrook community which engaged in this process at the various meetings and community events.

Through virtual meetings with "digital whiteboards" which represent real-time notes of participants' comments, ideas, and questions as well as in-person engagement at the 2019 Harvest Faire, the issues and opportunities in the following pages were identified and studied further.

A more detailed summary the engagement as well as all materials and notes developed are in Appendix B.



Virtual engagement meetings



Example of a "digital whiteboard" collecting meeting notes and ideas from sub-committee meetings



Community members give input at the 2019 Harvest Faire



## Opportunities Introduction

The following section contains existing conditions which have been identified through extensive community input and stakeholder engagement as well as observations and analysis of the Sub-Area Plan boundary. In some cases, these conditions can pose challenges to the community and are intended to provide an overview of where improvements can be made to the community.

**Bicycles:** Existing bicycle facilities are sparse and include small portions along Ammunition Road, East Mission Road, and Fallbrook Street. These facilities do not connect to key destinations or other bicycle facilities outside of the Sub-Area Plan boundary. This is an issue as cyclists who come to an end of a bicycle facility have no choice but to ride with fast moving vehicles or on the sidewalk.

**Sidewalks:** The largest portion of continuous sidewalks are in the Town Center along Main Avenue and surrounding streets. The Americans with Disabilities Act (ADA) was signed into law in 1990 with the intention to be an equal opportunity law for people with disabilities, which extends to built infrastructure and the ability to move around cities freely. As most of the infrastructure in Fallbrook predates 1990, there are several gaps with missing or non-ADA compliant sidewalks, including along East Alvarado and the southern portion of the planning area. Missing sidewalks are an issue because the lack of pedestrian connectivity can make for unsafe conditions. There are also some areas where sidewalk widths are constrained which creates a challenge for planting street trees or installing furnishings while maintaining ADA accessible paths of travel.

**Lighting:** Community input and stakeholder feedback has continually requested that there be an improvement in safety related to lighting for pedestrians. Lack of pedestrian lighting has consistently been pointed out as an issue.

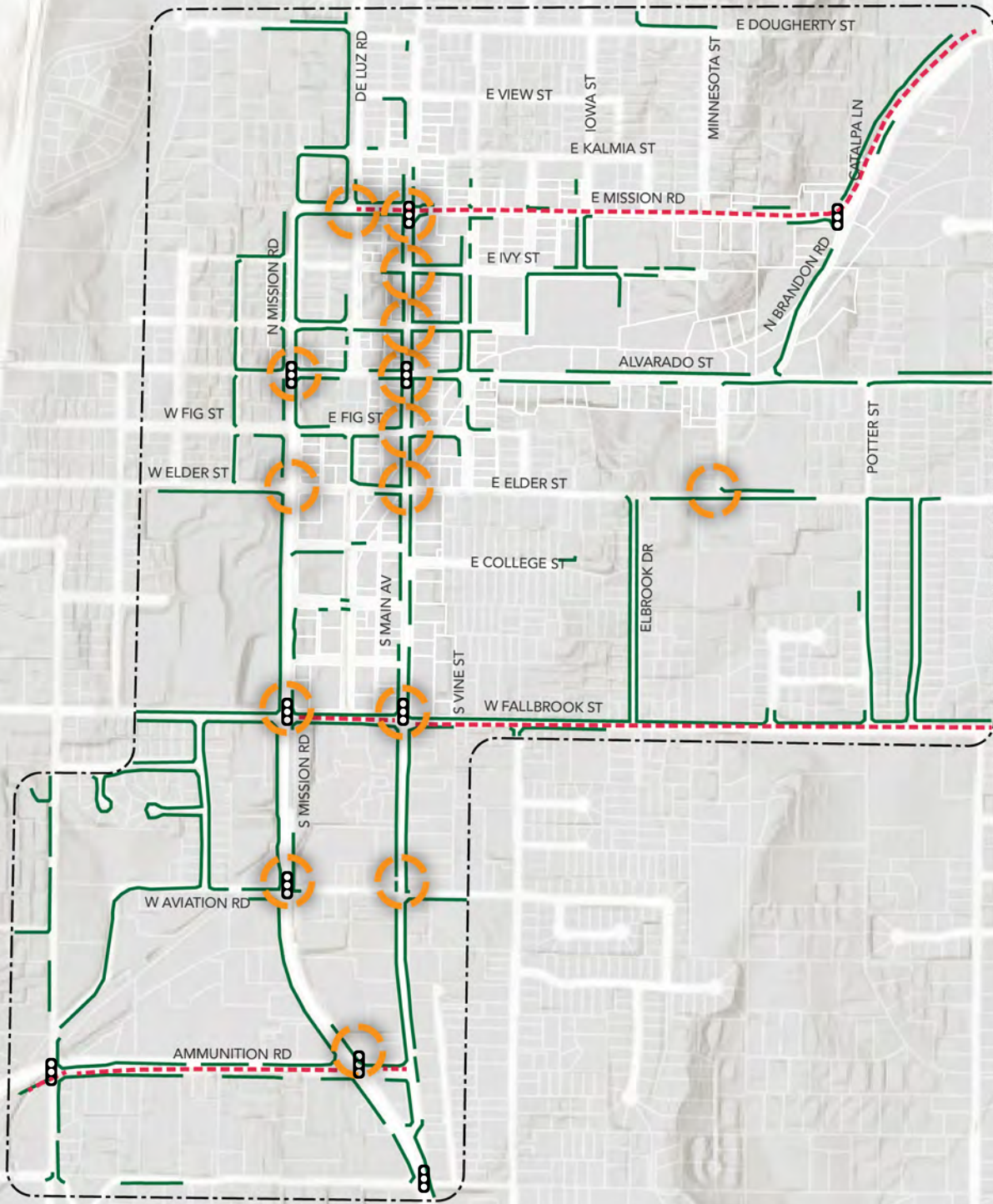
The maps on the following pages highlight existing conditions of this Sub-Area Plan. The first map includes mobility elements such as existing sidewalks, marked crosswalks, signalized intersections, and bicycle facilities. The second map includes the existing street trees and streetlights.



Main Avenue north of Fallbrook Street



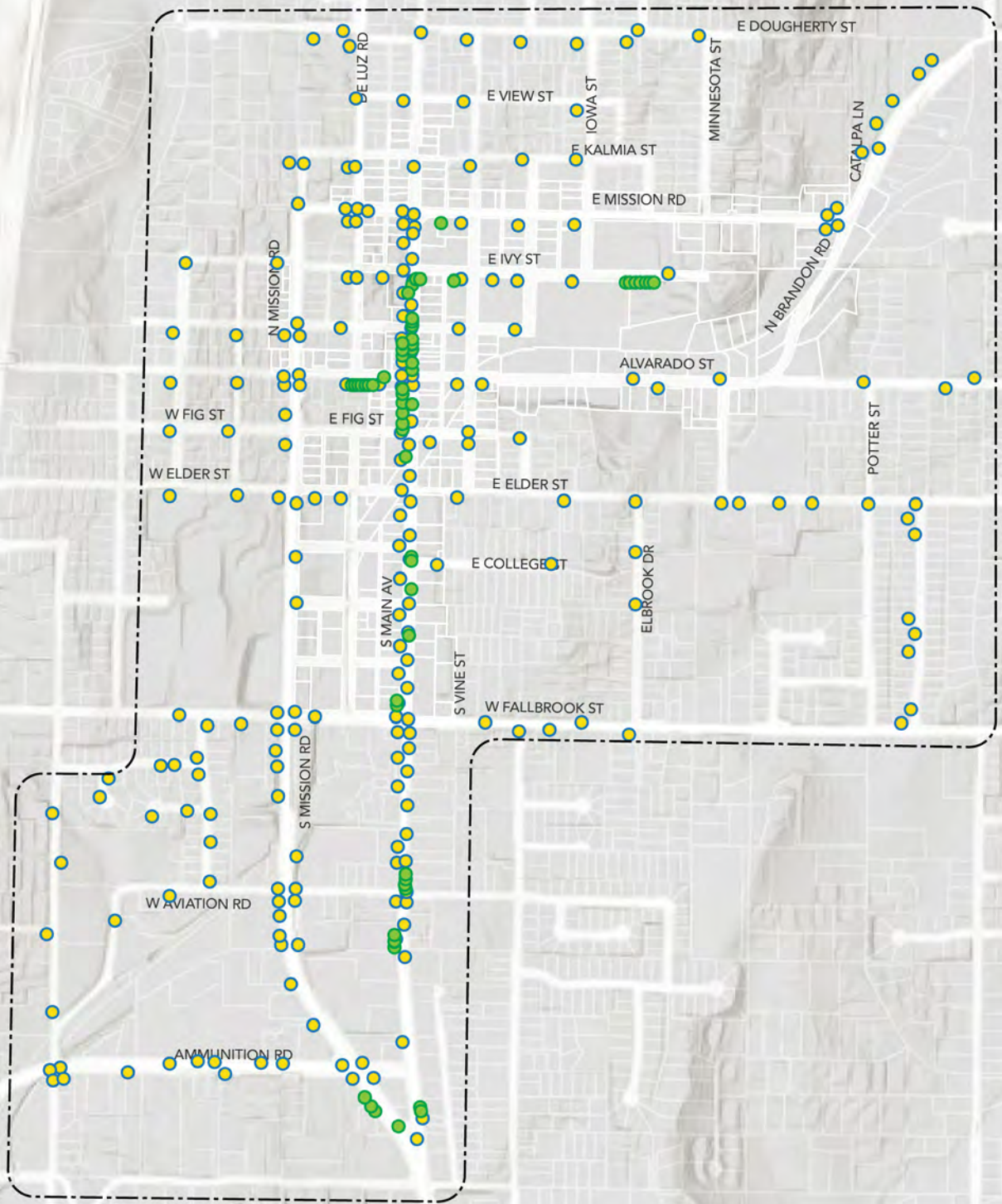
Main Avenue south of Fig Street



- Existing Sidewalks
- Existing Marked Crosswalks
- Existing Bike Lanes
- ⏸ Existing Signalized Intersection

**Fig 2.1** Bicycle Facilities, Sidewalks, and Crosswalks





- Street Trees (in the Public Right-of-Way)
- Street Lights (in the Public Right-of-Way)

**Fig 2.2** Street Tree and Street Light Network





*Intersection of Main Avenue and Fig Street*

## **Infrastructure and Mobility Opportunities**

This section includes infrastructure and mobility opportunities which have been identified through existing conditions analysis and community and stakeholder input. These opportunities relate to gateways, sidewalks, intersections, and coordination with current ongoing efforts related to the County Active Transportation Plan.

There are opportunities for gateways at the north and south ends of Main Avenue to celebrate the history and character of the Fallbrook community as residents and visitors enter the downtown. Efforts to create gateway signage should be coordinated with any Chamber of Commerce and County DPW plans.

Mission Road and Main Avenue are major corridors which serve different purposes. Mission Road is primarily used for commuter

automobile traffic; however, it could use improvements for pedestrians as it has direct connections to the library, schools, and commerce which neighborhood residents currently walk to. Mission Road includes planned bike lane facilities per SANDAG's regional bike map. Main Avenue is the downtown "Main Street" which has an opportunity to build on the existing Fallbrook character including restaurants, walkability, amenities, and retail. An opportunity on Main Avenue for sidewalk improvements and connectivity, traffic calming for safety, landscaping and street tree improvements, and pedestrian lighting.

There are also several parks and open spaces in proximity to the study area which are connected through side streets and minor corridors. There is also an opportunity for these minor corridors to be improved for more sidewalk connectivity and increased safety at crossing points.

The map (Figure 2.3) on the following page highlights the locations for opportunity areas in the Sub-Area Plan Boundary. The descriptions below relate to those mapped opportunities.



### **Main Avenue Pedestrian Connectivity**

As Main Avenue serves as the heart of Fallbrook, this should be treated with the most care. The streetscape plan in Section 3A details the recommended strategies for Main Avenue.



### **Mission Road Pedestrian Connectivity**

Mission Road serves as the primary north-south vehicular traffic roadway in the Sub-Area Plan boundary, but also connects the downtown and schools to many surrounding neighborhoods. Sidewalk gaps and intersections adjacent to these amenities should be examined for missing gaps or potential improvements to crossings.



### **Minor Corridor Pedestrian Connectivity**

These corridors connect key residential neighborhoods to amenities in the Sub-Area Plan boundary and downtown. Sidewalk gaps should be identified and filled, and intersections should have safe crossing opportunities.



### **Planned Bike Lanes**

Planned bike lanes per the County Active Transportation Plan (ATP).



### **Gateway Opportunity**

Gateways are a way to welcome locals and visitors to downtown Fallbrook.



### **Library and Village Square**

The Fallbrook Library and Village Square are two important destinations that anchor the downtown area and serve as amenities that attract visitors and locals to downtown Fallbrook.



### **Pico Promenade**

This promenade provides a pedestrian connection adjacent to a drainage corridor and serves as a nature trail in the downtown Fallbrook area.



### **Pico Promenade Connections**

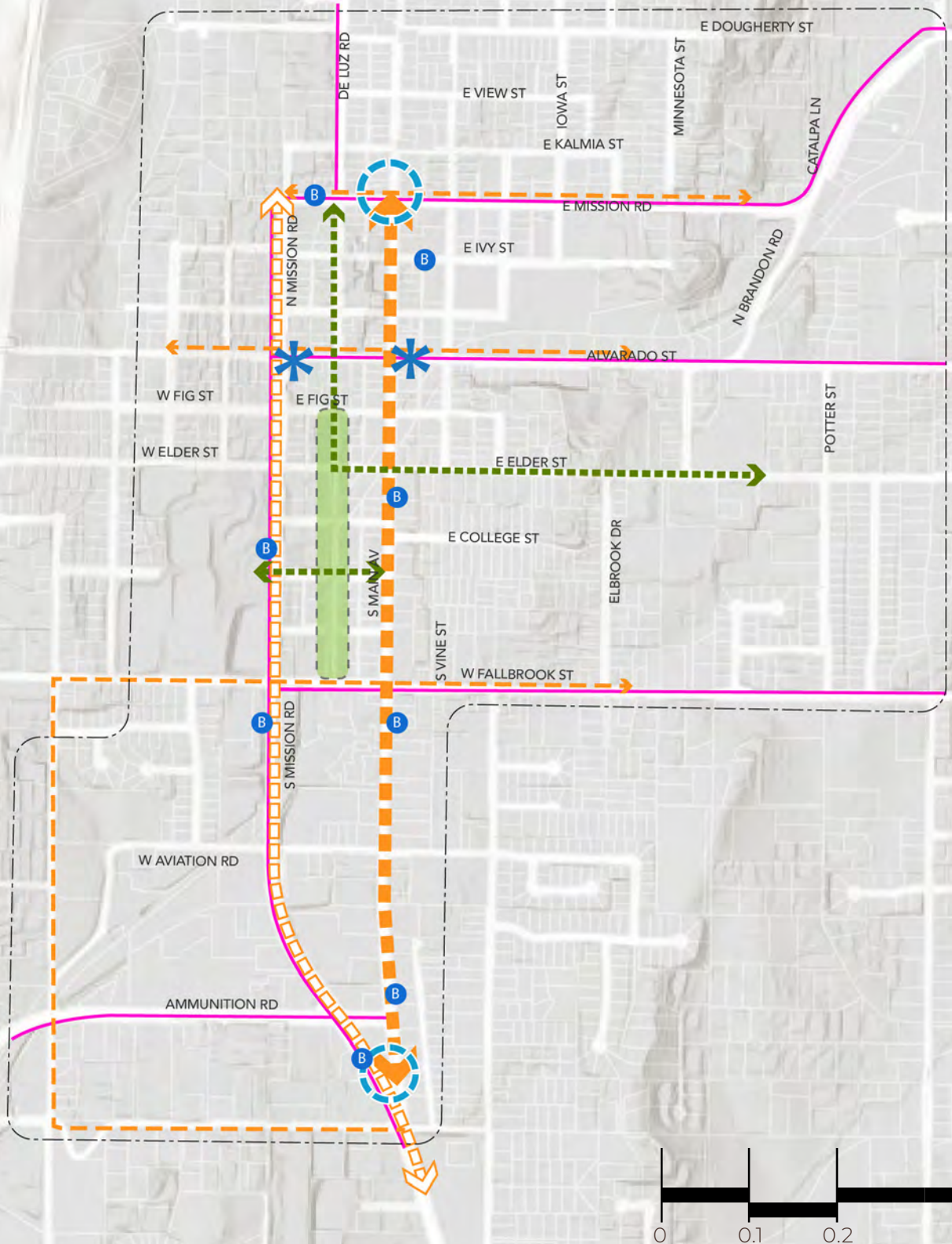
These connections are opportunities to improve the pedestrian connectivity between the promenade and surrounding amenities by identifying and filling gaps in the sidewalk network and improving wayfinding signage.









### **Bus Stops**

There is one bus route that serves the Sub-Area Plan boundary, with two existing stops on or immediately in the vicinity of Main Avenue in the downtown area.





-  Main Avenue Pedestrian Connectivity
-  Mission Road Pedestrian Connectivity
-  Minor Corridor Pedestrian Connectivity
-  Planned Bike Lanes
-  Gateway Opportunity
-  Library and Village Square
-  Pico Promenade
-  Pico Promenade Connections
-  Bus Stops

**Fig 2.3 Infrastructure and Mobility Opportunities**

## Development Opportunities

The opportunities and evaluations at the time of this plan presented in the following section represent steps which can be taken by the community, developers, or the County to revitalize downtown Fallbrook. This evaluation does not mean that redevelopment and investment cannot happen now, but these recommendations present opportunities to increase the potential for that investment.

The Fallbrook community, Sub-Area Plan boundary, Village Zones, and Town Center specifically, contain positive attributes to attract visitors and future growth, including cultural and agricultural assets, small-town charm, relatively low cost of living, and support from the local community for revitalization.

Distinct opportunity strategies which are shown on the following pages have been developed through a market analysis process which evaluated the land uses that could be supported and developed in the Sub-Area Plan in coordination with the Sub-Area Plan vision and goals.



*The Old El Real Hotel on Main Avenue*



*Pico Promenade community amenity*



## Opportunity Strategy - Community Amenities

Community amenities can build on a community's natural assets and can improve the function of the area by creating a more inviting and pedestrian-friendly environment. Strong communities identify amenities which best provide opportunities for growth, and positive experiences. Communities then develop strategies to support and maintain amenities such as but not limited to historically significant buildings, arts and culture, outdoor recreation, and/or agriculture through economic resources, partnerships, and grants. The downtown has been successful in incorporating an arts and culture theme and supports a wide range of events on a weekly and annual basis. These events foster a sense of community by support local farmers and artisans.

**Art** is a focal point throughout the Sub-Area Plan boundary. There are several art centers and galleries located in downtown Fallbrook. These venues offer a wide range of artistic pieces such as paintings and ceramics, along with providing educational classes. Fallbrook Arts, Inc., a non-profit organization, formed the Art in Public Places (APP) program to bring public art into the community for the purpose of raising enjoyment and awareness through education and public display of artists' work. These art pieces are located throughout the downtown Fallbrook but are concentrated along Main Avenue and Alvarado Street. Artists' colorful murals can also be found throughout the Sub-Area Plan boundary. Community murals can be a source of civic pride, public artistry, and outdoor engagement. These opportunities for art are a community-led initiative and are not part of County of San Diego purview.



Public art at Village Square Park



Fallbrook Art Center at Main Avenue and Alvarado Street



Fallbrook School of the Arts on Alvarado Street

**Community Events and Festivals** have direct and indirect impacts on communities. Events and festivals support local businesses, attract visitors, and provide a sense of community to residents. The historic downtown hosts numerous annual events including: the Avocado Festival, Christmas Parade, Galaxy of Glass Show, Harvest Faire, and Wine & A Bite Art Walk. With its vast orchards and groves, Fallbrook is known as the “Avocado Capital of the World.” The Avocado Festival is the largest and most notable event in Fallbrook, with an estimated 70,000 attendees each spring. The event is free and showcases fruit, vegetables, art, and specialty crafts and products from local farmers, exhibitors, and artisans. A weekly farmer’s market is also held in the downtown every Saturday on Main Avenue between Hawthorne and Fig streets. To accommodate vendors, Main Avenue is closed temporarily for the duration of the farmer’s market. The farmer’s market provides local farmers and artisans to congregate and offer agricultural products and novelties directly to consumers.



*Fallbrook Harvest Faire on Main Avenue*



*Fallbrook Avocado Festival Booth*



### Opportunity Strategy - Land Use Mix

One of the keys to a successful community from an economic perspective is to ensure that the right balance of land uses exists. Incorporating different types of housing -- both market-rate and affordable, as well as for-sale and rental -- ensures that there are equitable options to support the population. Commercial businesses and hotels generate tax revenues which enhance the County's ability to provide facilities and services to the Plan Area. Public gathering spaces such as community parks or plazas can be integrated throughout the Plan Area to facilitate passive or active use. Development in a mixed-use configuration throughout the downtown provides commercial establishments with both daytime and nighttime population.

Housing continues to be in high demand at all affordability levels. Based on current market trends, population growth, and the need for housing in the County, the Plan Area presents a great opportunity to provide a range of housing options. The Plan Area's assets including agriculture, arts and culture, history, and natural amenities have the potential to draw visitors from San Diego and Riverside Counties. Further, the lack of quality visitor accommodations drives demand for lodging facilities. The following table represents overall market profile findings with respect to market potential and key drivers that support different development types in Fallbrook.

|                                    | Residential  | Retail/Restaurant   | Visitor-Serving/Hotel  |
|------------------------------------|--|---|--|
| <b>Market Potential</b>            |  |   |  |
| <b>Near-Term</b><br>(0 to 5 years) | <b>Strong</b>  | <b>Moderate</b>   | <b>Moderate</b>  |
| <b>Mid-Term</b><br>(5 to 10 years) | <b>Strong</b>  | <b>Moderate</b>   | <b>Moderate</b>  |
| <b>Long-Term</b><br>(10+ years)    | <b>Strong</b>  | <b>Strong</b>   | <b>Strong</b>  |
| <b>Key Market Drivers</b>          | <ul style="list-style-type: none"> <li>Well-served by public facilities and services within the boundaries of the Plan Area</li> <li>Availability and access to grocery and pharmacy stores</li> <li>High demand for housing and strong sales prices</li> <li>Proximity to Camp Pendleton</li> </ul> | <ul style="list-style-type: none"> <li>Existing single-family residential community to support businesses during non-peak times</li> <li>Abundance of local artisans and farmers that can provide unique novelties and fresh produce</li> <li>Limited supply of dining/entertainment options</li> </ul> | <ul style="list-style-type: none"> <li>Presence of historic, cultural, and arts features and organizations</li> <li>Natural assets such as parks, preserves, and hiking and equestrian trails</li> <li>Variety of annual and monthly events and activities in Plan Area</li> <li>Demand for quality lodging options</li> </ul> |

Table 2.1 - Market Potential

Five (5) development concepts that included multi-family residential and mixed-use development concepts were evaluated through financial pro formas to address the housing expansion and economic viability of potential changes related to the Sub-Area Plan boundary's existing land use and zoning regulations. Financial pro forma models are a standard tool utilized by developers and investors to analyze the feasibility of new development. The concepts analyzed for this report are described below, with further information regarding feasibility on the following pages:

|          | <b>Development Concept</b>                   | <b>Illustrative Examples</b>  | <b>General Development Concept Description</b>  |
|----------|--|---|---|
| <b>A</b> | <b>Townhomes</b>                             |    | <ul style="list-style-type: none"> <li>• 2-acre site</li> <li>• 15 units/acre</li> <li>• For-sale product type</li> <li>• Attached garages</li> <li>• 2 to 3 stories</li> </ul>                                     |
| <b>B</b> | <b>Garden Apartments</b>                     |   | <ul style="list-style-type: none"> <li>• 2-acre site</li> <li>• 24 units/acre</li> <li>• Rental product type</li> <li>• Surface/carport parking</li> <li>• 2 to 3 stories</li> </ul>                                |
| <b>C</b> | <b>Stacked Flats</b>                         |  | <ul style="list-style-type: none"> <li>• 1-acre site</li> <li>• 30 units/acre</li> <li>• Rental product type</li> <li>• Surface and tuck-under parking</li> <li>• 3 stories</li> </ul>                              |
| <b>D</b> | <b>Mixed-Use Studios/Lofts over Retail</b>   |  | <ul style="list-style-type: none"> <li>• 1-acre site</li> <li>• 30 units/acre</li> <li>• Rental product type</li> <li>• 3,000 SF retail space</li> <li>• Tuck-under parking</li> <li>• 3 stories</li> </ul>         |
| <b>E</b> | <b>Boutique Hotel with Retail/Restaurant</b> |  | <ul style="list-style-type: none"> <li>• 1.5-acre site</li> <li>• 0.44 Floor Area Ratio (FAR)</li> <li>• 40 hotel rooms</li> <li>• Surface parking</li> <li>• 3,500 SF retail space</li> <li>• 3 stories</li> </ul> |

Table 2.2 - Development Concepts



Development concepts that are financially feasible generate positive land values which indicates that a developer or investor could acquire the site, construct the development, sell or lease the development, and receive an adequate target return on their investment. In the near-term (0 to 5 years), low density development concepts (15 to 24 units per acre) are more likely to be developed in the Sub-Area Plan boundary. Market research found that only Development Concepts A (for-sale townhomes) and B (rental apartments) are financially feasible under current market conditions. Development Concepts A and B rely on surface parking and/or private garage parking, as opposed to a structured parking. Development Concepts C, D, and E are estimated to yield below market land values and therefore only marginally feasible. The values projected to be generated by these developments are not sufficient to offset the associated high construction costs. This finding indicates that higher-density (30 units per acre) and/or mixed-use development on in-fill parcels in the downtown are not likely to be feasible in the near- to mid-term (0 to 10 years). However, as market rents rise over time and the Sub-Area Plan boundary is revitalized, it is reasonable to anticipate that higher-density development with structured parking will become more feasible over the long term. Additional information and detail into these studies is in Appendix C. Market Analysis.



*127 West Social House on Elder Street*

Based on review of demographic and market conditions of the Plan Area and Fallbrook Community, development potential and possible locations for each major use type in the near-, mid-, and long-term have been assessed. These rankings are summarized for residential, retail, and visitor-serving land uses in Table 2.3 below.

|  | Residential   | Retail/Restaurant  | Visitor-Serving/Hotel   |
|--|---|--|---|
| <b>Market Potential by Land Use Type</b> |   |  |   |
| <b>Near-Term</b><br>(0 to 5 years)       | <b>Strong</b>   | <b>Moderate</b>  | <b>Moderate</b>   |
| <b>Mid-Term</b><br>(5 to 10 years)       | <b>Strong</b>   | <b>Moderate</b>  | <b>Moderate</b>   |
| <b>Long-Term</b><br>(10+ years)          | <b>Strong</b>   | <b>Strong</b>  | <b>Strong</b>   |
| <b>Key Market Drivers - Strategies</b>   | <ul style="list-style-type: none"> <li>• Increase in retail shopping, food and beverage outlets, and entertainment</li> <li>• Safe, walkable, pedestrian environment</li> </ul>   | <ul style="list-style-type: none"> <li>• Critical mass of new housing units</li> <li>• Enhancement of pedestrian environment including sidewalks, walking paths, and safety measures</li> <li>• Wayfinding and circulation improvements</li> </ul> | <ul style="list-style-type: none"> <li>• Re-branding as a themed district</li> <li>• Co-marketing efforts with other key stakeholders in the agriculture and food-related industries</li> <li>• Amenities such as food and beverage, shopping, and services</li> <li>• Wayfinding and circulation improvements</li> </ul> |
| <b>Recommended Product Type(s)</b>       | <ul style="list-style-type: none"> <li>• Affordable (tax credit) apartments</li> <li>• Artists live/work lofts, including studio space</li> <li>• For-sale townhomes and rowhomes</li> <li>• Garden-style rental apartments</li> <li>• Small-lot and Zero Lot Line (ZLL) single-family homes</li> </ul> | <ul style="list-style-type: none"> <li>• Standalone</li> <li>• Mixed-use (ground-floor)</li> </ul>   | <ul style="list-style-type: none"> <li>• Small boutique lodging</li> <li>• Limited-service hotel</li> </ul>   |

Table 2.3 - Market Potential by Land Use Type

## Opportunity Strategy - Sub-Area Identity

The identity of the Sub-Area and its neighborhoods should convey a positive and welcoming message as well as establish a clear boundary to visitors, residents, and potential investors. There have been three (3) potential themes identified for consideration through careful analysis and input from stakeholders: Agricultural Heritage; Arts, Culture and Entertainment; and Health and Fitness. Although each theme is presented individually, these themes are not exclusive of each other and can potentially overlap. These ideas are in this plan to be considered by the community and developers over time as Fallbrook is revitalized and were developed through stakeholder outreach sessions.




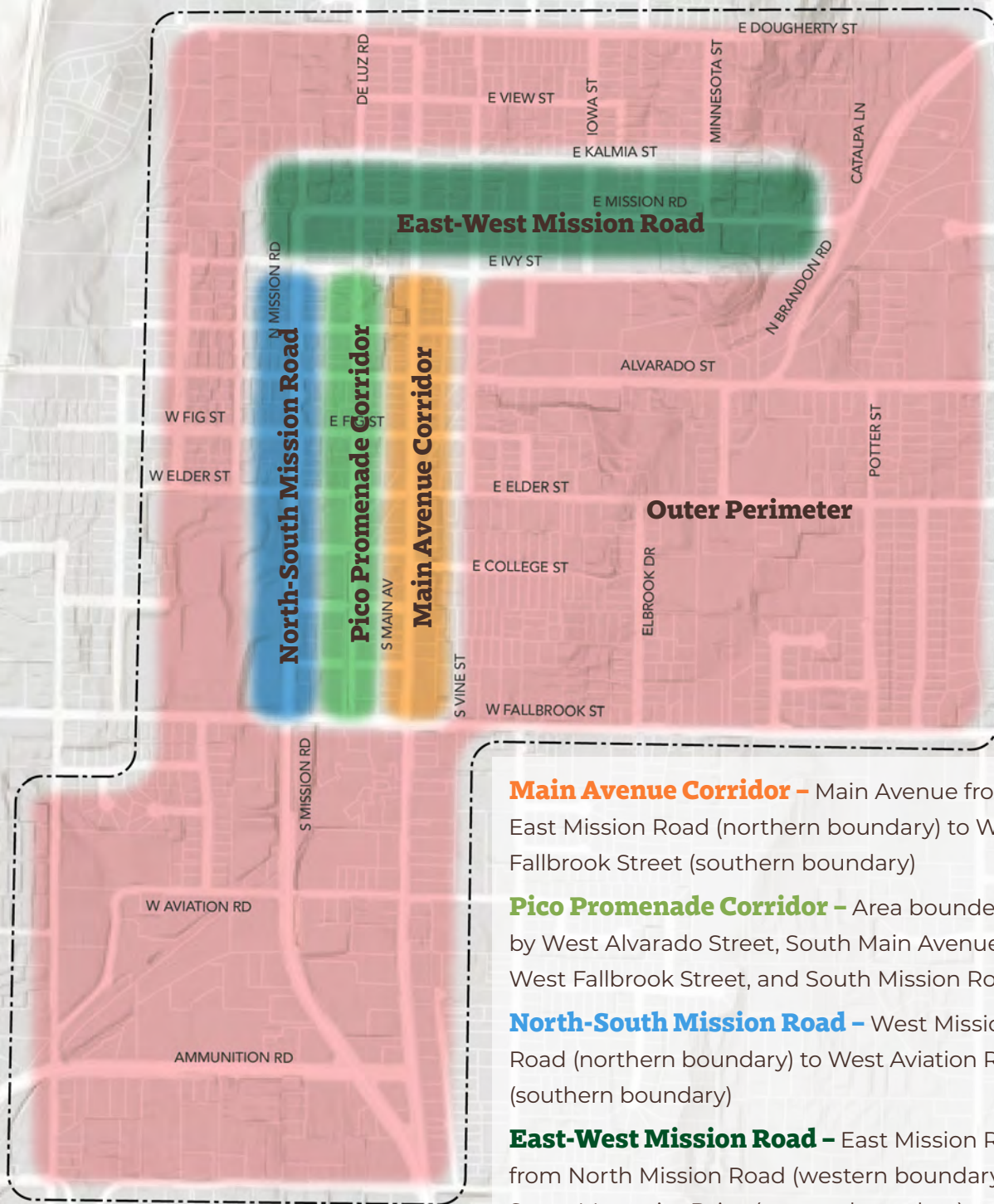
| Agricultural Heritage   | Arts, Culture, and Entertainment   | Health & Fitness   |
|---|--|--|
|   |   |    |
| <p>A district that is focused on agritourism/visitor uses with an emphasis on the farm-to-table approach of providing fresh, seasonal food from local farms. Potential development opportunities may include fresh food markets, farm-to-table restaurants, and interactive farms that allow visitors access to local groves and crops.</p> | <p>A district centered on the promotion of arts, culture, and entertainment featuring a mix of restaurants, art galleries, and performance venues. The district could feature unique one-of-a-kind artisan shops and art galleries showcasing traditional fine arts and crafts such as painting, pottery, sculpture, jewelry, photography, woodworking, etc.</p> | <p>A health- and fitness-oriented district emphasizing healthy lifestyles, exercise and athletics, outdoor recreation, and public realm opportunities for running, walking, and cycling. Potential development opportunities include health-oriented retailers, i.e., specialty sporting goods stores, and fitness and yoga studios.</p> |

Table 2.4 - Potential Themes

The key to developing/redeveloping the Sub-Area Plan boundary is to build on the existing community and regional assets. The natural, built, and cultural assets in the Sub-Area Plan boundary and surrounding Fallbrook community serve as the basis to attract visitors and retain its existing population and support future growth. Based on the market profile research, there are unique potential opportunities for development and redevelopment within five (5) districts of the Sub-Area Plan boundary. These districts are listed and shown on the following page.





**Main Avenue Corridor** – Main Avenue from East Mission Road (northern boundary) to West Fallbrook Street (southern boundary)

**Pico Promenade Corridor** – Area bounded by West Alvarado Street, South Main Avenue, West Fallbrook Street, and South Mission Road

**North-South Mission Road** – West Mission Road (northern boundary) to West Aviation Road (southern boundary)

**East-West Mission Road** – East Mission Road from North Mission Road (western boundary) to Santa Margarita Drive (eastern boundary)

**Outer Perimeter** – Areas/streets outside of the primary corridors listed above

Figure 2.4 - Sub-Area Plan District Opportunities

## Main Avenue Corridor

|                                    |  |
|------------------------------------|--|
| <b>LOCATION</b>                    | Main Avenue from East Mission Road (northern boundary) to West Fallbrook Street (southern boundary)  |
| <b>GENERAL DEVELOPMENT CONCEPT</b> | The Main Avenue corridor should function as the center of the Plan Area. Main Avenue has been designed to include active street frontage while encouraging pedestrian activity. Main Avenue should continue to serve as the hub for events and activities that attract visitors to the Plan Area. Main Avenue could also provide a balance of housing with ancillary retail and entertainment uses, social gathering spaces, and recreational amenities. |
| <b>RECOMMENDED PRODUCT TYPES</b>   | <ul style="list-style-type: none"> <li>• Live/work lofts, including studio space</li> <li>• Stacked-flat rental apartments with ground-floor retail space</li> <li>• Standalone retail/restaurant and entertainment uses</li> <li>• Commercial businesses and residential uses in mixed-use format</li> <li>• Boutique hotels</li> </ul>   |
| <b>POTENTIAL TENANTS/END USERS</b> | <p><b>Residential Uses:</b></p> <ul style="list-style-type: none"> <li>• Individuals and young families</li> <li>• Military</li> <li>• Empty nesters/seniors</li> </ul> <p><b>Commercial uses:</b></p> <ul style="list-style-type: none"> <li>• Boutique and specialty retailers</li> <li>• Experiential retail</li> <li>• Farm-to-table restaurants</li> <li>• Tasting room/brewery</li> <li>• Arts and culture themed businesses</li> </ul>            |
| <b>TIMING/PHASING</b>              | Immediate and up to 5 to 10 years  |
| <b>STRATEGIES FOR DEVELOPMENT</b>  | <ul style="list-style-type: none"> <li>• Add gateway/wayfinding signage</li> <li>• Provide signage and accessibility for public parking resources</li> <li>• Re-brand and implement marketing strategy</li> <li>• Upgrades to public realm including sidewalks, outdoor plazas, and other placemaking amenities</li> <li>• Create destination places that attract residents and visitors</li> </ul>  |



*Photo Examples of Development Types and Strategies*



## Pico Promenade Corridor

|                                    |  |
|------------------------------------|--|
| <b>LOCATION</b>                    | Area bounded by West Alvarado Street, South Main Avenue, West Fallbrook Street, and South Mission Road   |
| <b>GENERAL DEVELOPMENT CONCEPT</b> | Extend the Pico Promenade theme up to West Alvarado Street. Develop the area with uses that complement the natural and healthy environment of the Pico Promenade. The Pico Promenade area can anchor residential uses and ancillary retail that promote a pedestrian-friendly atmosphere. The area could also incorporate elements of urban agriculture.   |
| <b>RECOMMENDED PRODUCT TYPES</b>   | <p><b>Residential Uses:</b></p> <ul style="list-style-type: none"> <li>• Garden apartments and stacked flats</li> <li>• For-sale townhomes and rowhomes</li> </ul> <p><b>Commercial Uses:</b></p> <ul style="list-style-type: none"> <li>• Standalone commercial space</li> </ul> <p><b>Agricultural Uses:</b></p> <ul style="list-style-type: none"> <li>• Working community garden(s)</li> </ul> |
| <b>POTENTIAL TENANTS/END USERS</b> | <ul style="list-style-type: none"> <li>• Individuals and young families</li> <li>• Military</li> <li>• Empty nesters/senior</li> <li>• Fast/casual restaurant uses</li> </ul>  |
| <b>TIMING/PHASING</b>              | Immediate and up to 5 to 15 years  |
| <b>STRATEGIES FOR DEVELOPMENT</b>  | <ul style="list-style-type: none"> <li>• Add gateway/wayfinding signage</li> <li>• Enhance creek frontage/creek walk along Pico Promenade</li> <li>• Upgrades to public realm including sidewalks, outdoor plazas, and other placemaking amenities</li> <li>• Add signage for public parking resources</li> <li>• Encourage pop-up food and drink vendors to activate public spaces</li> </ul>     |



Photo Examples of Development Types and Strategies

## North-South Mission Road Corridor

|                                     |  |
|-------------------------------------|--|
| <b>LOCATION</b>                     | Mission Road from West Mission Road (northern boundary) to West Aviation Road (southern boundary)  |
| <b>GENERAL DEVELOPMENT CONCEPT</b>  | The North-South Mission Road Corridor is predominately built out and serves as the main commercial corridor with medium-sized retailers, supermarkets, pharmacies, fast/casual restaurants, and institutional and community-serving uses. The North-South Mission Road Corridor should continue to serve as the primary commercial corridor that provides residents with retail goods, services, and business activity. As the Plan Area builds out, there may be opportunities to redevelop large surface parking lots. |
| <b>RECOMMENDED PRODUCT TYPES</b>    | <b>Commercial Uses:</b> <ul style="list-style-type: none"> <li>Limited-service hotel</li> <li>Standalone commercial space</li> </ul>   |
| <b>POTENTIAL TENANTS/ END USERS</b> | <ul style="list-style-type: none"> <li>Grocers and pharmacies</li> <li>Convenience retail</li> <li>Business and personal services (banks, insurance, real estate, etc.)</li> <li>Community services (dry cleaner, postal annex, personal care, etc.)</li> </ul>  |
| <b>TIMING/PHASING</b>               | Immediate and Ongoing  |
| <b>STRATEGIES FOR DEVELOPMENT</b>   | <ul style="list-style-type: none"> <li>Improvements to circulation patterns and traffic capacity</li> <li>Enhancements to landscaping, lighting, and sidewalks to improve pedestrian safety</li> </ul>   |



Photo Examples of Development Types and Strategies

## East-West Mission Road Corridor

|                                     |  |
|-------------------------------------|--|
| <b>LOCATION</b>                     | East Mission Road from North Mission Road (western boundary) to Santa Margarita Drive (eastern boundary)   |
| <b>GENERAL DEVELOPMENT CONCEPT</b>  | The East-West Mission Road Corridor serves as the access/entry point from I-15 to the Plan Area. This section of East Mission Road includes a diverse mix of commercial businesses, including restaurants, personal and business services, auto repair, and religious facilities. The corridor could benefit from the addition of agritourism-related businesses, which may serve pass-through traffic and increase visitor spending within the Plan Area. |
| <b>RECOMMENDED PRODUCT TYPES</b>    | <ul style="list-style-type: none"> <li>• Standalone commercial space</li> <li>• Garden-style rental apartments</li> <li>• Affordable (tax credit) apartments</li> </ul>  |
| <b>POTENTIAL TENANTS/ END USERS</b> | <p><b>Residential Uses:</b></p> <ul style="list-style-type: none"> <li>• Individuals and young families</li> <li>• Military</li> </ul> <p><b>Commercial Uses:</b></p> <ul style="list-style-type: none"> <li>• Convenience retail</li> <li>• Agritourism businesses with educational and entertainment experiences</li> <li>• Agricultural retailers and suppliers</li> <li>• Fast/casual restaurant uses</li> </ul>                                       |
| <b>TIMING/PHASING</b>               | Immediate and up to 10 to 15 years   |
| <b>STRATEGIES FOR DEVELOPMENT</b>   | <ul style="list-style-type: none"> <li>• Improvements to circulation patterns and traffic capacity</li> <li>• Enhancements to landscaping, lighting, and sidewalks to improve pedestrian safety</li> <li>• Creation of land use buffers between incompatible land uses</li> </ul>  |



Photo Examples of Development Types and Strategies



## Outer Perimeter

|                                    |  |
|------------------------------------|--|
| <b>LOCATION</b>                    | Streets/areas outside of the primary corridors   |
| <b>GENERAL DEVELOPMENT CONCEPT</b> | Vacant and/or underutilized parcels in the outer perimeter of the Plan Area allows for development of critical mass uses that require large development sites.   |
| <b>RECOMMENDED PRODUCT TYPES</b>   | <p><b>Residential Uses:</b></p> <ul style="list-style-type: none"> <li>• Small-lot and Zero Lot Line (ZLL) single-family homes</li> <li>• For-sale townhomes and rowhomes</li> <li>• Garden-style rental apartments</li> </ul> <p><b>Commercial Uses:</b></p> <ul style="list-style-type: none"> <li>• Limited-service hotels, where applicable</li> </ul> |
| <b>TIMING/PHASING</b>              | Immediate and Ongoing  |
| <b>STRATEGIES FOR DEVELOPMENT</b>  | Enhancements to landscaping, lighting, and sidewalks to improve pedestrian safety  |



*Photo Examples of Development Types and Strategies*

# REVITALIZATION STRATEGIES

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# 3

- SHORT TERM ACTIONS/  
LONG TERM ACTIONS
- STREETScape PLAN
- ZONING UPDATE
- DESIGN STANDARDS UPDATE

## Short Term Actions/Long Term Actions

Three immediate actions have been identified with the goal of revitalizing Downtown Fallbrook. These actions are as follows:

- **Streetscape Plan (Section 3A):** To support the Circulation and Mobility (CM) section of the Fallbrook Community Plan's goals and policies, implementation of a Streetscape Plan for Main Avenue will improve the mobility and access for residents and visitors.
- **Zoning Ordinance Update (Section 3B):** To support the Land Use (LU) sections of the Fallbrook Community Plan, a Zoning Ordinance Update is included to remove development constraints and provide additional opportunities for development.
- **Design Guidelines Update (Section 3C):** To support the Land Use (LU) sections of the Fallbrook Community Plan, especially 1.1. Community Character, and 1.2. Community Growth Policy, the Design Guidelines for Fallbrook have been modernized to include objective and measurable standards to streamline the development and approval process.

Longer term actions or strategies based on community engagement, market research, parking study, mobility study, a zoning analysis, and an extensive existing conditions are included in the actions and strategies identified below (also located on page 14). These directly connect to the Vision and Goals of the Sub-Area Plan (page 14). These may be pursued by community stakeholders, residents, property owners, the Chamber of Commerce, and other Fallbrook groups. These opportunities are highlighted in the remainder of this strategies section and are intended to supplement and support the goals and policies of the County of San Diego General Plan and Fallbrook Community Plan. More information regarding the implementation of these actions and strategies is in Section 4: Implementation.

| Goals   | Actions and Strategies   |
|---|--|
| 1 Create a <b>safe, comfortable experience</b> for all residents and visitors of Fallbrook  | Sidewalk improvements, ADA accessibility, intersection controls, street trees, pedestrian lighting, wayfinding, gateways   |
| 2 Expand and <b>attract visitor-serving</b> and entertainment uses within the Town Center   | Infill development, redevelopment, ground floor commercial and retail uses, events and theming, on street parking, new design standards, zoning amendments, wayfinding, gateways |
| 3 <b>Improve connectivity</b> to amenities and mobility for pedestrians, bicyclists, transit users, and drivers                                   | Sidewalk improvements, intersection controls, bicycle connectivity, bus stop improvements, new crosswalks, updated parking requirements, wayfinding                              |
| 4 <b>Attract residential and supporting uses</b> along the Pico Promenade corridor  | Infill development, redevelopment, public amenities, art programs, mixed-uses, off street parking, new design standards, zoning amendments                                       |
| 5 Identify <b>public realm amenity</b> opportunities, including gathering spaces and areas for landscape improvement                              | Sidewalk improvements, infill development, redevelopment, zoning amendments, curb extensions, new design standards, street trees, pedestrian lighting                            |
| 6 Identify paths of opportunity to <b>expand the hospitality sector</b>   | Infill development, redevelopment, public amenities, art programs, events and theming, off street parking, zoning amendments   |
| 7 Create <b>opportunities for housing</b> development in partial satisfaction of the County's Regional Housing Needs Allocation (RHNA) obligation | Infill development, redevelopment, ground floor commercial and retail uses, events and theming, updated parking requirements, new design standards, zoning amendments            |

## 3A - STREETSCAPE PLAN

Throughout the engagement process, stakeholders and community members have expressed the importance of this stretch of Main Avenue as it is seen as the heart of Fallbrook. The intention of this streetscape plan is to identify opportunities to further enhance and unify the great character of Main Avenue. The following sections introduce the concepts present in the streetscape plan located on pages 45 and 46.

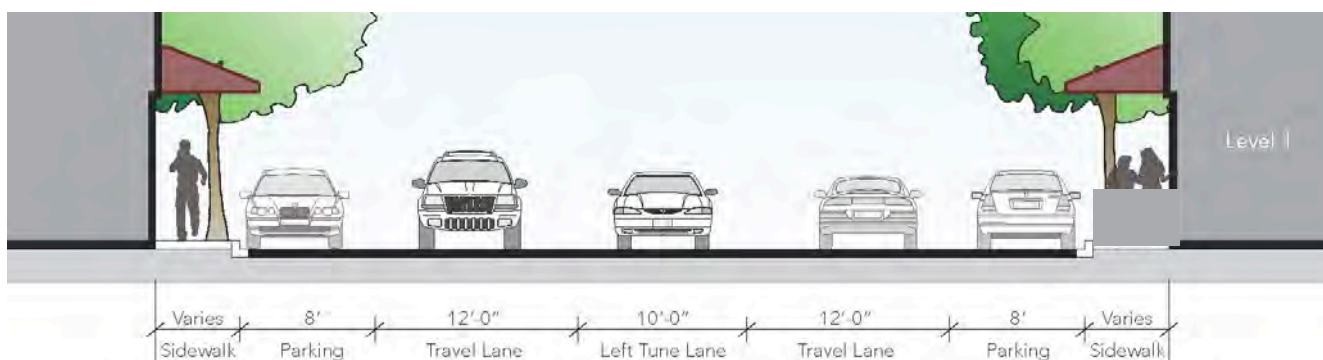
### Approval Process

The County of San Diego Board of Supervisors would adopt the Streetscape Plan (Appendix H), and then the responsible parties would implement it. The community would work with their local representatives and County departments (such as Department of Public Works) to identify funds for improvements and implement per County rules, regulations, and policies.

### Introduction

The streetscape plan focuses on the area on Main Avenue between Mission Road and Fallbrook Street. This section of Main Avenue is flanked by active commercial, retail, and office uses with high walkability and is partly located in the Town Center as identified in the Design Standards between Elder Street and East Mission Road. Retail uses in this area include shops, restaurants, and other amenities which are primarily small businesses that serve both Fallbrook residents as well as visitors to the area. Main Avenue closes on a regular basis for farmer's markets, and multiple times a year for large special events such as the Avocado Festival and the Harvest Faire.

Different roadway configurations were studied based on initial community input including roadway reconfiguration. Due to the constrained right-of-way and potential negative ancillary impacts to the Downtown Fallbrook community, the existing roadway configuration as shown below is to be retained throughout Main Avenue which includes sidewalks, on-street parking, and one travel lane in each direction on both sides of the street as well as a center median and turn lane.



*Main Avenue existing roadway configuration to remain*



## Streetscape Recommendations

### Intersection Improvement Recommendations

With extensive support from the community and stakeholder groups, there are proposed changes to four existing intersections. The intersections of Main Avenue and Ivy Street and Main Avenue and Elder Street would be changed to all way stop intersections. The intersections of Main Avenue and Hawthorne Street and Main Avenue and Fig Street would be changed to have Rectangular Rapid Flashing Beacons (RRFB) push activated crosswalks. The intent of these changes is to further emphasize the “Main Street” feel and improve the pedestrian safety and character of downtown Fallbrook.

Proposed improvements to intersections would include updated continental crosswalk striping for enhanced visibility. All intersections and marked continental crosswalks should be complemented with curb ramps and truncated domes for ADA accessibility as well as ADA access signage. At signalized cross streets (Mission Avenue, Alvarado Street, Fallbrook Street) pedestrian countdown signal heads help inform pedestrians of how much time



*Example of an existing all way stop in Fallbrook at the intersection of Fallbrook Street and Alturas Road*



*Example of a continental crosswalk in Fallbrook at Fallbrook Street and Main Avenue*



*Example curb ramp and truncated domes*

they have to safely cross the street. These continental crosswalk markings shall comply with the County of San Diego Roadway Standards and California Manual on Uniform Traffic Control Devices standards (CA MUTCD) including retaining established yellow crosswalks on roadways contiguous to a school building or school grounds. All east-west streets which intersect with Main Avenue as part of the streetscape plan will retain their existing traffic controls (stop signs or full signals).

There are two new proposed crossings on Main Avenue at both College Street and Beech Street. As of the adoption of this plan, there were not any existing crossings at these locations. The current distance between crossings at Elder Street and Fallbrook Street on this section of Main Avenue is 0.25 miles. Adding these proposed crossings allows residents of the surrounding neighborhoods and those who park on Main Avenue to be able to cross the street safely to access amenities. These crossings would utilize both updated continental crosswalk striping as well as Rectangular Rapid Flashing Beacons (RRFB). RRFB are pedestrian activated enhancements used to improve visibility and driver awareness at uncontrolled marked crossings. The device includes two rectangular shaped yellow indicators with LED lights that flash when activated by a pedestrian. These devices may be powered by a standalone solar panel unit. RRFBs improve pedestrian safety and increase motorist yielding at crosswalks at a lower cost compared to a full pedestrian signal.



*Examples of a Rectangular Rapid Flashing Beacons (RRFB)*

### **Sidewalk Improvement Recommendations**

Sidewalks on Main Avenue are generally very well utilized by pedestrians, especially in downtown Fallbrook. There are many gaps on and adjacent to Main Avenue where sidewalks are either missing altogether or in disrepair. The recommended sidewalk improvement areas shown on the streetscape plan diagrams (Figures 3A.1 and 3A.2) intend to close these gaps and provide a safe and connected pedestrian network for all nearby residents and visitors of Fallbrook to walk downtown. The sidewalk network on Main Avenue connects to the rest of Fallbrook Village and many important destinations outside the Town Center (see Figure 2.3 Infrastructure and Mobility Opportunities on page 23). All new sidewalks shall meet minimum ADA requirements and are required to be a minimum of five feet wide according to the San Diego County Public Road Standards.



### Median Improvement Recommendations

The proposed medians follow the same design pattern and style as the existing medians between Ivy and Elder streets. These medians are flush with the existing asphalt travel lanes and allow for maximum flexibility for emergency vehicle access as well as for weekend and special event street closures. Any final designs for medians shall require coordination with North County Fire Protection District (North County Fire) to ensure that response times and emergency access is not negatively impacted.

### Street Tree Recommendations

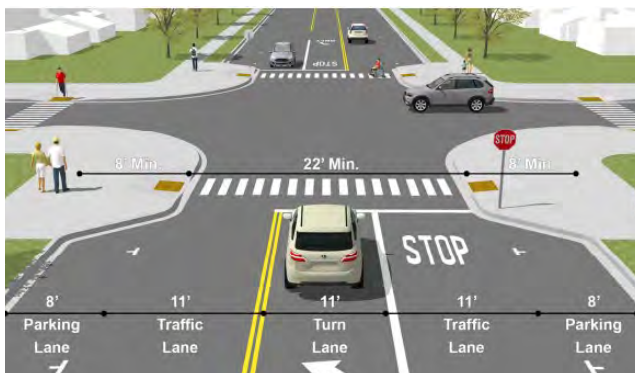
There is an opportunity for enhanced street tree canopy along Main Avenue which can fill gaps and provide additional shade throughout the corridor. Any new street trees should include maintenance plans and be selected from the Fallbrook Design Standards for maximum compatibility with the area's climate.



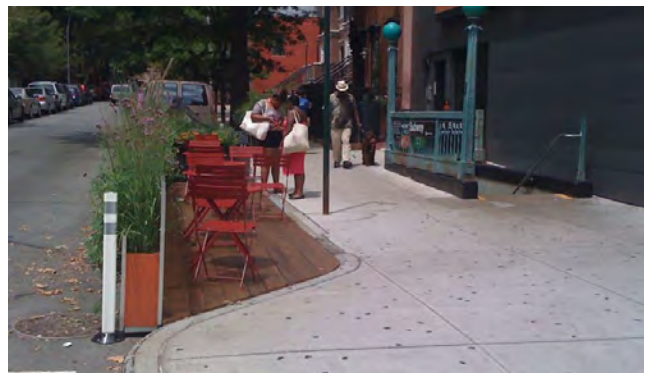
*Existing medians on Main Avenue*

### Curb Extension Improvement Recommendations

Proposed curb extensions at intersections (or bulb-outs) are traffic calming measures that widen the sidewalk for a short distance at the intersection and extends the curb to both reduce the crossing distance for pedestrians and enhance the visibility of pedestrians to traffic. As these extensions would take place at intersections where there is a required red curb area due to sight distance triangle and vehicular approach angles, there would be no net loss of parking by adding curb extensions. Any final designs for curb extensions shall require coordination with North County Fire to ensure that response times and emergency access is not negatively impacted.



*SDC ATP: Appendix B - ATP Toolbox*



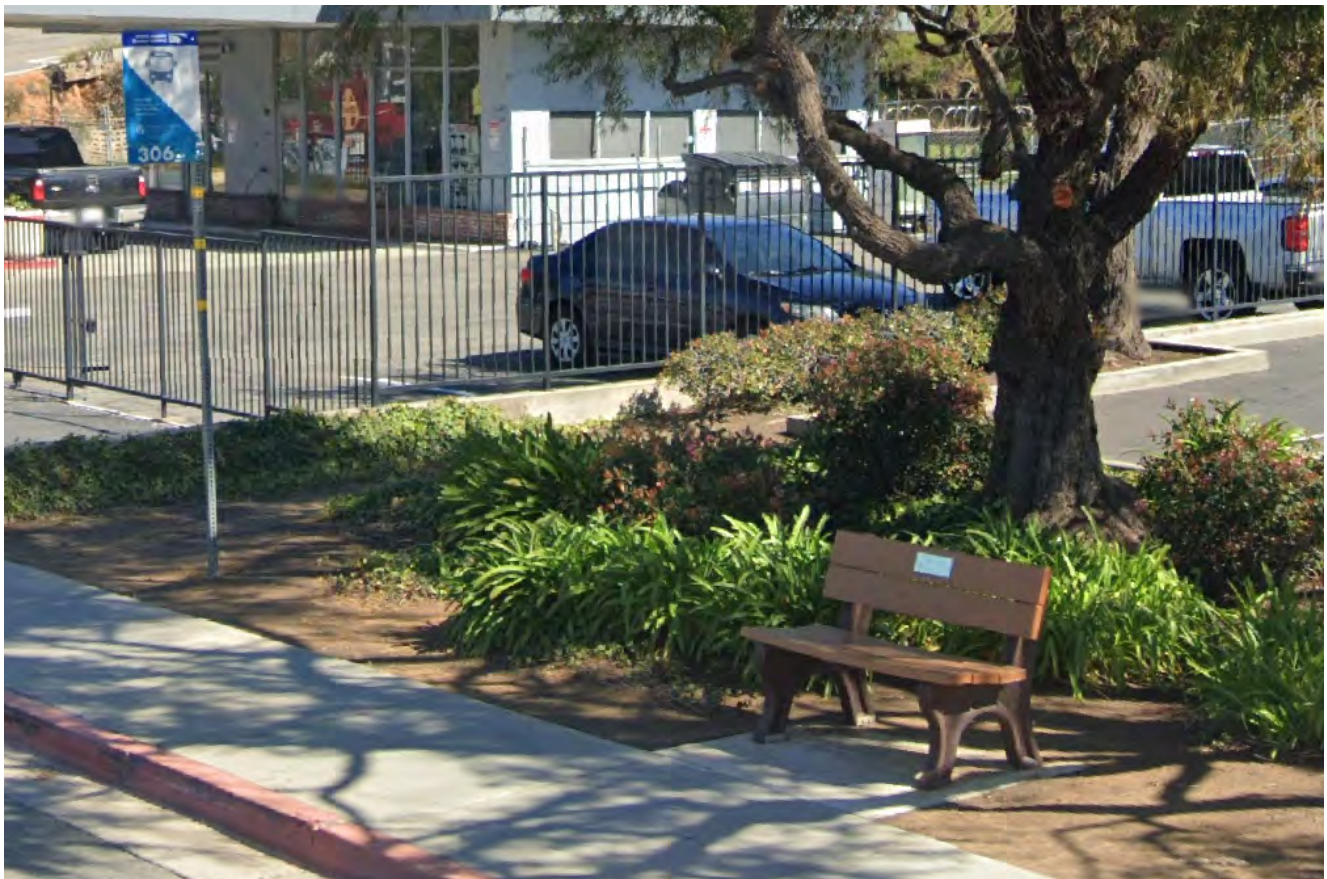
*Photo example of a curb extension with cafe tables and chairs*



The recommendations shown on Figures 3A.1 and 3A.2 on the following pages propose improved safety at intersections, increased connectivity for pedestrians by identifying new sidewalks, identifying areas for bump outs and “plaza” space, and establishing new pedestrian crossings, while retaining the same exact lane configuration and number of existing parking spaces available on Main Avenue. There are currently no planned bicycle facilities along Main Avenue, however, there are planned facilities on three cross streets (Mission Avenue, Alvarado Street, Fallbrook Street) per the County of San Diego’s Active Transportation Plan. Any future implementation of the streetscape plan should consider these future bicycle facilities for maximum safety at intersections for all users. All proposed trees shown shall be selected from and follow standards included in the Fallbrook Design Standards.

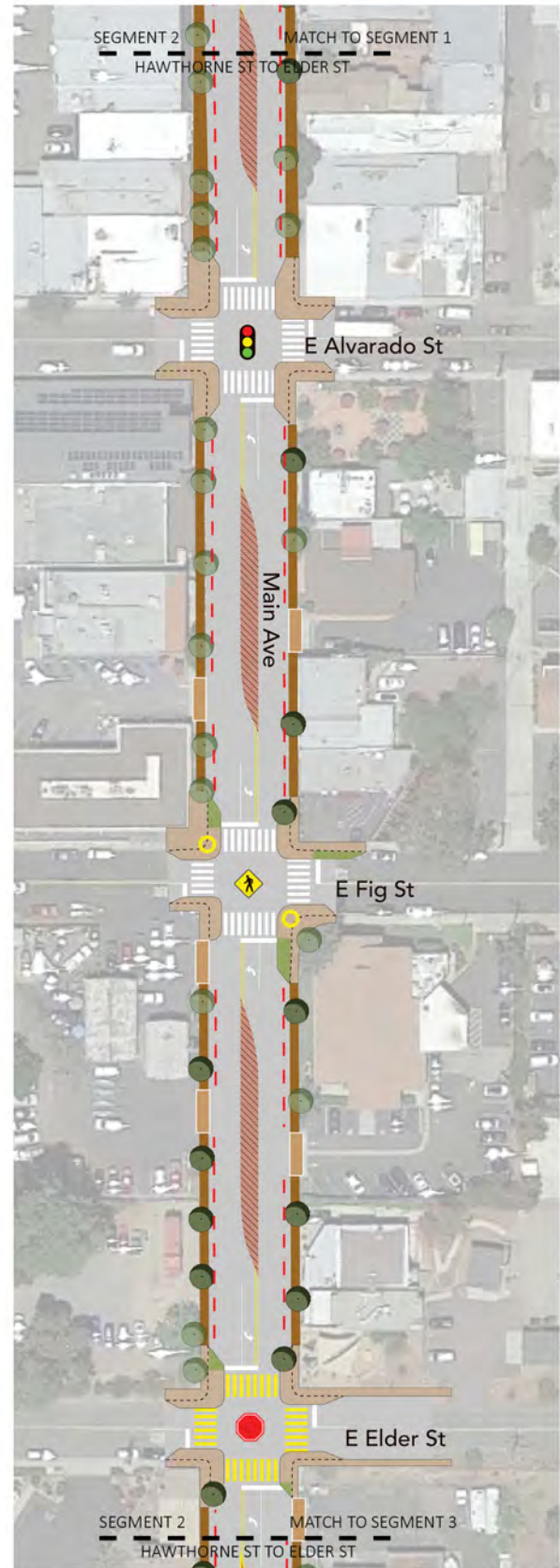
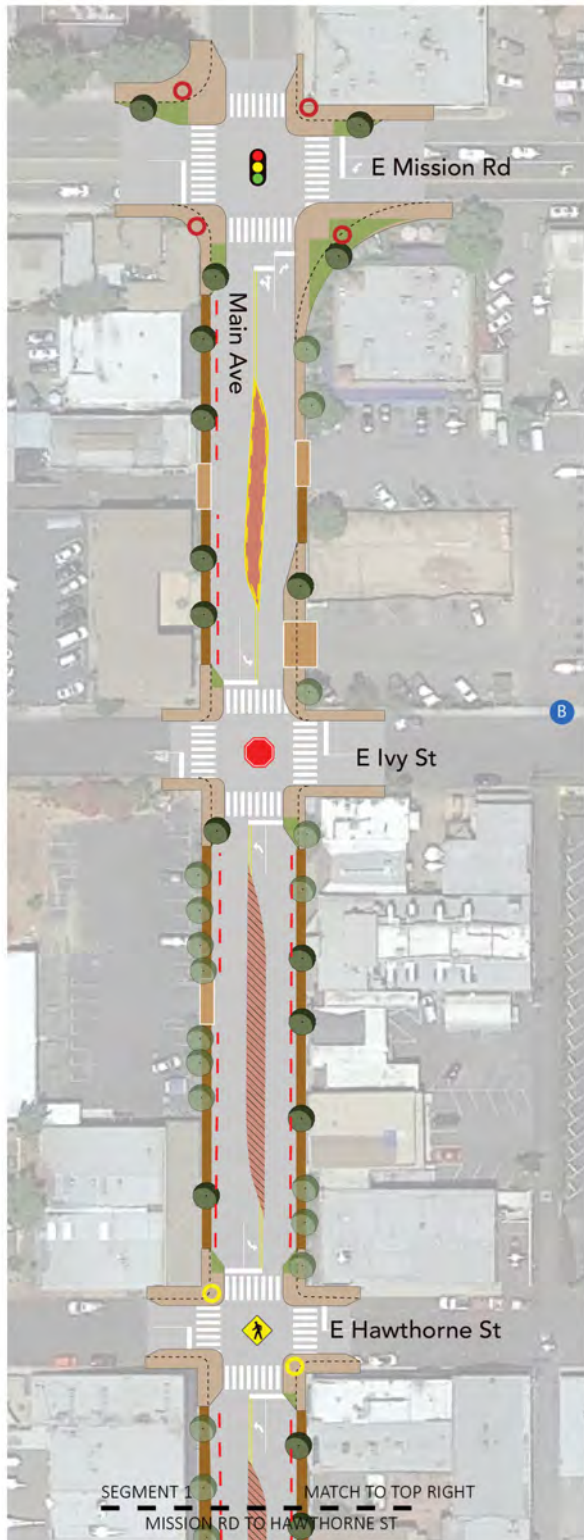
### Bus Stop Recommendations

As the streetscape plan is implemented, there is an opportunity for upgraded bus stops and potential new bus stop locations. These potential changes would be determined at a later date through collaboration with NCTD, the County of San Diego, and the local community to determine stop locations and designs for any new or upgraded bus stops.



Existing bus stop at Main Avenue & Elder Street (Stop ID: 24867)





- |                            |   |                    |
|----------------------------|---|--------------------|
| Proposed Landscape Area    | Proposed Curb Extension/Sidewalk              | Proposed Median    |
| Existing/Opportunity Trees | Existing Sidewalk                             | Existing Median    |
| Existing Signal Pole       | Existing Curb - to be removed                 | Existing Driveway  |
| Proposed RRFB Signal Pole  | Existing Signal - to remain                   | Proposed RRFB      |
| Existing Bus Stop          | Proposed all way stop (previous two way stop) | Improved Crosswalk |
| On-Street Parking          |   |                    |



Figure 3A.1 - Streetscape Plan (Segments 1 & 2)



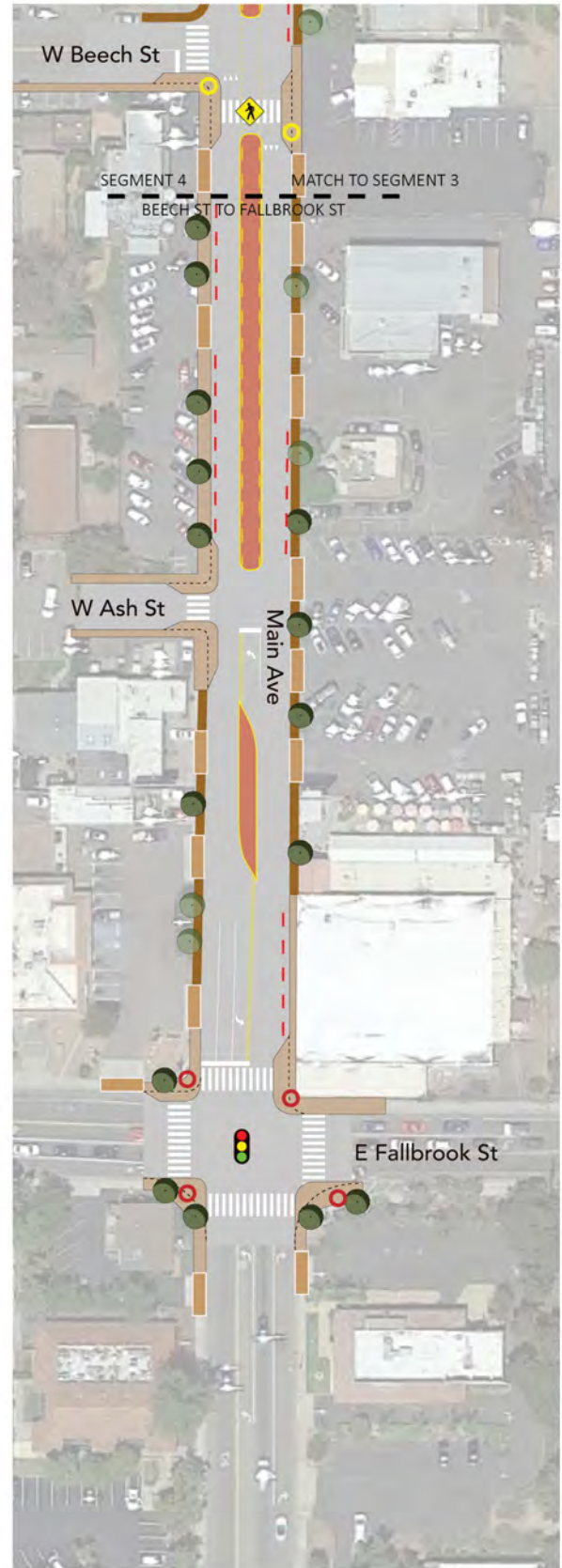
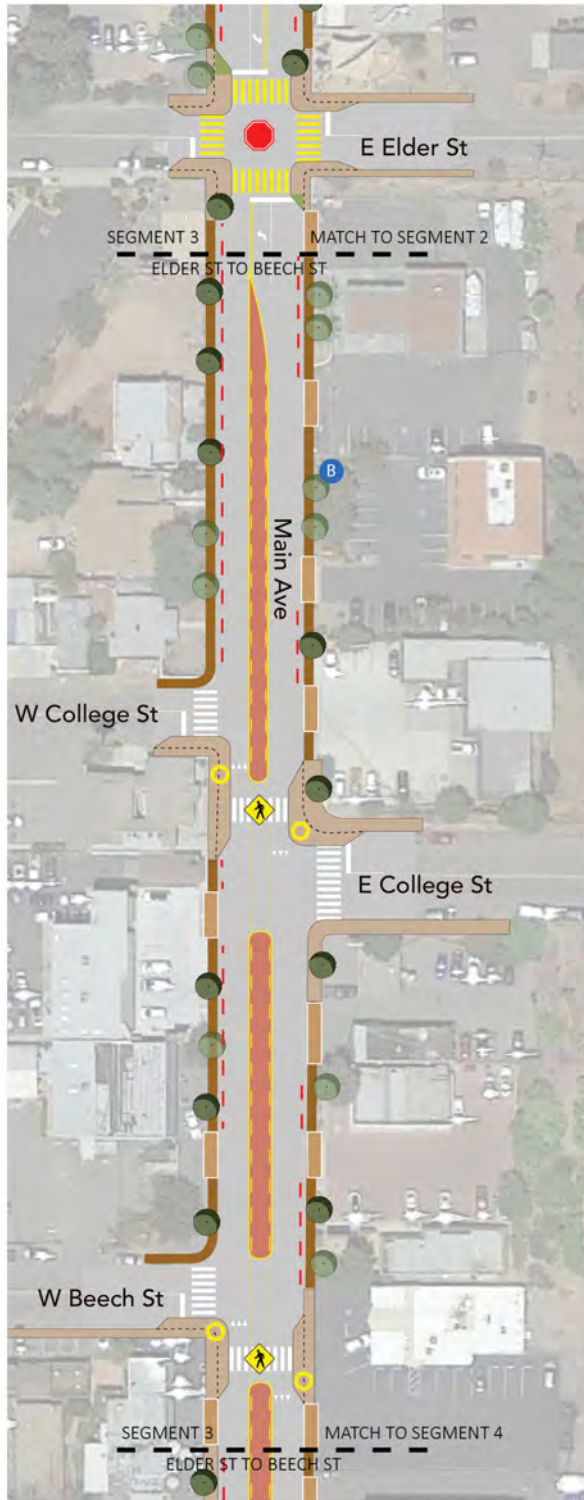


Figure 3A.2 - Streetscape Plan (Segments 3 & 4)

- |                            |   |                    |
|----------------------------|---|--------------------|
| Proposed Landscape Area    | Proposed Curb Extension/Sidewalk              | Proposed Median    |
| Existing/Opportunity Trees | Existing Sidewalk                             | Existing Median    |
| Existing Signal Pole       | Existing Curb - to be removed                 | Existing Driveway  |
| Proposed RRFB Signal Pole  | Existing Signal - to remain                   | Proposed RRFB      |
| Existing Bus Stop          | Proposed all way stop (previous two way stop) | Improved Crosswalk |
| On-Street Parking          |   |                    |



## Site Furnishings and Lighting Recommendations

Main Avenue currently has an extensive site furnishing program which includes benches, trash receptacles, and potted plants along the sidewalk. As these furnishings need to be replaced, they could be replaced with higher durability and lower maintenance furnishings made of steel and other durable materials and covered with an anti-graffiti coating. Photographic examples of benches, trash receptacles, bicycle racks, and containers for planting are shown to the right.

The current lighting configuration on Main Avenue includes standard concrete poles with cobra head luminaires mounted between 25 and 30 feet above the street. These existing lights are intended to light the street for automobiles and are not intended to serve as the primary pedestrian lighting on sidewalks.

The community has voiced their desire for improved pedestrian lighting. There is an opportunity to improve the existing lighting network by adding pedestrian-scaled lighting as needed which is directed towards the sidewalk with luminaires mounted approximately 14 feet high. This lighting could be added both as standalone poles with historic styled luminaires as well as attaching pedestrian scaled lighting directed towards the sidewalk on the existing light poles. Spacing of pedestrian lighting should be 2-3 times the height of the pole (example: a 10-foot-tall pole shall have spacing of 20-30 feet on center).

The images on the right highlight different examples of high-quality furnishings intended for the public realm to be considered in the long-term implementation of the streetscape plan. Special consideration should be given to furnishings and items which community members and stakeholders feel best matches the aesthetic of the Fallbrook area.



Gretchen (Landscape Forms)



Towne Square (Landscape Forms)



Pacifica (Forms + Surfaces)



Existing Bench in Fallbrook



Existing - Urban Renaissance  
(Forms + Surfaces)



Plaza (Landscape Forms)



Square (Kornegay Design)



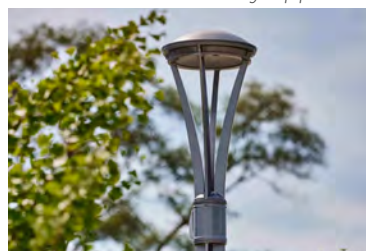
Rosa (Landscape Forms)



Aptos (Forms + Surfaces)  
DarkSky Approved



Radia Bollard (Forms + Surfaces)  
DarkSky Approved



Alcott (Landscape Forms)  
DarkSky Approved



Ashberry (Landscape Forms)  
DarkSky Approved

## Electric Vehicle Charging

Main Avenue has well utilized on-street parking which allows residents and visitors to easily access the businesses and services for which downtown Fallbrook is known. State actions, including Executive Order N-79-20, which mandates that all passenger vehicles sold in California be zero emissions by 2035, are guiding a transition to increase the number of electric vehicles on the road. To support this transition, state, regional, and local agencies are actively planning for increased demands for publicly accessible EV charging stations. On-street parking areas have the potential to include public charging stations to be incorporated into the streetscape plan to support this transition.

There is one existing EV charging station accessible to the public located at the Fallbrook Branch Library. The County's EV Roadmap, adopted in October 2019, includes a goal to install 2,040 publicly accessible Level 2 chargers in the unincorporated areas by 2028. This goal includes implementing actions to support installation of EV charging stations in public rights-of-way, including on streetlights. Public charging infrastructure eases range anxiety, extends the functional range of an EV, and can support transitions to EVs for residents unable to charge at their home (e.g., renters, multi-unit dwellings, lower income residents). These changes to the physical nature of the streetscape should be coordinated with other improvements needing electrical connectivity such as RRFBs, signals, and pedestrian lighting. Similarly, on-street EV charging stations would leverage existing electricity supply infrastructure, reducing costs for installation. When paired with other energy efficiency upgrades (e.g., converting streetlights to LEDs), these projects can be installed with little to no impact to total electricity demand. Implementation funding is available through State of California grants via federal funding.



*Examples of on-street EV infrastructure*

## Maintenance and Funding

Maintenance is a key consideration in the implementation of this streetscape plan. Any phasing and construction in underdeveloped areas on Main Avenue should be coordinated with redevelopment to allow for incremental implementation of the streetscape plan as new development is proposed. The long-term viability of an improved streetscape relies on the ability to keep it maintained and functioning as it was originally designed and built.

Additional information and opportunities for funding are discussed in detail in Section 4: Implementation.

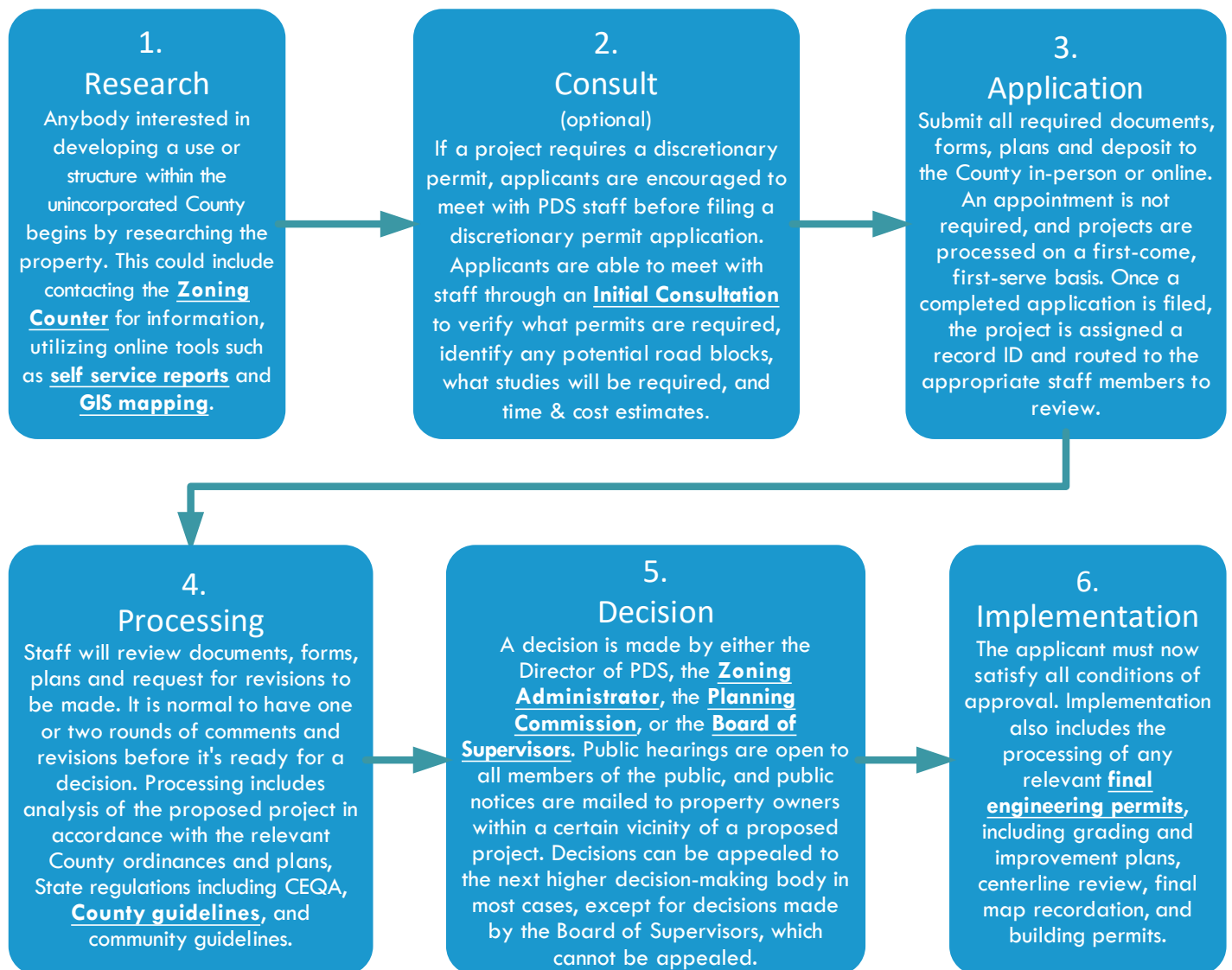


## 3B - ZONING ORDINANCE UPDATE

**The Fallbrook zones are generally permissive and supportive of mixed-use and walkable development patterns. While the foundation of the code is ultimately sound, there may be changes that could improve its overall usability, remove development constraints, and provide additional opportunities for revitalization of downtown Fallbrook.**

### Approval Process

The graphic below highlights the approval process for projects in Fallbrook.



## Introduction

The Fallbrook Village Zoning Ordinance (Zoning Ordinance) was originally adopted in 2003. It includes five unique zones that cover approximately 295 parcels and 93 acres generally centered on Main Avenue between Mission Boulevard at the North to Fallbrook Street at the South. The zones are generally designed to acknowledge, permit and reinforce the traditional main street and more urban development patterns that have existing since the late 19th century.

There has been a lack of development and redevelopment in the downtown since the adoptions of the Fallbrook Village Zone regulations in 2003. This plan included an evaluation to determine whether the existing regulations represent unreasonable constraints on desirable investment and development. The following section summarizes the issues regarding the permitted uses and development standards and identifies opportunities to modify the zoning regulations to better align with and achieve the vision and goal of a more dynamic, active and vibrant downtown.



*Existing development leading into the Town Center on East Mission Road*



**Fallbrook Village Zones:** The Fallbrook Village Plan has five implementing zones found in Sections 8000 through 8600 of the County of San Diego Zoning Ordinance. Table 3B.1 includes each of these zones and descriptions used in the code to describe each zone.

Most of the development standards are extremely similar between zones. There is little variation other than floor area ratio (FAR), building setbacks, and outdoor uses. Most of the primary development standards, including density, height, and lot coverage, are the same across all zones. These standards are permissive, and mostly do not constrain development. A map of these Fallbrook Village Zones is located on the following page.

| Zone  | Description  | Parcels | Acres |
|-------|--|---------|-------|
| FB-V1 | The Village 1 (FB-V1) Zone is intended to encourage the retention and attraction of businesses compatible with a primarily retail environment fronting on a pedestrian-oriented street.  | 50      | 9     |
| FB-V2 | The FB-V2 Zone is intended to provide a buffer between the retail-oriented FB-V1 Zone and the heavier uses allowed in the FB-V3 Zone. The FB-V2 Zone allows all the uses permitted in the FB-V1 Zone in addition to more intensive civic and automobile-service oriented uses.   | 56      | 10    |
| FB-V3 | The Fallbrook Village 3 (FB-V3) Zone is intended to provide opportunities for clean industry and manufacturing, including art-making. The area is also intended to allow uses that support community businesses and provide basic goods and services that are needed by community residents.                               | 135     | 61    |
| FB-V4 | The Village 4 (FB-V4) Zone is intended to encourage the retention and attraction of businesses compatible with a predominantly retail environment fronting on a pedestrian-oriented street. The FB-V4 Zone is similar to the FB-V1 Zone but allows more automobile-oriented uses and allows a flexible front yard setback. | 28      | 9     |
| FB-V5 | The Fallbrook Village 5 (FB-V5) Zone is intended to create and enhance areas where administrative office and professional services are the principal and dominant use.   | 25      | 93    |

Table 3B.1 - Fallbrook Village Zone Descriptions

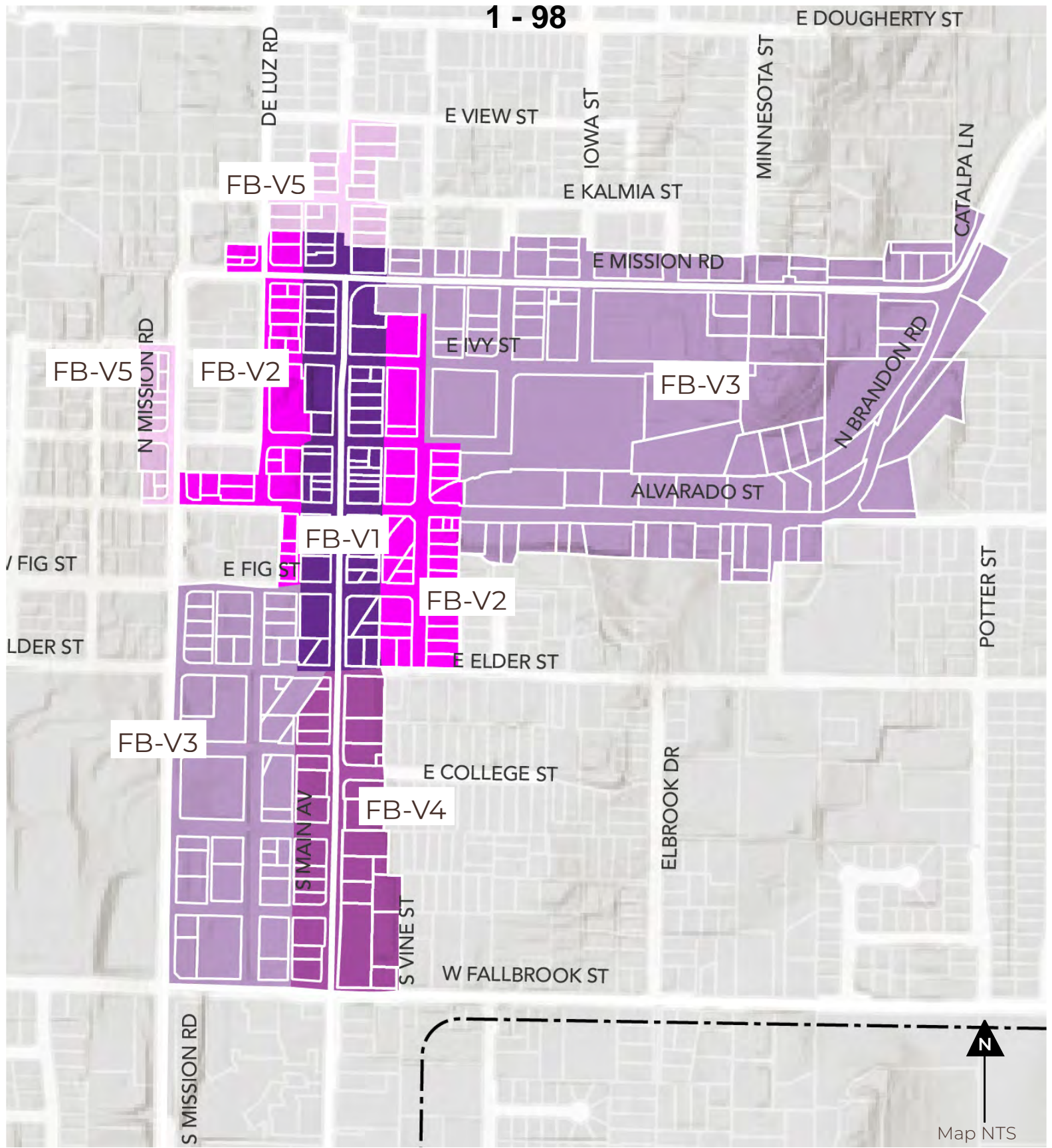


Figure 3B.1 - Fallbrook Village Zoning

## Constraints, Issues, & Opportunities

The following evaluates the existing zoning regulations to identify constraints, issues and opportunities to achieve the vision, goals and objectives for the downtown Fallbrook. This includes evaluation of residential uses, non-residential uses, and development standards including setbacks, parking and height. Recommendations include proposed zoning amendments and other future considerations. Most of the recommended amendments and considerations are reflected in proposed amendments to the Fallbrook Village zoning regulations. These are summarized in this section and specific proposed amendments are located in Appendix F.

**Residential Regulations:** Residential uses can be very useful for revitalization of the business district. They bring new and regular customers to the existing businesses, can support new or expanded businesses, and the physical development can implement desired improvements including filling gaps in the continuity of pedestrian-oriented buildings and streetscape. The need and demand for more housing is an opportunity to bring much needed investment directly into downtown Fallbrook. Residential development is allowed in each of the five Fallbrook Village zones. There are opportunities to improve the clarity and function of the zones that may facilitate new residential development.

**Within the five zones, there are four different ways that residential uses are regulated:**

- Permitted (V5)
- Co-Primary (V2)
- Secondary (V1, V4)
- Limited/Compatibility (V3)

**FB-V1** allows for residential use, provided that residential is a “secondary use.” This means that the non-residential use on a property is expected to be the dominant and defining feature, but it is otherwise very loosely defined and not specified to any objectives.

**FB-V2** allows for family residential as a “co-principal/co-primary” use. This term is also loosely defined, but generally indicates that housing is allowed with few restrictions provided that commercial uses are also present on-site.

**FB-V3** allows for family residential as either a mixed or sole and primary use but is contingent upon the approval of a site plan with additional findings. Important findings include:

- Residential uses shall be located and designed so they are buffered from potentially adverse impacts created by adjacent commercial and industrial uses.
- Impacts to be addressed shall include noise, odors, air quality, lighting, visual quality, and vibration.
- Buildings and structures shall use construction methods such as windows and materials that will reduce noise generated by the business and will reduce noise that may impact the residential use.

**FB-V4** allows for family residential as a “secondary” use, the same as FB-V1.

**FB-V5** allows for family residential as a primary use with no restrictions.



The current zoning language is vague and subject to interpretation. It is generally interpreted to mean that residential uses are not allowed on the ground floor level within the FB-V1 and FB-V4 zones along Main Avenue.

### **Residential Recommendations:**

The proposed amendments clarify how residential uses are permitted by explicitly stating how and where residential uses are allowed rather than relying on subjective terms such as “secondary” or “co-primary.”

This plan and the proposed zoning amendments will allow residential uses as a primary use on Main Avenue (V1 and V4 zones) subject to certain conditions and requirements to ensure it complements and does not detract from the commercial activity and vitality. These include limiting residential uses to the upper floors in the V1 zone and allowing on the ground floor in V4 subject to a required finding that the design contributes to an active pedestrian environment and will support the vitality of ground floor commercial uses in the district. Any ground floor residential permitted on Main Avenue shall be designed to allow conversion for future commercial shop frontage usage consistent with the Fallbrook Community Design Guidelines. At a minimum, such design shall include a minimum setback of five feet and a ground floor ceiling or floorplate height of 14 feet.



*Existing residential use on Main Avenue*



*Intersection of Main Avenue and Alvarado Street*

### Non-residential Regulations:

There are several non-residential regulations where there is opportunity for revision and improvement. The uses allowed in the zones are supportive of the overall purpose as listed in Table 3B.1. A review of the non-residential use schedules in Section 8600 showed that many of the zones have similar mixes of permitted uses.

Some of the differences between the Fallbrook Village zones are based on size restrictions for convenience sales, food and beverage retail sales, indoor recreation, and drive-through restaurants. The zoning regulations and standards support the main street style character of downtown Fallbrook. As explained in the Strategies section, one of the objectives of this plan is to promote the development of a hotel downtown to attract and support the visitor and tourism components of the local economy and to allow and encourage visitors to spend more time in the area.



*Commercial/restaurant outdoor patio*

Lodging, entertainment and eating and drinking establishments are all allowed in the Village zones. Lodging (hotel) of 20 or fewer rooms is allowed in the Fallbrook Village zones V1-V4 as a primary permitted use. More than 20 rooms are allowed in the FBV2-4 zones subject to a minor use permit. It appears that the 20-room threshold is a constraint on reasonable and desirable development and investment of lodging in the downtown.

Adjacent to the downtown is a large property that is limited to parking use by its S86 zoning. The parking analysis demonstrated that even as one of the primary and central parking areas in the downtown area, this parking area is significantly underutilized even during peak occupancy and demand. The S86 zone limits the privately owned property to a support role for the rest of the downtown with virtually no ability to generate revenue or business activity.

Because this property has been limited to surface parking, it remains underutilized and represents an opportunity for new development that can complement and support the existing businesses without direct modification, disruption or replacement of the existing buildings that directly front on Main Avenue. A hotel, residential, commercial, mixed-use, or other uses on this property would provide direct support for and complement the existing and a greater variety of future uses on Main Avenue and throughout Fallbrook.



*Main Avenue sidewalk and businesses*

### **Non-Residential Recommendations:**

To further incentivize lodging, entertainment and eating and drinking establishments within the Village zones, consideration should be given to allowing lodging that accommodates more than 20 rooms in the V1 zone, and possibly as a primary permitted use (without a minor use permit) in the FBV 2-4 zones. This could help support future development and investment in downtown Fallbrook.

This plan also recommends rezoning of the surface parking lot between Main Avenue and the County Library site between Fig and Alvarado streets from S86 (parking) and FBV2 to Fallbrook Village zone V1, V2 or V4 to allow for hotel, lodging, residential, mixed-use and complementary infill development similar to that allowed on Main Avenue.

### **Development Standards:**

Most of the development standards are similar between zones. There is little variation other than floor area ratio (FAR), setbacks, and permitted uses. Most of the main development standards, including density, height, and lot coverage, are the same across all zones. These standards are permissive, and mostly do not constrain development. The maximum building height and minimum and maximum setbacks are the primary controls affecting the form and appearance of the traditional main street character along Main Avenue. Other standards including maximum floor area ratio (FAR) and residential density measured in dwelling units per acre were evaluated for adjustment or modification to meet the long-term goals and vision for the downtown.

### **Development Standards Recommendations:**

It is proposed to increase the maximum residential development density from 24 to 30 dwelling units per acre, consistent with the density envisioned in the County's General Plan.



## Setbacks:

Village zones V1-V4 have very similar setbacks. However, there is one key distinction – Zone V1 has a mandatory zero-foot front and exterior side yard. The zones which have proposed changes are summarized below:

| Zone(s) | Existing Setbacks                            |
|---------|--|
| FB-V1   | Front: 0' max.                               |
| FB-V2   | Front: 0' min.<br>Ext. Side: 0' min.         |
| FB-V4   | Front: 0' min/15' max.<br>Ext. Side: 0' min. |
| FB-V5   | Front: 50' min. from street centerline (cl.) |

These setbacks are permissive, but the lack of maximums leads to uncoordinated building patterns. The unlimited setbacks reflect existing patterns, but also allow and contribute to a lack of continuity. Such variability makes it very difficult to maintain or create an attractive and pedestrian-oriented street frontage.

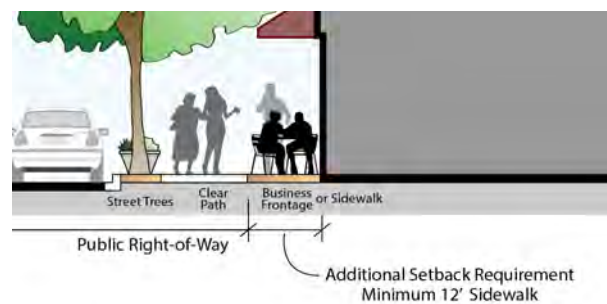
The majority of the existing historic buildings in the V1 zone have non-conforming setbacks greater than the zero-foot mandatory (minimum and maximum) front and exterior side yard setback. These extra, but non-conforming, setbacks have resulted in the areas with the most generous and comfortable sidewalks in the downtown area. These non-conforming buildings would be allowed to be rebuilt and restored to their existing locations in accordance with Section 6880 of the Zoning Ordinance as follows:

1. Buildings damaged less than 75% of their replacement value are allowed to rebuild as they were.

2. Buildings damaged to 75% or more of their replacement value would be required to rebuild in accordance with current development standards.

The existing zero-foot maximum front and exterior side yard setbacks is the exception and represents the least accessible and accommodating portions of the streetscape. Allowing some flexibility (e.g., 5-10 feet) in the setbacks would allow all buildings to be built or replaced in a manner that reflects the best conditions in the V1 zone. Without this flexibility, the majority of the historic buildings in the V1 zone would not be allowed to rebuild in their current locations if damaged more than 75% of their replacement value.

Wide sidewalks that allow at least two persons to pass or walk together side-by-side and that includes room for street trees, street furniture and outdoor dining is essential to the long-term strength, flexibility and vitality of the Village. The figure below shows how a 12-foot sidewalk would allow the three traditional zones: the curb and street tree and street light zone; the clear path zone; and the building frontage zone.



*Sidewalk zones*

This will retain and complement the on-street parking on Main Avenue that is essential to supporting the businesses and also provides protection and comfort to pedestrians from moving vehicles.

### Setback Recommendations:

Amend the front and exterior side yard setbacks in the V1 zone to require a minimum setback measured from the street centerline to ensure that all future redevelopment can provide a 12-foot minimum sidewalk between the curb and building facade consistent with the intent and best portions of the downtown. Areas which already include 12-foot wide sidewalks will not require further setbacks. This will accommodate the existing non-conforming buildings and allow and retain the wider sidewalks in the zone.

The exterior side yard is proposed to include a maximum 15-foot setback in both the V2 and V4 zones. This will help reinforce the activation and pedestrian orientation of corner locations which are among the most important to defining the character of the corridor.



*Small scale development in Fallbrook*



*Wide sidewalk with amenities in Fallbrook*

The V5 zone includes properties that front on Mission Boulevard and Main Avenue. In this zone, the street rights-of-way vary in width. Setbacks from the property line would result in unusual and potentially inequitable setbacks and building alignments. The setbacks are therefore, measured from the centerline of the street to allow for a uniform setback across multiple properties.

A new standard is proposed to reflect the different widths of right-of-way and existing building setback patterns between Mission Boulevard and Main Avenue.

### Maximum Building Height:

Village zones 1-5 all have the same 35-foot maximum building height. It is noted that the zones do not limit the number of stories. This comfortably allows two stories with enough flexibility to accommodate a variety of building types, design and topographic conditions (e.g., slopes). This height limit is marginally adequate in ideal circumstances to allow three-story buildings with traditional 12–15-foot ground floor and 10–11-foot second and third floor heights. However, this may not be adequate to provide suitable ceiling heights for new commercial spaces to attract new uses or ground floor parking. To comply, a three-story building

| Zone(s)                                   | Existing Maximum Height |
|---|-------------------------|
| FB-V1<br>FB-V2<br>FB-V3<br>FB-V4<br>FB-V5 | 35'                     |

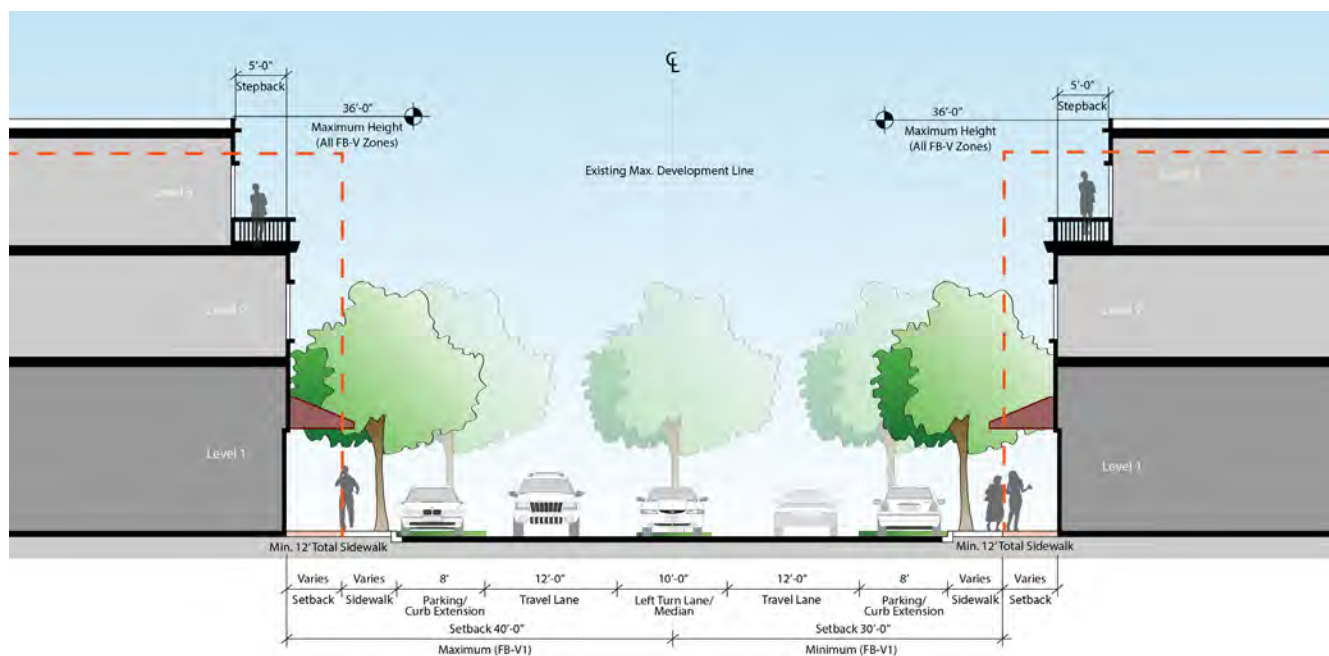
would likely have to reduce recommended minimum ceiling heights, and thus comfort, function, value and marketability. Cross slopes or significant grade changes, or the option to locate parking beneath the building would realistically prohibit three stories of habitable space.

A third story may be necessary for the feasibility of new construction, infill and some additions to cover the costs of covered or even minimally structured parking, slopes, and contemporary amenities and site improvements, including sidewalks and streetscape improvements.

Therefore, the height limit of 35 feet appears to act as a significant impediment to new residential, lodging, mixed-use and multi-story development. This was confirmed as a constraint during engagement with representatives of the development community familiar with Fallbrook.

The character of downtown Fallbrook can be maintained and enhanced with well-proven design controls that limit visibility and ensure light and air. These include setbacks and step-backs. Step-backs are setbacks for upper floors. They reduce the visible mass from the street and allow for more light. Step backs on upper floors can create attractive outdoor spaces such as larger decks and patios that can add value to the upper units, whether commercial or residential, and can add a sense of community and activity when people are outdoors on upper levels and visible from the street. Step backs are a good design technique recommended for new three-story or mixed-use buildings.

As shown in the figure below, the proposed setbacks and building heights overlaid with the existing potential for development shows that the amount of light and air as well as the intimate and comfortable charm of downtown Fallbrook can be retained and improved. The additional height allows for more viable and comfortable interior spaces. The slightly smaller ground floor area with the increased minimum front yard setback will be offset by improved feasibility of the upper story spaces and a far more attractive, flexible, and functional sidewalk with ground floor building frontage.



**Maximum Height Recommendations:**

This plan recommends allowing a modest amount of additional height that would maintain the same low-density massing consistent with older historic main street and downtown areas, but would also support three-story buildings, mixed-use buildings, and covered parking. The increase would be allowed with additional ground floor setbacks, wider sidewalk and upper story step-backs.

Consideration should also be given to appropriate minimum and maximum ground floor heights. Many successful single and multi-story buildings desire and use taller ground floor heights to provide high ceilings that allow for greater flexibility of uses and interior configurations, more attractive spaces for large social and workspaces, and mechanicals for restaurants and other commercial uses.

The proposed zoning amendments would increase the maximum building height from 35 to 36 feet in all Village zones.

**Parking:**

As demonstrated in the parking supply and use study in Appendix E, the supply of parking in the downtown study area significantly exceeds demand. There are 822 spaces for approximately 285,000 square feet of commercial uses, an actualized rate of 2.9 spaces per 1,000 square feet. During peak hour, only 340 (41%) of parking is utilized, leading to a peak demand rate of 1.2 spaces per 1,000 square feet. This actual demand is less than one-third of the minimum 4.0 spaces per 1,000 square feet required of spaces required for the lowest minimum parking ratio in the downtown.

It is more important to have buildings for a variety of uses than to have an overabundance of land required for parking. Excessive minimum parking requirements waste land and money and reduce the land available for desired uses. Many cities are eliminating minimum parking requirements entirely in their downtown and pedestrian-oriented commercial core areas. That does not mean that all parking is eliminated. To the contrary, parking is managed to optimize the use and efficiency. Owners can build and provide parking to meet actual and anticipated demands. In a similar manner, some cities are establishing maximum parking ratios to protect against the loss of existing and future buildings and uses to excess parking. Minimum parking requirements should be less than and not exceed the peak demand.

**Parking Recommendation:**

This plan proposes to reduce the minimum required parking ratios to reflect the actual parking demand. Exemptions for small uses and re-use of existing building spaces are proposed to remove one of the greatest deterrents to new businesses in the downtown.

**Approval Process:**

The existing approval process is fairly efficient and streamlined. Most projects require Site Plan Approval and Community Design Review. While this is often considered a constraint, such reviews are also important to encourage and promote community involvement and understanding in the approval process. Applicants can use the process to improve their projects to better meet community objectives and standards.

The process was amended in 2013 to allow streamlining of the design review process through the use of several exemptions based on the diminutive nature of proposed changes, consistency with existing or concurrent discretionary approvals, or via compliance with the Community Design Guidelines Checklist. (See Section 5757 Site Plan Permit Exemption - Community Design Review.)

**Amendment Strategy Recommendations**

The Fallbrook Village Zones are short, easy to use and interpret, and mostly support the goals of creating a walkable mixed-use core. Most elements and concepts should be retained, but there are several opportunities to remove potential constraints and facilitate the development of new housing and business.

One of the largest constraints to development is off-street parking requirements. While the Zoning Code allows for reductions of up to 25%, this would still result in a high mandatory number of spaces for many businesses and residential uses (e.g., 6-12 spaces per thousand square feet (KSF) for restaurants uses and 2.5 spaces per chair in a hair salon).

As noted above, the code is proposed to be amended to allow for additional reductions in parking requirements and exemption from parking for certain small or re-used spaces to reflect actual parking use and demand. Additionally, it is recommended that the County establish an internal, low-cost, administrative procedure for allowing shared parking without the need for a site plan permit. Reducing parking minimums would create an opportunity to reuse and re purpose excess parking spaces for other uses and improvements that would enhance the safety, comfort, function, and vitality of the area. Shared parking agreements allow for an additional 25% reduction in the otherwise required number of spaces.



The permitted uses are recommended to be refined to eliminate terms subject to interpretation and provide certainty with respect to the location of residential uses. Permitted uses will also be revised to allow hotels with more than 20 rooms and to allow outdoor dining uses without indoor dining.

The development standards are proposed to be amended to support minor increases in intensity currently allowed by the General Plan. Ensuring that the standards do not act as constraints to small-scale infill and redevelopment will be crucial to attracting new investment and activity to the area.

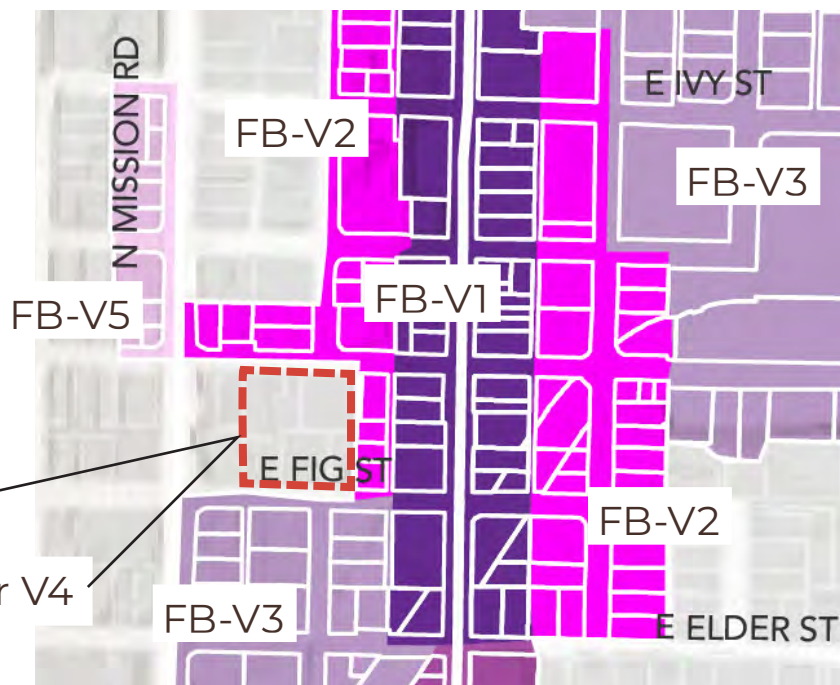
Setbacks are proposed to be revised to strengthen the streetscape and promote building frontages that encourage vibrant sidewalk activity such as outdoor dining and minimize parking and driveways in the front yard.

The maximum building height is proposed to increase from 35 feet to 36 feet in Village zones, and up to 40 feet in the V3, V4 and V5 zones where additional setbacks, wider sidewalks and upper story setbacks are provided.

This plan recommends that the parking area between the buildings and businesses on the west side of Main Avenue and the County library be rezoned from S86 (Parking) to one of the suitable Fallbrook Village Zones (1, 2, or 4). FB-V1 is desired by the community to be compatible with the surrounding character.

Existing: S86 (parking)

Recommended: FB-V1, V2, or V4



*Rezoning recommendation*

## Amendments

The amended zoning ordinance is in Appendices F and F.2 of the Sub-Area Plan and includes both the amended document and the strike-out/underline version which shows where the changes were made.

Table 3B.2, provides a summary of the proposed amendments to the special Fallbrook Village zoning standards contained in Section 8000 of the Zoning Ordinance. It identifies the topic, applicable zones and section numbers, the existing and proposed standards and purpose of the proposed amendments.

| Section                                      | Zone(s)                                   | Topic  | Existing                       | Proposed   | Purpose  |
|--|---|--|--------------------------------|--|--|
| 8100<br>8103<br>8105<br>8400<br>8403<br>8405 | FB-V1<br>FB-V4                            | <b>Clarify residential limits in mixed-use zones</b> | Residential as "Secondary Use" | Limit on ground floor on Main Avenue in the V4 zone with a retail ready design.                  | Replace vague "secondary" terminology with explicit location and intent.   |
| 8120.b                                       | FB-V1<br>FB-V2<br>FB-V3<br>FB-V4<br>FB-V5 | <b>Maximum Residential Density</b>                   | 24 du/ac                       | 30 du/ac   | Allow maximum density allowed by the General Plan (Village Center Mixed Use).  |
| 8120.g                                       | FB-V1<br>FB-V2                            | <b>Maximum Building Height</b>                       | 35'                            | 36'  | Allow height to make projects more feasible, desirable. Create space for necessary streetscape. Set limits to maintain and preserve pedestrian scale, relationship between older and new buildings and abundant light and air. |
| 8120.g                                       | FB-V3<br>FB-V4<br>FB-V5                   |  | 35'                            | 36'<br><br>40' increased ground floor setback, upper floor step-backs, and 12' minimum sidewalk. |  |

Table 3B.2 - Zoning Amendment Summary

| Section | Zone(s) | Topic           | Existing                                     | Proposed  | Purpose  |
|---------|---------|-----------------|--|---|--|
| 8120.i  | FB-V1   | <b>Setbacks</b> | Front: max. 0'                               | Front: 37' from the street centerline. 80% of the building facade shall be at the minimum setback. This may be reduced to 50% where a recessed courtyard of at least 500 square feet is located with primary access on Main Avenue. | Increase minimum street setback. Acknowledge majority of buildings are non-conforming with max 0' setback. Require greater setback to provide room for wider sidewalks. Require increased setbacks for pedestrian spaces.  |
| 8220.i  | FB-V2   |                 | Front: 0' min.<br>Ext. Side: 0' min.         | Front: 0' min; 15' max.*<br>Ext Side: (same as Front)<br><br>*Larger setbacks allowed where used for pedestrian areas and uses.   | Increase allowable street setback. Acknowledge majority of buildings are non-conforming with max 0' setback. Allow greater setback to provide room for wider sidewalks. Allow increased setbacks for pedestrian spaces.<br><br>Establish a maximum setback to protect and create an attractive business and walking environment. |
| 8420.i  | FB-V4   |                 | Front: 0' min/15' max.<br>Ext. Side: 0' min. | Front: Same as FB-V1 Above<br>Ext. Side: 0' min/15' max.*<br><br>*Larger setbacks allowed where used for pedestrian areas and uses.   | Increase minimum street setback. Acknowledge majority of buildings are non-conforming with max 0' setback. Require greater setback to provide room for wider sidewalks.  |
| 8520.i  | FB-V5   |                 | Front: 50' min. from street centerline (cl.) | Front: 50' min. from Mission Blvd centerline (cl.)<br>30' min from Main Ave. cl.  | Establish uniform setbacks. Create setbacks that reflect existing patterns for two different width streets and areas.  |

Table 3B.2 - Zoning Amendment Summary

| Section   | Zone(s)                                   | Topic  | Existing  | Proposed  | Purpose  |
|---|---|--|---|---|--|
| 8103.c<br>8203.c;<br>8204.a<br>8303.c;<br>8304.a<br>8403.c;<br>8404.a | FB-V1<br>FB-V2<br>FB-V3<br>FB-V4          | <b>Transient Habitation: Lodging (hotel)</b> | Hotels up to 20 rooms allowed in all FB-V zones;<br><br>Hotels with 20+ rooms allowed with minor use permit in FB-V 2, 3 & 4            | Allow hotels without a room limit in all FB-Village zones   | Remove room limitation. Rely on other development standards to govern appropriate size and features.   |
| 8120.l  | FB-V1                                     | <b>Outdoor Cafes</b>                         | Only <i>accessory</i> outdoor cafes are allowed   | Accessory Outdoor cafes; and Outdoor Eating and Drinking without indoor seating.  | Allows outdoor cafes without indoor seating as primary use.  |
| 8130  | FB-V1<br>FB-V2<br>FB-V3<br>FB-V4<br>FB-V5 | <b>Parking Ratios</b>                        | Use:<br>Personal Service Uses (4.0)<br>Eating & Drinking Establishment (6.0)<br>Retail Uses (4.5)<br>Library, Museum, Art Gallery (3.0) | Use:<br>Personal Service Uses (2.0)<br>Eating & Drinking Establishment (4.0)<br>Retail Uses (2.0)<br>Library, Museum, Art Gallery (2.0) | Adjust (reduce) minimum standards to reflect and approximate actual demand.  |
| 8130.a  | FB-V1<br>FB-V2<br>FB-V3<br>FB-V4<br>FB-V5 | <b>Parking – Exempt: Change of Use</b>       | Change of use of existing floor area may trigger increased parking requirements.  | Exempt parking for existing floor areas;<br><br>Exempt replacement and reuse of non-conforming front yard parking                       | Eliminate major deterrents, costs and design constraints to re-using existing buildings. <ul style="list-style-type: none"> <li>Change of Use;</li> <li>Replacement of Non-conforming front yard parking.</li> </ul> |
| 8130.d.3  | FB-V1<br>FB-V2<br>FB-V4<br>FB-V5          | <b>Parking - location</b>                    | Encouraged behind buildings   | Prohibit between building and sidewalk  | Prevent new parking in front yard.   |

Table 3B.2 - Zoning Amendment Summary

## 3C - DESIGN STANDARDS UPDATE

The Design Standards Update section includes reasoning of why the Fallbrook Design Guidelines, which were originally adopted in March 1989, have been updated. The 1989 Design Guidelines are intended to provide a set of applicable guidelines for projects which are subject to design review. Each section of the design guidelines has been reviewed with key stakeholders and committees in Fallbrook to determine which items should be retained, updated, or removed.

### Approval Process

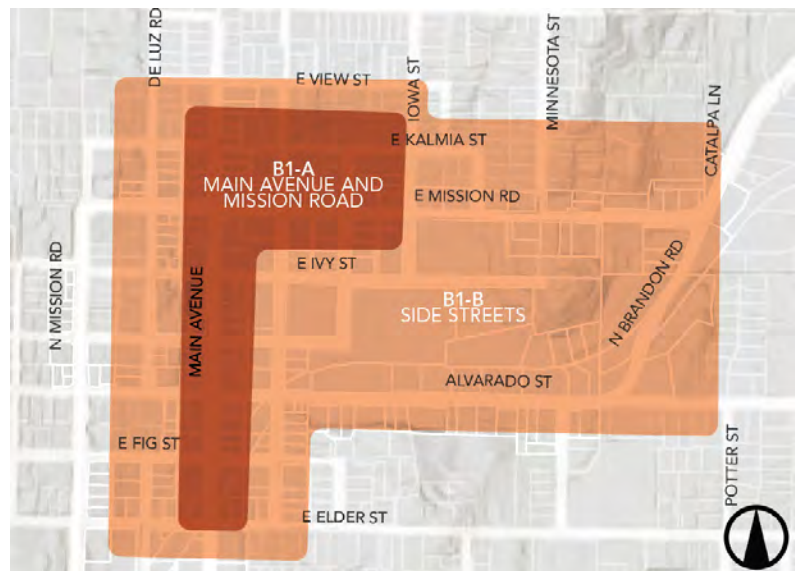
**Site Plan Waiver:** If a project meets certain requirements, it may be processed as a Site Plan Waiver which allows the project to be sent to the Design Review Board (DRB) at a ministerial level. The DRB can accept the waiver of the site plan. The applicant would then continue with the ministerial process and obtain a building permit.

#### Site Plan Design Review Checklist

**Exemption:** Fallbrook is one of the communities within the County which has a Design Review Checklist in place that can be used for a Design Review Checklist Exemption (Checklist Exemption). A Checklist Exemption provides an alternative to a Site Plan, which is a discretionary permit used to establish design and configuration of a proposed development in accordance with the County's Zoning Ordinance and applicable Community Plan and Design Guidelines. If a project meets certain criteria to be eligible for a Checklist Exemption and is found to be consistent with the Fallbrook Community Design Review Checklist, the project is exempt from the Site Plan Permit process. The applicant submits the application and fees to PDS. PDS then submits those to the DRB or CPSG for a recommendation.

**Site Plan Permit:** If a project cannot comply with all the requirements specified in the Checklist Exemption, then the project shall be processed as a Site Plan. The project is processed according to the application guide located at: <https://www.sandiegocounty.gov/content/dam/sdc/pds/zoning/DiscForms/Site%20Plan%20App%20Guide.pdf>

(more information about each approval process above is available at [sandiegocounty.gov](http://sandiegocounty.gov))



*Town Center Sub-Districts from the Design Standards*



## Why update the Design Guidelines?

Previously, even projects that meet the policies of an adopted plan can be subject to discretionary review. Discretionary (or subjective) review processes can sometimes create ambiguity in approval processes. Subjective review requires deliberation and agreement and often involves several public meetings and many months. This process adds time and cost to the process of development of qualifying housing projects (including subdivision, multi-family, and mixed-use residential projects). Changing the name to “Fallbrook Design Standards” and updating the guidelines to remove ambiguity and subjectivity is required to ensure consistency with state laws (such as Housing Accountability Act (HAA), Streamlined Affordable Housing (SB35), Housing Crisis Act of 2019 (SB330), and The California HOME Act (SB9)). These laws only govern multi-family and mixed-use projects that contain housing, however, based on community outreach (Appendix B) these standards have been expanded to include all development which provides several assets to the community such as:

- Creating high-quality, easily measured, and enforceable objective standards
- Removes barriers to housing development
- Allows tailored standards appropriate for the community
- Streamlines the review and approval process for qualifying housing projects, reducing the time and cost associated with development
- Creates greater certainty for applicants, decision makers, residents, and the public
- Protects the existing character within Fallbrook as new development and property improvements occur

Another key benefit to this process is a modernization and streamlining of the previous guidelines. The intent of the guidelines with respect to the rural, scenic, and historic qualities of Fallbrook and the Fallbrook Town Center is retained and strengthened. Key findings from engagement with Fallbrook stakeholders (more information in Appendix B) directed the process of this effort:

- Detailed landscape standards and planting palettes
- Clear and easy to understand signage standards
- Lighting standards
- Outdoor dining
- Objectively measurable standards
- A combination of detailed graphics and selected imagery

## Recommendations

The process for making changes to the previous Design Guidelines document included extensive input from the community regarding ensuring that the process become streamlined and easy to navigate both by applicants and the Design Review Board. Existing conditions in Fallbrook as well as the opportunities and constraints were also reviewed with respect to the Design Guidelines in the crafting of the new Standards.

The new "Fallbrook Design Standards" document makes a shift from the previously subjective and difficult to define "guidelines" into objective and measurable "standards" with an emphasis on things like lighting, signage, access, and overall design. The intent is to provide a baseline of standards for applicants to follow which protect and enhance the Fallbrook Town Center and Village experiences. For applicants which cannot or choose to not meet the objective standards set forth in the "Fallbrook Design Standards" the existing design review process with a letter of recommendation would be required for development.

Design Review in Fallbrook is administered by the County of San Diego Department of Planning & Development Services as part of the development review process. Projects are evaluated by the Fallbrook Design Review Board, a panel of citizens appointed by the County Board of Supervisors. Actions of the Design Review Board are advisory to the various County authorities (Director of the Department of Planning & Development Services, Zoning Administrator, Planning Commission and Board of Supervisors) who issue decisions on development proposals.

The Fallbrook Design Review program is intended to allow the Fallbrook Design Review Board an opportunity to provide feedback on the physical design aspects of development projects in Fallbrook. In this capacity, the Design Review Board is the lead citizen group in matters involving the design of the types of projects specified in this document. The Fallbrook Community Planning Group, continues to be the lead group in matters involving land use (i.e., use permits, subdivision review, specific plans, rezones).

The graphic on the following page shows an example of the previous Fallbrook Design Guidelines document and the new Fallbrook Design Standards document to highlight the difference in how the design requirements have changed.

The Fallbrook Design Guidelines document to be updated is shown in the upper right. This was originally created in 1989 and created in monochrome (black & white). Below is an example of a guideline from this document:

*On principal elevations, large or long continuous wall planes should be avoided. As a general rule, building elevations over 50 feet in length should incorporate changes in plane and architectural features that provide visual interest, including strong areas of shade and shadow.*

The updated Fallbrook Design Standards document is shown in the bottom right. This was modernized with the intention of creating new graphics, adding vibrant photographic examples, and clarifying or streamlining the guidelines into standards. Below is an example of the same "Design Guideline" from above which has been modified into a "Design Standard" which is objective and measurable:

*Building elevations over 50 feet in length shall incorporate at least one change in plane or architectural feature (such as an awning, balcony, pergola, arcade, porch, loggia, or recessed entry) for each 25 feet of elevation.*

## Fallbrook Design Standards

The updated "Fallbrook Design Standards" are in Appendix G at the rear of the Sub-Area Plan and includes both the updated document and the strike-out/underline version which shows where the changes were made.

### A4. ARCHITECTURAL CHARACTER

- Recognize the linkage potential of old and new projects.
- Respect the scale of the community with regard to the apparent height and width of new buildings.
- Building form, mass and elevations should be articulated to create interesting roof lines, shadow patterns and architectural detailing.
- Buildings should incorporate natural landscape features as design elements.

This Guideline applies to all development subject to Design Review. More specific guidelines for the Town Center are given in Guideline B1.



#### 1. BUILDING FORM

- On principal elevations, large or long continuous wall planes should be avoided. As a general rule, building elevations over 50 feet in length should incorporate changes in plane and architectural features that provide visual interest, including strong areas of shade and shadow.



1989 Fallbrook Design Guidelines

### FALLBROOK DESIGN STANDARDS



### A2 ARCHITECTURE

#### a. Building Form

1. Building elevations over 50 feet in length shall incorporate at least one change in plane or architectural feature (such as an awning, balcony, pergola, arcade, porch, loggia, or recessed entry) for each 25 feet of elevation.
2. Changes in roof pitch orientation shall be accompanied by plan offsets and massing articulation.




Updated Fallbrook Design Standards

# IMPLEMENTATION

# 4

## FUNDING AND MAINTENANCE



**This section outlines strategies that allow for increased investment in Fallbrook. The tools in this section draw from regulatory and programmatic development incentives, actions to advance public improvements, and funding mechanisms.**

Due to the ever-evolving economic conditions and trends, it may be necessary to revisit and prioritize the approach and funding sources shared to follow. The tools and sources listed below are selected with an understanding that markets shift and economic conditions require flexibility to accommodate investment in the Fallbrook community.

### **Approach**

Many of the public funding sources needed to pay for improvements outlined in the Fallbrook Sub-Area Plan depend upon new public and private development and investment. Sufficient funds to perform all the planned public improvement work rarely exist at the beginning of a planning process and require continual effort from County staff and Fallbrook stakeholders to identify any future opportunities for funding.

These public improvement costs should be aligned with immediate needs and opportunities. Public improvements that would directly benefit any new private development should be carefully matched to allow for private financing approaches whenever possible. Market conditions will ultimately determine how and where any new private development occurs.

Table 4.1 on the next page outlines key strategies and action steps for implementing goals of the plan. The strategies and recommended action steps may involve collaboration among the County, property owners/developers, non-profit organizations, and other key stakeholders.



| Strategy   | Action Steps   |
|--|--|
| Expand and attract visitor-serving and entertainment uses within Town Center   | <ul style="list-style-type: none"> <li>• Work with local stakeholders to re-brand the Town Center to create a distinct district identity</li> <li>• Identify undeveloped or underutilized sites for assembly to foster development of a critical mass of retail, entertainment, and experiential retail uses</li> <li>• Evaluate opportunities to redevelop existing older buildings in the Plan Area</li> <li>• Work with property owners/local businesses to evaluate the potential to form a Business Improvement District or Property-Based Business Improvement District</li> </ul> |
| Attract residential and supporting retail uses along the Pico Promenade Corridor   | <ul style="list-style-type: none"> <li>• Extend the Pico Promenade theme to West Alvarado Street and improve wayfinding</li> <li>• Enhance the natural landscape of the creek area to create a public amenity that allows for passive uses with themes of fitness and wellness</li> <li>• Incorporate complementary retail uses to support development of multi-family housing</li> <li>• Collaborate with the Fallbrook Chamber of Commerce to expand events and activities in adjacent areas</li> </ul>  |
| Provide opportunities to expand the hospitality sector   | <ul style="list-style-type: none"> <li>• Plan for and encourage hotel uses in areas in downtown Fallbrook and in close proximity to tourist/recreational amenities</li> <li>• Collaborate with the Fallbrook Chamber of Commerce to ensure that plazas are activated with a variety of activities, art installations, and/or performances</li> <li>• Support the Fallbrook Chamber of Commerce and/or other non-profit entities to develop a marketing strategy to promote special events and attract visitors from outside of the greater Fallbrook community</li> </ul>                |
| Create opportunities for housing development in partial satisfaction of the County's Regional Housing Needs Allocation (RHNA) obligation | <ul style="list-style-type: none"> <li>• Continue to assess the long-term feasibility of multi-family residential and engage with potential developers to identify potential incentives</li> <li>• Evaluate opportunities to adaptively re-use existing older buildings in the Plan area</li> <li>• Explore opportunities for Public-Private Partnerships (P3s) to implement new development in the Plan Area</li> </ul>   |

Table 4.1 - Key Strategies and Recommended Action Steps

## Prioritization

The following section provides an overview of prioritization and overall approximate timeframe goals for implementation of various recommendations. The recommendations listed below can be initiated and funded by multiple means and will likely involve enhanced coordination between the many stakeholders involved in the Fallbrook community. The table below is a starting point based on the recommendations of this plan and the items which are regulatory in nature or under the purview of the County. Community members, stakeholders, and others may continue to engage in providing priorities and/or taking the lead for implementation of any action items or strategies listed in this plan as desired.

|  | <b>Recommendation</b>  | <b>Cost (1)</b> | <b>Timeframe for Implementation</b> |
|--|--|-----------------|-------------------------------------|
| 1  | <b>Adopt Zoning Ordinance Update</b>   | \$              | • Short Term                        |
| 2  | <b>Adopt Design Standards Update</b>   | \$              | • Short Term                        |
| 3  | <b>Prepare detailed Streetscape Plan documents and approval</b>  | \$\$            | • Medium Term                       |
| 4  | <b>Construct Main Avenue Streetscape Plan striped intersection improvements, all-way stops, and RRFBs</b>            | \$\$\$          | • Medium Term                       |
| 5  | <b>Construct Main Avenue Streetscape Plan curb extensions, missing sidewalk connections, and median improvements</b> | \$\$\$\$\$      | • Long Term                         |
| 6  | <b>Install Electric Vehicle charging stations in the Main Avenue Streetscape Plan area</b>                           | \$\$\$\$        | • Long Term                         |
| 7  | <b>Install pedestrian lighting in the Town Center</b>  | \$\$\$\$        | • Long Term                         |
| 8  | <b>Close all pedestrian gaps and provide sidewalks throughout the entire Sub-Area Plan boundary</b>                  | \$\$\$          | • Long Term                         |
| 9  | <b>Connect County ATP proposed bicycle facilities through Fallbrook</b>  | \$\$            | • Long Term                         |
| (1) Cost is approximate and is intended to serve as a comparison between different plan recommendations and does not represent actual dollar amounts or estimates. |  |                 |                                     |

Table 4.2 - Prioritization of Plan Recommendations

## Funding

The following section provides an overview of different funding sources that may be used to implement the Sub-Area Plan. These are examples of funding sources. Specific funding for implementation items or projects within the Subarea Plan Area would be determined on a case-by-case basis or through initiative of the community, property owners, and/or businesses. Staff will continue to monitor and pursue grant funding opportunities.

**Special Assessment Districts:** Special districts managed by the County of San Diego's Department of Public Works (DPW) Private Road & Landscape Maintenance Section staff provide San Diego County unincorporated area property owners a way to fund a variety of services funded through assessments or special taxes paid by property owners through property tax bills. These districts are formed with property owner approval and pay for specific extended services within a specific community.

**Business/Property-Based Business Improvement District (BID):** A business improvement district is a defined area within which businesses are required to pay an additional levy to fund projects within the district's boundaries.

**California Investment and Economic Development Bank:** I-Bank's Infrastructure State Revolving Fund (ISRF) Loan Program provides financing to public agencies and non-profit corporations for infrastructure and economic development projects.

**Capital Improvement Program:** The County's DPW has a comprehensive program for improving infrastructure within the unincorporated areas of San Diego County. The Capital Improvement Program consists of improvements to roads and bridges; facilities at the eight County-owned and operated

airports and airstrips; flood control facilities in unincorporated developed areas; and wastewater facilities owned and operated by the County. These improvements help ensure that neighborhoods are safe for residents to live, work and play; support environments that foster viable, livable communities while bolstering economic growth; make it easier for residents to lead healthy lives while improving opportunities for children and adults; and provide equitable access to our residents.

### **Community Facilities Districts (CFDs):**

A special financing district formed by a local government agency (county, city, school district, water district, etc.) or property owner (developer) that define a geographic boundary for purposes of funding various capital improvements and ongoing (annual) services within that boundary. CFDs require a two-thirds vote of property owners, so long as there are no more than 12 registered voters living within the proposed district. More than 12 registered voters living in the district requires a two-thirds vote of registered voters. Because of this voter approval requirement, CFDs are usually formed in undeveloped areas where the district encompasses a small number of property owners who intend to subdivide the land for sale. The CFD can fund a multitude of capital projects including parks/open spaces, schools, libraries, childcare facilities, and other public infrastructure improvements.

**Tax Increment Financing Districts**

**(TIFDs):** Establishment of an TIFD requires support from key policymakers and the community. Tax increment is defined as the growth in property tax revenue, above a frozen base assessed value, that existing taxing entities (county, city, or both) receive within a specific geographic boundary. Local taxing entities reallocate their share of tax increment to repay the debt service on bonds issued to pay for public improvements that are of communitywide significance with a useful life of 15 years or more. Dependent on the type of TIFD, eligible uses may include transportation infrastructure, water and wastewater infrastructure, solid waste facilities, affordable housing, and community amenities.

**Development Impact Fees (DIFs):**

DIFs are imposed by a local government on new/proposed development to provide public facilities to new development. The County shall identify the uses for the fee and show that there is a relationship between the public facilities needed and the development upon which the fee will be imposed. Fees are paid in the form of a specified amount as a condition of the issuance of building/occupancy permits or subdivision map approval. Eligible uses of funds may include traffic mitigation, park mitigation, water system capacity, and fire protection. The County currently assesses Countywide a Fire Mitigation Fee and Transportation Impact Fee (TIF).

**Enhanced Infrastructure Financing District (EIFD):**

SB 628 authorizes the creation of an Enhanced Infrastructure Financing District (EIFD). The legislative body of a city or county may establish an infrastructure financing district, adopt an infrastructure financing plan, and issue bonds to finance construction or rehabilitation of a wide variety

of public infrastructure and private facilities upon approval by two-thirds of a community's voters.

**Property Owner/Developer Exactions:**

Exactions are payments made by developers or property owners in addition to, or in lieu of, development impact fees to mitigate anticipated impacts of the development. Exactions may include infrastructure building, cash payments to the City, dedications of land for public uses, conditions on future land use, and restrictions or alienation. Alternatively, developers are required to construct and deliver specific improvements.

**Other sources including Local, State, and Federal Loans and Grants:**

Various federal, state, and regional programs distribute grant funds for public improvement projects. Funds are typically awarded on a competitive basis through programs run by regional transportation agencies, such as Caltrans or metropolitan planning organizations, such as the San Diego Association of Governments. Example grants include: The **Federal/State Regional Surface Transportation Program (RSTP)** under the **Surface Transportation Grant Program (STGP)**, the **Urban Greening Program under the California Natural Resources Agency, Community Development Block Grant (CDBG) Program**, the **Home Investment Partnership Program (HOME)**, and **SANDAG's Smart Growth Incentive Program (SGIP)** and **Active Transportation Grant Program (ATGP)**. These funding sources may fund affordable housing and a variety of public improvements, including major highway/street improvements, roundabout and stormwater treatment areas, improvements to transit access, biking/walking paths, plazas, and other public facilities.

## Funding Responsibility

The table below shows which parties can use any combination of these funding sources to assist in the implementation of the goals of this plan. Other funding sources may become available and new options which were not available at the time of the writing of this plan may be found from Federal, State, or County sources.

| Funding Source                                | Target Improvements  | Source of Funding  | Responsible Party  |
|---|--|--|--|
| Special Assessment Districts                  | <ul style="list-style-type: none"> <li>Roads</li> <li>Sidewalks</li> <li>Water/sewer facilities</li> <li>Street lighting and landscaping</li> </ul>  | <b>Assessment on real property collected via property tax</b>  | Property owners and developers with assistance from local agency (1)             |
| Business/Property Based Improvement Districts | <ul style="list-style-type: none"> <li>Marketing and economic development</li> <li>Security</li> <li>Sanitation</li> <li>Street lighting and landscaping</li> <li>Signage and decorations</li> </ul>   | <b>Assessment paid by businesses or property owners</b>        | Property owners/ developers and businesses with assistance from local agency (1) |
| Community Facilities Districts (Mello-Roos)   | <ul style="list-style-type: none"> <li>Parks and open space</li> <li>Public infrastructure and facilities</li> <li>Police and fire protection</li> <li>Recreation, library, and cultural</li> <li>Street lighting and landscaping</li> <li>Flood and storm protection</li> </ul> | <b>Special tax on real property collected via property tax</b> | Property owners/ developers with assistance from local agency (1)                |

Table 4.3 - Funding Summary



| Funding Source   | Target Improvements   | Source of Funding   | Responsible Party   |
|--|---|---|---|
| Tax Increment Financing Districts  | <ul style="list-style-type: none"> <li>Public infrastructure and facilities</li> <li>Parking structures</li> <li>Parks and open space</li> <li>Street lighting and landscaping</li> </ul>   | <b>Voluntary diversion of portion/all of the property tax increment by County and any other participating taxing agencies</b> | County  |
| Development Impact Fees  | <ul style="list-style-type: none"> <li>Mobility improvements</li> <li>Park mitigation</li> <li>Drainage</li> <li>Water</li> <li>Fire protection</li> </ul>  | <b>Fees paid in the form of a specified amount as a condition to the issuance of permit/ approval</b>                         | County  |
| Capital Improvement Program  | <ul style="list-style-type: none"> <li>Roads</li> <li>Parks and open space</li> <li>Water/sewer facilities</li> </ul>   | <b>County General Fund and Local, State, and Federal Grants</b>   | County  |
| External Grants and Loans  | <ul style="list-style-type: none"> <li>Roads</li> <li>Biking and walking paths</li> <li>Transit access improvements</li> <li>Sidewalk improvements</li> <li>Roundabout and stormwater treatment areas</li> <li>Water/sewer facilities</li> <li>Environmental mitigation measures</li> </ul> | <b>Annual grants/loans provided by local, State, and Federal agencies</b>   | Property owners/ developers, non-profit entities, and/or County |
| (I) Requires local agency participation for formation and levy/collection of the special assessments or taxes. |   |   |   |

Table 4.3 - Funding Summary



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# **Fallbrook**

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## **SUB-AREA PLAN**

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June 14, 2023

# APPENDIX A

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## DOWNTOWN VISIONING REPORT

# APPENDIX

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## Fallbrook

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### SUB-AREA PLAN

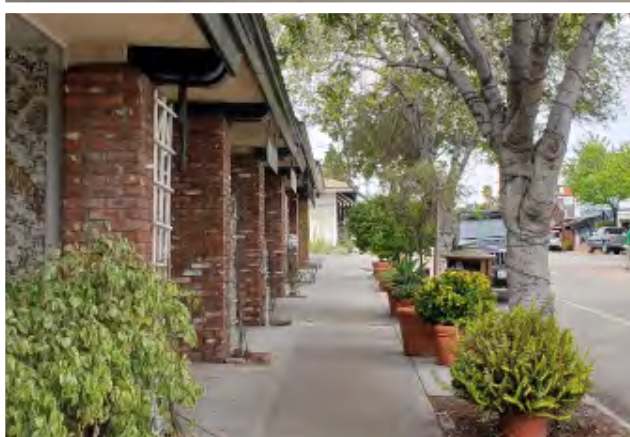
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## DOWNTOWN FALLBROOK VISIONING REPORT

December 18, 2020





Prepared by:





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## Introduction

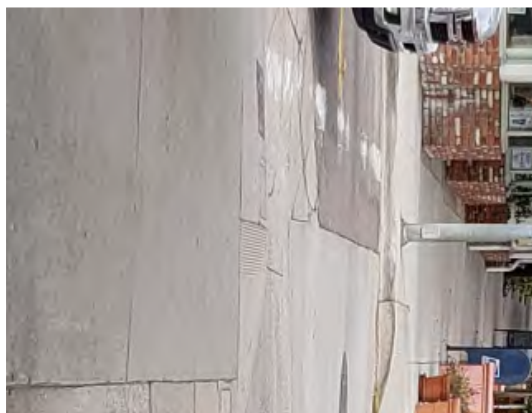
The Fallbrook Downtown Vision Report presents a starting point for envisioning and creating a new future for a historic village community. The planning and design concepts in this report provide ideas for how improvements to public spaces and infrastructure may be paired with private development, all towards supporting the community's vision for a vibrant, thriving Downtown Fallbrook. To that end, a future planning and design process with a robust community engagement process would move the initial ideas in this report toward exploration, establishment and implementation of updated or new policies and codes for this community.

This report provides a review of the community background, a description of the initial planning, design and community engagement efforts that informed this report, and a summary of the issues, opportunities and recommendations for continued planning that culminates in implementation.



## Background

The community of Fallbrook is an unincorporated community of San Diego County, consisting of 36,000 acres. Fallbrook is located south of Riverside County and east of Camp Pendleton and based on 2010 census track its approximate population is 30,534. Its neighboring communities are Bonsall to the south, Pala to the east and Rainbow to the northeast. Most of the area is characterized by rolling hills covered in avocado and citrus orchards. However, as the topography changes, it creates natural buffers that separate Fallbrook from its neighbors. The busy and vibrant town center is located near the western boundary. The town surrounds the downtown, which is a unique historical district that has become the focus of a revitalization effort.



## Initial Collaborative Efforts

In 2019, through the support and coordination of County Supervisor Jim Desmond, District 5, the Fallbrook Revitalization Infrastructure Committee, and community members representing a range of interests and views collaborated with staff from Planning & Development Services (PDS) of the County of San Diego. This initial collaborative effort involved early community engagement, planning and design efforts, the results of which informed this report.

Community engagement included three meetings conducted at the Chamber of Commerce conference room from November 2019, through February 2020, with a small group of residents, employers, business owners, and service organizations. These community members lent their knowledge and experience in the Downtown community and Fallbrook area. Their representation included an array of organizations, including but not limited to: Chamber of Commerce, Fallbrook Community Planning Group, Fallbrook Village Association, Fallbrook Unified Elementary School District, Fallbrook Revitalization Committee, and other community-serving organizations. The Acknowledgements section of this report provides a list of participants who attended one or more of the meetings.

To support the initial collaborative efforts, PDS engaged a team of professionals with MIG, Inc., a San Diego-based planning, design and communications consulting firm. MIG provided community engagement, planning and design support in conducting the following activities:

- Facilitation and documentation of three community meetings. Discussions involved participants sharing their ideas for Downtown's future vision, issues, challenges and opportunities for revitalization. PDS and MIG staff also shared findings from initial planning and design activities for participants' feedback. In addition to facilitating

the discussions, MIG recorded key discussion points in real-time on wall- sized pieces of paper, or “wallgraphics.” Photo-reduced copies of the meeting wallgraphics are included in the appendix of this report.

- Initial study of comparable downtowns and villages for “best practices.” Community members identified a selection of downtowns and villages that they believe represent revitalized, model communities that may offer insight to Downtown Fallbrook’s revitalization efforts. Initial, high-level research conducted by MIG provided insight about lessons learned and considerations, which are included in the appendix of this report.
- Exploration of planning and design concepts that may inform revitalization of Downtown Fallbrook. By responding to community members’ visions, issues and opportunities with potential planning and design concepts as developed PDS and MIG, this report provides perspective for further study and analysis that will provide the community with a pathway to implementing desired change.



## Economic Development and BIDs

What is an Economic Development (ED) and how can it be achieved? ED can generally be described as a set of actions that create new businesses, provides financial incentives to businesses, triggers new constructions, revitalizes the community and creates new jobs. Though the community is not requesting an economic development as part of this effort, placemaking some of their request can only be achieved through an Economic Development. There are four different components in the ED, Economic Tools and Incentives which focus on capital incentives and other economic financial tools that would assist new and existing businesses, this tool would catalyze property development, and create a supportive environment for entrepreneurs and innovators that drive local economies. Second component to ED is Land Use and Design; this element is designed to support the community's transformation by enhancing the physical and visual assets of the designated area through land use regulations. Third component to ED is marketing and promotion, this tool positions the downtown/commercial district as the center of the community and hub of economic activity and creates a positive image that showcases the community's unique characteristics. Final component of ED is organization, leadership and advocacy element. This component will create a strong foundation for a sustainable revitalization effort which will include cultivating partnership, community involvement and resources for the districts.

## Expanded Collaboration and Planning

Importantly, the collaborative efforts to-date are only the start and have served to chart a path forward. Continued engagement with the full range of community members that have a vested interest in the future of Downtown Fallbrook will be important to fully defining the future vision and prioritizing improvements. Additionally, thorough land planning, urban design, mobility, and environmental planning will be required to encourage desired development and invest in public infrastructure in the years to come. The “Recommendations” section of this report provides additional details.

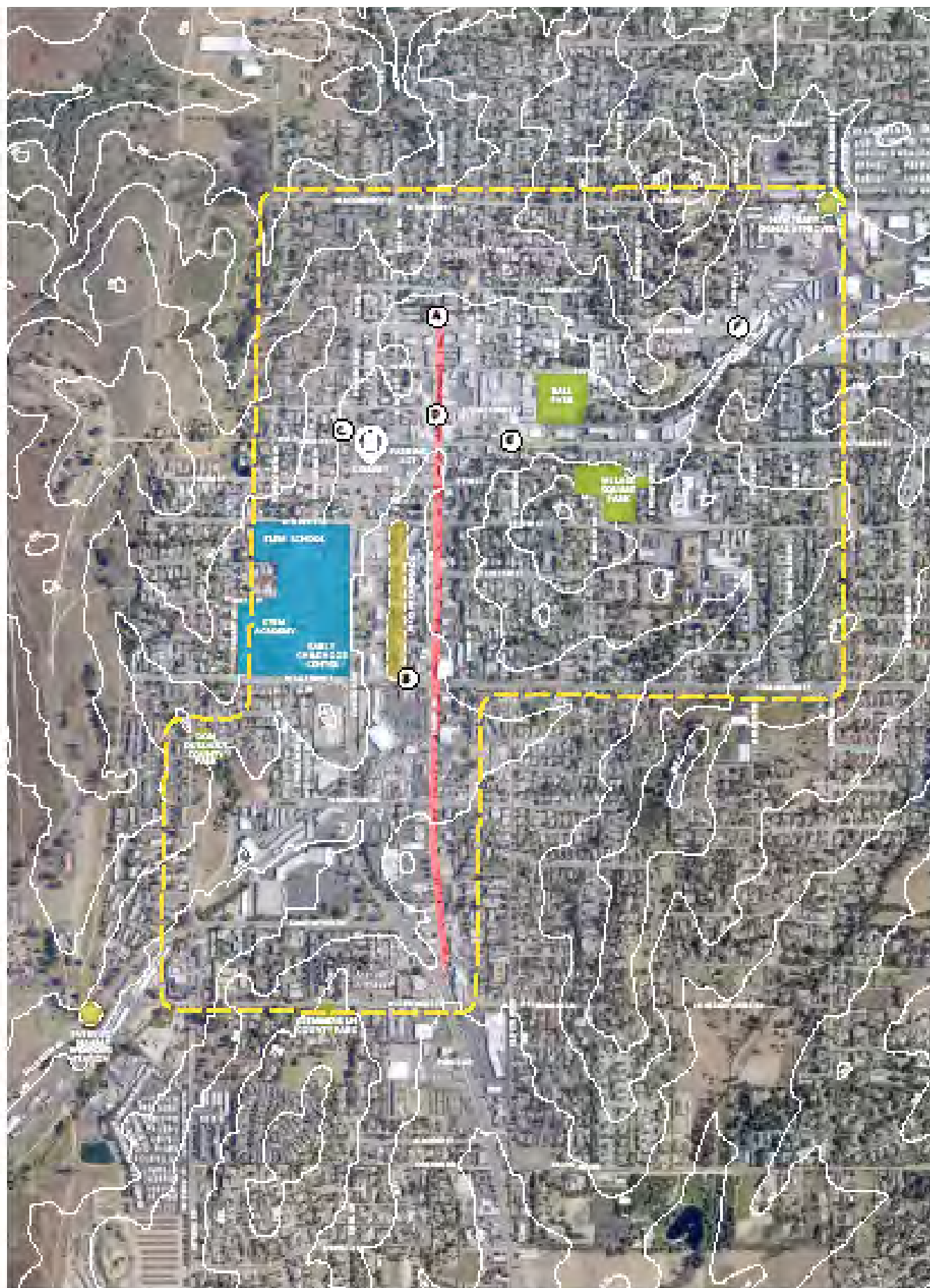
## Study Area for Downtown Fallbrook

The area for studying the future of Downtown Fallbrook is depicted on the map to the right. The study area was expanded from its original boundary through engagement with community stakeholders. The original study area was generally one block to either side of Main Avenue from Mission Road on the north to Fallbrook Street on the south. The stakeholders felt the study area was too confined.

The proposed new study area is surrounded by East Dougherty St./Gumball Ln. to the north, Morro Road. to the east, East Fallbrook Street to the south, and Summit Avenue to the west. Additionally, adjoining this area to the southwest is south of East Fallbrook St. is an area surrounded by Old Stage Rd. to the east, West Clemmens Lane to the south, and Alturas Rd. to the west.

Generally, the study area includes the original Downtown business district along Main Avenue and Alvarado Street, as well as significant corridors along Mission Road and Fallbrook Street. Uses generally include a range of business types, including but not limited to: grocery, pharmacy, small department stores, convenience, liquor, professional services, and more.

Some residences are located on smaller, adjoining streets. A few school and park sites exist in the study area, as well as historic, cultural and arts features and organizations. A portion of Pico Avenue serves as a tree-lined, multi-use pathway.



## Community Engagement Findings

As described in the preceding “Initial Collaborative Efforts” section of this report, three meetings of engaged community members provided important background, current context and perspectives for the future of Downtown Fallbrook. Each meeting included facilitated, interactive discussions with

all participants, as well as high-level, initial findings from early planning and design activities for review and discussion. Wall graphics with summary-level notes from each meeting are included in the appendix of this report, with more detailed summary reports on file with PDS. In addition to the engagement with the community, the project team collaborated with the County Department of Public Works to further inform the extent of the study area context, issues and opportunities through similar planning and engineering efforts in the community.

Following are brief summaries of key discussion points from each meeting.



# Meeting #1, November 19, 2019

In discussing initial elements of a vision for Downtown Fallbrook, participants discussed the importance of drawing more residents and visitors to the area to promote a thriving business district. The historic character should be reflected in quality properties, buildings and public spaces, while updated

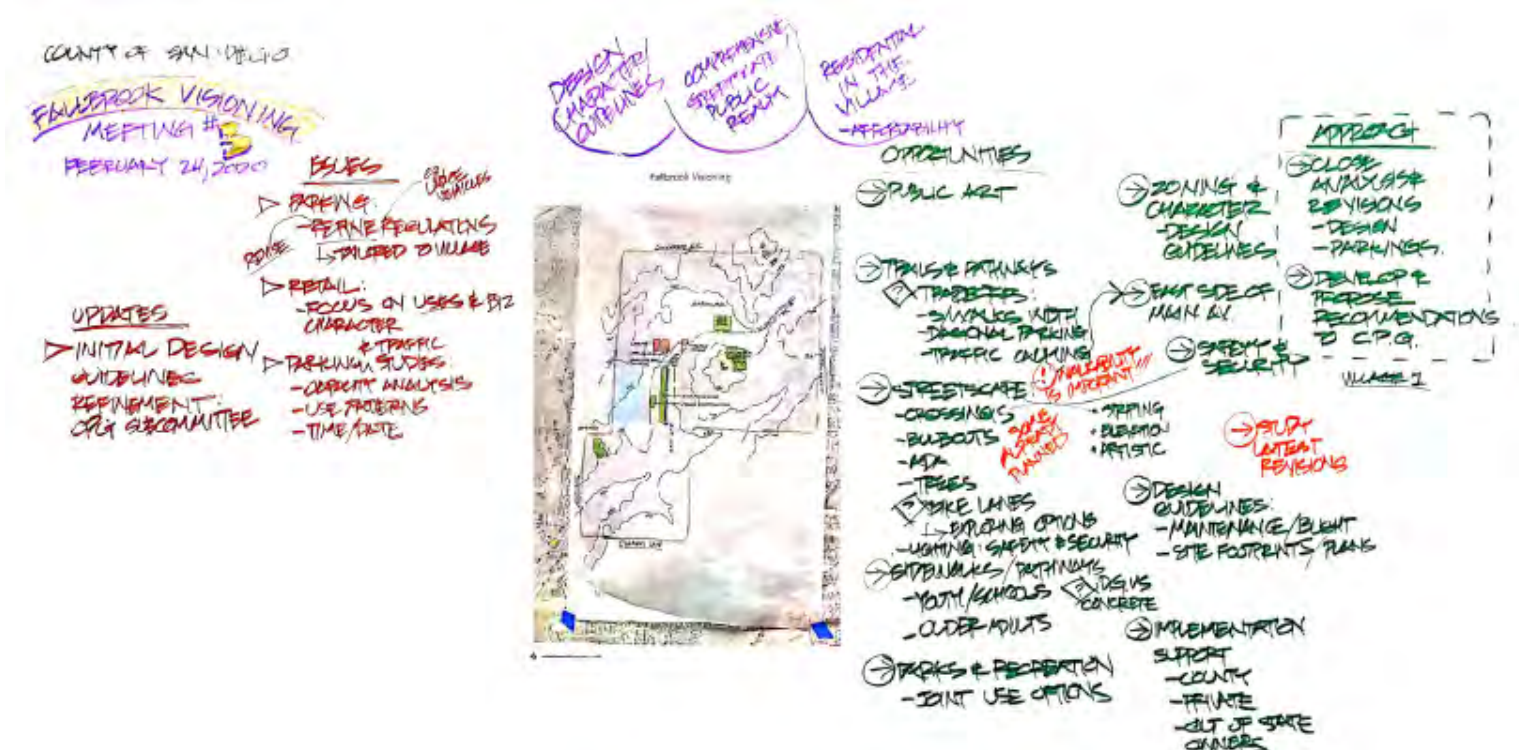
to modern standards. Moving in, around and through Downtown should be safe, comfortable, easy and enjoyable for everyone, particularly by foot. The processes to improve public and private property should be streamlined and supportive of the achieving the community's vision for the future. Model downtowns and villages that may inform the vision and opportunities for Downtown Fallbrook include but are not limited to Old Town Temecula, Paso Robles, Encinitas, and more.





# Meeting #3, February 24, 2020

An initial analysis by MIG of existing conditions and potential opportunities in Downtown Fallbrook inspired participants to identify potential opportunities for further study that may support revitalization efforts. A range of opportunities include, but are not limited to: establishing updated design guidelines for future public and private development; developing comprehensive improvements to the streetscape and public realm; increasing the amount of residential uses in the core of Downtown; identifying joint-use opportunities for existing and future spaces (e.g., school playfields); and coordinating planning and implementation efforts among the County, local residents, community organizations and property owners.





### Meeting #4, June 17, 2020

County of San Diego Planning & Development Services (PDS), Advanced Planning (AP) team met with the subcommittee and District 5 representative. Next phase options were presented to the group. As a result of the discussion the group decided to move forward with the two most viable options: Form Based Code or a Zoning Ordinance Update with a Street Escape component.

### Meeting #5, July 27, 2020

County of San Diego PDS, AP team met with the Fallbrook community and presented the Form Based Code and the Zoning Ordinance Update option. Community members have decided to take the two options to a infrastructural meeting on August 13th for a vote.

### Meeting #6, August 13, 2020

County of San Diego PDS, AP team attended the infrastructural committee meeting organized by the Fallbrook community to present the the two options (Form Based Code and the Zoning Ordinance Update) for a final vote. The comittee voted for Option 2, and Zoning Ordinance and Desin Guideline Update with a Streetscape Plan. The recommendation then went to the Community Planning Group for an official vote.

### Meeting #7, September 21, 2020

County of San Diego PDS, AP team along with the revitalization subcommittee attended the Fallbrook Community Planning Group meeting to present the two options (Form Based Code and the Zoning Ordinance Update) for a final recommendation. The Planning Group voted for Option 2, and Zoning Ordinance and Design Guideline Update. with a Streetscape Plan.



## Issues and Opportunities

Through the engagement process and initial planning activities, the following inventory of issues and opportunities emerged and represent a framework for considering future planning, design and implementation efforts for Downtown Fallbrook.

| Issues and Opportunities Matrix - DRAFT |                             |  |   |
|---|-----------------------------|--|---|
|   | Topic                       | Issues   | Opportunities   |
| 1                                       | Parking - Quantity          | Parking supply and location                              | Improve availability of parking   |
| 2                                       | Parking - Regulations       | Parking regulations excessive                            | Reduce parking regulations  |
| 3                                       | Traffic - Congestion        | Back-up of traffic on Main Avenue                        | Improve traffic flow at peak times  |
| 4                                       | Traffic - Speed             | Motorists speeding on Main Avenue;<br>ped/bicycle safety | Reduce speeds and improve ped/<br>bicycle safety                                  |
| 5                                       | Land Use - Housing          | Lack of housing in Village center                        | Increase residents and visitors in<br>Village Center                              |
| 6                                       | Land Use - Retail           | Retail mix and vacancies                                 | Retain and attract high-quality<br>thriving shops                                 |
| 7                                       | Land Use - Industrial       | Loss of and co-location with<br>industrial uses (FB-V3)  | Retain automotive-related uses  |
| 8                                       | Land Use - Commercial       | Location and areas of FB-V5                              | Increase opportunities for<br>administrative offices and<br>professional services |
| 9                                       | Fallbrook Vision Study Area | Overall study area defined by Village<br>Zones arbitrary | Review area of Downtown Vision<br>Study (Zones FB-V1 - FB-V5)                     |
| 10                                      | Fallbrook Design Guidelines | Outdated guidelines (prepared 1989)                      | Prepare updated design guidelines   |
| 11                                      | Development Permits         | Inefficient process for housing<br>permits               | Reduce costs and timelines for<br>development permits                             |

| Strategies   | Analysis  | Deliverables  |
|--|---|---|
| Study parking issues and make recommendations                  | Parking demand Study                                | Parking management plan                                 |
| Study parking issues and make recommendations                  | Parking demand Study                                | Parking management plan                                 |
| Study traffic congestion                                       | Traffic alleviation study                           | Traffic Study findings                                  |
| Study traffic speeds and vehicle conflicts with ped/bicyclists | Traffic calming study / pedestrian mobility study   | Traffic Study findings                                  |
| Allow residential uses in FB-V1                                | Housing Market Analysis                             | Recommended Land Use & Zoning changes for Village Zones |
| Maintain strong mix of resident and visitor serving retail     | Market Analysis                                     | Recommended Land Use & Zoning changes for Village Zones |
| Study success of FB-V3 zone and consider modifications         | Market Analysis                                     | Recommended Land Use & Zoning changes for Village Zones |
| Expand and incorporate commercial uses with housing            | Market Analysis                                     | Recommended Land Use & Zoning changes for Village Zones |
| Increase area of Downtown Vision Study Area                    | Best practices study - unincorporated village zones | Create Downtown Vision Plan boundary                    |
| Update design guidelines to be graphic and user friendly       | Best practices study - Design Guidelines            | Updated Design Guidelines                               |
| Review and revise permitting guidelines                        | Best practices study - permit process               | Updated Development Process Guidelines                  |

## Planning Options

Over the course of the planning and engagement efforts thus far, a series of suggestions were put forward by the community. These include the following (for a full list please refer to the four sets of meeting minutes included in the appendix):

- Develop mixed-use projects in the downtown area;
- Improve the efficiency of processes for developing housing in the downtown area;
- Explore ways to improve parking capacity by adding new parking;
- Increase flexibility of parking policies and requirements;
- Expand tourism in the downtown area;
- Educate local businesses on best practices for being successful and sustainable;
- Promote businesses that service both residents and tourists;
- Increase supports provided to local nonprofit organizations;
- Provide incentives to attract desirable businesses and encourage building rehabilitation;

Based on the funds allocated by the County Board of Supervisors, Planning & Development Services can develop and present planning options in response to community stakeholder input. These planning options may not address larger economic development issues associated with successful development or redevelopment; however, the planning options may create a framework approach to downtown revitalization. Economically initiated programs, such as a private-public partnership Business Improvement Districts, require initiation and continuous participation from local business owners.

## Economic Development and BIDs

What is an Economic Development (ED) and how can it be achieved? ED can generally be described as a set of actions that create new businesses, provides financial incentives to businesses, triggers new constructions, revitalizes the community and creates new jobs. Though the community is not requesting an economic development as part of this effort, placemaking some of their request can only be achieved through an Economic Development. There are four different components in the ED, Economic Tools and Incentives which focus on capital incentives and other economic financial tools that would assist new and existing businesses, this tool would catalyze property development, and create a supportive environment for entrepreneurs and innovators that drive local economies. Second component to ED is Land Use and Design; this element is designed to support the community's transformation by enhancing the physical and visual assets of the designated area through land use regulations. Third component to ED is marketing and promotion, this tool positions the downtown/commercial district as the center of the community and hub of economic activity and creates a positive image that showcases the community's unique characteristics. Final component of ED is organization, leadership and advocacy element. This component will create a strong foundation for a sustainable revitalization effort which will include cultivating partnership, community involvement and resources for the districts. In considering the issues and opportunities identified to-date, following are a set of recommendations for advancing the planning and engagement process for the future of Downtown Fallbrook. Additional vision elements, issues and opportunities will be developed during the forthcoming process and will inform development of a comprehensive implementation plan. Potential implementation tools identified to-date that may be part of comprehensive planning efforts in the future include but are not limited to the following:

- Streetscape plan and standards

- Parking management and action plan
- Enhanced implementation measures: local vs. County

### Planning Option #1: Form-Based Code

While the County General Plan provides the overall framework for development in the unincorporated communities, and the Fallbrook Community Plan provides a more localized framework relevant to the local character and environment.

A potential planning option for Downtown Fallbrook could be a Form Based Code. A form-based code is a method of development regulation, which emphasizes the physical character of development and de-emphasizes the regulation of land uses. FBC primarily controls physical form such as building types, intensity and character of an area, it also encourages wider, more appropriate mixed-use building. FBC can focus on the desire of the community. Additionally, FBC can address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, the scale, pattern, types of streets and blocks.

Locally, in 2014, the first two FBCs were established in the unincorporated County. They are located within the village cores of Ramona, and Alpine. (<https://www.sandiegocounty.gov/pds/advance/villagezoning.html>).

A FBC for Downtown Fallbrook would provide for more focused study of the area including allowable land uses, limits to how much development can occur on sites (i.e., intensity of development), what structures, and public spaces may look like.



A Form Based Code could be a beneficial option to Fallbrook for the following reasons:

- A reduction in time needed for plan revision or updates.
- A corresponding reduction in resources needed to fund the process.
- Reduced staff time required for process support in entitlement/permitting.
- A focus on building form rather than use.
- A focus on pedestrian accessibility (foot traffic) and public spaces
- An appropriate amount/intensity of public involvement, at the correct time(s), would support the obtainment of input and consensus while allowing the system to function at optimal efficiency for relevant individuals and groups.

The process offers a veritable opportunity to demonstrate predictability and transparency for all parties – both at the onset and in the continuity of process.

Because the process plans, codes, and then sets permitting based on the form identified by consensus, the community's desired outcome(s) is realized at all stages, and consistency with the form-based outcome(s) is the metric by which the process is organized and measured.

Typically, a FBC can include zoning regulations and guidelines for subdivisions, public facilities for a given area. Ultimately an FBC would provide a framework with a resulting set of policies to address the emerging vision for Downtown Fallbrook.

FBC's may be beneficial for a community that is developing or redeveloping because it encourages a uniform development focused on form and design. A developed or built-out community may not see immediate physical benefits from the adoption of a Form Based

Code until properties are redeveloped or vacant land is developed.

If a form-based code is implemented in a developed/built-out community it could create non-conforming structures which would need to be brought up to code if structures are altered.

For example, the form-based code in Ramona was ideal for their community needs as there are several vacant properties along Main Street. Since adoption, a handful of vacant parcels have been developed to the new code standards.

FBC can also promote mobility and parking options in and around Downtown. Active transportation options—particularly walking—are under-utilized in the Downtown core, particularly since this area was originally developed before the advent of motor vehicles. Creating corridors and walkways that are comfortable, appealing, and easy to access will encourage more residents to reduce their vehicle trips and the burden on local streets. To that end, studying modern approaches to managing available parking and creating flexible requirements for future development will reduce the burden to create more public and private parking lots and increase opportunities for using these spaces for other desirable uses.

Possible options for expanding mobility and parking options in the Downtown area include but are not limited to the following:

- Shift traffic moving between north and south of Downtown to Mission Road to reduce through traffic on Main Avenue, particularly during morning and afternoon commute times (which will also increase pedestrian safety in Downtown).
- A focus on mixed uses. A mix of ground floor commercial with residential units above could create more foot traffic and allow the commercial core to remain open past

working hours.

- Consider creation of County-owned parking lots immediately adjacent to Main Avenue to encourage consolidated parking for easier safer access to Main Avenue (could reduce traffic on Main Avenue).
- Identify shared/mixed use parking opportunities. Parking requirements could be reduced for mixed use developments.
- A focus on the public space. Examine possibilities for widening sidewalks, improving pedestrian curb cuts and crosswalks, and adding bulb outs to increase pedestrian safety and comfort.

As part of this effort the design guidelines and development process for the Downtown Fallbrook need to be updated. The existing Fallbrook Design Guidelines are over 30 years old, having been prepared in 1989. While there are good elements with the 1989 design guidelines, it is recommended that they be significantly overhauled. Updated design guidelines would extensively use graphic sketches, existing condition photos, and precedent imagery to convey guidelines for design of future improvements. Design guidelines are most effective with an emphasis on graphics and photos and less dependent on narrative to describe design intent. Design guidelines can both address public realm (streets, sidewalks, plazas, street trees, lighting, etc.) and private realm (building height, building setbacks, rooflines, windows, signage, etc.).

Modernizing the design guidelines and standards for Downtown will maximize the community's ability to achieve its vision for the future through development of public and private spaces. Design guidelines will inform aesthetics, character, form, color and

similar elements for new buildings and public spaces. Additionally, the required processes for developers to plan, design and build projects within the Downtown area should be streamlined to the extent possible to improve efficiencies and reduce costs and time for development. Providing clarity and efficiency for development contributes to desirable and timely community revitalization.

In addition, design guidelines are most effective when prepared in conjunction with an FBC and an implementation plan. While an FBC plan does require the preparation of design guidelines, both documents can synergistically work off each other when prepared together.

## Challenges:

- Time/money – more complex and expensive process to develop and adopt code rather than update existing code.
- FBC focuses on form, aesthetics, and public spaces.
- FBC does not focus on uses and may lack support of an economic driver to redevelop downtown to meet community needs.
- A development community may not see physical benefits, changes by FBC implementation.
- Potential non-conforming structures

## Steps for Project Execution of Option:

- Public workshops and stakeholder engagement

- Best Practices research
- Technical studies, if any
- Development of draft code
- Additional stakeholder engagement
- Review environmental impacts and draft report if any
- Finalize draft code and environmental report
- Public Review
- Public Hearings and adoption
- Code implementation

#### Schedule and Cost:

To develop and adopt a Form-Based Code for Downtown Fallbrook several comparison County examples were compared. In 2019, the Board of Supervisors adopted the Ramona Form-Based Code update. This process took approximately two years to scope, engage stakeholders, draft changes, and bring to public hearings. This update was done entirely in-house by PDS staff time.

In 2014, the Board of Supervisors adopted the Alpine Code Alpine Form-Based Code. This process took approximately three years to scope, engage stakeholders, draft changes, and bring to public hearings. The cost was approximately \$50,000 in staff and consultant time.



## Planning Option #2: Zoning Ordinance and Design Guidelines Update with Streetscape Plan

The Fallbrook Regulations apply to the village area of Fallbrook's business district and are intended to preserve and promote the village character while creating a pedestrian-friendly environment for residents, business owners, and visitors. The existing Fallbrook village regulations are a regulatory hybrid between a traditional zoning ordinance and a form-based code. Fallbrook village regulations are part of the County of San Diego Zoning Ordinance: <https://www.sandiegocounty.gov/content/dam/sdc/pds/zoning/z8000.pdf>, and consist of five village zone designations, as summarized below:

- FB-V1 – Encourage the retention and attraction of businesses compatible with a primarily retail environment fronting on a pedestrian-oriented street.
- FB-V2 - Provide a buffer between the retail-oriented FB-V1 and the heavier uses allowed in the FB-V3 Zone. The FB-V2 allows all the uses permitted in the FB-V1 in addition to more intensive civic and automobile-service oriented uses. Residential uses are permitted as co-principal uses subject to limitations.
- FB-V3 - Provide opportunities for clean industry and manufacturing, including artmaking. FB-V3 allows uses that support community businesses and provide basic goods and services. It also allows manufacturing and other general industrial uses where all materials and activities are located indoors and meet standard noise, vibration, and odor limitations. Residential uses are allowed where it can be shown that the use is compatible with adjacent commercial and industrial uses.
- FB-V4 - Encourage the retention and attraction of businesses compatible with a predominantly retail environment fronting on a pedestrian-oriented street.

Residential uses are allowed as a secondary use. The FB-V4 allows more automobile-oriented uses than FB-V1 and allows a flexible front yard setback.

- FB-V5 – Create and enhance areas where administrative office and professional services are the principal and dominant use. Residential uses are allowed. Development will have a scale and appearance compatible and complementary to adjacent residential uses. Uses generating high-volume of vehicular traffic shall not be allowed.

Updating the Village Zone Regulations through a Zoning Ordinance update could address stakeholder concerns for the following reasons:

- Development Permits: The existing code can be reviewed in detail to determine what and how uses are permitted. Based on preliminary community feedback the update could be revised to are permitted uses, and potential streamlining of ministerial and discretionary permitting.
- Land Use – Housing, Retail, Industrial and Commercial: In conjunction with review of the existing code, the downtown zoning map could be reviewed to determine where land uses are most appropriately located.
- Review Parking Standards. A downtown parking study and plan could help address some concerns raised by community stakeholders, including adequate parking supply, and review of existing parking policies and regulations, Best Practices reviewed around Southern California and cities within San Diego County include options such as shared and leased parking, angled parking, multi-modal transportation improvements, parking permitting, commercial unloading zones, parking wayfinding, valet zones, improved signage and parking flexibility. A zoning update could provide streamlined edits to the existing parking regulations.
- Updating the Design Guidelines could address stakeholder concerns for the

following reasons:

- o Existing Design Guidelines were adopted in 1989. These can be updated based on community input and best practice study to include more modern graphics and address current issues.
- o A Design Guidelines update can focus on subjects such as Site Layout, Architectural Design, Landscape Design, Signage, Lighting
- Creating a Downtown Streetscape Plan could address stakeholder concerns for the following reasons:
  - o Review and document existing conditions and potential issues in downtown Fallbrook
  - o Can focus on parking design, bulb-outs, bike lanes, sidewalks, crosswalks, traffic calming methods, and gateway features

#### Challenges

- Zoning changes may create piecemeal code fixing issues as they are expressed
- No identified funding source for Implementation of streetscape improvements
- May lack support of an economic partnership to develop/redevelop downtown to community needs

#### Steps for Project Execution of Option:

- Public workshops and stakeholder engagement
- Best Practices research
- Development of draft code

- Additional stakeholder engagement
- Review environmental impacts
- Finalize draft code and environmental report if any
- Public Review
- Public Hearings and adoption
- Code implementation

#### Schedule and Cost:

To develop and adopt a Zoning Ordinance and Design Guidelines update and a Streetscape Plan for Downtown Fallbrook several comparison County examples were compared. In 2020, the Board of Supervisors adopted Agriculture Promotion Zoning Amendments. This process of stakeholder engagement, code changes, and public hearings took approximately 8 months and cost \$65,000 worth of consultant time.

In 2020, the Urban Agriculture Incentive Zones Ordinance was adopted by the Board of Supervisors. This process of stakeholder engagement, drafting of the code, and public hearings took approximately 8 months and cost \$125,000 in consultant time.

PDS is currently engaged in a Valley Center Road Study. This study could be considered a more detailed, technical study of streetscape type issues raised by the Fallbrook community groups. Although this effort is anticipated to be more complex, and expensive than the Fallbrook Downtown Project, this Valley Center Study is estimated to take 3-15 months to complete stakeholder engagement and draft the plan, and cost an estimated \$270,000.

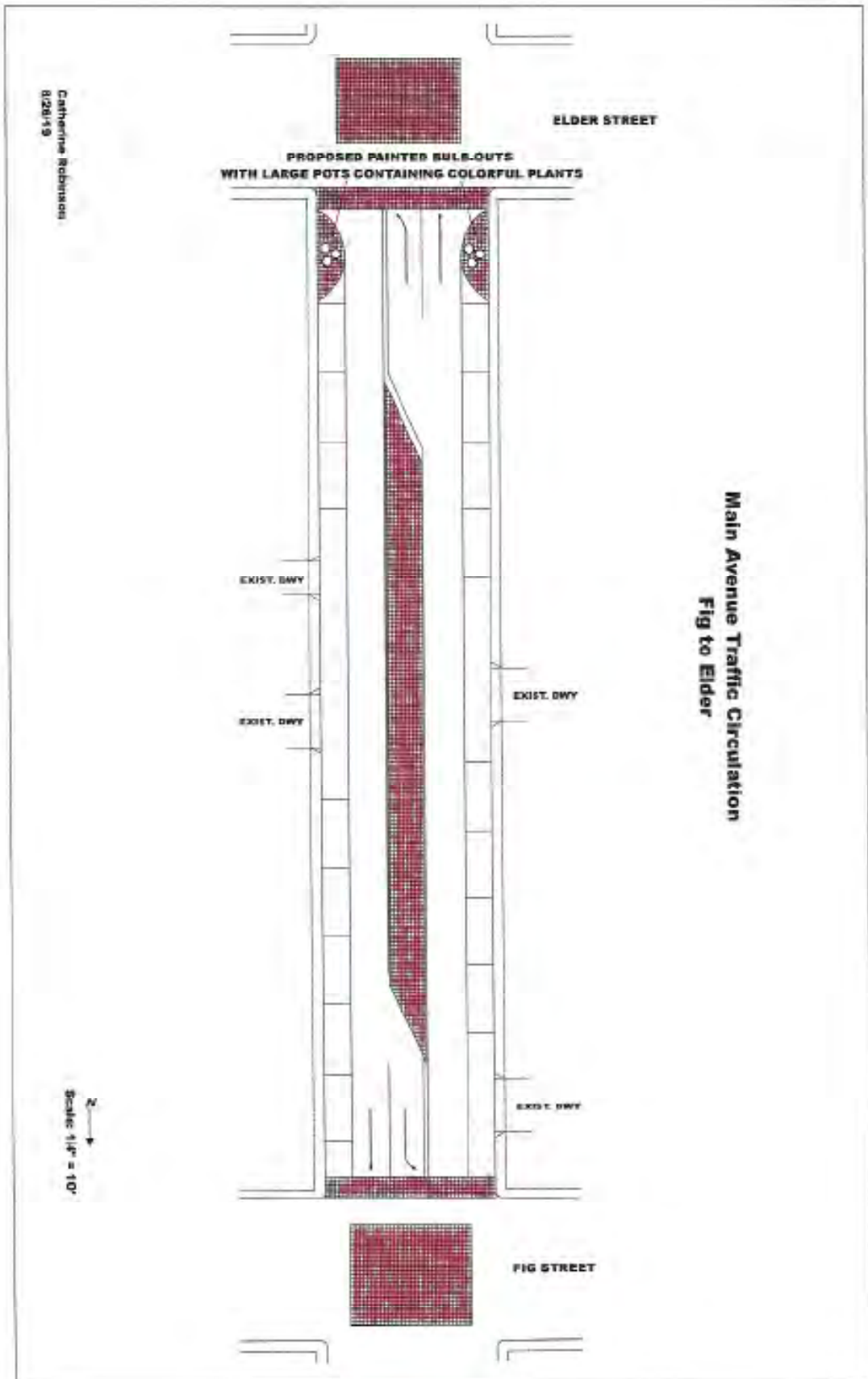
## Concept Sketches

The following concept sketches illustrate how the emerging visions, issues, opportunities and recommendations may be achieved through improvements to the public realm. These conceptual sketches reflect a range of improvements that are possible within Downtown Fallbrook and reflect conceptual or specific ideas and opportunities identified by community members. While they are specific to key locations in Downtown Fallbrook, they are also intended to serve as examples of improvements that can be made throughout Downtown Fallbrook. The design guidelines, if prepared in conjunction with a specific plan, would explore other opportunities in both the public realm and private realm.

### Flexible Parking Lot Plaza Space

Redesign parking lot to accommodate unique paving and other pedestrian amenities to allow it to function as an event space at nights, weekends and other occasional special event days. This parking lot is located between Brooktown Cafe and Harry's Sports Bar. The view is looking east towards Main Avenue. Amenities could include special paving, new landscaping, new lighting, and the ability to host movie nights, farmers markets, art shows, etc. It's a key space as it connects Main Avenue to the library parking lots and to an extended Pico Promenade to the south. It would still function as a parking lot the majority of the time.



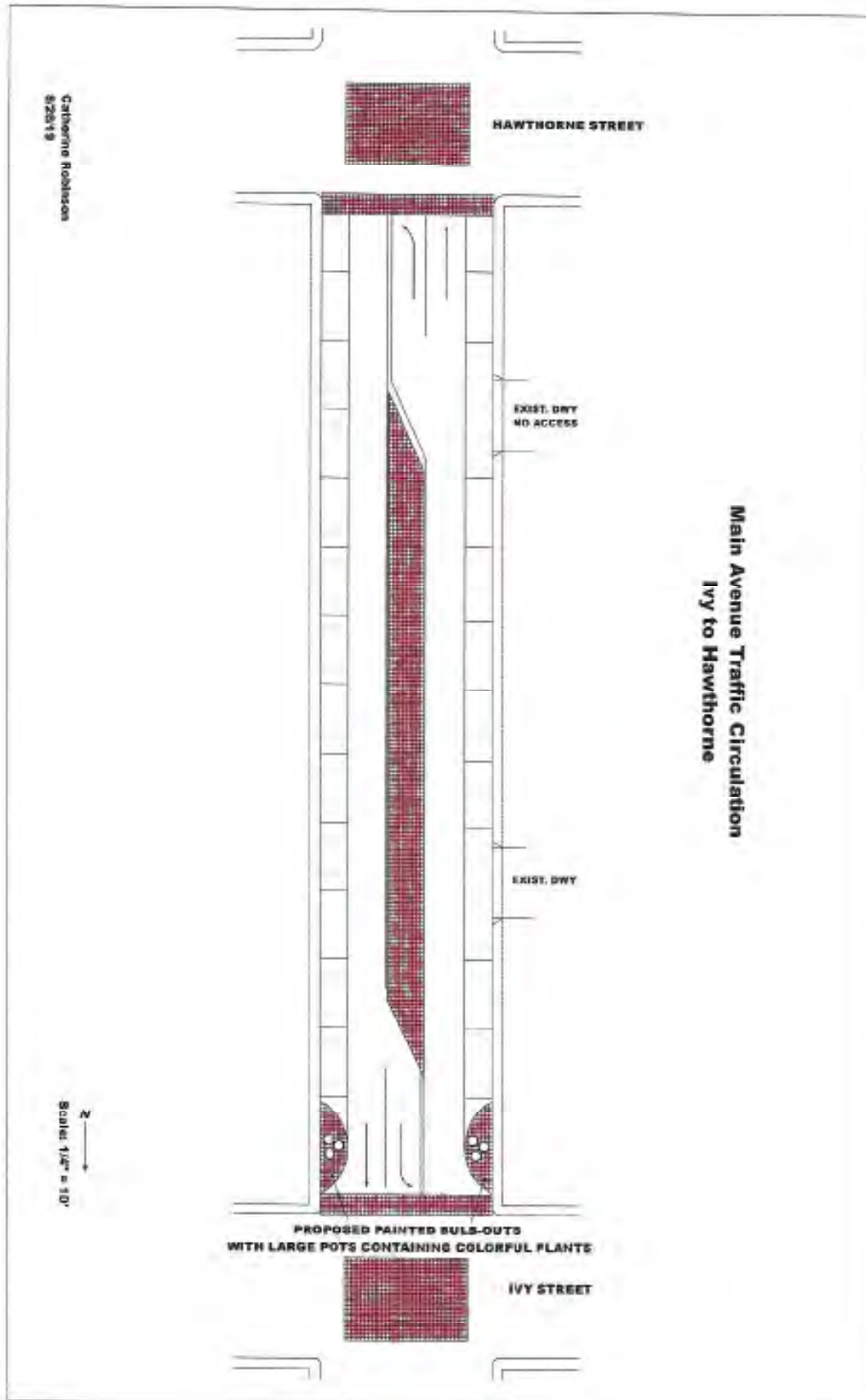


### Streetscape Improvements

As depicted in the sketch in front of 100 Main Avenue, although it could be done at numerous other sites on Main Avenue, construct a bulb out for traffic control, pedestrian safety and stormwater improvements. It would also include a parklet for outdoor seating and reconstructed crosswalks and corner ramps.

### Pico Avenue Multi-Modal Connection to Downtown

Continue Pico Promenade north from Elder Street to extend the existing Pico Promenade closer to the Library, downtown and the plaza as illustrated in Concept A. It would still allow vehicular access and on-street parking but with improved pedestrian amenities including enhanced paving, landscaping, bulb outs, landscaping, and lighting.

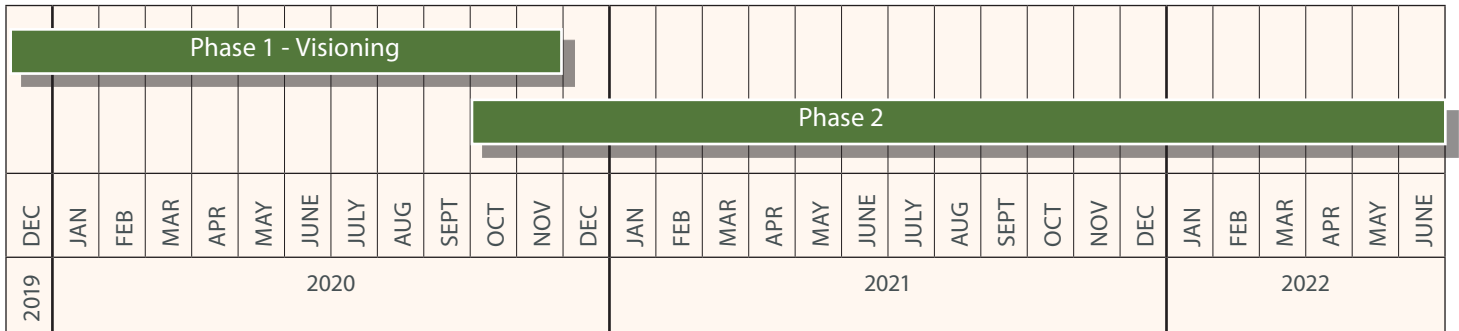


## Next Steps

The community and County staff have provided excellent feedback during the visioning process. It is clear the Fallbrook community is passionate about the great resources and potential within the downtown area. As noted in this report many great suggestions have been put forward by the community including traffic calming on Main Avenue, enhanced pedestrian safety, new pedestrian amenities, introduction of mixed-use projects into the downtown area, and other recommendations. In addition, the concept sketches included in this report are intended to offer a glimpse into some of the exciting possibilities that lie ahead.

This visioning report sets the stage for the next steps, which includes a more detailed planning process towards implementing the community goals. In coordination with the Supervisor's Office of District 5, the County of San Diego Planning & Development Services will oversee the planning and community engagement process to develop the Downtown Fallbrook Specific Plan. The Fallbrook Community Planning Group (FCPG) will be the primary advisory body for the process, ultimately, providing a recommendation to the Board of Supervisors on a future specific plan. The FCPG will also serve as a key venue to convene broader community engagement for the planning process. Additional community engagement efforts will occur throughout the process. The planning process may require 18-to-36 months to complete.

## Planning Process Timeline





## Appendix





**County of San Diego  
Planning & Development Services**

## **Fallbrook Visioning Initiation Meeting**

**November 19, 2019 10:00 a.m. – 12:00 p.m.**

### **S U M M A R Y   R E P O R T**

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#### **INTRODUCTION**

On November 19, 2019, the County of San Diego Planning & Development Services (PDS) and members of the Fallbrook community co-hosted an initiation meeting to explore a new vision for Downtown Fallbrook. The purpose of the meeting was to: initiate defining a new vision for the downtown; identify challenges and opportunities for enhancing the downtown; and discussing broader community engagement opportunities for this effort.

#### **Background**

The community of Fallbrook is an unincorporated community of San Diego County, consisting of 36,000 acres. Fallbrook is located south of Riverside County and east of Camp Pendleton. Its neighboring communities are Bonsall to the south, Pala to the east and Rainbow to the northeast. Most of the area is characterized by rolling hills covered in avocado and citrus orchards. However, as the topography changes, it creates natural buffers that separate Fallbrook from its neighbors. The busy and vibrant town center is located near the western boundary. The town surrounds the downtown, which is a unique historical district that has become the focus of a current revitalization effort.

Through collaboration with the Fallbrook Community Planning Group, PDS is conducting a visioning process for the downtown community that will inform the revitalization effort. The process may include exploration, establishment and implementation of updated or new policies and codes in one or more defined "village zones" the planning area.

#### **Meeting Format and Agenda**

The Initiation Meeting for the Fallbrook Visioning effort took place on November 19, 2019, from 10:00 a.m. to 12:00 p.m. at the Fallbrook Chamber of Commerce, 3291 Buckman Springs Rd, Pine Valley. Participants included members of the CPG (though not as a quorum), as well as additional community members.

Andy Pendoley of MIG, Inc., served as meeting facilitator and initiated the meeting by reviewing the agenda and asking for self-introductions. Eileen Delaney, CPG member, and Eric Lardy, PDS Chief of Advance Planning each provided welcoming remarks on behalf of their respective organizations. Mr. Lardy also provided a brief explanation of the purpose and intent of the visioning process, which will inform a subsequent planning process to explore potential revitalization of one or more village zones in the downtown area. Mr. Pendoley facilitated input from participants about their vision for the future of the downtown area, as well as issues and opportunities that should be addressed as part of revitalization.

During the discussion, Steven Davidovas of MIG and Mr. Pendoley recorded key discussion points on a wall-sized piece of paper, or “wallgraphic.” A summary of the discussion is provided in the following sections, and a photo-reduced copy of the wallgraphic is included at the end of this report.

## **SUMMARY OF DISCUSSIONS**

Participants discussed their vision for the future of the downtown area, as well as issues and opportunities. Participants also identified other downtowns that may be good models for Fallbrook’s future, broader community engagement approaches, and potential planning tools that may be studied in the planning process.

### **Visions**

Participants described their vision for the future of Downtown Fallbrook.

- More residents and visitors in the downtown area
- Thriving downtown businesses
- Quality properties and buildings
- Easier access by vehicle and foot to the downtown area
- Calmer traffic and safer streets
- Small town charm and character
- Engaged community members
- Streamlined and flexible processes for development
- Improved coordination among local organizations and County departments

### **Issues**

Participants discussed current and potential issues that impact Downtown Fallbrook.

- Inadequate parking capacity
- Undesirable businesses or uses
- Requirements for processing projects and development
- Speeding vehicles and dangerous conditions for pedestrians

### **Opportunities**

Participants identified potential opportunities for addressing the issues and revitalizing Downtown Fallbrook.

- Develop mixed-use projects in the downtown area that include housing above commercial/retail establishments, particularly for older adults and young adults
- Improve the efficiency of processes for developing housing in the downtown area, particularly the length of time and permit costs
  - Review previous development efforts that tried and failed to address the barriers
- Explore ways to improve parking capacity by adding new parking and/or flexibility of parking policies and requirements
- Expand tourism in the downtown area—such as farm-to-table, farmers markets, and street fairs—to support local businesses and the economy
- Educate local businesses on best practices for being successful and sustainable
- Promote businesses that service both local residents and tourists
- Increase supports provided to local nonprofit organizations
- Study the potential for incentives that attract desirable businesses and encourage rehabilitation of older homes

#### **Model Downtowns**

Participants identified other downtowns that may be good models to inform revitalization of the downtown area.

- Old Town Temecula
- San Luis Obispo
- Vista
- Encinitas
- Roseville
- Rocklin
- Buttonwillow
- Los Olivos
- Paso Robles
- Carmel

#### **Potential Planning Tools**

Participants identified potential planning tools to consider as part of the revitalization approach.

- Form based code
- Design guidelines
- Zoning
- Off-premise signage for nonprofits
- Funding and fee options

#### **Community Engagement**



Participants stressed the importance of broader community engagement and target audiences as part of the planning process. Specific ideas include the following:

- Neighbor-to-neighbor outreach
- Business outreach
- Event vendors
- Agriculture stakeholders

#### **Next Steps**

Participants and PDS will conduct the next meeting on January 6, 2020, 10:00 a.m. to 12:00 p.m.

#### **WALLGRAPHICS**

On the following page is a photo-reduced copy of the wallgraphics developed during the meeting.

[illegible]



**County of San Diego  
Planning & Development Services**

## **Fallbrook Visioning Meeting #2**

January 6, 2020 w 10:00 a.m. – 12:00 p.m.

### **S U M M A R Y   R E P O R T**

#### **INTRODUCTION**

On January 6, 2020, the County of San Diego Planning & Development Services (PDS) and members of the Fallbrook community co-hosted a second meeting to explore a new vision for Downtown Fallbrook. The purpose of the meeting was to: identify challenges and opportunities within specific locations of the Downtown area; and review initial findings from research of other downtowns and villages.

#### **Background**

The community of Fallbrook is an unincorporated community of San Diego County, consisting of 36,000 acres. Fallbrook is located south of Riverside County and east of Camp Pendleton. Its neighboring communities are Bonsall to the south, Pala to the east and Rainbow to the northeast. Most of the area is characterized by rolling hills covered in avocado and citrus orchards. However, as the topography changes, it creates natural buffers that separate Fallbrook from its neighbors. The busy and vibrant town center is located near the western boundary. The town surrounds the downtown, which is a unique historical district that has become the focus of a current revitalization effort.

Through collaboration with the Fallbrook Community Planning Group (CPG), PDS is conducting a visioning process for the downtown community that will inform the revitalization effort. The process may include exploration, establishment and implementation of updated or new policies and codes in one or more defined "village zones" the planning area.

#### **Meeting Format and Agenda**

Meeting #2 for the Fallbrook Visioning effort took place on January 6, 2020, from 10:00 a.m. to 12:00 p.m. at the Fallbrook Chamber of Commerce, 111 S. Main Ave, Fallbrook, 92028. Participants included some members of the CPG (though not as a quorum), as well as additional community members. Participants included the following (alphabetical by last name):

- Felix Aponte, PDS
- Rick Barrett, MIG/PDS
- Stephanie Baxter, FCPG
- Eileen Delaney, Revitalization Committee
- Scott Harry, Karn Engineering
- Jackie Heyneman, Fallbrook Village Association
- Mike Johnson, PDS
- Eric Lardy, PDS
- Lila MacDonald, Chamber of Commerce
- Rachel Mason, Fallbrook Regional Health
- Roy Moosa, FCPG, Fallbrook Village Association
- Kim Murphy, FCPG, business owner
- Andy Pendoley, MIG/PDS
- Rouya Rasoulzadeh, PDS
- Victoria Stover, FCPG, Chamber member

Andy Pendoley of MIG, Inc., served as meeting facilitator and initiated the meeting by reviewing the agenda and asking for self-introductions. He also provided a brief recap of discussion items from Meeting #1 as described in a draft summary report that was distributed to participants. Eileen Delaney, CPG member, noted some related developments since the previous meeting, including an effort to update the design review process as part of the CPG, as well as closer work with County Code Compliance on specific needs. Eric Lardy, PDS Chief of Advance Planning also provided brief updates on PDS' support to those efforts.

Mr. Lardy distributed a brief handout description of the five designated "village zones" within Downtown Fallbrook that are part of the Fallbrook Community Plan, including the primary and secondary uses allowed for each area. Mr. Pendoley then facilitated discussions with participants about the relevance of the zones today and as part of an emerging vision. Participants also identified a "working study area" for continued visioning efforts, and some specific locations that may warrant close attention as part of a new vision. Rick Barrett of MIG and Mr. Pendoley also provided a high-level overview of initial findings from early research efforts into other villages and downtowns that participants identified in Meeting #1 as models. Finally, participants discussed potential tools and elements for the planning process and a new plan for downtown, as well as assets that they feel are important to preserve and enhance as part of the vision.

During the discussion, Mr. Pendoley recorded key discussion points on a wall-sized piece of paper, or "wallgraphic." A summary of the discussion is provided in the following sections, and a photo-reduced copy of the wallgraphic is included at the end of this report.

**SUMMARY OF DISCUSSIONS**

Participants discussed their vision for the future of the downtown area, as well as issues and opportunities. Participants also identified other downtowns that may be good models for Fallbrook's future, broader community engagement approaches, and potential planning tools that may be studied in the planning process.

**Planning Area and Elements**

Participants reviewed the existing five "village zones" on maps provided by PDS staff, and identified a new "working study area" for the visioning and planning process. Generally, the proposed area is bound by

- Working study area: the downtown core encompassed by E. Dougherty St./E. Mission Rd. to the north, Alturas Rd. to the west, E. Fallbrook St. to the south, and Morro Rd. to the east
- Main Ave. is the core corridor, and should be studied 2-to-3 blocks to the east and west
- S. Mission Rd. is adjacent to Main Ave., and should be studied as an adjacent corridor opportunity
- Alvarado St. should also be studied as a perpendicular and connecting/extending corridor to Main Ave.
- Currently, 1-to-2 blocks off of each corridor there are existing mixes of uses, but these may be opportunity sites for more development, particularly with residential
- The Fico corridor offers additional opportunities to be developed as a community asset
- Auto-oriented uses exist in the southern portion of the corridor, but may still be opportunity areas for improved pedestrian-scale design

**Issues**

Participants discussed issues areas in Downtown Fallbrook for further study

- Traffic safety: turns and red ones
- Parking spaces and zones designations, including painting of spaces and conflicts with adjacent planters
- Thru-traffic: high speeds, and lost opportunities for retail

§

**Assets**

Participants identified the assets in Downtown Fallbrook that are important to preserve for the future.

- Grid street/block pattern that promotes walkability
- Main Avenue as a destination
- Trees and plants
- Village character: historic, low scale, agriculture, railroad



- Community uses: library
- Arts
- Weather and local micro-climates
- Views
- Open space
- Trails and pathways
- Special events

#### **Potential Implementation Tools**

Participants and project team members identified the following potential implementation tools that may be part of comprehensive planning efforts in the future.

- Streetscape plan and standards
- Parking Management and Action Plan
- Enhanced implementation measures: local vs. County

#### **Next Steps**

The project team will conduct additional research into model villages, particularly related to implementation approaches. Participants and PDS will conduct the next meeting on February 24, 2020, 10:00 a.m. to 12:00 p.m.

#### **WALLGRAPHIC**

On the following page is a photo-reduced copy of the wallgraphic developed during the meeting.









**County of San Diego  
Planning & Development Services**

## **Fallbrook Visioning Meeting #3**

February 24, 2020 @ 10:00 a.m. – 12:00 p.m.

### **S U M M A R Y   R E P O R T**

#### **INTRODUCTION**

On January 6, 2020, the County of San Diego Planning & Development Services (PDS) and members of the Fallbrook community co-hosted a second meeting to explore a new vision for Downtown Fallbrook. The purpose of the meeting was to review an initial analysis of the issues and opportunities in the Downtown area, identify potential strategies that may be studied, and outline a potential planning approach.

#### **Background**

The community of Fallbrook is an unincorporated community of San Diego County, consisting of 36,000 acres. Fallbrook is located south of Riverside County and east of Camp Pendleton. Its neighboring communities are Bonsall to the south, Pala to the east and Rainbow to the northeast. Most of the area is characterized by rolling hills covered in avocado and citrus orchards. However, as the topography changes, it creates natural buffers that separate Fallbrook from its neighbors. The busy and vibrant town center is located near the western boundary. The town surrounds the downtown, which is a unique historical district that has become the focus of a current revitalization effort.

Through collaboration with the Fallbrook Community Planning Group (CPG), PDS is conducting a visioning process for the downtown community that will inform the revitalization effort. The process may include exploration, establishment and implementation of updated or new policies and codes in one or more defined “village zones” the planning area.

#### **Meeting Format and Agenda**

Meeting #3 for the Fallbrook Visioning effort took place on February 24, 2020, from 10:00 a.m. to 12:00 p.m. at the Fallbrook Chamber of Commerce, 111 S. Main Ave, Fallbrook, 92028. Participants included some members of the CPG (though not as a quorum), as well as additional community members. Participants included the following (alphabetical by last name):



- Felix Aponte, PDS
- Rick Barrett, MIG/PDS
- Stephanie Baxter, FCPG
- Eileen Delaney, Revitalization Committee
- Dominic Fiera, CalFire
- Sandi Hazelwood, PDS
- Carol Lieber, FUESD School Board (on behalf of Ashley McKnight)
- Lila MacDonald, Chamber of Commerce
- Roy Moosa, FCPG, Fallbrook Village Association
- Kim Murphy, FCPG, business owner
- Andy Pendoley, MIG/PDS
- Jack Wood, FCPG

Andy Pendoley of MIG, Inc., served as meeting facilitator and initiated the meeting by reviewing the agenda and asking for self-introductions. He also provided a brief recap of discussion items from Meeting #2 as described in a draft summary report that was distributed to participants. Eileen Delaney, CPG member, noted some related developments since the previous meeting, including a continued review of design guidelines via a subcommittee of the CPG.

Rick Barrett of MIG, Inc. presented a slideshow that featured an initial review of the current context, issues and opportunities in the Downtown community that may inform future planning and studies. He also displayed a proposed study area for future planning that expands in the southwest area to incorporate additional elements and connections. Presentation topics primarily focused on: an overview of the community history and key locations; public art; pedestrian challenges and opportunities; recreation and nature; drainageways; and topography. Mr. Barrett also provided an overview of a recent planning effort on Poway Road in the City of Poway as a case study to inform one approach to studying and planning for community revitalization of a commercial corridor into a mixed use, dynamic area.

In between his discussion points, meeting participants asked questions and provided comments, which Mr. Pendoley recorded on a wall-sized piece of paper, or “wallgraphic.” A summary of the discussion is provided in the following sections, and a photo-reduced copy of the wallgraphic is included at the end of this report.

## **SUMMARY OF DISCUSSIONS**

Participants responded the presentation about issues and opportunities, including recommendations for potential strategies for planning in the Downtown area.

### **Issues**

- Refine parking regulations to support desired development and flexibility Downtown

- Ensure parking and traffic analyses address a range of factors, including:
  - Roadway and parking capacity
  - Use patterns
  - Time; i.e., morning, afternoon, and commute periods
  - Dates/days; i.e., weekday and weekend
- Address how to mitigate undesirable retail uses and character

#### **Opportunities and Strategies**

- Public art: building on existing community assets
- Trails, pathways and streetscapes: trade-offs are associated with different improvements
  - Sidewalk widths
  - Sidewalk material types (e.g., concrete vs. decomposed granite)
  - Diagonal parking
  - Traffic calming
  - Commercial vehicle access/loading/parking
  - Bulbouts
  - ADA improvements
  - Trees
  - Crossings, including decorative
  - Bicycle lanes
  - Lighting
  - Consistency on both sides of a roadway/street (e.g., Main Ave.)
- Parks and recreation: joint-use options with school sites
- Design guidelines
  - Address maintenance and design character of blighted properties
  - Advise on desired site footprints and plans
- Implementation and partnerships
  - County
  - Private property owners (including out-of-state owners)
  - Developers

#### **Next Steps**

The project team will begin development of a summary report of the process conducted to date, and develop recommendations for the planning process. Upcoming meetings will be determined through additional coordination.

#### **WALLGRAPHIC**

On the following page is a photo-reduced copy of the wallgraphic developed during the meeting.



TEL: 011 234 5678

COUNTY OF GUILDFORD

# SLUDDROCK VISIONING MEETING #1

FEBRUARY 20, 2007

Agenda

Discussion

▷ PROJECT  
- DEFINE REGULATIONS  
- IMPROVED TO VALUE

▷ FOCUS  
- FOCUS ON USERS & BIZ  
- CHARACTER

## UPDATES

▷ INITIAL DESIGN  
- INTERVIEWING  
- REFINEMENT  
- ORG. ORGANIZATION

▷ RESEARCH STUDIES  
- CURRENT ANALYSIS  
- USE PATTERNS  
- TIME, DATE

Design  
Master Plan  
Guidelines

ACCOMMODATE  
EXISTING  
PUBLIC  
REGION

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CONTINUED  
IN THE  
VILLAGE

## OPPORTUNITIES

### ① PUBLIC ART

### ② TRAIL & PATHWAYS

#### ① TRAILS

- SHORTRUN WITH
- DESIGN TRAIL
- TRAIL MARKING

### ③ STREETSCAPE

- CROSSINGS
- SUBWAYS
- ADA
- TREES

#### ① TREE LINES

- SPACING OPTIONS
- USING STREET DESIGN

#### ① SIDEWALKS / PATHWAYS

- TRAIL MARKING
- TRAIL MARKING
- TRAIL MARKING

### ④ STREETS & RECREATION

- TRAIL USE OPTIONS

### ⑤ ZONING & CHARACTER

- DESIGN
- GUIDELINES

### ⑥ TRAIL SIDE OF

### ⑦ STREET & SIDEWALK

- TRAIL
- DESIGN
- TRAIL

### ⑧ DESIGN GUIDELINES

- MAINTENANCE / BLANK
- SITE POTENTIAL / PLANS

### ⑨ IMPLEMENTATION

- SUPPORT
- COUNTY
- PRIVATE
- OUT OF STATE
- CHAIRS

## APPROACH

### ① SELECT

- MAINTENANCE
- DESIGN
- PROJECTS

### ② DEVELOP &

- PROJECT
- RECOMMENDATIONS
- TO C.P.A.

PLANNING

→ VILLAGE  
LATENT  
REVELOWS





**County of San Diego  
Planning & Development Services**

## **Fallbrook Visioning Meeting #4**

June 17, 2020, 11:30 a.m. – 12:30 p.m.

### **S U M M A R Y   R E P O R T**

#### **Meeting Format and Agenda**

- Felix Aponte, PDS
- Eric Lardy, PDS
- Tim Vertino, PDS
- Rouya Rasoulzadeh, PDS
- Ben Mills, DS
- Eileen Delaney
- Lila MacDonald

#### **SUMMARY OF DISCUSSIONS**

1. Eileen:
  - a. Trade-offs of Form-Based Code: implementation requires additional planning process: what exactly does that mean?
    - i. Updating design guidelines
    - ii. Require potential rezoning and GP amendments
  - b. Zoning Ordinance: Design Guidelines - that wouldn't be included in this option, it would still be a separate document?
    - i. Yes, that still can be updated, it would have to go to the BOS
  - c. If we didn't use the whole budget, we could come back and use the rest for something else?
  - i. It would still be a BOS action, but the intention is to keep the money in the Fallbrook
  - d. Option 2 seems to be a viable option.
  - e. Option 2: Community Plan would not allow a big box store, would we have to then update our community plan?
    - i. You wouldn't have to update the CP but for option 3 you would have to update your CP.
  - f. Public infrastructure would be addressed in option 1 and 3
  - g. If we go with Form base code, it would address the street issues?
  - i. We would work closely with DPW to see what could and couldn't be done, there still would be a question about the implementation cost (conversation with BOS and Supervisor offices)
  - h. How will these impact the VMT?
    - i. The options that we are recommending shows the village as VMT efficient.
  - i. Which options would you recommend considering the current state of Fallbrook?
  - i. Option 1 and 2 and looking at some the design guidelines and street escapes plan would be potential options.

- ii. Do you want to keep the villages the way they are?
- 1. We would like to make some changes expanding the V zone to mission.
- iii. We don't have an opinion on these, we want the community to get what they are asking for.
- j. What can we do solve this problem and still have some money to do other things in the communities?
- k. Downtown Residential, how would this be affected?
- i. Yes you could do this in option 2, GP designation for village is mixed use it's the zoning ordinance that would control the density of what you could do.
- L. Do you want us to go back to the group?
- i. We wanted to introduce this, we do want to get this to the larger group to get everyone's feedback.
- ii. We want to conclude this process and pick a path and we want to move forward with the chosen path.
- m. Eileen, Lila and Jennine chose Option 2 with a street escape plan added to it.
- n. We would continue with the design guidelines is that correct?
- i. Yes, would you like us to bring someone to help out with the update?
- 1. Yes, we welcome any help that we can get, we have identified areas that need to be updated.
- 1. Ben Mills:
- a. Issues that have been talked about
- b. Make it more open and pedestrian-friendly
- c. Land use: open it up to whatever commercial areas that the community would find useful
- d. Would there be an option (hybrid option) that would include a street escape document? Might need additional funding.
- i. Yes, we would have to work with DPW
- 1. Lila
- a. How does the Parking requirement change affect larger businesses such as Walmart?
- i. You could still change your regulations, big-box business would have to address their parking



**County of San Diego  
Planning & Development Services**

## **Fallbrook Visioning Meeting #5**

July 29, 2020, 10:00 a.m. – 11:00 a.m.

### **S U M M A R Y   R E P O R T**

#### **Meeting Format and Agenda**

- Felix Aponte, PDS
- Eric Lardy, PDS
- Tim Vertino, PDS
- Rouya Rasoulzadeh, PDS
- Ben Mills, DS
- Jeanine
- Karla Standridge
- Kim Murphy
- Lila MacDonald
- Mark Mervich
- Roy Moosa
- Stephani Baxter
- Eileen Delaney

#### **SUMMARY OF DISCUSSIONS**

- What is the difference between Form-Based Code and what we are doing?
- Why isn't a form-based code is not a good idea for Fallbrook?
- Infrastructure Committee meeting is where the group will make a decision to present this to the CPG in September
- How will this work with the Covid situation?
- o Market Studies can be done (using older data)
- o Parking study might be postponed to a later time so we can get real data
- Roy Moosa: Why can't we make a decision today and save some time?
- Not all community members are present so we can't vote
- Will we be able to do Mix-use zoning in the village?
- Time-frame for zoning modification?
- Do we have an Updated zoning map? Can County send that out?
- o Will send out meeting summaries and the map
- Week of August 10th for the infrastructure meeting
- New covid-19 laws that have caused the business and restaurants spilling out to the side-walks, would this affect the future zoning?



**County of San Diego  
Planning & Development Services**

## **Fallbrook Visioning Meeting #6 – Infrastructure Committee**

August 13, 2020, 10:00 a.m. – 11:00 a.m.

### **S U M M A R Y   R E P O R T**

#### **Meeting Format and Agenda**

- Felix Aponte, PDS
- Eric Lardy, PDS
- Tim Vertino, PDS
- Rouya Rasoulzadeh, PDS
- Ben Mills, DS
- Eileen Delaney
- Lila MacDonald
- Mike Griffiths
- Stephen Collins
- Ana Strahan

#### **SUMMARY OF DISCUSSIONS**

##### **1. Background**

- We have had three meeting with the subcommittee
- Came up with three options that would work for Fallbrook
- Consistent topic has come up
  - Regulations to parking, related to quantity and availability
  - Traffic Congestions and Speed
  - Land Use - Housing, Retail, Industrial and Commercial
  - Fallbrook Design Guidelines
  - Development Permits
- Economic development tool available through separate efforts
- Fallbrook Visioning Planning Options
  - Form-Based Code
  - Zoning Ordinance Update with Design Guidelines & Streetscape Plan

##### **2. Community Comments and Concerns:**

- Eileen: Funding DS has allocated 900K - anything left over the BOS can actually utilize the fund to do what needs to be done for Fallbrook
- Eileen - it would be easier to update the option 2, Form Based code would be very difficult to update
- Lila MacDonald - Option 2 is better for our community over all
- Mike Griffiths - this is new to me, but it seems like we are on the right track
- Stephen Collins - Very new to this as well, is differing to subcommittee's direction
- Ana Strahan - This is new to her as well, she would like to learn more about option 2, and would like to have a copy of the presentation
- Mike G - Next step would be CPG approves, what are the steps after that?

- Once CPG approves, that would be our final direction in this phase, we will write that into a Scope and Schedule and we will go out for an RFP to select consultant to start working on the plan
- Draft Zoning Package, Design guidelines and Streetscape plan will have to go to PC and then to the BOS to vote and make the final decision
- Mike G - Do we know if all the \$900k would go towards the planning process?
  - There might be some fund left and the rest would be up to the BOS and if it can be used for the implementation process

Mike G - Once approved, is there a cost to update the zoning laws?

- PDS, Consultant, Environmental costs

Final Vote to Recommend:

Group is recommending option 2 to be presented at the CPG

Next Steps:

Initiate Phase II - Bringing on a consultant (September/October)

September CPG meeting - presenting and recommending option 2

Eileen and Lila MacDonald will recuse Themselves at the CPG

PDS will send the Map to the group so everyone can see the area we are working on.



**County of San Diego  
Planning & Development Services**

## **Fallbrook Visioning Meeting #7 – Community Planning Group Meeting**

September 21, 2020, 7 p.m. – 8:00 p.m.

### **S U M M A R Y   R E P O R T**

#### **Meeting Format and Agenda**

- Eric Landy
- Tim Vertino
- Jack Wood
- Eileen Delaney
- Roy Moose
- Jerry Kalman
- Stephani Baxter
- Steve Brown
- Lee DeMeo
- Jeniene Domeroq
- Jim Loge
- Michele McCaffery
- Mark Mervich
- Kim Murphy
- Bill O'Connor
- Victoria Stover

#### **SUMMARY OF DISCUSSIONS**

Presentation by Eric Landy, Chief of Advanced Planning, and PDS Staff who will present two options for revitalization of a subject area in downtown Fallbrook with the approximate boundaries of View Street to the north, Fallbrook St. to the south, Mission to the west, and Brandon St. to the east. Option 1: Form Based Code. Option 2: Update Zoning Ordinance, Update Design Guidelines & streetscape plan for Main Ave. Supervisor Desmond's Community Revitalization subcommittee has been studying the options and recommends Option 2.

It was noted that Option 1 was used in two other county communities, Alpine and Ramona. However, other than their rural natures, there were several issues about both communities that made them inappropriate as templates to apply Option 1 to Fallbrook. He noted Form Based Code might not be beneficial for an established community like Fallbrook with infill and land use issues; also that it may be more challenging to adopt and process.

He said that Fallbrook has in place design guidelines and a village code established about 20 years ago. That led to a preference for Option 2 by many including Supervisor Desmond's Revitalization Committee to take the route that entails an update to the zoning ordinance, design guidelines and creation of a streetscape plan for the community. Option 2 would also not likely entail a general plan amendment to adopt it because Fallbrook already has zoning in place and allows mixed uses in the village. Modernization of design guidelines could be accomplished as a separate and parallel effort. The three documents could then be implemented in parallel and evaluated every few years (five years optimally) to determine how they serve the community.



In reviewing costs to implement, Mr. Landy reported that either approach for Fallbrook is funded by the Board of Supervisors and both would cost between \$200,000 and \$400,000. Option 2 could be implemented in 12-18 months, while it would take two to two and a half years to implement Option 1.

He said the next step is to finalize the presentation and process following a recommendation from the Planning Group to go forward to Phase 2, which is the procurement of a consultant to move forward with implementing the desired option. The option picked will continue to be a public process with both the Planning Group and the Revitalization Committee to gain broad community input.

Bill O'Connor inquired about having businesses with residences above them that would increase density in the downtown area.

EL replied that the County would look at that and it would be one of the options. It is theoretically allowed now, though not happening very much. It needs more studies.

Jack Wood noted there are a number of buildings in the downtown area now that are mixed use.

Lee DeMeo asked what would downtown look like with Option 2 as opposed to Option 1. Are we going to go with taller buildings with multi-use higher density properties? Are we going to change the character of Fallbrook?

Jack Wood said there is in place a community plan that sets limitations on the height of buildings. To go with greater height limits would require a change in the community plan.

Eileen Delaney said Option 2 would not change the rural character of the village. EL said it is clear that the intent is not to change the rural character of Fallbrook. He said the process does not intend to change the community plan for Fallbrook.

Lee DeMeo inquired about updating the Fallbrook design guidelines.

EL replied the design guidelines concern the form of the building, what the buildings look like. He said the intent is to make the guidelines user friendly and very clear so everyone can review them. Also the intent is for anything that can be redefined as a yes/no checklist to make following them clearer. He noted this doesn't necessarily require changing the standards but they can be looked at to determine any that need to be updated.

Victoria Stover said the process is to make it easier on the businesses to keep the small-town charm. She also noted that the committee sense was to make things more cost-effective for business owners while keeping the rural charm of the community.

Lee DeMeo asked which of the options would accomplish that goal, and Ms. Stover replied Option 2 would because it would do a lot more for the businesses in a faster way. She said it's an easier process all the way around. In response to Mr. DeMeo's inquiry about the funding, EL replied that the funding is there for either option, but Option 2 might cost a little more because there are three separate documents.

Stephani Baxter asked EL to clarify updating signage regulations with either option, noting she leans toward Option 2.

EL replied either one would require updating the sign guidelines. The difference is Option 2 would update the guidelines and keep them as a separate document. It would look at signing regulations. Option 1 would bring it all together in one chapter of a master document.

Mark Mervich felt Option 2 works better for Fallbrook. Option 1 appeared to be better for starting from scratch, which Fallbrook is not.

Bill O'Connor noted that it appears that Option 2 is more flexible and allows for more input into the system.

*Prepared by MMS, Inc.*

Jim Loge noted that Ramona is somewhat similar to Fallbrook, and questioned why the different options for each

community.

EL explained there are some differences between Ramona and Fallbrook. The biggest difference is that Fallbrook has an existing custom code, and, because of that, starting with what exists makes the most sense. He said Option 2 was best in this community's situation. He went on to say that there are also some differences in the layout of Ramona that are markedly different from Fallbrook's downtown with Ramona's three different areas and building styles.

Kim Murphy (as a community member) asked why is Option 2 more flexible. Is Option 2 by parcel, by block? How do people make changes?

EL replied that changes can be made globally to zones, or made in certain areas by merging them. Or new zones can be created (there are five now). EL also said that they want the property owner to participate in focus workshops and also others, too, when owners request zoning changes. Ultimately once the packages with community input are received, the rezoning then might be implemented with recommendations first to the Planning Group, then to the Planning Commission and on to the Board of Supervisors who have final say on changes to zoning.

Ula MacDonald said that Option 2 is best for Fallbrook, because we can maintain what we have and make it better. Anything that gets done, she said, will have community input and then come back to the Planning Group.

Jim Loge moved that the Planning Group favor Option 2 and the motion was approved unanimously.

## Best Practices Table

|   |  |
|---|--|
| Jurisdiction  | Old Town Temecula  |
| Population  | 114,327 (2017)   |
| Total Area  | 37.28 square miles   |
| Parking   |  |
| Total Number of Parking Spaces                      | Approximately 400 parking spaces in four-story parking structure   |
| Existing Parking & Parking Programs/ Plans          | Old Town Temecula Parking Garage   |
| Alternative Parking Compliance / Parking Reductions | Adaptive Reuse Parking Waiver - Additional off-street parking not required for the use or intensification of the use for designated historic structures.   |
| Parking Ratios                                      | Downtown Core/Hotel Overlay District - 1 parking space per unit<br>Limited Mixed-Use Zone - Parking as required for each separate use  |
| Housing   |  |
| Total Number of Housing Units                       | Approximately 33,034 housing units (2013 Housing Element)  |
| Affordable Housing Projects/Units                   | 16 affordable housing projects for a total of 734 rent restricted units.   |
| Innovative Housing Strategies                       | Mixed Use Overlay and Village Center Overlay - adds residential uses to permitted uses and increases the maximum density and target floor-to-area ratio. The Development Code and General Plan allow for modifications and flexibility in the development standards through the provisions of a Mixed-use Overlay, Village Center Overlay, and Planned Development Overlay. Flexibility for planning in overlay areas is allowed to promote a greater range of housing opportunities within the City. Diversity of housing is one of the performance standards for the Village Center Overlay. "   |
| Economic Development                                |  |
| Existing Districts, Associations and Programs       | <p>Temecula Community Services District (TCSD) - Hosts annual community events, and oversees sports parks, tennis courts, basketball and other sites with joint use agreements throughout Temecula. Funded through property tax assessments levied on properties that receive direct benefit for services.</p> <p>Old Town Temecula Business Association - Association promotes and protects historic Old Town through representation, community relationships and promotional programs. Membership is open to businesses or individuals who occupy an address in the Old Town Temecula District, and are willing to opt-in to membership. "</p> |

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| Regulatory Mechanisms (e.g. Specific Plan, Form Based Code, etc.) | Old Town Specific Plan - Includes Urban Development Standards-Form-Based Code that emphasizes building form and a building's relationship to the public realm over land use.  |
| Other Programs or Strategies                                      | <p>Temecula Economic Development Strategy - This plan is intended to assist City Staff implement strategies that contribute to the City's economic health, enhance Temecula's business climate and support economic growth in the City, in a manner consistent with Temecula's character. The goals and objectives included in this plan contemplate a two year time frame and were derived from the overarching principles found in the Temecula 2030 Quality of Life Master Plan (QLMP). The QLMP, approved by the City Council, serves as the City's road map by driving business and budgetary decisions.</p> <p>The City of Temecula offers additional services to businesses including:</p> <p><u>Fast Track Permitting</u> - Provide fast track schedule for businesses.</p> <p><u>Business Liaison</u> - Offers assistance for all business whether relocating, expanding, or developing a new project.</p> <p><u>Site Selection Support</u> - After receiving information from a business about their plans and criteria, the Office of Economic Development can compile a list of potential sites for consideration. We can also advise on zoning code and provide businesses with feedback about the need for additional permitting measures so that businesses are able to make knowledgeable decisions on their business locations."</p> |

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|---|---|
| Jurisdiction  | Paso Robles   |
| Population  | 31,918 (2017)   |
| Total Area  | 19.46 square miles  |
| Parking   |   |
| Total Number of Parking Spaces                      | Unknown   |
| Existing Parking & Parking Programs/ Plans          | <p>Parking Action Plan (2018) - <a href="https://www.prcity.com/DocumentCenter/View/26775/Paso-Robles-Parking-Action-Plan?bidId=">https://www.prcity.com/DocumentCenter/View/26775/Paso-Robles-Parking-Action-Plan?bidId=</a></p> <p>Includes following proposals:</p> <p><u>Parking Benefits District</u> - revenue from parking fees directed into Special Parking Fund.</p> <p><u>Residential Permit Parking</u> - To prevent parking spillover into residential neighborhoods.</p> <p><u>Wayfinding Signage</u> - consistent signage and parking branding.</p> <p>Shared Parking Agreements - Maximize existing parking resources by offering a monetized shared parking option to mutually benefit private lot owners and the City.</p> <p><u>Bike Sharing</u> - Consider partnering with bike share company to include docking stations around downtown.</p> <p><u>Free Ride Everywhere Downtown Shuttle (FRED)</u> - funded by advertisements - electric vehicles that provide free rides to passengers, available via mobile app.</p> <p>Existing Programs/Parking - Three surface public parking lots, one four-story parking structure, and on-street parking. Four bike parking stations.</p> <p>Short-Term parking Stalls - (one 30-minute stall on each block in paid parking zone) - Drivers can park for 30 minutes for free and without registering their license plate.</p> <p>Parking Meters - Located in downtown, enforced Monday - Friday 9:00 am - 6:00 pm (first two hours of parking are free)</p> <p>Employee Parking Program - Provides downtown business owners and employees with low-cost option for parking. Permits are \$5 per month"</p> |
| Alternative Parking Compliance / Parking Reductions | <p>In-Lieu Fee for Parking and Business Improvement Area - Parking requirements for businesses may be reduced if in-lieu fee paid for each parking space not provided. Parking may be reduced below stated requirements if included in a public parking assessment district for financing off-street parking facilities.</p> <p>Shared &amp; Off-Site Parking (Uptown Center Specific Plan ) - parking requirements may be met by the provision of spaces in off-site lots. Off-site parking shall be located within a 1,250 foot walking distance (corresponding to a five minute walk) of the use it is intended to serve. Where approved by the review authority, off-site parking may be located at a more remote site.</p>   |

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| Alternative Parking Compliance / Parking Reductions (continued)   | Joint-Use Parking - PC may authorize the joint use of parking facilities if up to 60% of parking is used primarily for daytime use and may be provided for nighttime and/or Sunday use OR up to 80% for church or auditorium and may be provided for daytime use.  |
| Parking Ratios  | Mixed-Use Non-Residential (Town Center Zone) - 1 space per 400 square feet of non-residential space; 1 space per bedroom/unit  |
| <b>Housing</b>  |  |
| Total Number of Housing Units                                     | Approximately 32,300 housing units for 2020 (2014 Housing Element Update)  |
| Affordable Housing Projects/Units                                 |  |
| Innovative Housing Strategies                                     | Mixed Use Overlay District - provide for locations that are appropriate for development of multi-family residences in combination with commercial uses. The mixed-use overlay zoning district is intended to encourage a mix of land uses in areas appropriate for intensified, compact infill development. It is also intended to create areas that are lively at different times of the day, and that provide a variety of goods, services and jobs within walking distance from residences. The development regulations include standards and guidelines intended to guide the form of mixed-use development so that it is compatible with the underlying zoning district and character of surrounding development. |
| <b>Economic Development</b>                                       |  |
| Existing Districts, Associations and Programs                     | <p>Lighting and Landscape District - Existing district with 13 zones and 133 sub areas east of Highway 101. Can incorporate Uptown Center into existing district or form a new and separate district.</p> <p>Downtown Parking District - Provides financing for the development of parking facilities. Annual assessment levied on property within the district can be used to fund new construction, pay debt services, and pay operation and maintenance costs. New commercial development within the district have the option of paying an in-lieu fee as a substitute for providing on-site parking. "</p>   |
| Regulatory Mechanisms (e.g. Specific Plan, Form Based Code, etc.) | Uptown/Town Center Specific Plan - Includes Transect based zoning standards that will replace the current generic zoning standards with customized standards that are devised to calibrate and deliver development consistent with the history of Paso Robles and the community's vision for its future. In addition, it also includes Comprehensive urban design standards for streets, parks and other public spaces throughout the planning area, along with implementation and financing recommendations. These provide property owners with a clear understanding of the future context within which they are reinvesting in their property   |
| Other Programs or Strategies                                      |  |



|   |  |
|---|--|
| Jurisdiction  | San Luis Obispo  |
| Population  | 47,541 (2017)  |
| Total Area  | 12.93 square miles   |
| Parking   |  |
| Total Number of Parking Spaces                      | Approximately 2,869 public parking spaces in downtown core, including three parking structures and metered parking.  |
| Existing Parking & Parking Programs/ Plans          | <p>Access and Parking Management Plan (2011) <a href="https://www.slocity.org/home/showdocument?id=2602">https://www.slocity.org/home/showdocument?id=2602</a></p> <p>Parking Information Guide - provides overview of parking in Downtown and surrounding areas. <a href="https://www.slocity.org/home/showdocument?id=24107">https://www.slocity.org/home/showdocument?id=24107</a></p> <p>Parking Meters - Located in Downtown Core and enforced Monday to Saturday 9:00am to 6:00pm.</p> <p>10-Hour Meter Permits - 10 hour meter permits for \$60 monthly or \$180 quarterly.</p> <p>Parking Structures - Three located in Downtown Core. Users can pay with proxcard billed quarterly.</p> <p>Electric Vehicle Parking - 19 electric vehicle parking spaces.</p> <p>Downtown Merchant Validation Program - City created program to offer customers 60 minutes of free parking compliments of downtown participating businesses.</p> <p>Downtown Residential Overnight Parking Program - City provides overnight parking program for downtown residents only.</p>   |
| Alternative Parking Compliance / Parking Reductions | <p>Allow for alternative options to comply with parking requirements in Downtown Core -</p> <ol style="list-style-type: none"> <li>1. Provide required spaces on site</li> <li>2. Off-site parking within walking distance by Director approval</li> <li>3. Participate in a commonly held and maintained off-site parking lot with other businesses</li> <li>4. Participate in parking district that provides parking spaces through a fee or assessment program.</li> <li>5. Participate in an in-lieu fee program</li> </ol> <p>Shared Parking Reduction - where shared parking facility serving more than one use will be provided, the total number of required parking spaces may be reduced by up to 20 percent.</p> <p>Other Parking Reductions - Required parking for any use may be reduced by up to 10% through Director approval of a Director's Action if it finds that use is adequately served by proposed on-site parking, parking demand study shows parking demand generated by project will not exceed capacity of or have detrimental impact on supply of on-street parking in surrounding area.</p> |

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| Alternative Parking Compliance / Parking Reductions (continued) | <p>Reductions in Common Parking - Where there has been a reduction in required parking, all resulting spaces must be available for common use and not exclusively assigned to any individual use.</p> <p>Off-Site Parking - The Directory may allow some or all of the required parking to be located on a site different from the use if within 300 feet of the use and conveniently accessible by walking.</p> <p>Unbundling Parking - Zoning ordinance authorizes the separating or unbundling of parking areas with Director approval from the use or the uses the parking is intended to serve by leasing those spaces separately from such residential unit or nonresidential use. The purpose of allowing for unbundled parking is to move toward the City's goal of encouraging travel mode shift away from single-user private motor vehicles.</p> |
| Parking Ratios  | Mixed-Use Development - as required for each separate use in the mixed-use development.   |
| <b>Housing</b>  |   |
| Total Number of Housing Units                                   | Approximately 20,210 housing units (2011 Housing Element).  |
| Affordable Housing Projects/Units                               | A total of 947 rent restricted units.   |
| Innovative Housing Strategies                                   | <p>Movable Tiny Homes - new ordinance allows property owners option to use movable tiny houses as accessory dwellings. Currently movable tiny houses are considered recreational vehicles.</p> <p>Permit Fees - have been eliminated for affordable housing projects to make it easier to build more affordable housing.</p> <p>Inclusionary Housing Ordinance and Affordable Housing Fund - new initiative to require homes over 2,200 square feet to pay fees which would go into fund to build affordable housing in County.</p> <p>Mobile Home Park Rent Stabilization Ordinance - rent control ordinance limits the yearly rent increase on a mobile home space to 60% of the cost-of-living index.</p>  |

| Economic Development  |  |
|---|--|
| Existing Districts, Associations and Programs                     | <p>San Luis Obispo Downtown Association - focuses on parking, promotions, design, economic activities, and Thursday night promotions.</p> <p>Economic Development Funds Jobs Development Project - County BOS approved \$300,000 grant agreement with Hourglass Project to be used for the development of a Central Coast Jobs Roadmap and Action Plan. <a href="https://www.slocounty.ca.gov/Departments/Administrative-Office/Featured-News/2019/County-Allocates-Economic-Development-Funds-to-Job.aspx">https://www.slocounty.ca.gov/Departments/Administrative-Office/Featured-News/2019/County-Allocates-Economic-Development-Funds-to-Job.aspx</a>"</p>   |
| Regulatory Mechanisms (e.g. Specific Plan, Form Based Code, etc.) | <p>Margarita Area Specific Plan - accommodates professional-service, research, and light manufacturing jobs that can support local households in a way that is compatible with neighboring residences. Business Park designation provides employment opportunities in proximity to the core area.</p> <p>Airport Area Specific Plan - Business Park designation is intended to generate jobs that will match the skills and interest of the available workforce and jobs that could pay employees. Purpose is to further City's goal for growth management, economic development, and community character by designating land uses that facilitate and encourage the creation of high quality base-level and support-level jobs in the Airport Area. "</p>   |
| Other Programs or Strategies                                      | <p>Economic Development Strategic Plan - City Council adopted a five-year Economic Development Strategic Plan in 2012.</p> <p>Council provided City staff direction to update City's development impact fees, to integrate fees into and prioritize projects in the City's Capital Improvement Program, and to explore new infrastructure funding strategies including:</p> <p>Community Investment Bond - voter approved general obligation bond targeted at high-value and popular infrastructure improvements such as implementation of the Bikeway Master Plan and replacement of streets, sidewalks, and drainage facilities.</p> <p>Economic Development Investment - Assemble funding from a variety of sources to build infrastructure needed to serve area.</p> <p>Land Secured (Special Tax) Bonds for Area-Specific Infrastructure - Land secured financing based upon a special tax applied in a new development (or otherwise benefitting) area can be used to fund infrastructure that would otherwise be funded with development impact fees.</p> |

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| Other Programs or Strategies (continued) | <p>Traditional Economic Development Activities - In addition to specific actions laid out in ESSP, the Economic Development program also focuses on traditional economic development activities including: - Business retention and expansion assistance - identify resources and connect with local service providers - Business recruitment - Site selection assistance for new and existing businesses - work with local real estate brokerage community, property owners and developers to find existing buildings or properties that could be developed - Quick Response Team for timely processing of permits, providing development review strategies and identifying potential issues and solutions - County, Regional, and State programs through the Economic Vitality Corporation (EVC)''</p> <p>Infrastructure Financing Analysis - Included a series of study sessions with Council and the community.</p> <p>Council provided City staff direction to update City's development impact fees, to integrate fees into and prioritize projects in the City's Capital Improvement Program, and to explore new infrastructure funding strategies including:</p> <p>Community Investment Bond - voter approved general obligation bond targeted at high-value and popular infrastructure improvements such as implementation of the Bikeway Master Plan and replacement of streets, sidewalks, and drainage facilities.</p> <p>Economic Development Investment - Assemble funding from a variety of sources to build infrastructure needed to serve area.</p> <p>Land Secured (Special Tax) Bonds for Area-Specific Infrastructure - Land secured financing based upon a special tax applied in a new development (or otherwise benefitting) area can be used to fund infrastructure that would otherwise be funded with development impact fees.</p> |
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|   |   |
|---|---|
| Jurisdiction  | City of La Mesa   |
| Population  | 60,021 (2017)   |
| Total Area  | 9.1 square miles  |
| Parking   |   |
| Total Number of Parking Spaces                      | Approximately 500 public parking spaces, including 140 smart parking spaces that accept credit & debit cards and smart phone payments.  |
| Existing Parking & Parking Programs/ Plans          | <p>Parking Meters - Located in downtown core and enforced Monday to Saturday 8:00 am to 6:00 pm.</p> <p>Downtown Village Parking Permit Program - established to improve management of supply of parking downtown and to provide businesses and employees with affordable parking. Permit holders are exempted for parking meter fees and two- or four-hour parking limits.</p> <p>Quarterly Parking Permit Programs -</p> <p>East End Program - offers either a \$40 permit that provides access to approximately 125 parking spaces, or \$60 permit that provides access to 229 spaces in five different parking areas.</p> <p>La Mesa Boulevard Lot Program - offers access to 31 spaces in the municipal parking lot located on the south side of La Mesa Blvd.</p>   |
| Alternative Parking Compliance / Parking Reductions | <p>Downtown Commercial (CD) Zone - Off-street parking requirement may be satisfied through payment of an optional in-lieu parking fee on a per parking space basis for non-residential development.</p> <p>Share Parking Reduction - the PC may approve modifications if it can be demonstrated that all uses can be sufficiently served with shared parking due to varying hours of operation and for peak parking demand periods.</p> <p>Other Parking Reductions - Required parking for any use may be reduced by PC approval if parking demand study shows parking demand generated by project will not exceed capacity of or have detrimental impact on supply of on-street parking within 1/4 mile of site. Where there has been a reduction in required parking, all resulting spaces must be available for common use and not exclusively assigned to any individual use.</p> |
| Parking Ratios                                      | Mixed-Use Urban Overlay Zone - Allow minimum of two parking spaces per 1,000 square feet of commercial space.   |
| Housing   |   |
| Total Number of Housing Units                       | Approximately 24,512 housing units (2011 Housing Element).  |
| Affordable Housing Projects/Units                   | <p>Five affordable housing projects for a total of 565 rent restricted units.</p> <p><a href="https://www.cityoflamesa.us/DocumentCenter/View/6392/Affordable-Housing-Projects-Located-in-La-Mesa_Updated-020514?bidId=">https://www.cityoflamesa.us/DocumentCenter/View/6392/Affordable-Housing-Projects-Located-in-La-Mesa_Updated-020514?bidId=</a></p>  |

|  |  |
|--|--|
| <p>Innovative Housing Strategies</p>                                     | <p>Mixed-Use Overlay Zone and Design Guidelines - allows for a mix of commercial and residential development at densities of up to 40 dwelling units per acre.</p> <p>Density - Incentives for parcel consolidation encourage more efficient land utilization.</p> <p>Height - When design objectives are met, additional height up to six stories can be permitted through the special permit process.</p> <p>Pedestrian Realm - a 12' pedestrian realm is required for all new projects in the mixed-use neighborhoods.</p> <p>Urban Design Program - requires review of all new projects and significant remodels of existing structures located within the Mixed Use Overlay Zone.</p> <p>Condominium Conversion Ordinance - To facilitate the conversion of apartments to condominiums to create for-sale housing opportunity for moderate-income households, mostly first-time buyers.</p>   |
| <p>Economic Development</p>  |  |
| <p>Existing Districts, Associations and Programs</p>                     | <p>Hidden Gems Program - City has developed the Dine.Shop.Explore campaign to promote its diverse and unique business base. Brand highlights La Mesa's dining and shopping experiences through marketing and outreach efforts, the use of social media, a new Business Resource Guide, and other events and promotions.</p> <p>La Mesa Village Enhancement Fund Program - the purpose is to support the business community and enhance the vibrancy of the Downtown Village by providing funding for non-profit organizations and businesses to conduct events, promotions, programs, or advertising activities within the boundaries of Parking District Number One. Program is funded from 50% of annual net parking revenues for each funding cycle of the program.</p> <p>Property Assessed Clean Energy (PACE) Programs - The City of La Mesa participates in six PACE programs including the HERO, Figtree, California FIRST, California Municipal Finance Authority Program, California Statewide Community Development Authority Open PACE, and Ygrene programs to finance efficiency, renewable energy, seismic strengthening, vehicle charging infrastructure, and water conservation upgrades to residential or commercial buildings.</p> |
| <p>Regulatory Mechanisms (e.g. Specific Plan, Form Based Code, etc.)</p> | <p>Downtown Village Specific Plan - Goal is to retain a variety of viable residential neighborhoods in to provide a balanced community, and to preserve historic resources.</p>  |
| <p>Other Programs or Strategies</p>                                      |  |



# APPENDIX B

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## COMMUNITY ENGAGEMENT SUMMARY

# APPENDIX

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## Fallbrook

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### SUB-AREA PLAN

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**DRAFT**



Fallbrook Sub-Area Plan

# COMMUNITY ENGAGEMENT REPORT

## PHASE II: EXISTING CONDITIONS

June 22, 2022

Prepared by:  
MIG, Inc.

## Introduction

The community engagement process that is informing development of the Fallbrook Sub-Area Plan (SAP) contributes to defining the future vision and priority improvements in the Downtown Fallbrook area. Phase II of the process involved initiating the planning process among the project team and community outreach and engagement efforts that contributed to the initial technical planning. This report summarizes the Phase II community engagement goals, activities, and key outcomes.

### Background

The community of Fallbrook is an unincorporated community of San Diego County, consisting of 36,000 acres. Fallbrook is located south of Riverside County and east of Camp Pendleton and based on 2010 census track its approximate population is 30,534. Its neighboring communities are Bonsall to the south, Pala to the east and Rainbow to the northeast. Most of the area is characterized by rolling hills covered in avocado and citrus orchards. However, as the topography changes, it creates natural buffers that separate Fallbrook from its neighbors. The busy and vibrant town center is located near the western boundary. The town surrounds the downtown, which is a unique historical district that has become the focus of a revitalization effort.

In 2019, through the support and coordination of County Board of Supervisor Jim Desmond, District 5, the Fallbrook Revitalization Infrastructure Committee, and community members representing a range of interests and views collaborated with PDS staff. This initial collaborative effort involved early community engagement, planning and design efforts, the results of which informed development of the Visioning Report, and is considered Phase 1 of the broader revitalization effort.

The study area is surrounded by East Dougherty St./Gum Tree Ln. to the north, Morro Road. to the east, East Fallbrook Street to the south, and Summit Avenue to the west. Additionally, adjoining this area to the southwest is south of East Fallbrook St. is an area surrounded by Old Stage Rd. to the east, West Clemmens Lane to the south, and Alturas Rd. to the west. Generally, the study area includes the original Downtown business district along Main Avenue and Alvarado Street, as well as significant corridors along Mission Road and Fallbrook Street. Uses generally include a range of business types, including but not limited to: grocery, pharmacy, small department stores, convenience, liquor, professional services, and more. Some residences are located on smaller, adjoining streets. A few school and park sites exist in the study area, as well as historic, cultural and arts features and organizations. A portion of Pico Avenue serves as a tree-lined, multi-use pathway.

Continued engagement with the full range of community members that have a vested interest in the future of Downtown Fallbrook will be important to fully defining the future vision and prioritizing improvements. Additionally, thorough land planning, urban design, mobility, and environmental

planning will be required to encourage desired development and invest in public infrastructure in the years to come.

## Community Engagement Goals

The goal of engagement for the project is to facilitate a community-driven approach to developing the Fallbrook SAP. The County is engaging soliciting input from Downtown Fallbrook stakeholders, particularly property owners, business operators and residents in the immediate study area. Engagement is also focusing on reaching under-represented groups and who have not traditionally engaged in County and Fallbrook area planning processes.

The following are overarching engagement goals for the Fallbrook SAP:

- Design and deploy a diverse set of communication and participation tools and activities that are accessible, meaningful, culturally, and linguistically appropriate for diverse groups, and comprehensive in reaching the full range of community members
- Leverage community partners' networks and assets to reach the full range of community members, such as the Community Planning Group and Chamber of Commerce
- Engage stakeholders and representative voices that traditionally have not participated in community planning, but may benefit or be impacted by future change, particularly when viewed via a "social equity lens"
- Link community members with the project's communication channels to promote ongoing project awareness and communication
- Facilitate seamless coordination of the community engagement process with the technical planning process to ensure the diversity of public input informs and is reflected in the Fallbrook SAP
- Provide comprehensive and transparent documentation of public input
- Share strategies, learnings, and experiences from this project's engagement efforts with other County/PDS projects to promote innovative engagement efforts County-wide

## Stakeholders

The following represents stakeholder categories in the Downtown area that have vested interests in the Fallbrook SAP. The project team continues to develop and expand a database of individuals and organizations within these categories and others that have emerged during the process.

- Community-based and topical advocacy organizations, including but not limited to:
  - Downtown business and neighborhood groups and associations
  - Environmental justice and social equity
  - Active (bicycle and pedestrian) transportation
  - Mobility
  - Environment
  - Recreation
  - Local school district

- Non-profit and social service providers
  - Local community advocacy groups
- Demographics and groups that have historically not been part of the engagement and community planning process, including but not limited to:
  - Culture, ethnicity, and race, particularly Hispanic/Latinx community members
  - Non-/Limited-English speaking residents, particularly Spanish-speaking
  - Employees of area businesses that live outside the TOV area
  - Renters
  - Low-income residents
  - Youth and young adults
- Regional, State, federal, and nearby public agencies and elected officials focused on planning and development, particularly public works, public safety, transportation, environment, and related areas
- Schools: Local pre-K-to-12
- Business and industry, particularly small businesses, major employers, and job centers
- Utilities
- Non-profit and social service agencies
- Other interests, communities and groups identified during the planning process

### Social Equity and Hard-to-Reach Stakeholders

A project focus continues to be identifying stakeholders that are hard-to-reach, not normally involved in community planning, and representative of social equity groups. Project team members continue to engage to specific organizations and representatives that may have a closer understanding of and/or networks with such stakeholders. This outreach involves asking about under-represented, hard-to-reach groups, and how these groups can be best reached (i.e., communication channels, supportive organizations, etc.) Examples of groups that have been engaged to this end include but are not limited to local school district, non-profit and social service providers, and local community advocacy groups.

## Phase II Engagement Activities

Phase I of the process involved initiating the planning process and community outreach and engagement efforts that contributed to the initial technical planning. Phase II focused on conducting existing conditions analysis of the study area, or an in-depth understanding of the project area and its current conditions to inform development of SAP plan concepts. This section summarizes the Phase II engagement activities, which included the following:

- Meetings of the Infrastructure Committee and Additional Planning Group Sub-Committees
- Focus Groups
- Community Workshops
- Pop-Up Activity
- Community Questionnaire

### Committee Meetings

The Infrastructure Committee serves as a sub-committee to the Fallbrook Community Planning Group and the Fallbrook Chamber of Commerce and serves as a local advisory group to PDS for this project. In addition to advising and providing feedback to technical developments from the planning process, the committee also informs public outreach and involvement activities. During Phase II this committee met three times over videoconference to initiate the planning and engagement effort and inform the existing conditions research on these dates:

- June 22, 2021
- December 8, 2021
- January 25, 2022

Additionally, the project team met with three sub-committees of the Fallbrook Community Planning Group for focused discussions on the design guidelines and streetscape elements of the project, as follows:

- Circulation Sub-Committee, February 15, 2022
- Parks Sub-Committee, February 16, 2022
- Design Review Board, February 16, 2022
- Design Review Board, April 6, 2022
- Design Review Board, May 11, 2022

### Focus Groups

Focus groups with specific communities of interest engaged participants in hearing their visions for a revitalized Downtown Fallbrook, as well as the types of issues and opportunities they believe to be important to the area's future including parking, potential streetscape elements, public amenities, and potential enhanced/new uses. These communities included downtown area



businesses (managers and property owners) and residents and community leaders representing social equity perspectives. The focus groups occurred via videoconference.

- Businesses, September 8, 2021
- Social Equity, November 4, 2021

### Community Workshop

The first community workshop for the project occurred on September 22, 2021. The workshop introduced the project to the broader community and facilitated input on the vision for a revitalized Downtown including parking, potential streetscape elements, public amenities, and potential enhanced/new uses.

### Community Questionnaire

A web-based community questionnaire developed by the project team provided the community with an alternative opportunity to provide input that did not require attending one of the aforementioned activities. Similar to all activities, the questionnaire asked respondents to reflect on their vision for the future and definition of “character” for the study area. Respondents also indicated their priority issues and opportunities such as parking, public spaces, pedestrian safety, and more. A total of 47 respondents answered all or some of the questions. The questionnaire was available from December 2021 through February 2022.

### Pop-Up Activity: Harvest Faire

The project team attended the Harvest Faire in Downtown Fallbrook on October 17, 2021, a major annual street fair that attracts residents and visitors. Similar to the vendors, the project team coordinated with the Chamber of Commerce to host a large booth with project information on displays and team members available to answer questions. Additionally, some of the display materials included opportunities for visitors to indicate which type of issues, opportunities and potential improvements were their highest priority for the future of Downtown Fallbrook. At least 75 visitors reviewed the display boards and posted dots and provided comments on sticky notes.

## Key Findings

The following summary of key findings represents collective outcomes and priorities across the community engagement activities. The findings are organized by key aspects of the SAP: vision, streetscape, design guidelines, zoning, mobility, and parking. Participants also identified community stakeholder categories that could be involved in the planning process. Specific outcomes by activity are included in the next section of this report.

### Vision

Building on initial visioning with the community in 2019 that preceded the SAP process, following are emerging vision concepts that reflect input from recent Phase II engagement activities.

*A vibrant downtown community that is alive with shopping and activities with a variety of active businesses, housing options, and places that support residents and visitors and attract tourists.*

*Beautiful, high-quality public and private spaces and buildings that represent Fallbrook's historic, small-town character and meet modern needs for livability, commerce, and tourism.*

*Easy and safe mobility and accessibility for everyone by foot, bicycle, or vehicle.*

*Open spaces, corridors and promenades that are beautifully landscaped and well-maintained that encourage social gathering, walking and active play for all ages.*

*Streamlined guidelines and requirements that provide a simple yet thorough process for public and private development opportunities.*

### Streetscape

- Fill gaps and make connections in sidewalk network
- Improve safety of crossings, particularly at high traffic and sensitive locations (e.g., schools)
- Explore pedestrian focused traffic control devices
- Encourage improving the safety of Pico Promenade
- Promote preserving existing native and non-invasive trees and expanding trees and landscaping
- Link planning to local plans for trails, bike, pedestrian, and gateway improvements
- Improve pedestrian lighting for aesthetics, safety, and security
- Locate bulbouts to reduce crossing distances, improve traffic safety, and create useable public space
- Explore ways to support improved wayfinding and public plaza designs

## Design Guidelines and Zoning

- Focus on retaining historic and rural character
- Promote a range of high-quality business types
- Maintain existing building height limits
- Encourage rebuilding destroyed buildings to the original form
- Address the need for maintenance of landscaping in the long-term
- Update signage guidelines with revised list of disallowed
- Update lighting guidelines
- Include design standards for outdoor dining in updated draft (there are currently no guidelines pertaining to outdoor dining)
- Ensure design guidelines and zoning updates are closely coordinated
- Preserve ground-floor uses on Main Ave for non-residential uses, with residential above
- Explore residential rezoning and intensification on parallel or adjoining streets to Main Ave. Clear and concise guidelines
- Use more graphics when possible to illustrate the guidelines
- Update matrices to avoid invasive and non-native planting and trees
- Update design standards document to include the checklist, perhaps in an appendix

## Mobility and Parking

- Avoid losing on-street parking capacity
- Prevent bike lane designs that constrict right-of-way on major roads (i.e., Main Ave.)
- Move heavy traffic off Main Ave to other corridors and streets
- Improve wayfinding to support traffic flow
- Reduce parking requirements for businesses –

## Community Stakeholders

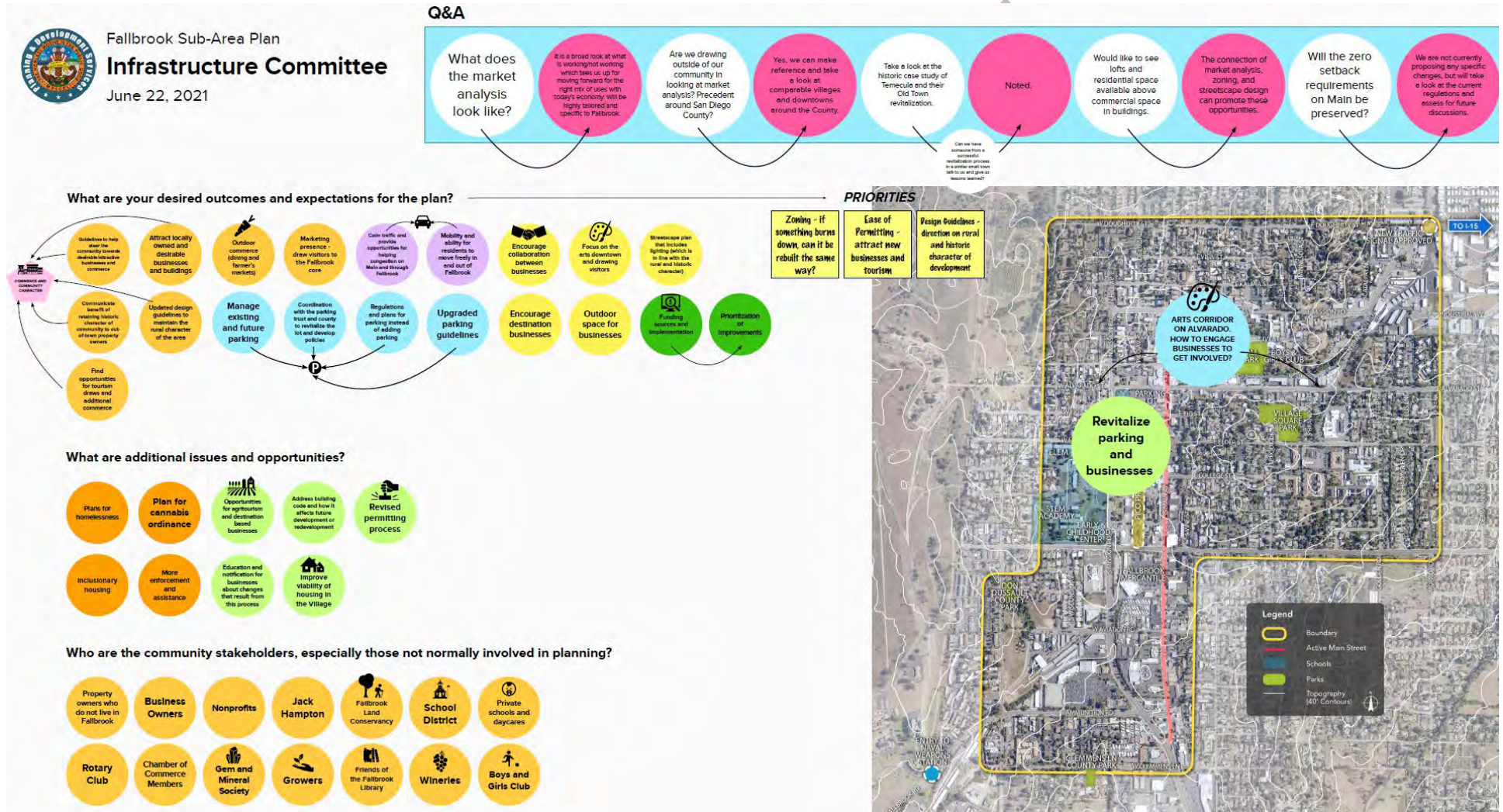
- Local residents and associations
- Community planning groups
- Business owners and associations (e.g., Chamber)
- Property owners
- Nonprofit organizations
- Social service organizations
- Social equity advocates
- School district
- Fallbrook Land Conservancy
- Boys and Girls Club
- Agriculture and viticulture representatives

## Findings by Activity

Specific outcomes by engagement activity are included in this section of the report. Following are copies of “digital whiteboards” from meetings and focus groups, which represent real-time notes of participants’ comments, ideas, and questions taken and screen-shared during those video conference sessions. Also following are images from the Harvest Faire, and questionnaire responses in the following order:

- Meetings of the Infrastructure Committee and Additional Planning Group Sub-Committees
- Focus Groups
- Community Workshops
- Pop-Up Activity: Harvest Faire
- Community Questionnaire









Fallbrook Sub-Area Plan

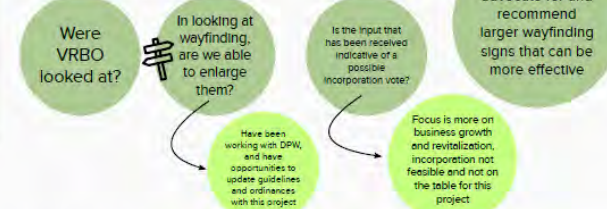
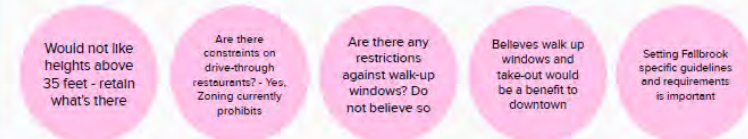
**Infrastructure Committee #2**

December 8, 2021

**General Q&A**

What happens to this planning process if County Supervisor Jim Desmond is not re-elected or through redistricting is no longer involved in Fallbrook?

Project is fully funded, implementation and any future projects are not

**Market Analysis****Group Discussion****Parking Analysis****Group Discussion****Zoning Analysis****Group Discussion**





## Fallbrook Sub-Area Plan Infrastructure Committee #3 January 25, 2022

### General Q&A

Would like to meet with committees related to circulation, parks, trails

Would not like extended sidewalks or bike lanes on Main Ave

Don't show improvements on private roads

Would like study of closing Main Ave

What is a Plaza?  
- Gathering areas within the public ROW

Could be associated with outdoor dining or landscaping/seating areas

Would like to see Design Guidelines and Zoning updated in conjunction

### Streetscape Group Discussion

#### Priority Improvements

- Would like to see lighting and bike lanes on minor corridors
- Good lighting helps reduce crime
- Would like to see opportunities for outdoor dining
- Trees could be difficult because of required easements
- Gateway ordinance program in progress
- Would like to see attractive lighting on Main
- FPG and Trails council community plans call out specific needs

#### Intersections/Streets

- Need curb extensions/bulbouts to create public plaza space
- Bulb outs are great for traffic calming
- If Main Ave is closed to traffic, sidewalks can be widened
- Main is too narrow for bike lanes

### Zoning Analysis

#### Group Discussion

- Against ground floor residential on Main - wants to encourage destination businesses
- Would like financial support from the County to maintain the large private parking lot
- Would like a rezoning recommendation for how to reduce on-street parking to longer term lots
- Time limits, parking meters, informational materials
- Would like to see more residential units near Main (but not on Main)
- Would like to see dense vitality / business on Main
- Opportunities for mixed-use commercial / residential on Main
- Allowing lodging above commercial and boutique hotels
- Would like to see multi-unit rezoning within a block of Main
- Reduced parking minimums are vital for new businesses
- Would not like to see senior homes or hotels on Main
- Rezoning areas for more multi-family use

|   |     |
|---|-----|
| Gateway   | 33% |
| Main Ave: sidewalks, traffic calming, landscape, bike lanes | 42% |
| Mission Rd: sidewalks, bike lanes                           | 50% |
| Open space connections                                      | 10% |
| Minor corridors: sidewalks                                  | 25% |
| Planned bike lanes  | 22% |

You did not answer this question

#### Parking Options

1. Which parking options are most important to you? (Choose all that apply) (Multiple Choice) \*

|   |     |
|---|-----|
| Reduced minimums                                | 50% |
| Count on-street (public) spaces toward minimums | 73% |
| Exemption for charge of use                     | 33% |
| Other (please type into chat)                   | 11% |
| None of the above                               | 0%  |

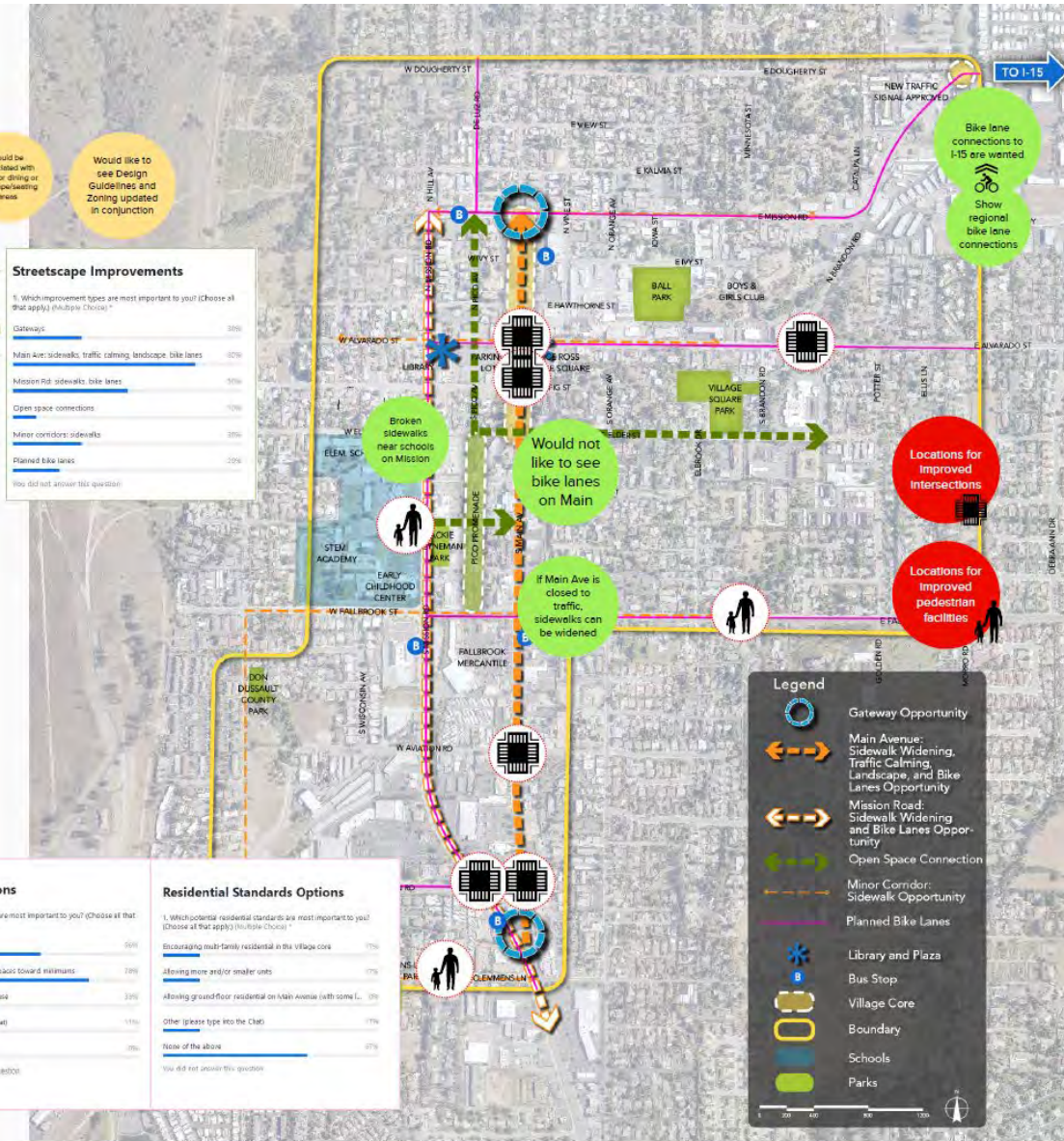
You did not answer this question

#### Residential Standards Options

1. Which potential residential standards are most important to you? (Choose all that apply) (Multiple Choice) \*

|   |     |
|---|-----|
| Encouraging multi-family residential in the village core          | 75% |
| Allowing more and/or smaller units                                | 67% |
| Allowing ground-floor residential on Main Avenue (with some L...) | 0%  |
| Other (please type into chat)                                     | 17% |
| None of the above   | 0%  |

You did not answer this question



## Infrastructure Committee #3 - Continued

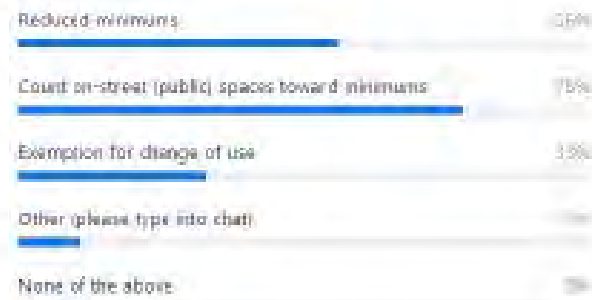
## Streetscape Improvements

ii. Which improvement types are most important to you? (Choose all that apply.) (Multiple Choice) \*



## Parking Options

ii. Which parking options are most important to you? (Choose all that apply.) (Multiple Choice) \*



## Residential Standards Options

i. Which potential residential standards are most important to you? (Choose all that apply.) (Multiple Choice) \*



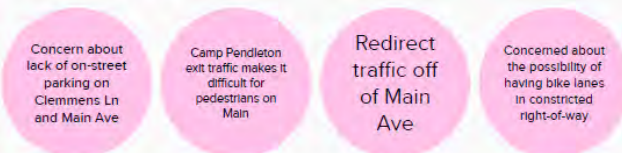




Fallbrook Sub-Area Plan

**Circulation Committee, Parks Committee, and Design Review Board**

February 15 and 16, 2022

**Streetscape**  
Group Discussion
**Priority Improvements**
**Circulation and Zoning**  
Group Discussion
**? Design Guidelines****What is working well in the existing design guidelines?****What is not working well in the existing design guidelines?****What should be improved and how?**



Fallbrook Sub-Area Plan

**Focus Group - Business**

September 8, 2021

**Vision**

What does a "revitalized" Downtown Fallbrook look like in 2 to 10 years?

**Uses, Amenities, and Character**

How would you describe the character of Downtown? What should be preserved? What do you see as new or enhanced?



What types of uses in Downtown should be kept? What are new uses that would be beneficial?



What kinds of amenities are important to the future of Downtown Fallbrook? How can we attract visitors, customers, and new businesses?



Are there safety or security concerns at specific locations? What solutions should be explored?

**Mobility and Parking**

What are some of the barriers you face when going Downtown? How do you get there and what influences that decision?



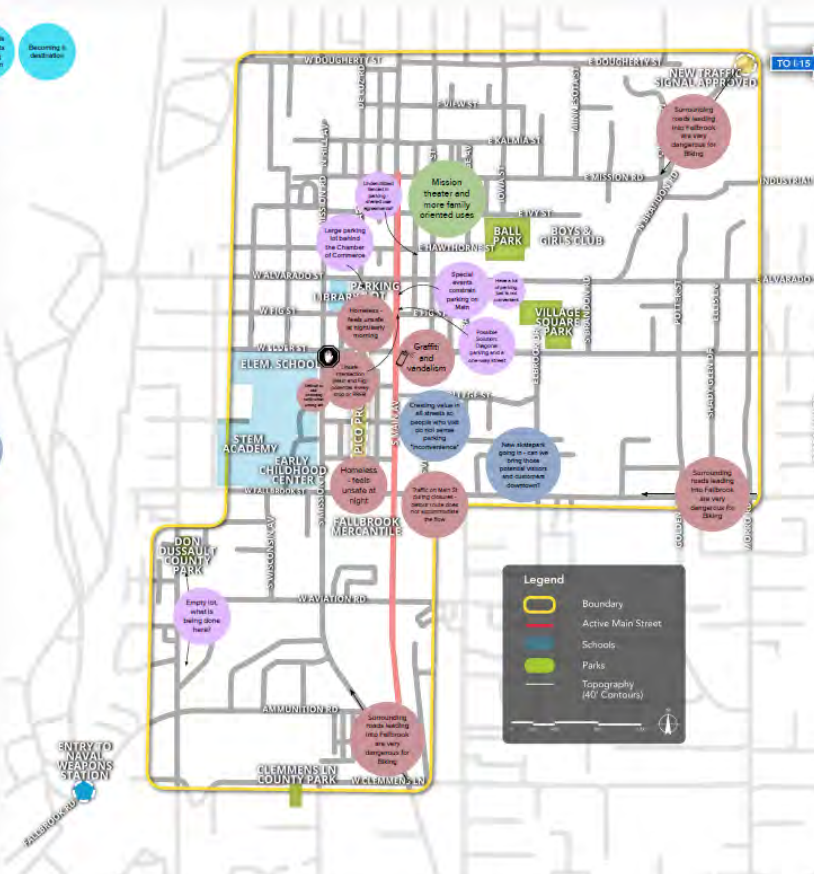
What could be done to improve other mobility options such as walking, biking, or others? Who do you think would use those options?



What are your experiences with parking Downtown? What works well, and what needs improvement?



Are there private/off-street parking areas that are known to be used by Downtown patrons and other destinations?







## Fallbrook Sub-Area Plan

## Focus Group - Equity

November 4, 2021

## Vision

What does a "revitalized" Downtown Fallbrook look like in 2 to 10 years?



## Uses, Amenities, and Character



How would you describe the character of Downtown? What should be preserved? What do you see as new or enhanced?



What types of uses in Downtown should be kept? What are new uses that would be beneficial?



What kinds of amenities are important to the future of Downtown Fallbrook? How can we attract visitors, customers, and new businesses?



Are there safety or security concerns at specific locations? What solutions should be explored?



## Mobility and Parking



What are some of the barriers you face when going Downtown? How do you get there and what influences that decision?



What could be done to improve other mobility options such as walking, biking, or others? Who do you think would use those options?



What are your experiences with parking Downtown? What works well, and what needs improvement?



Are there private/off-street parking areas that are known to be used by Downtown patrons and other destinations?



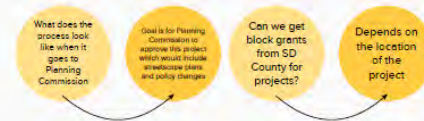




Fallbrook Sub-Area Plan

**Community Workshop #1**

September 22, 2021

**Q&A****Vision**

What does a "revitalized" Downtown Fallbrook look like in 2 to 10 years?

**Uses, Amenities, and Character**

How would you describe the character of Downtown and what should be preserved?



What types of uses in Downtown should be kept? What are new uses that would be beneficial?



What kinds of amenities are important to the future of Downtown Fallbrook? How can we attract visitors, customers, and new businesses?

**Mobility and Parking**

What are some of the barriers you face when going Downtown? How do you get there and what influences that decision?



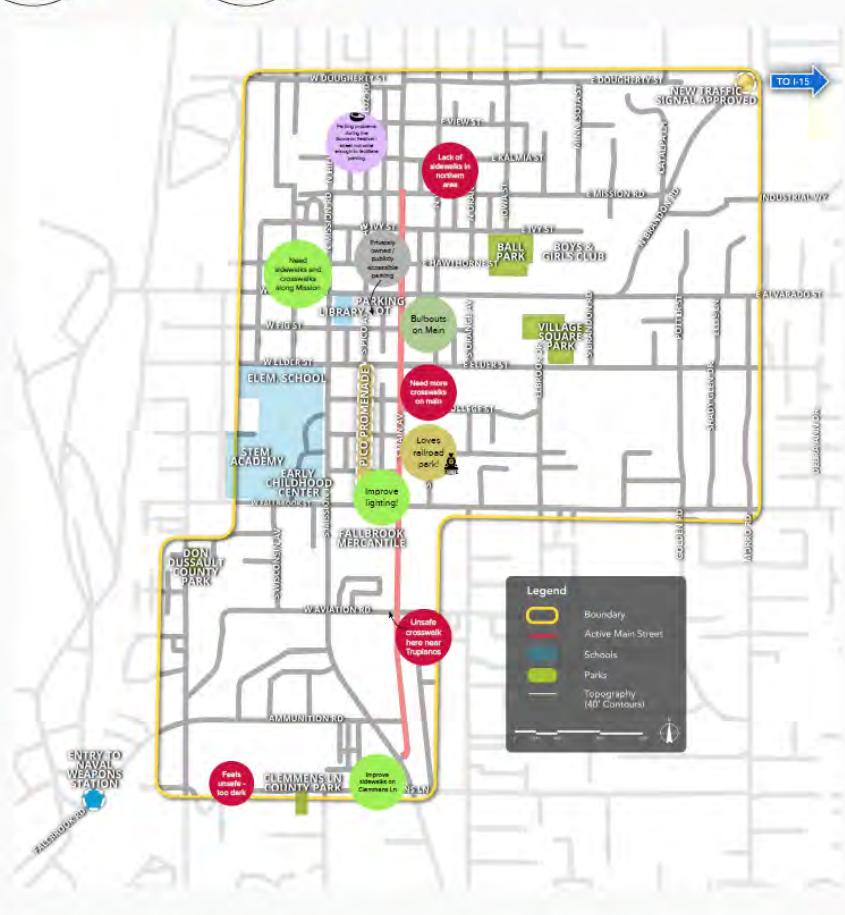
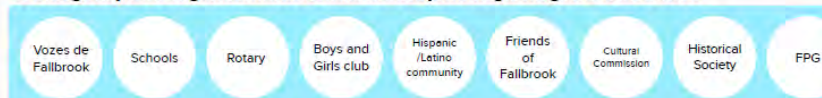
What could be done to improve other mobility options such as walking, biking, or others? Who do you think would use those options?



What are your experiences with parking Downtown? What works well, and what needs improvement?



Are there private/off-street parking areas that are known to be used by Downtown patrons and other destinations?


**What groups or organizations would be helpful in getting the word out?**


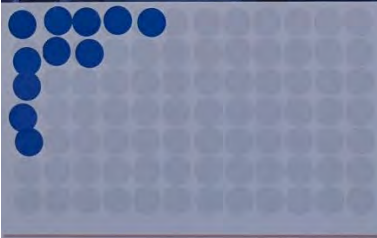



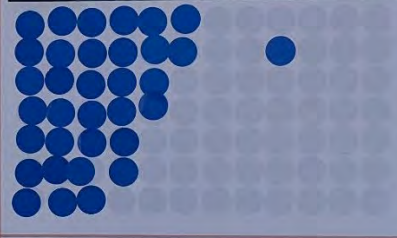

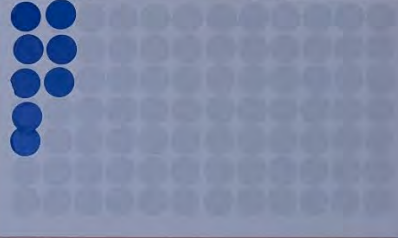
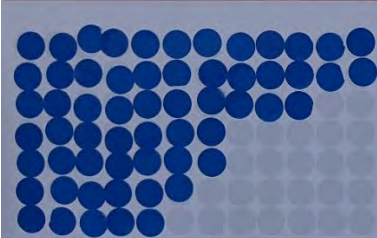

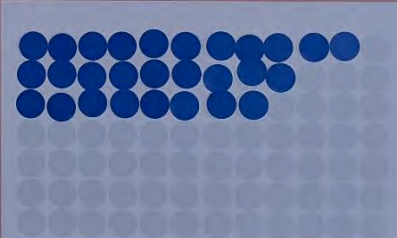
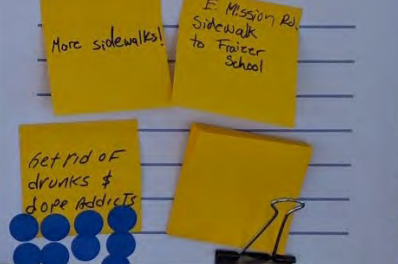





## Pop-Up Activity: Harvest Faire

FALLBROOK VILLAGE SUB-AREA PLAN

# EXISTING CONDITIONS

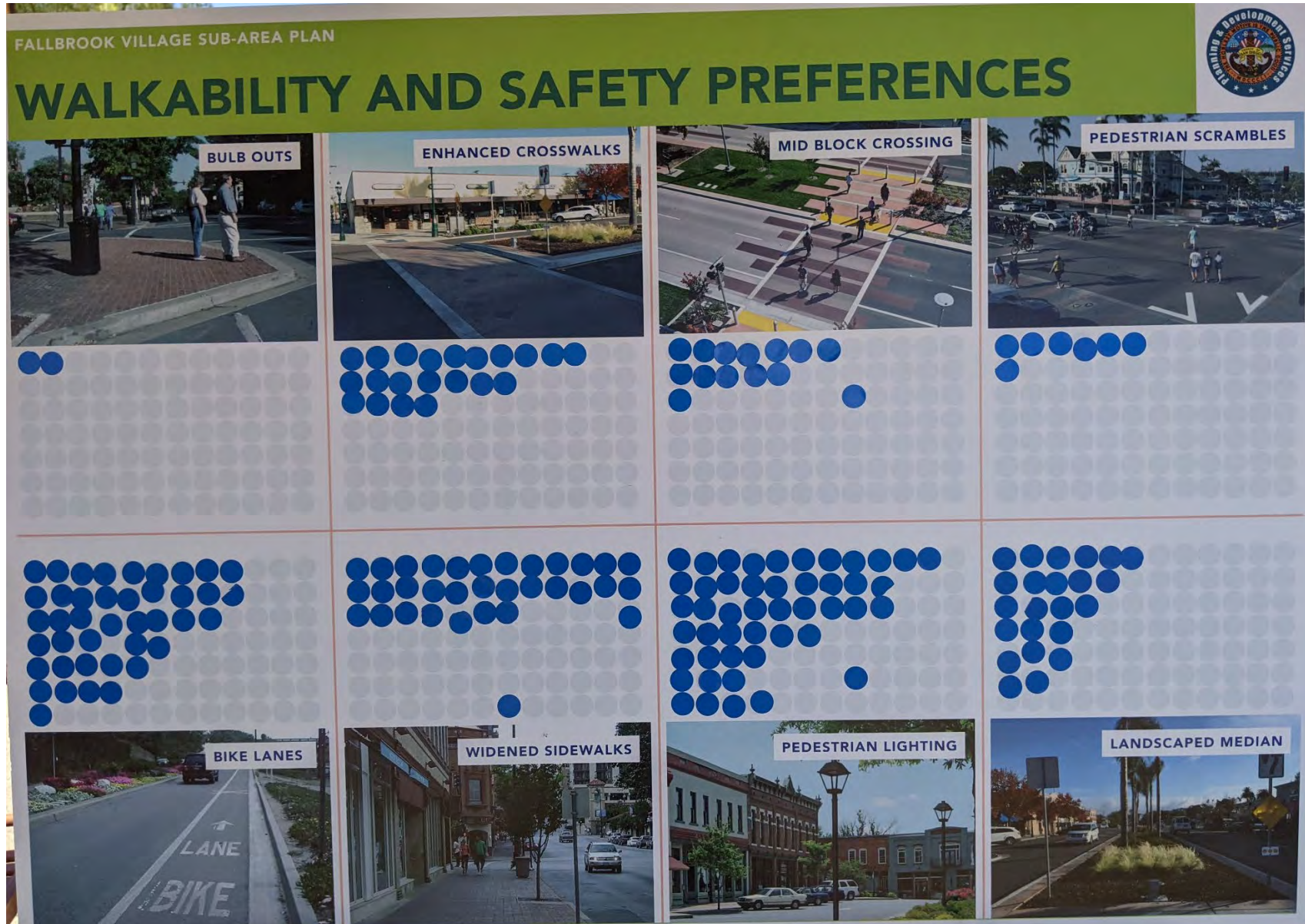


|  |  |  |  |
|--|--|--|--|
| <p><b>SIDEWALK WIDTH</b></p>   | <p><b>PAVING</b></p>   | <p><b>CONNECTIVITY</b></p>   | <p><b>SITE FURNISHINGS</b></p>     |
|    |   |    | <p><b>OTHER (WRITE IT IN BELOW!)</b></p> <p>Roundabouts</p> <p>HALLOWEEN STUFF</p> <p>More sidewalks!</p> <p>E Mission Rd. Sidewalk to Spicer School</p> <p>Get rid of drunks &amp; dope addicts</p>  |
| <p><b>COMMUNITY HISTORY AND CHARACTER</b></p>   | <p><b>OPEN SPACE</b></p>   | <p><b>FLEXIBLE SPACES</b></p>   |  |

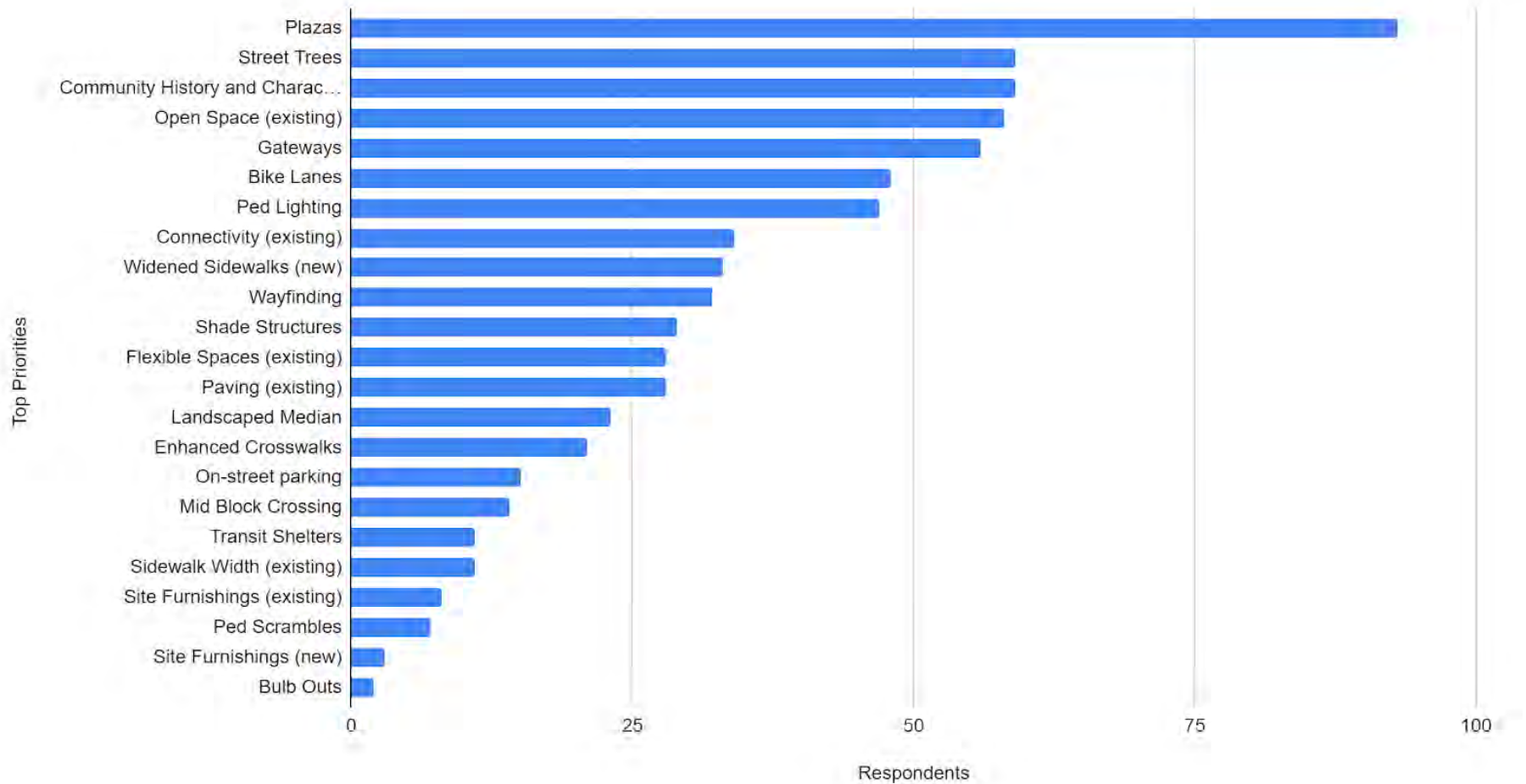








Harvest Faire Summary Chart

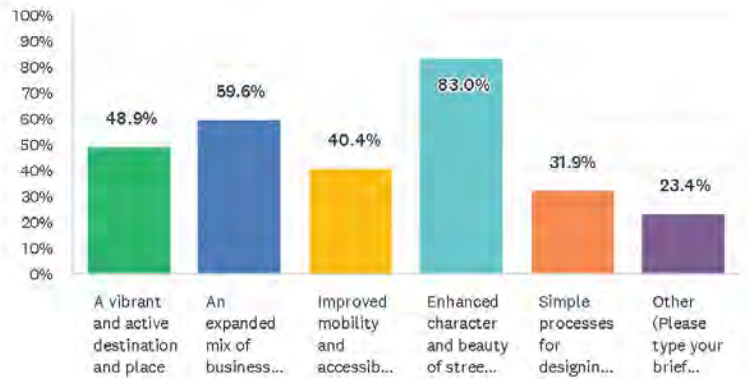


## Community Questionnaire

## Fallbrook Sub Area Plan Community Questionnaire

**Q1 The “vision” describes the community's desired future for the Fallbrook Village in the years ahead. When you think of the future of the Village, which of these statements are most important to you? You may add additional statements. Select all that apply.**

Answered: 47 Skipped: 0



| ANSWER CHOICES   | RESPONSES |    |
|--|-----------|----|
| A vibrant and active destination and place   | 48.9%     | 23 |
| An expanded mix of businesses and reasons to visit the Village                                   | 59.6%     | 28 |
| Improved mobility and accessibility for everyone   | 40.4%     | 19 |
| Enhanced character and beauty of streets, public spaces, and buildings                           | 83.0%     | 39 |
| Simple processes for designing and building public and private projects to improve the community | 31.9%     | 15 |
| Other (Please type your brief description here:)   | 23.4%     | 11 |
| Total Respondents: 47  |           |    |

| # | OTHER (PLEASE TYPE YOUR BRIEF DESCRIPTION HERE:)   | DATE               |
|---|--|--------------------|
| 1 | More parks are open spaces for kids and families.  | 2/27/2022 9:37 PM  |
| 2 | Friendly Village   | 1/26/2022 10:23 AM |
| 3 | safe place for residents and visitors  | 1/25/2022 8:10 PM  |
| 4 | Downtown is too cluttered, too many pots, too many trees hide the architectural value that was instituted back in the '70s by Ron Schofield a famous Western artist. The town is beige And looks dirty. Add more vibrant colors to the storefronts within the Fallbrook plan AND the correct name is Main Avenue not Main Street | 1/24/2022 2:23 PM  |
| 5 | sidewalk completion to connect pedestrians from the Main Ave area to the Library.  | 1/21/2022 3:14 PM  |
| 6 | Keep Fallbrook small, No highrise buildings, no high density buildings, keep the streets open to cars  | 12/7/2021 6:24 PM  |



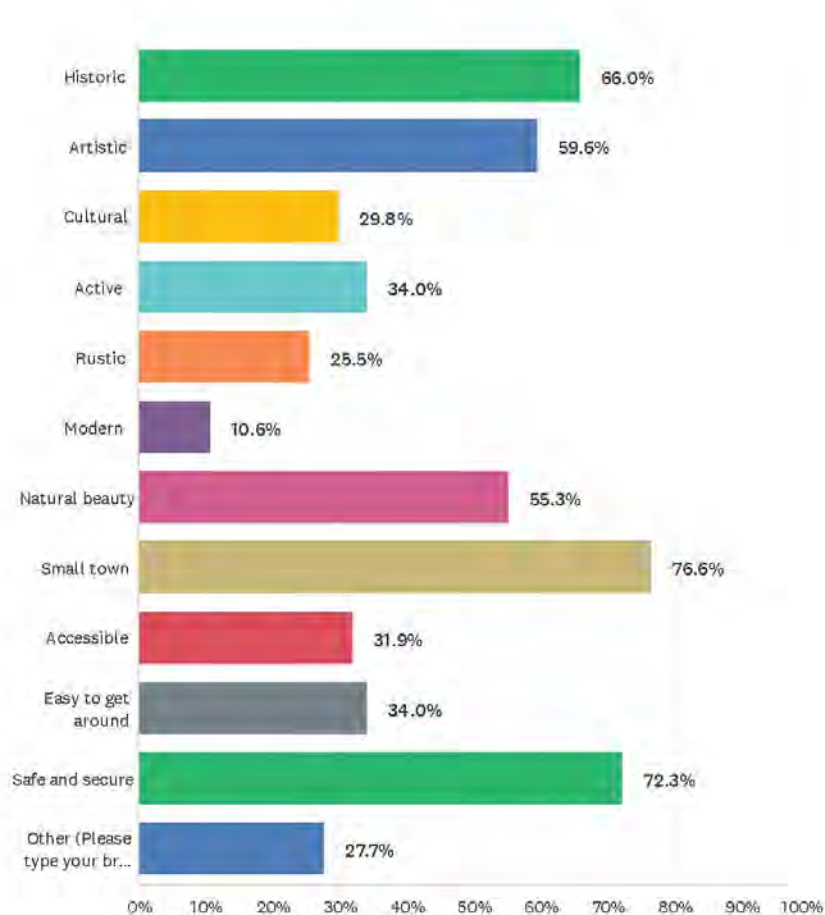
## Fallbrook Sub Area Plan Community Questionnaire

|    |  |                     |
|----|--|---------------------|
| 7  | Mix use w/multifamily live/work spaces, condos & townhomes. Low income rentals as well should be co suffered in the mix. Locals will drive there as will visitors, so must retain ample parking is a must! The commercial faces and Main Street in general need a make over. It's outdated and unattractive. | 12/4/2021 10:24 AM  |
| 8  | A proactive program to remove graffiti ASAP  | 12/3/2021 3:31 PM   |
| 9  | Transparency within the planning group. I have a reasonable suspicion that a few members are corrupt.  | 11/23/2021 10:35 AM |
| 10 | While keeping small town feel and community  | 11/23/2021 6:58 AM  |
| 11 | A space that reflects the agricultural history of Fallbrook and North County   | 11/22/2021 6:48 PM  |

## Fallbrook Sub Area Plan Community Questionnaire

Q2 The “character” of a place or neighborhood refers to the specific qualities, attributes, and traits that define it. Following are some potential descriptions of the character of Fallbrook Village. When you think of the future of the Village, which of these character descriptions are most important to you? You may add additional descriptions. Select all that apply.

Answered: 47 Skipped: 0



## Fallbrook Sub Area Plan Community Questionnaire

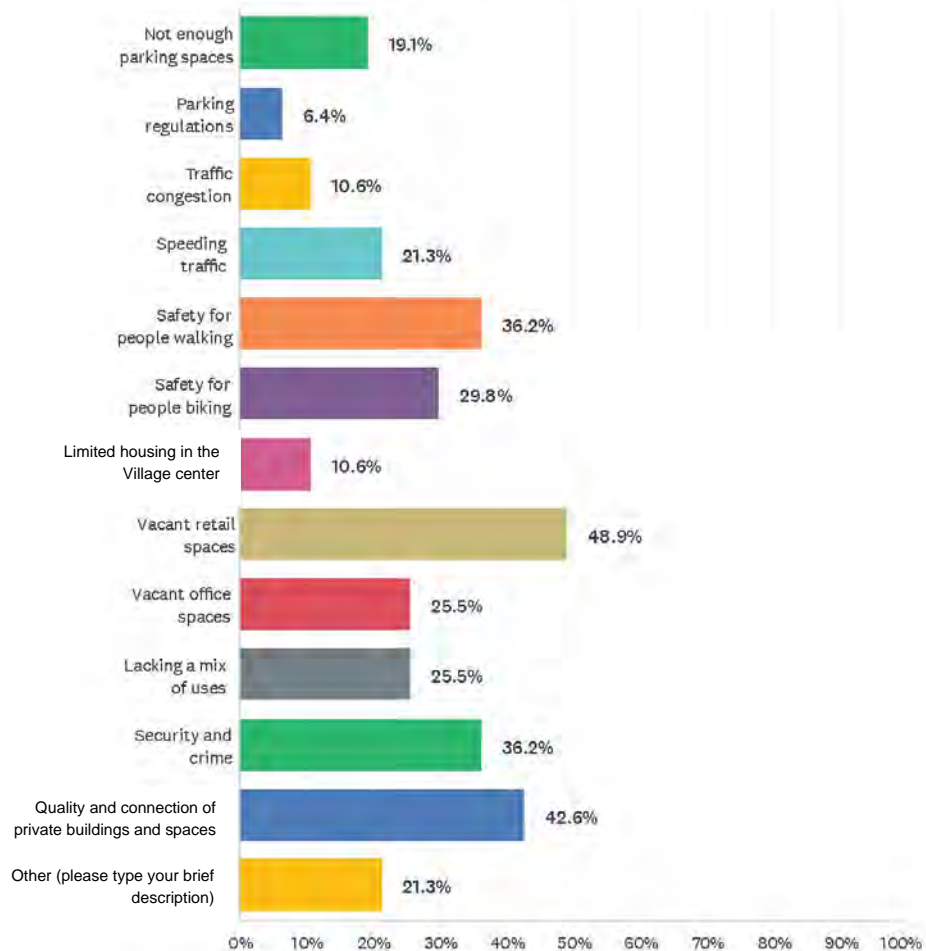
| ANSWER CHOICES                                   | RESPONSES |    |
|--|-----------|----|
| Historic   | 66.0%     | 31 |
| Artistic   | 59.6%     | 28 |
| Cultural   | 29.8%     | 14 |
| Active   | 34.0%     | 16 |
| Rustic   | 25.5%     | 12 |
| Modern   | 10.6%     | 5  |
| Natural beauty                                   | 55.3%     | 26 |
| Small town                                       | 76.6%     | 36 |
| Accessible                                       | 31.9%     | 15 |
| Easy to get around                               | 34.0%     | 16 |
| Safe and secure                                  | 72.3%     | 34 |
| Other (Please type your brief description here:) | 27.7%     | 13 |
| Total Respondents: 47                            |           |    |

| #  | OTHER (PLEASE TYPE YOUR BRIEF DESCRIPTION HERE:)   | DATE                |
|----|--|---------------------|
| 1  | Activities.. This town is so caught up in being artsy They have forgotten to include the rest of the community. Fallbrook used to have a miniature golf course, A bowling alley, A merry-go-round, a small skating rink in the winter, access to the track at the high school to walk, pioneer days, rodeos, Fallbrook used to be a Western agricultural community and it's changed by people who have moved here from the city and expecting city amenitieshorse trails | 1/30/2022 10:02 PM  |
| 2  | Friendly Village   | 1/26/2022 10:23 AM  |
| 3  | a place where people live and work   | 1/25/2022 8:10 PM   |
| 4  | Sustainable  | 1/25/2022 7:57 AM   |
| 5  | I really hate the description of small town America used by Roy Moosa.   | 1/24/2022 2:23 PM   |
| 6  | No "smart" cities or "green" agenda. Let the people of Fallbrook make it what they want it to be   | 12/7/2021 6:24 PM   |
| 7  | If Main Street is a walkable street only barriers need to be in place to stop any vehicles from entering for safety.   | 12/4/2021 10:24 AM  |
| 8  | Charming.  | 11/28/2021 8:11 PM  |
| 9  | Family friendly  | 11/27/2021 6:28 PM  |
| 10 | The sewage smells that waft through the air.   | 11/23/2021 10:35 AM |
| 11 | Modern and active WITHOUT big city overpopulation  | 11/23/2021 6:58 AM  |
| 12 | Agricultural   | 11/22/2021 6:48 PM  |
| 13 | Get rid of trendy restaurants, Trupiano's is awful   | 11/22/2021 3:23 PM  |

## Fallbrook Sub Area Plan Community Questionnaire

Q3 When you think of today's issues or challenges in Fallbrook Village, which of the following do you believe are most important to solve for the future? Select up to 3.

Answered: 47 Skipped: 0



## Fallbrook Sub Area Plan Community Questionnaire

| ANSWER CHOICES  | RESPONSES |    |
|---|-----------|----|
| Not enough parking spaces                             | 19.1%     | 9  |
| Parking regulations                                   | 6.4%      | 3  |
| Traffic congestion                                    | 10.6%     | 5  |
| Speeding traffic                                      | 21.3%     | 10 |
| Safety for people walking                             | 36.2%     | 17 |
| Safety for people biking                              | 29.8%     | 14 |
| Limited housing in the Village center                 | 10.6%     | 5  |
| Vacant retail spaces                                  | 48.9%     | 23 |
| Vacant office spaces                                  | 25.5%     | 12 |
| Lacking a mix of uses                                 | 25.5%     | 12 |
| Security and crime                                    | 36.2%     | 17 |
| Quality and condition of private buildings and spaces | 42.6%     | 20 |
| Other (Please type your brief description here:)      | 21.3%     | 10 |
| Total Respondents: 47                                 |           |    |

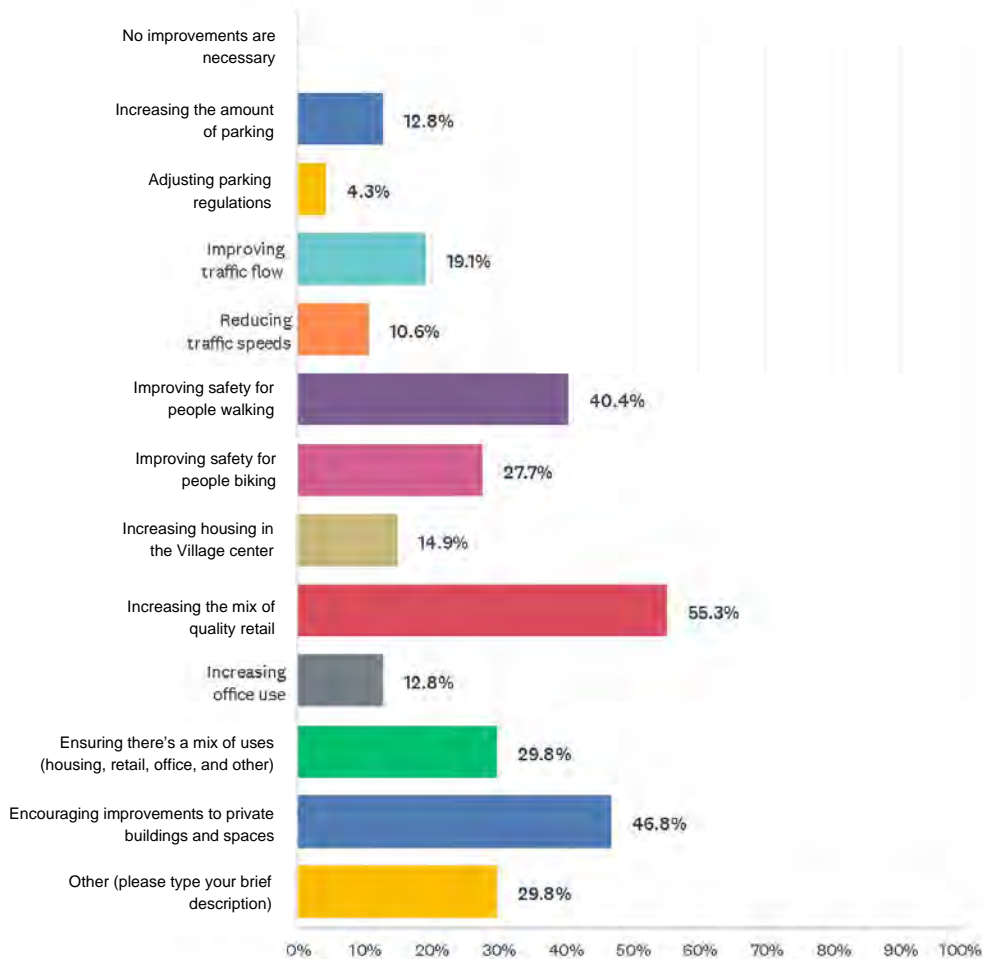
| #  | OTHER (PLEASE TYPE YOUR BRIEF DESCRIPTION HERE:)  | DATE                |
|----|---|---------------------|
| 1  | Fallbrook has never been safe for people riding bikes or walking.   | 1/30/2022 10:05 PM  |
| 2  | Need a vibrant downtown with galleries, stores and restaurants within walking distance of each other. Sad we can't safely enjoy downtown green spaces with homeless in those areas. | 1/30/2022 9:56 PM   |
| 3  | places for locals and visitors to enjoy   | 1/25/2022 8:13 PM   |
| 4  | More Latino heritage  | 1/25/2022 8:00 AM   |
| 5  | Fallbrook Village is perfect as it is. We do not need any government intrusion  | 12/7/2021 6:26 PM   |
| 6  | Ugly!   | 12/4/2021 10:25 AM  |
| 7  | No pot businesses   | 11/27/2021 6:30 PM  |
| 8  | Would love to see a more vibrant downtown where people go at night and on weekends to go to restaurants and shops....though not a lot of "bars"                                     | 11/24/2021 10:24 AM |
| 9  | Get rid of the corrupt and conflicted members of the Planning Group   | 11/23/2021 10:48 AM |
| 10 | Properly graded sidewalks for people in wheelchairs like myself   | 11/23/2021 7:01 AM  |



## Fallbrook Sub Area Plan Community Questionnaire

Q4 When you think of improvements for the future of Fallbrook Village, which of the following are most important to you? Select up to 3.

Answered: 47 Skipped: 0



## Fallbrook Sub Area Plan Community Questionnaire

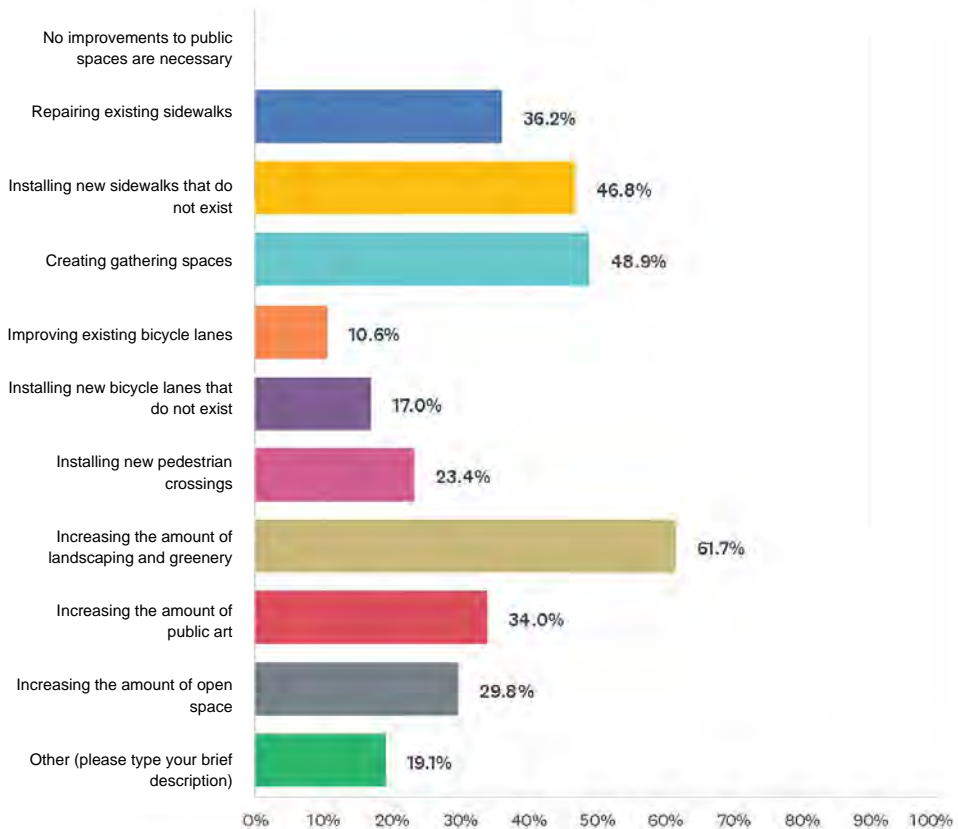
| ANSWER CHOICES  | RESPONSES |    |
|---|-----------|----|
| No improvements are necessary                                       | 0.0%      | 0  |
| Increasing the amount of parking                                    | 12.8%     | 6  |
| Adjusting parking regulations                                       | 4.3%      | 2  |
| Improving traffic flow  | 19.1%     | 9  |
| Reducing traffic speeds   | 10.6%     | 5  |
| Improving safety for people walking                                 | 40.4%     | 19 |
| Improving safety for people biking                                  | 27.7%     | 13 |
| Increasing housing in the Village center                            | 14.9%     | 7  |
| Increasing the mix of quality retail                                | 55.3%     | 26 |
| Increasing office use   | 12.8%     | 6  |
| Ensuring there's a mix of uses (housing, retail, office, and other) | 29.8%     | 14 |
| Encouraging improvements to private buildings and spaces            | 46.8%     | 22 |
| Other (Please type your brief description here:)                    | 29.8%     | 14 |
| Total Respondents: 47   |           |    |

| #  | OTHER (PLEASE TYPE YOUR BRIEF DESCRIPTION HERE:)   | DATE                |
|----|--|---------------------|
| 1  | Close main ave to cars in the heart of the village, between Elder and Ivy  | 2/10/2022 7:41 PM   |
| 2  | Encourage more medical services to locate here.  | 1/25/2022 8:25 AM   |
| 3  | A micro bus system or trolley  | 1/24/2022 2:25 PM   |
| 4  | Safety, theft, assaults, homeless needs to be addressed so people want to come and stay downtown.  | 1/24/2022 8:38 AM   |
| 5  | It is already safe to walk. There is plenty of parking. I have never had a problem. We do NOT need highrise, high density housing. No "green" agenda or horrible green painted bike paths that only disrupt traffic. I have never seen anyone riding a bike that needs their own lane. | 12/7/2021 6:26 PM   |
| 6  | longer opening hours   | 11/28/2021 2:26 PM  |
| 7  | Increasing bandwidth options. We only have two options for ISPs and are poorly served by both.   | 11/24/2021 9:35 AM  |
| 8  | Why bother asking? The FPG has an agenda already and don't care about the general public, only matters that benefit themselves or their friends.   | 11/23/2021 10:48 AM |
| 9  | Graffiti removal, homeless sleeping on the streets or in front of businesses   | 11/23/2021 7:08 AM  |
| 10 | No more large chain stores. Main ST Downtown needs to maintain its small town local business aesthetic. Keep chain stores and housing outside of the Main street corridor  | 11/23/2021 7:01 AM  |
| 11 | Places to congregate, example: covered (solar for night lighting) outdoor seating areas  | 11/23/2021 4:46 AM  |
| 12 | Clean up the crime and gang activity   | 11/22/2021 9:04 PM  |
| 13 | Creating more community/public spaces  | 11/22/2021 6:49 PM  |
| 14 | Maintaining the small town character   | 11/22/2021 3:47 PM  |

## Fallbrook Sub Area Plan Community Questionnaire

**Q5 When you think of public spaces in Fallbrook Village, which type of improvements are most important to you? Select up to 3.**

Answered: 47 Skipped: 0



## Fallbrook Sub Area Plan Community Questionnaire

| ANSWER CHOICES                                    |  | RESPONSES |    |
|---|--|-----------|----|
| No improvements to public spaces are necessary    |  | 0.0%      | 0  |
| Repairing existing sidewalks                      |  | 36.2%     | 17 |
| Installing new sidewalks that do not exist        |  | 46.8%     | 22 |
| Creating gathering spaces                         |  | 48.9%     | 23 |
| Improving existing bicycle lanes                  |  | 10.6%     | 5  |
| Installing new bicycle lanes that do not exist    |  | 17.0%     | 8  |
| Installing new pedestrian crossings               |  | 23.4%     | 11 |
| Increasing the amount of landscaping and greenery |  | 61.7%     | 29 |
| Increasing the amount of public art               |  | 34.0%     | 16 |
| Increasing the amount of open space               |  | 29.8%     | 14 |
| Other (Please type your brief description here:)  |  | 19.1%     | 9  |
| Total Respondents: 47                             |  |           |    |

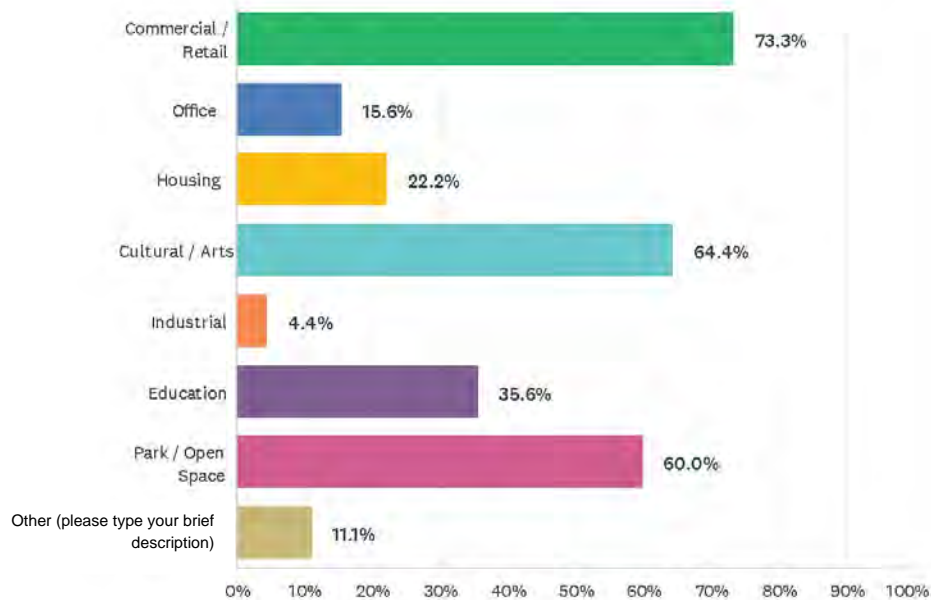
  

| # | OTHER (PLEASE TYPE YOUR BRIEF DESCRIPTION HERE:)   | DATE               |
|---|--|--------------------|
| 1 | This is the country who uses the open space for Fallbrook Land conservancy? There are winding trails who's going to ride a bike down Reche Road, or walk to town. You should be asking things like bus stops to the Palomar College, or a trolley up and down Main Avenue  | 1/30/2022 10:10 PM |
| 2 | Please keep in mind fallbrook is country.. Not Palos Verdes or rancho Santa Fe   | 1/24/2022 2:33 PM  |
| 3 | Creating gathering spaces without addressing homeless / crime could be an issue.   | 1/24/2022 8:41 AM  |
| 4 | WE DO NOT NEED BICYCLE LANES! THAT IS UN AGENDA to get rid of cars   | 12/7/2021 6:28 PM  |
| 5 | murals, lighting, etc. to make the space more inviting   | 11/28/2021 2:33 PM |
| 6 | widened sidewalks for restaurant dining  | 11/23/2021 8:28 AM |
| 7 | Fix Sidewalks especially on all Mission and along Post office making them accessible without telephone poles in the middle, there is no sidewalk for a portion meaning people like me have to go in traffic to continue to the segment of sidewalk in wheelchair, very dangerous. Slow Mission Ave speed down with roundabouts. 2 x times a day military traffic flies thru there and it's scary. They are the worst wreckless drivers | 11/23/2021 7:08 AM |
| 8 | block off main street permanently between Elder and  | 11/22/2021 7:42 PM |
| 9 | Traffic calming measures   | 11/22/2021 3:50 PM |

## Fallbrook Sub Area Plan Community Questionnaire

**Q6 When you think of the types of uses in Fallbrook Village, which types are most important to you? Select all that apply.**

Answered: 45 Skipped: 2



| ANSWER CHOICES                                   | RESPONSES |    |
|--|-----------|----|
| Commercial / Retail                              | 73.3%     | 33 |
| Office   | 15.6%     | 7  |
| Housing  | 22.2%     | 10 |
| Cultural / Arts                                  | 64.4%     | 29 |
| Industrial                                       | 4.4%      | 2  |
| Education  | 35.6%     | 16 |
| Park / Open Space                                | 60.0%     | 27 |
| Other (Please type your brief description here:) | 11.1%     | 5  |
| Total Respondents: 45                            |           |    |

| # | OTHER (PLEASE TYPE YOUR BRIEF DESCRIPTION HERE:)   | DATE               |
|---|--|--------------------|
| 1 | There are no public bathrooms at the parks or downtown   | 1/30/2022 10:10 PM |
| 2 | Fallbrook used to be a standalone community and it no longer is. I live here and I do not go to the downtown area. There's nothing that attracts me. It's a bedroom community and people travel 30 miles to work one way | 1/24/2022 2:33 PM  |



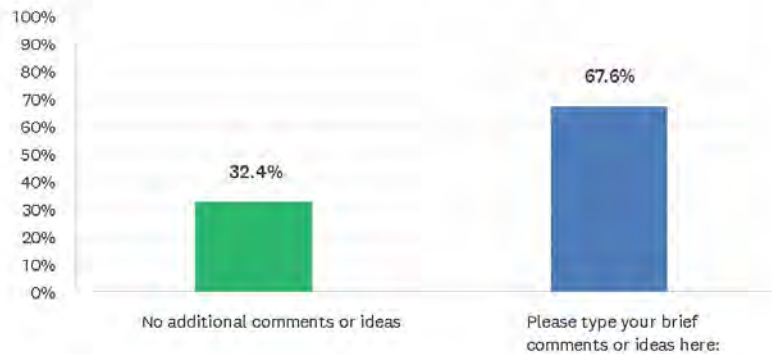
## Fallbrook Sub Area Plan Community Questionnaire

|   |   |                    |
|---|---|--------------------|
| 3 | Let it develop according to the people that live there. We do not need a "planned" village that destroys its own natural character. | 12/7/2021 6:28 PM  |
| 4 | Small LOCAL business, not large corporate ones  | 11/23/2021 7:08 AM |
| 5 | Public/community spaces   | 11/22/2021 7:05 PM |

## Fallbrook Sub Area Plan Community Questionnaire

## Q7 Please share any additional comments or ideas for the future of Fallbrook Village.

Answered: 37 Skipped: 10



| ANSWER CHOICES                                 | RESPONSES |    |
|--|-----------|----|
| No additional comments or ideas:               | 32.4%     | 12 |
| Please type your brief comments or ideas here: | 67.6%     | 25 |
| TOTAL  |           | 37 |

| # | PLEASE TYPE YOUR BRIEF COMMENTS OR IDEAS HERE:   | DATE               |
|---|--|--------------------|
| 1 | You should check and see what Fallbrook did before Don't try and reinvent the wheel  | 1/30/2022 10:10 PM |
| 2 | Catch 22...many downtown retail shops and businesses have limited hours, others don't have quality merchandise...so customers don't come...which deters potential new retail and restaurants.  | 1/30/2022 10:01 PM |
| 3 | Increased bus service in & out of town to connect commuters to their jobs and students to colleges. Young people are leaving Fallbrook because it is a transportation desert.  | 1/25/2022 8:32 AM  |
| 4 | Would like to see a latino historical area.  | 1/25/2022 8:02 AM  |
| 5 | It would be nice to expand sidewalk areas in front of restaurants for outdoor dining   | 1/24/2022 3:01 PM  |
| 6 | Have you noticed it's the same people saying the same things over and over and over that are from cities who moved to the country and are looking for the same amenities? I do not see the marketing for the community as a destination place for the weekend. There is no place in Fallbrook to park a motor home for a weekend visit. What motels there are dirty and outdated. The closest parking for a motorhome or travel trailer is Guajomi Park in Vista | 1/24/2022 2:33 PM  |
| 7 | Murals are a great way to get the community excited about their downtown area. Have a contest where the community votes on the best artists drawings and then gather a few days where the artist can create and the community can do community clean up/ refreshing the downtown area - cleaning, painting, get a buy-in from the community.   | 1/24/2022 8:41 AM  |
| 8 | I would like to see downtown be a hub for agricultural information including historical and current growers and Vinyard tasting rooms representing wineries in a 50 mile radius.   | 1/23/2022 1:47 PM  |
| 9 | Businesses whose customers or members are in the place of business for some time use up vital retail parking spots for long. Those who are shopping to purchase must walk a distance for their short visit. Parkiking should be timed.   | 1/21/2022 3:21 PM  |

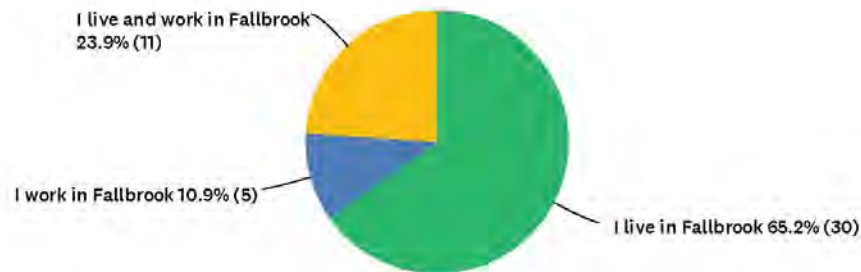
## Fallbrook Sub Area Plan Community Questionnaire

|    |  |                     |
|----|--|---------------------|
| 10 | Leave Fallbrook alone and build your mega cities and high-density chicken coops and rabbit hutches in downtown SD and leave us alone   | 12/7/2021 6:28 PM   |
| 11 | Downtown Fallbrook is an eyesore.  | 12/4/2021 10:27 AM  |
| 12 | Doesn't matter if buildings are old so long as they are clean and in good repair. Incentivize graffiti removal ASAP.   | 12/3/2021 3:40 PM   |
| 13 | The Quality of businesses, streets, walking/biking paths, parks and open space, is more important than trying to grow or add more of the same, without having the means or ability to maintain the upkeep of existing. More is not always better. Priority would be to make existing the best it can be.                             | 11/29/2021 8:20 PM  |
| 14 | Fallbrook is still a quaint friendly village, let's keep the charm even with growth.   | 11/28/2021 4:15 PM  |
| 15 | Watch reruns of HGTV's wildly successful "Home Town Takeover" and the new follow-up series "Home Town Kick Start" about the air at <a href="https://www.hgtv.com/shows/home-town/hgtv-to-expand-home-town-into-multi-series-franchise">https://www.hgtv.com/shows/home-town/hgtv-to-expand-home-town-into-multi-series-franchise</a> | 11/28/2021 2:33 PM  |
| 16 | No pot businesses. Keep it family friendly and wholesome please!   | 11/27/2021 6:32 PM  |
| 17 | It would be great to keep the integrity of the small town feel but upgrade it to a destination, maybe tied into wine country? Like a Healsburg or Callistoga. We really need nice restaurants, maybe a wine tasting room, nice shops, things that attract people from out of town.   | 11/24/2021 10:26 AM |
| 18 | There are too many private roads that are through streets due to the increase in population. These roads need to be public plane and simple.   | 11/24/2021 9:39 AM  |
| 19 | Fallbrook needs more opportunities for healthy living. More sidewalks/bike lanes and more grocery stores, specifically.  | 11/23/2021 1:43 PM  |
| 20 | FPG Term limits. No more than two four year terms. Ingrained partisan positions encourage corruption and it is happening now   | 11/23/2021 10:48 AM |
| 21 | Fallbrook has to be one of the most inaccessible along Mission with a scary skinny sidewalk and military traffic flying by. Kids, elderly and disabled have to negotiate that dangerous area.  | 11/23/2021 7:08 AM  |
| 22 | Excited for the upcoming changes. Please keep our small town, small - it is what makes us special. We just need places for retail shopping so we don't have to go to Temecula.   | 11/23/2021 4:49 AM  |
| 23 | Maintain the rural and historic character of Fallbrook. Clean up the crime and gang activity in the downtown area.   | 11/22/2021 9:06 PM  |
| 24 | It would be great to have the County partner directly with Mission Resource Conservation District and the Fallbrook Chamber of Commerce to help develop and implement plans around green spaces, open spaces, native plantings, and maintaining the agricultural history of Fallbrook.   | 11/22/2021 7:05 PM  |
| 25 | Not interested in multi-story, multi-use buildings that would change the character and access in the downtown area. Traffic is difficult enough without having more multi-home spaces in the downtown area.  | 11/22/2021 3:50 PM  |

## Fallbrook Sub Area Plan Community Questionnaire

Q8 Please choose the statement that best describes you. Select one.

Answered: 46 Skipped: 1

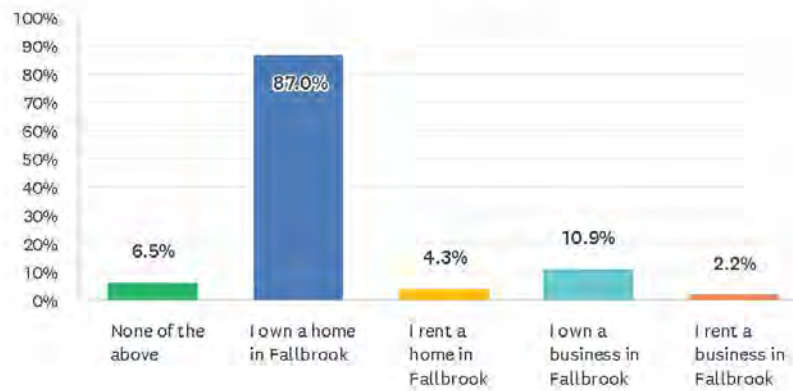


| ANSWER CHOICES                     | RESPONSES |    |
|------------------------------------|-----------|----|
| I live in Fallbrook                | 65.2%     | 30 |
| I work in Fallbrook                | 10.9%     | 5  |
| I live and work in Fallbrook       | 23.9%     | 11 |
| I do not live or work in Fallbrook | 0.0%      | 0  |
| TOTAL                              |           | 46 |

## Fallbrook Sub Area Plan Community Questionnaire

**Q9 Please choose an additional statement that best describes you. Select all that apply.**

Answered: 46 Skipped: 1



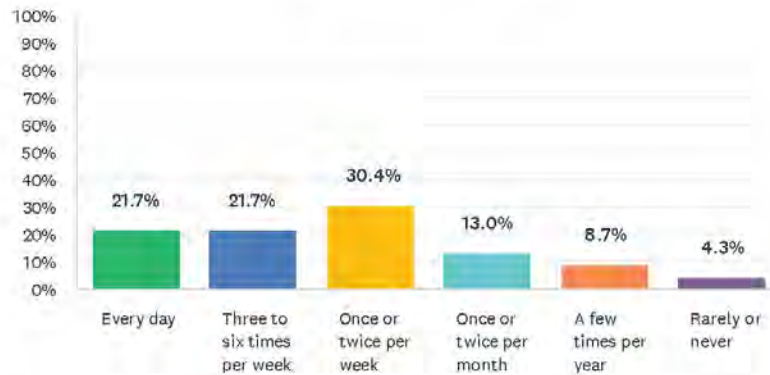
| ANSWER CHOICES                 | RESPONSES |    |
|--------------------------------|-----------|----|
| None of the above              | 6.5%      | 3  |
| I own a home in Fallbrook      | 87.0%     | 40 |
| I rent a home in Fallbrook     | 4.3%      | 2  |
| I own a business in Fallbrook  | 10.9%     | 5  |
| I rent a business in Fallbrook | 2.2%      | 1  |
| Total Respondents: 46          |           |    |



## Fallbrook Sub Area Plan Community Questionnaire

Q10 About how often do you visit the Fallbrook Village area? Select one that is closest.

Answered: 46 Skipped: 1

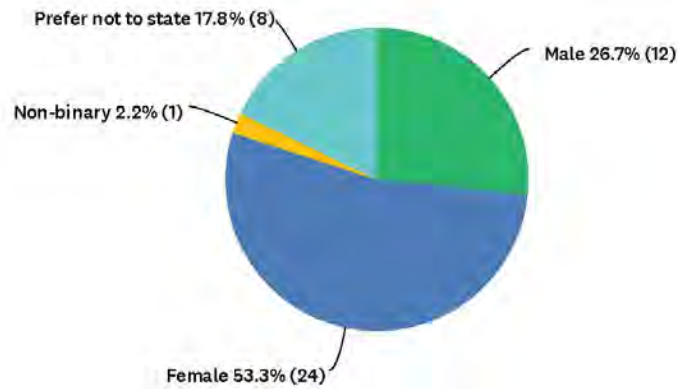


| ANSWER CHOICES              | RESPONSES |    |
|-----------------------------|-----------|----|
| Every day                   | 21.7%     | 10 |
| Three to six times per week | 21.7%     | 10 |
| Once or twice per week      | 30.4%     | 14 |
| Once or twice per month     | 13.0%     | 6  |
| A few times per year        | 8.7%      | 4  |
| Rarely or never             | 4.3%      | 2  |
| TOTAL                       |           | 46 |

## Fallbrook Sub Area Plan Community Questionnaire

## Q11 Please indicate your gender. Select one.

Answered: 45 Skipped: 2

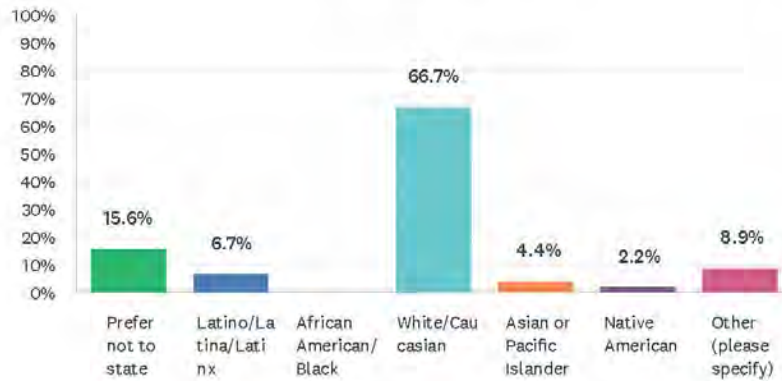


| ANSWER CHOICES      | RESPONSES |    |
|---------------------|-----------|----|
| Male                | 26.7%     | 12 |
| Female              | 53.3%     | 24 |
| Non-binary          | 2.2%      | 1  |
| Prefer not to state | 17.8%     | 8  |
| TOTAL               |           | 45 |

## Fallbrook Sub Area Plan Community Questionnaire

## Q12 How do you identify yourself? Select all that apply.

Answered: 45 Skipped: 2



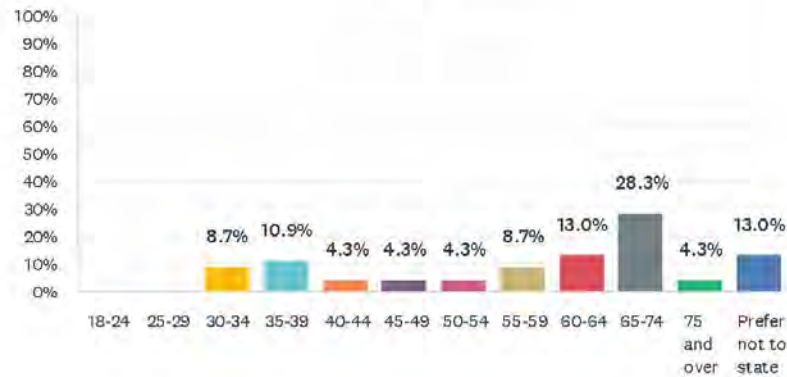
| ANSWER CHOICES            | RESPONSES |    |
|---------------------------|-----------|----|
| Prefer not to state       | 15.6%     | 7  |
| Latino/Latina/Latinx      | 6.7%      | 3  |
| African American/Black    | 0.0%      | 0  |
| White/Caucasian           | 66.7%     | 30 |
| Asian or Pacific Islander | 4.4%      | 2  |
| Native American           | 2.2%      | 1  |
| Other (please specify)    | 8.9%      | 4  |
| Total Respondents: 45     |           |    |

| # | OTHER (PLEASE SPECIFY)  | DATE               |
|---|---|--------------------|
| 1 | Fallbrookian  | 1/30/2022 10:11 PM |
| 2 | American  | 1/24/2022 2:34 PM  |
| 3 | Sad that this is a question. I often feel like my opinion matters less because I am white, as though my suggestions won't be diverse enough for the community.. | 1/24/2022 8:43 AM  |
| 4 | Asian / White   | 11/22/2021 5:36 PM |

## Fallbrook Sub Area Plan Community Questionnaire

## Q13 Which age range includes your age? Select one.

Answered: 46 Skipped: 1



| ANSWER CHOICES      | RESPONSES |    |
|---------------------|-----------|----|
| 18-24               | 0.0%      | 0  |
| 25-29               | 0.0%      | 0  |
| 30-34               | 8.7%      | 4  |
| 35-39               | 10.9%     | 5  |
| 40-44               | 4.3%      | 2  |
| 45-49               | 4.3%      | 2  |
| 50-54               | 4.3%      | 2  |
| 55-59               | 8.7%      | 4  |
| 60-64               | 13.0%     | 6  |
| 65-74               | 28.3%     | 13 |
| 75 and over         | 4.3%      | 2  |
| Prefer not to state | 13.0%     | 6  |
| TOTAL               |           | 46 |

# APPENDIX C

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## MARKET ANALYSIS

# APPENDIX

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## Fallbrook

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### SUB-AREA PLAN

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**MARKET ANALYSIS**

**FALLBROOK VILLAGE SUB-AREA PLAN**

**Prepared for:**

**County of San Diego  
Planning and Development Services**

**Prepared by:**

**Keyser Marston Associates, Inc.**

**September 2022**

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## SECTION I: INTRODUCTION

### I-1. Objective

In accordance with our Subconsultant Agreement with Moore Iacofano Goltsman, Inc. (MIG) dated June 14, 2021, Keyser Marston Associates, Inc. (KMA) has prepared this Market Analysis (Report) in support of the Fallbrook Village Sub-Area Plan (SAP) project goals. The SAP project goals are summarized as follows:

- Create a safe, comfortable experience for all residents and visitors of Fallbrook
- Expand and attract visitor-serving and entertainment uses within the Village Core
- Improve connectivity to amenities and mobility for pedestrians, bicyclists, transit users, and drivers
- Attract residential and supporting uses along the Pico Promenade Corridor
- Identify public realm amenity opportunities, including gathering spaces and areas for landscape improvement
- Provide opportunities to expand the hospitality sector
- Create opportunities for housing development in partial satisfaction of the County's Regional Housing Needs Allocation (RHNA) obligation

The Report will assist MIG and the County of San Diego (County) in evaluating the likely land uses that can be supported and developed in the Sub-Area Plan Area, key strategies for revitalizing the Sub-Area and facilitating development of these land uses, and potential financing mechanism that can be used to implement public infrastructure that serves the private market.

In completing this Report, KMA undertook the following key tasks:

1. Prepared an existing conditions/market profile assessment that evaluates demographic and employment trends and market conditions for residential, retail/restaurant, and hotel uses in the Sub-Area Plan Area to better understand the development potential for each land use type.
2. Prepared a financial feasibility analysis of alternative development concepts that could be developed within the Sub-Area Plan Area. It should be noted that the development concepts presented are based on existing zoning and do not reflect any potential zoning or design guidelines that may be implemented as part of the SAP.
3. Evaluated development potential by land use type and recommended potential opportunities for development of residential, retail/restaurant, mixed-use, and/or visitor-serving uses.
4. Identified potential financing mechanisms that could be used to fund public facilities and infrastructure in support of new development and community reinvestment in the Sub-Area Plan Area.

The Sub-Area Plan Area is a focused area located within the community of Fallbrook in the unincorporated area of the County, generally centered around Downtown Fallbrook Village. Main Avenue acts as a primary active corridor surrounded by East Dougherty Street to the north, Morro Road to the east, East Fallbrook Street to the south, and Summit Avenue to the west. The Fallbrook community encompasses approximately 36,000 acres abutting the southern border of Riverside County and the eastern border of Camp Pendleton, the largest Marine Corps base in the U.S. The Fallbrook community is characterized as rolling hills filled with agricultural farms and is known as the “Avocado Capital of the World”.

## I-2. Report Organization

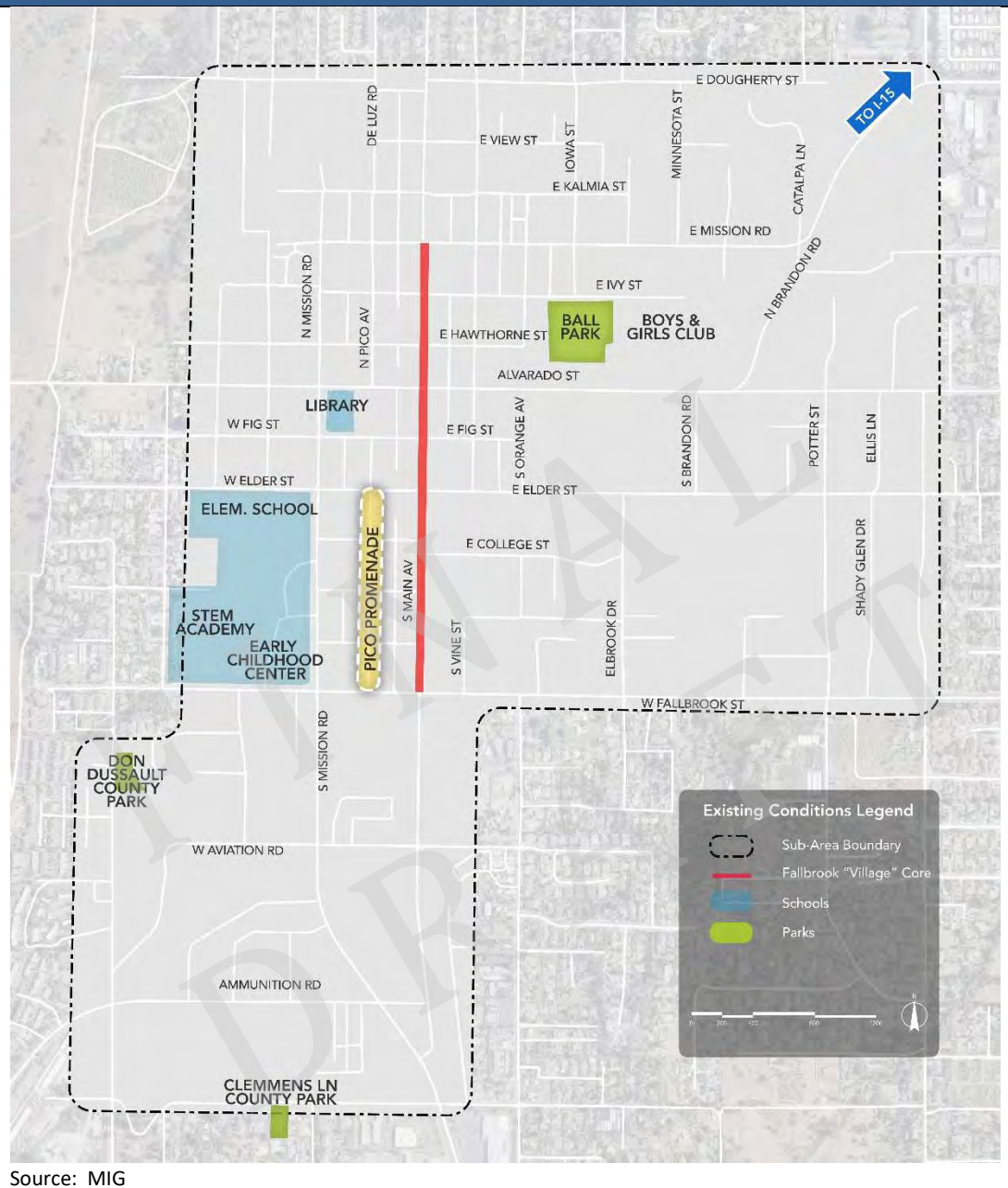
This report is organized as follows:

- Section II presents an executive summary of key findings identified throughout this Report.
- Section III provides an overview of current demographic and employment trends; profile of residential, retail/restaurant, and hotel trends for the San Diego Region, North County Inland, and Local/Sub-Area Plan Area; case studies for comparable districts; and a summary of feedback from stakeholder interviews.
- Section IV presents financial feasibility analysis of alternative development concepts that could be developed within the Sub-Area Plan Area.
- Section V identifies development potential and key opportunities within specific areas of the Sub-Area Plan Area.
- Section VI provides a summary of potential financing mechanisms that could be used to fund public facilities and infrastructure in support of new development and community reinvestment in the Sub-Area Plan Area.
- Section VII details limiting conditions pertaining to this Report.

## I-3. Overview of Sub-Area Plan Area

Downtown Fallbrook is generally centered within the Sub-Area Plan Area along Main Avenue, which is a primary active corridor. Mission Road and Alvarado Road are also primary corridors in the Sub-Area Plan Area. Main Avenue and Mission Road run in a north-south direction, while Alvarado Road and East Mission Road run east-west. The Downtown Fallbrook business district (Village Core) runs along Main Avenue and offers unique shopping, dining, and art galleries. Residential development, consisting mostly of single-family homes and garden-style rental apartments, surrounds the commercial corridors. Exhibit I-1 on the following page presents a map of the Sub-Area Plan Area.

Exhibit I-1: Map of Sub-Area Plan Area



Source: MIG



## SECTION II: EXECUTIVE SUMMARY

The purpose of the KMA analyses contained within this Report was to support the SAP from an economic and financial feasibility perspective by (1) evaluating market demand by land use (retail/restaurant, residential, and visitor-serving uses); (2) identifying which product types are feasible under current market conditions; (3) recommending potential development opportunities; and (4) identifying potential financing mechanisms for development of public infrastructure that serves the private market.

Revitalization of the unincorporated areas of the County can be particularly challenging because there are limited resources compared to larger incorporated cities. Many of the larger cities in the County have access to multi-modal and public transit, critical mass of employment, and/or are near large-scale visitor destinations (beaches, resort hotels, amusement parks, etc.). On the other hand, the Fallbrook community, and Sub-Area Plan Area specifically, contain positive attributes to attract visitors and future growth, including cultural and agricultural assets, small-town charm, relatively low cost of living, and support from the local community for revitalization.

One of the keys to a successful district from an economic perspective is to ensure that the right balance of land uses exists within the Sub-Area Plan Area. Incorporating different types of housing -- both market-rate and affordable, as well as for-sale and rental -- ensures that there are equitable options to support the population. Commercial businesses and hotels generate tax revenues which enhance the County's ability to provide facilities and services to the Sub-Area Plan Area. Development in a mixed-use configuration throughout the Village Core provides commercial establishments with both daytime and nighttime population. Public and private gathering spaces such as community parks or plazas can be integrated throughout the Sub-Area Plan Area to facilitate passive or active use.

### Market Demand

The following presents a summary of KMA's existing conditions/market profile findings with respect to market potential and key drivers that support each land use. Housing continues to be in high demand at all affordability levels. Based on current market trends, population growth, and the need for housing in the County, the Sub-Area Plan Area presents a great opportunity to provide a range of housing options that are equitable to its population. The Sub-Area Plan Area's assets including agriculture, arts and culture, history, and natural amenities have the potential to draw visitors from San Diego and Riverside Counties. Further, the lack of quality visitor accommodations drives demand for lodging facilities.

|                             | Residential   | Retail/Restaurant   | Visitor-Serving/Hotel   |
|-----------------------------|---|---|---|
| <b>Market Potential</b>     |   |   |   |
| Near-Term<br>(0 to 5 years) | Strong  | Moderate  | Moderate  |
| Mid-Term<br>(5 to 10 years) | Strong  | Moderate  | Moderate  |
| Long-Term<br>(10+ years)    | Strong  | Strong  | Strong  |
| <b>Key Market Drivers</b>   | <ul style="list-style-type: none"> <li>Well-served by public facilities and services within the boundaries of the Sub-Area Plan Area</li> <li>Availability and access to grocery and pharmacy stores</li> <li>High demand for housing and strong sales prices</li> <li>Proximity to Camp Pendleton</li> </ul> | <ul style="list-style-type: none"> <li>Existing single-family residential community to support businesses with regular business hours during non-peak times</li> <li>Abundance of local artisans and farmers that can provide unique novelties and fresh produce</li> <li>Limited supply of dining/entertainment options</li> </ul> | <ul style="list-style-type: none"> <li>Presence of historic, cultural, and arts features and organizations</li> <li>Natural assets such as parks, preserves, and hiking and equestrian trails</li> <li>Variety of annual and monthly events and activities in Sub-Area Plan Area</li> <li>Demand for quality lodging options</li> </ul> |

### Financial Feasibility

To address the housing expansion and economic viability of potential changes related to the Sub-Area Plan Area's existing land use and zoning regulations, KMA prepared financial pro formas to evaluate the financial feasibility of five (5) development concepts that included multi-family residential and mixed-use development concepts. Financial pro forma models are a standard tool utilized by developers and investors to analyze the feasibility of new development. Development concepts that are financially feasible generate positive land values which indicates that a developer or investor could acquire the site, construct the development, sell or lease the development, and receive an adequate target return on their investment. The development concepts analyzed for this Report are: (1) Townhomes, (2) Garden Apartments, (3) Stacked Flats, (4) Mixed-Use Studios/Lofts Over Retail, and (5) Boutique Hotel with Retail/Restaurant. These are described in more detail below.

| Development Concept   | Illustrative Examples   | General Development Concept Description   |
|---|---|---|
| <b>A<br/>Townhomes</b>                                      |    | <ul style="list-style-type: none"> <li>• 2-acre site</li> <li>• 15 units/acre</li> <li>• For-sale product type</li> <li>• Attached garages</li> <li>• 2 to 3 stories</li> </ul>                                     |
| <b>B<br/>Garden<br/>Apartments</b>                          |    | <ul style="list-style-type: none"> <li>• 2-acre site</li> <li>• 24 units/acre</li> <li>• Rental product type</li> <li>• Surface/carport parking</li> <li>• 2 to 3 stories</li> </ul>                                |
| <b>C<br/>Stacked Flats</b>                                  |   | <ul style="list-style-type: none"> <li>• 1-acre site</li> <li>• 30 units/acre</li> <li>• Rental product type</li> <li>• Surface and tuck-under parking</li> <li>• 3 stories</li> </ul>                              |
| <b>D<br/>Mixed-Use<br/>Studios/Lofts<br/>over Retail</b>    |  | <ul style="list-style-type: none"> <li>• 1-acre site</li> <li>• 30 units/acre</li> <li>• Rental product type</li> <li>• 3,000 SF retail space</li> <li>• Tuck-under parking</li> <li>• 3 stories</li> </ul>         |
| <b>E<br/>Boutique Hotel<br/>with Retail/<br/>Restaurant</b> |  | <ul style="list-style-type: none"> <li>• 1.5-acre site</li> <li>• 0.44 Floor Area Ratio (FAR)</li> <li>• 40 hotel rooms</li> <li>• Surface parking</li> <li>• 3,500 SF retail space</li> <li>• 3 stories</li> </ul> |

In the near-term (0 to 5 years), low density development concepts (15 to 24 units per acre) are more likely to be developed in the Sub-Area Plan Area. KMA found that only Development Concepts A (for-sale townhomes) and B (rental apartments) are financially feasible under current market conditions. Development Concepts A and B rely on surface parking and/or private garage parking, as opposed to a structured parking. Development Concepts C, D, and E are estimated to yield below market land values and therefore only marginally feasible. The values projected to be generated by these developments are not sufficient to offset the associated high construction costs. This finding indicates that higher-density (30 units per acre) and/or mixed-use development on in-fill parcels in the Village Core are not likely to be

feasible in the near- to mid-term (0 to 10 years). However, as market rents rise over time and the Sub-Area Plan Area is revitalized, it is reasonable to anticipate that higher-density development with structured parking will become more feasible over the long term.

#### Development Potential and Key Opportunities

KMA identified five (5) geographic segments within the Sub-Area Plan Area that the community, stakeholders, developers, and local public agencies can concentrate on and promote revitalization and new development. Based on the natural, built, and cultural assets in the Sub-Area Plan Area, the following segments have the greatest potential to attract new investment and development within the near- to mid-term (0 to 10 years):

| Village Core  | Pico Promenade Corridor  | North-South Mission Road  | East-West Mission Road   | Outer Perimeter                               |
|---|--|---|--|---|
| Main Avenue from East Mission Road (northern boundary) to West Fallbrook Street (southern boundary) | Area bounded by West Alvarado Street, South Main Avenue, West Fallbrook Street, and South Mission Road | West Mission Road (northern boundary) to West Aviation Road (southern boundary) | East Mission Road from North Mission Road (western boundary) to Santa Margarita Drive (eastern boundary) | Areas/streets outside of the primary segments |

For each of the geographic segments described above, KMA identified general development concepts, recommended product types, potential tenants/end users, timing/phasing, and prerequisites for development (detailed in Section V of this Report).

#### Implementation

KMA identified four (4) key development strategies and a series of recommended action steps to implement the SAP objectives. The strategies and recommended action steps, as detailed in Section VI, may involve collaboration among the County, property owners/developers, non-profit organizations, and other key stakeholders. These are summarized as follows:

- Expand and attract visitor-serving and entertainment uses within Village Core
- Attract residential and supporting retail uses along the Pico Promenade Corridor
- Provide opportunities to expand the hospitality sector
- Create opportunities for housing development in partial satisfaction of the County's RHNA obligation

Investment in infrastructure and amenities is required to attract new development and generate interest from new businesses that serve residents and visitors. There are a number of financing mechanisms that could be used to encourage public and private development and investment in the Sub-Area Plan Area.

These funding mechanisms are available to the County, property owners/developers, other interested stakeholders, or a combination of entities. These funding mechanisms are summarized as follows:

| Funding Source   | Responsible Parties |            |            |        |                             |                     |
|--|---------------------|------------|------------|--------|-----------------------------|---------------------|
|  | Property Owners     | Developers | Businesses | County | Other Local Public Agencies | Non-Profit Entities |
| Assessment Districts                                       | ●                   | ●          |            |        | ●                           |                     |
| Business or Property Based Improvement District (BID/PBID) | ●                   | ●          | ●          |        | ●                           |                     |
| Community Facilities District (CFD)                        | ●                   | ●          |            | ●      | ●                           |                     |
| Tax Increment Financing (TIF) District                     |                     |            |            | ●      |                             |                     |
| Development Impact Fees (DIF)                              |                     |            |            | ●      |                             |                     |
| Capital Improvement Program (CIP)                          |                     |            |            | ●      |                             |                     |
| External Grants and Loans                                  |                     |            | ●          | ●      |                             | ●                   |

The use of funding mechanisms and timing will be dependent on the list of infrastructure and amenities that are proposed to be implemented as part of the SAP. These fundings mechanisms are described in more detail in Section VI.

## SECTION III: MARKET ANALYSIS

### III-1. Methodology

To better understand potential revitalization and new development opportunities in the Sub-Area Plan Area for each land use type, KMA reviewed historical and anticipated future market factors. KMA evaluated market indicators in Fallbrook and North County Inland. According to the 2022 San Diego Region Real Estate Trends Report prepared by Urban Land Institute (ULI), the North County Inland Submarket includes the area north of Route 56 to Camp Pendleton/east of I-15. This area consists of suburban communities along the SR 78 and I-15 freeway corridors and semi-rural communities north of Escondido like Valley Center, Fallbrook, and Bonsall. Specific KMA Market Analysis tasks included:

- Review of regional and local land use and development trends.
- Analysis of the demographic and employment characteristics of the Sub-Area Plan Area.
- Evaluation of community amenities, visitor attractions, and availability of lodging in the Sub-Area Plan Area. The market analysis excludes short-term rentals.
- Collection and review of third-party market data related to inventory, vacancy, rental rates, and property values.
- Identification of principal opportunities for community revitalization and economic development, including potential development opportunities.
- Profiles of selected jurisdictions where comparable districts have been successfully revitalized and/or expanded.

### III-2. Market Analysis Key Findings

The following section presents the KMA conclusions and recommendations related to opportunities for revitalization and new development in the Sub-Area Plan Area, including: assets and constraints affecting development potential; market support by land use type; and potential themes for consideration to catalyze development in the Sub-Area Plan Area.

#### A. Assets and Constraints Affecting Development Potential

Table III-1 summarizes key assets and constraints affecting development potential in the Sub-Area Plan Area.



**Table III-1: Assets and Constraints affecting Development Potential in the Sub-Area Plan Area**

| Assets  | Constraints  |
|---|--|
| <ul style="list-style-type: none"> <li>Well-served by public facilities and services within the boundaries of the Sub-Area Plan Area, such as parks, police and fire, religious facilities, and centers to support families and children</li> <li>Availability and access to grocery and pharmacy stores</li> <li>Abundance of local artisans and farmers that can provide unique novelties and fresh produce</li> <li>Existing single-family residential community with large households to support existing businesses within the Sub-Area Plan Area</li> <li>Presence of historic, cultural, and arts features and organizations draw visitors to the Sub-Area Plan Area</li> <li>Natural assets such as parks, preserves, and hiking and equestrian trails are unique amenities</li> <li>Small town charm consisting of a quaint, historic district can be attractive to new residents, visitors, and prospective developers</li> <li>Fallbrook Village Association plans and promotes events and activities in Downtown</li> <li>Demand for overnight accommodations is generated by the numerous events hosted throughout the year, charming Downtown, and natural amenities present in the Fallbrook area</li> </ul> | <ul style="list-style-type: none"> <li>Distance from regional freeways and arterials</li> <li>Downtown requires reinvestment to attract new businesses and residential development</li> <li>Lower median household incomes than the County</li> <li>Development of new single-family housing has been concentrated along I-15 and SR 76, providing easy transportation access to employment centers outside of the Fallbrook community</li> <li>Current apartment market rents in the Fallbrook community do not support cost of developing new multi-family residential with structured parking</li> <li>Limited demand generators for office space as large employers typically locate to areas with higher-density populations and close to transit</li> <li>Lack of quality lodging options to accommodate overnight visitors</li> </ul> |

## **B. Market Support by Land Use Type**

Based on review of demographic and market conditions of the Sub-Area Plan Area and Fallbrook Community, KMA assessed development potential and possible locations for each major land use type in the near-, mid-, and long-term. These rankings are summarized for residential, retail, and visitor-serving land uses in Table III-2.

Table III-2: Market Potential by Land Use Type

|  | Residential   | Retail/Restaurant  | Visitor-Serving/Hotel   |
|--|---|--|---|
| <b>Near-Term<br/>(0 to 5 years)</b>                            | <b>Strong</b>   | <b>Moderate</b>  | <b>Moderate</b>   |
| <b>Mid-Term<br/>(5 to 10 years)</b>                            | <b>Strong</b>   | <b>Moderate</b>  | <b>Moderate</b>   |
| <b>Long-Term<br/>(10+ years)</b>                               | <b>Strong</b>   | <b>Strong</b>  | <b>Strong</b>   |
| <b>Prerequisites for Development in the Sub-Area Plan Area</b> | <ul style="list-style-type: none"> <li>• Increase in retail shopping, food and beverage outlets, and entertainment</li> <li>• Safe, walkable, pedestrian environment</li> </ul>   | <ul style="list-style-type: none"> <li>• Critical mass of new housing units</li> <li>• Enhancement of pedestrian environment including sidewalks, walking paths, and safety measures</li> <li>• Wayfinding and circulation improvements</li> </ul> | <ul style="list-style-type: none"> <li>• Re-branding as a themed district</li> <li>• Co-marketing efforts with other key stakeholders in the agriculture and food-related industries</li> <li>• Amenities such as food and beverage, shopping, and services</li> <li>• Wayfinding and circulation improvements</li> </ul> |
| <b>Recommended Product Type(s)</b>                             | <ul style="list-style-type: none"> <li>• Affordable (tax credit) apartments</li> <li>• Artists live/work lofts, including studio space</li> <li>• For-sale townhomes and rowhomes</li> <li>• Garden-style rental apartments</li> <li>• Small-lot and Zero Lot Line (ZLL) single-family homes</li> </ul> | <ul style="list-style-type: none"> <li>• Standalone commercial</li> <li>• Mixed-use (ground-floor)</li> </ul>  | <ul style="list-style-type: none"> <li>• Small boutique lodging</li> <li>• Limited-service hotel</li> </ul>   |

### C. Potential Themes to Catalyze Development in the Sub-Area Plan Area

The public perception of the Sub-Area Plan Area and specifically, the Village Core, should be positive and should include destination points and activities that attract visitors and residents. KMA recommends that the County work with private stakeholders to introduce a district theme(s) to help catalyze revitalization and development in the Sub-Area Plan Area. A thematic image for the Sub-Area Plan Area will enhance its identity and/or unique character as a local/regional destination and provide a focal point(s) for revitalization efforts. Based on the presence of amenities, activities, and services in the Sub-Area Plan Area, KMA has identified three (3) potential themes for consideration. Although each theme is presented individually, these themes are not exclusive of each other and can potentially overlap.

Table III-3: Potential Themes to Catalyze Development in the Sub-Area Plan Area

| Agricultural Heritage  | Arts, Culture, and Entertainment   | Health & Fitness   |
|--|--|--|
|   |   |   |
| <p>A district that is focused on agritourism/visitor uses with an emphasis on the farm-to-table approach of providing fresh, seasonal food from local farms.</p> <p>Potential development opportunities may include fresh food markets, farm-to-table restaurants, and interactive farms that allow visitors access to local groves and crops.</p> | <p>A district centered on the promotion of arts, culture, and entertainment featuring a mix of restaurants, art galleries, and performance venues. The district could feature unique one-of-a-kind artisan shops and art galleries showcasing traditional fine arts and crafts such as painting, pottery, sculpture, jewelry, photography, woodworking, etc.</p> | <p>A health- and fitness-oriented district emphasizing healthy lifestyles, exercise and athletics, outdoor recreation, and public realm opportunities for running, walking, and cycling. Potential development opportunities include health-oriented retailers, i.e., specialty sporting goods stores, and fitness and yoga studios.</p> |

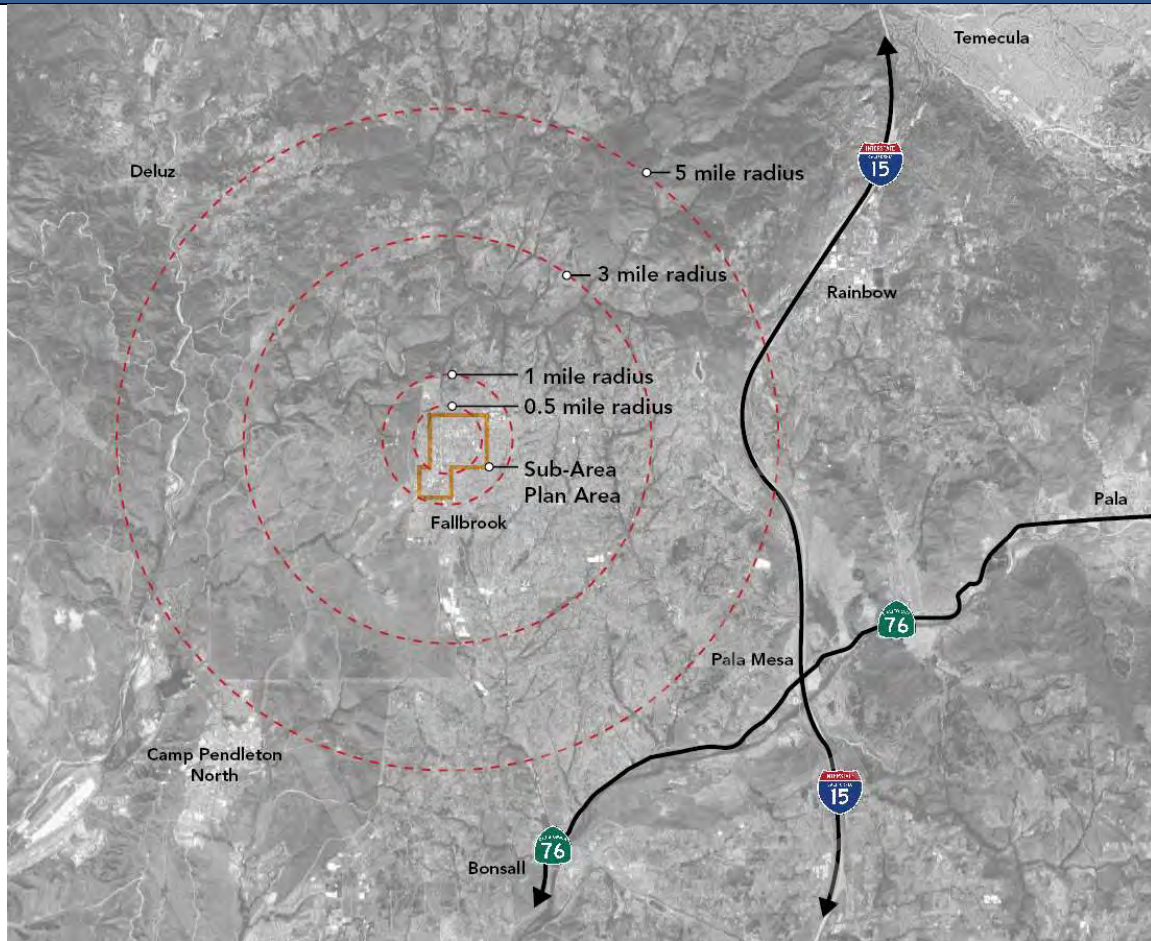
### III-3. Demographic and Economic Indicators

The following sections present overviews of the Sub-Area Plan Area's demographic and employment trends, community facilities, and visitor attractions.

#### A. Demographic Trends

KMA summarized the demographic characteristics of the trade rings, as defined below, surrounding the intersection of South Orange Avenue and East Elder Street utilizing 2021 demographic estimates from Claritas, LLC (Claritas), a data-driven marketing company that tracks demographic and behavioral indicators. A trade ring is a geographic area from which a community generates the majority of its customers. The boundaries allow for the measurement of the number of potential customers, their demographics, and their spending potential. The demographics described in this section are for half-, 1-, 3-, and 5-mile trade rings as compared to the County. The half-mile trade ring encompasses essentially the entire Sub-Area Plan Area. Exhibit III-1 illustrates the boundaries of the trade rings.

## Exhibit III-1: Trade Rings for Demographic Trends Assessment



Source: MIG

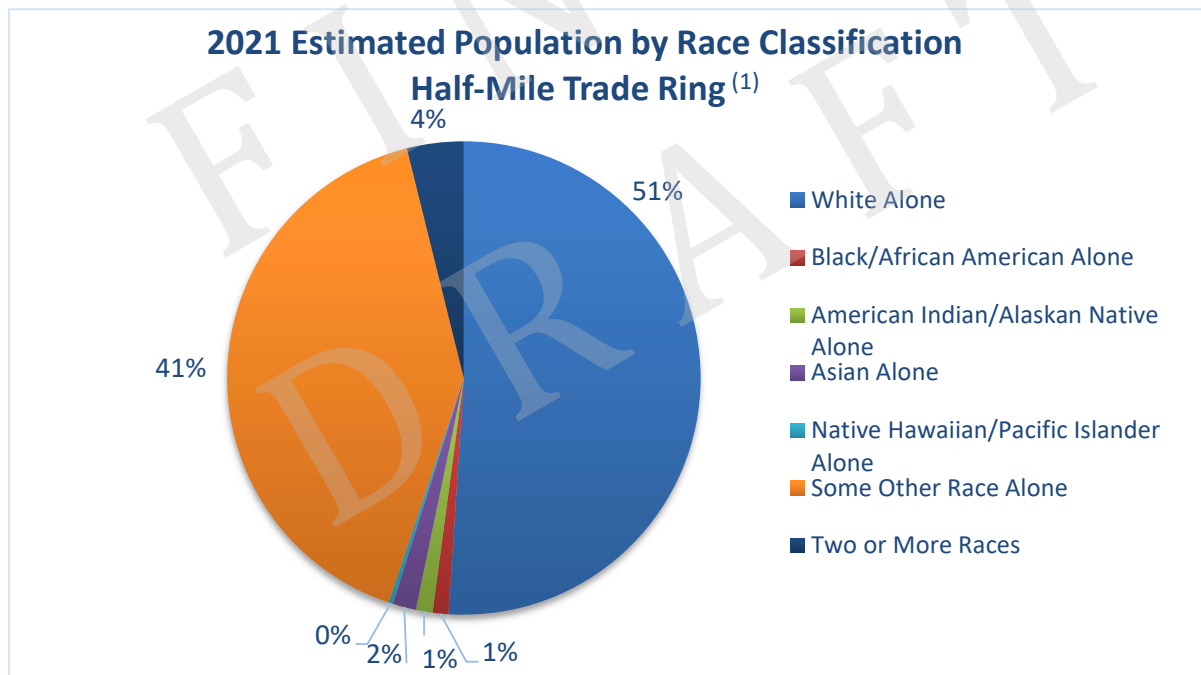
According to Claritas, there are approximately 4,800 residents within 1,500 households in the half-mile trade ring. Between 2000 and 2010, population in the half-mile trade ring decreased by approximately 290 people. However, since 2010, it is estimated that population increased by 0.2% annually, a trend that is expected to continue over the next five years. Population within the 1-mile trade ring has experienced nominal growth since 2000, or an average annual increase of 0.4%. Both of these trade rings are expected to experience nominal average annual increases of 0.3% and 0.4% through 2026, respectively. The 3-mile and 5-mile trade rings are expected to increase at slightly higher growth rates (0.6% annually through 2026) than the half-mile and 1-mile trade rings.

Households within the Sub-Area Plan Area and 1-mile radius are larger (average size of 3.2 persons) than the 3-mile trade ring (3.0 persons) and County (2.8 persons). The median age in the half-mile and 1-mile trade ring is 32, which is lower than the 3-mile trade ring (35 years of age) and County (37 years of age).

**Table III-1: Demographic Overview, 2021**

|   | <b>Half-Mile Trade Ring <sup>(1)</sup></b> | <b>1-Mile Trade Ring <sup>(1)</sup></b> | <b>3-Mile Trade Ring <sup>(1)</sup></b> | <b>5-Mile Trade Ring <sup>(1)</sup></b> | <b>San Diego County <sup>(2)</sup></b> |
|---|--|---|---|---|--|
| Population  | 4,815                                      | 18,086                                  | 31,071                                  | 42,879                                  | 3,355,456                              |
| Households  | 1,505                                      | 5,613                                   | 10,195                                  | 14,552                                  | 1,172,245                              |
| Average Household Size  | 3.2  | 3.2                                     | 3.0                                     | 2.9                                     | 2.8                                    |
| Median Age  | 32   | 32                                      | 35                                      | 37                                      | 37                                     |
| <p>(1) Reflects a trade ring around the intersection of South Orange Avenue and East Elder Street.</p> <p>(2) Reflects boundary of San Diego County in its entirety.</p> <p>Source: Claritas, LLC</p> |  |   |   |   |  |

KMA analyzed the race and ethnicity of residents within the trade rings. U.S. Census surveys allow residents to classify their race as White, Black or African American, Asian, American Indian and Alaska Native, Native Hawaiian and Other Pacific Islander, or some other race. Census survey respondents may also report multiple races. As shown in the chart below, 51% of the population is classified as White Alone. The second largest race classification is Some Other Race Alone, accounting for 41% of the population.

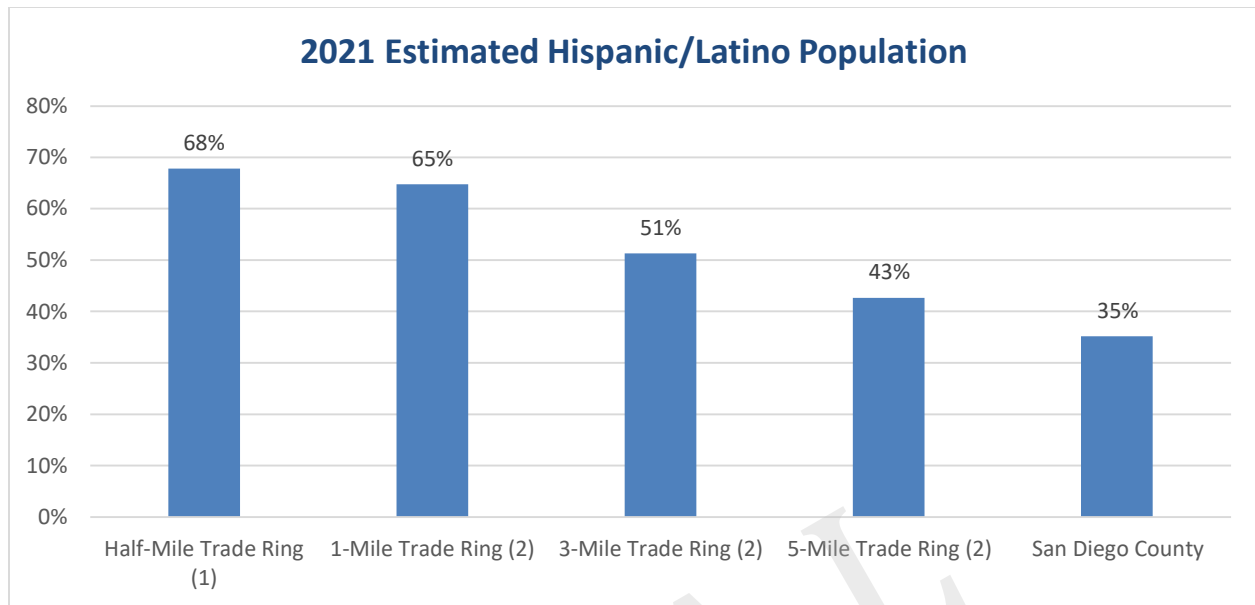


(1) Reflects a half-mile radius from the intersection of South Orange Avenue and East Elder Street.

Source: Claritas, LLC

Approximately 68% of residents in the Sub-Area Plan Area identify as Hispanic/Latino. As the trade rings expand, the percentage of Hispanic/Latino population decreases.





(1) Reflects a half-mile radius from the intersection of South Orange Avenue and East Elder Street.

(2) Reflects a trade ring around the intersection of South Orange Avenue and East Elder Street.

Source: Claritas, LLC

According to Claritas, median household income in the Sub-Area Plan Area is estimated at \$53,600, lower than both the 1-mile and 3-mile trade rings. It is estimated that the County's 2021 median household income is \$85,700. The half-mile's median household income equates to approximately 63% of the County's median household income. The half-mile-, 1-mile, and 3-mile trade rings also have a higher percentage of households earning less than \$100,000 than the 5-mile trade ring and County.

**Table III-2: Median Household Income, 2021**

|  | <b>Sub-Area Plan Area <sup>(1)</sup></b> | <b>1-Mile Trade Ring <sup>(2)</sup></b> | <b>3-Mile Trade Ring <sup>(2)</sup></b> | <b>5-Mile Trade Ring <sup>(2)</sup></b> | <b>San Diego County <sup>(3)</sup></b> |
|--|--|---|---|---|--|
| Median Household Income  | \$53,600                                 | \$56,400                                | \$69,200                                | \$76,300                                | \$85,700                               |
| Percentage of Households Earning Less Than \$100,000   | 66%                                      | 77%                                     | 66%                                     | 61%                                     | 57%                                    |
| <p>(1) Reflects a half-mile radius from the intersection of South Orange Avenue and East Elder Street.</p> <p>(2) Reflects a trade ring around the intersection of South Orange Avenue and East Elder Street.</p> <p>(3) Reflects boundary of San Diego County in its entirety.</p> <p>Source: Claritas, LLC</p> |  |   |   |   |  |



## B. Employment Indicators

### Regional Labor Force

As of September 2021, the County's unemployment rate was 5.6%. While this unemployment rate is the lowest since the COVID-19 pandemic began, it remains approximately 2% higher than pre-pandemic levels. Areas of the County with the highest unemployment rates were generally concentrated within urban areas of the City of San Diego. Between September 2020 and September 2021, non-farm employment in the County increased by 51,300 jobs. Leisure and Hospitality experienced the highest year-over-year increase (24,400 jobs). The jobs in the Accommodation and Food Services category increased by 19,700; Food Services accounted for 71% of the job increase in this employment category. While all employment categories suffered during the pandemic, Financial Activities (down 1,000 jobs) and Manufacturing (down 500 jobs) are the only employment categories that experienced job losses over the past year.

According to the San Diego North County Economic Development Council's 2021 North County Indicators, approximately 10% of all employment in North County is classified under manufacturing, compared to only 5% Countywide. The North County Indicators found that the rate of job growth in North County over the past five years has been greater than the County and State.

### Daytime Employment in Trade Area

Table III-3 details jobs within the Trade Area from 2010 to 2018. For purposes of evaluating daytime employment trends, the Trade Area encompasses the Sub-Area Plan Area in its entirety and is defined as the following U.S. Census Tracts: 189.03, 189.04, and 189.05. The largest daytime employment category in the Trade Area is Health Care and Social Assistance, with nearly 22% of total jobs in the Trade Area. This employment category has actually decreased by approximately 90 jobs since 2010. The next largest employment categories are Educational Services (13.8%), Retail Trade (13.3%), and Accommodation and Food Services (11.8%). These employment categories all increased by approximately 5% since 2010. The highest average annual increases from 2010 to 2018 was in the Administration & Support, Waste Management and Remediation employment category.

The largest employment losses occurred in Manufacturing (183 jobs), Wholesale Trade (145 jobs), and Professional, Scientific, and Technical Services (99 jobs). In recent years, occupations in these employment categories have located to other areas of North County that have freeway accessibility and are concentrated near similar businesses.

**Table III-3: Jobs within Trade Area, 2010-2018 <sup>(1)</sup>**

| Employment Category   | 2010         |               | 2018         |               | Change, 2010-2018 |                |
|---|--------------|---------------|--------------|---------------|-------------------|----------------|
|   | Total        | Percent       | Total        | Percent       | Absolute          | Average Annual |
| Health Care and Social Assistance   | 1,146        | 24.8%         | 1,057        | 21.8%         | (89)              | -1.0%          |
| Educational Services  | 468          | 10.1%         | 669          | 13.8%         | 201               | 4.6%           |
| Retail Trade  | 447          | 9.7%          | 644          | 13.3%         | 197               | 4.7%           |
| Accommodation and Food Services   | 377          | 8.2%          | 573          | 11.8%         | 196               | 5.4%           |
| Agriculture, Forestry, Fishing and Hunting  | 242          | 5.2%          | 300          | 6.2%          | 58                | 2.7%           |
| Administration & Support, Waste Management and Remediation  | 82           | 1.8%          | 257          | 5.3%          | 175               | 15.3%          |
| Manufacturing   | 430          | 9.3%          | 247          | 5.1%          | (183)             | -6.7%          |
| Construction  | 214          | 4.6%          | 214          | 4.4%          | 0                 | 0.0%           |
| Other Services (excluding Public Administration)  | 229          | 5.0%          | 212          | 4.4%          | (17)              | -1.0%          |
| Professional, Scientific, and Technical Services  | 278          | 6.0%          | 179          | 3.7%          | (99)              | -5.4%          |
| Public Administration   | 128          | 2.8%          | 124          | 2.6%          | (4)               | -0.4%          |
| Finance and Insurance   | 105          | 2.3%          | 114          | 2.4%          | 9                 | 1.0%           |
| Utilities   | 75           | 1.6%          | 70           | 1.4%          | (5)               | -0.9%          |
| Wholesale Trade   | 214          | 4.6%          | 69           | 1.4%          | (145)             | -13.2%         |
| Real Estate and Rental and Leasing  | 60           | 1.3%          | 54           | 1.1%          | (6)               | -1.3%          |
| Information   | 46           | 1.0%          | 22           | 0.5%          | (24)              | -8.8%          |
| Arts, Entertainment, and Recreation   | 43           | 0.9%          | 22           | 0.5%          | (21)              | -8.0%          |
| Transportation and Warehousing  | 27           | 0.6%          | 14           | 0.3%          | (13)              | -7.9%          |
| Management of Companies and Enterprises   | 10           | 0.2%          | 7            | 0.1%          | (3)               | -4.4%          |
| Mining, Quarrying, and Oil and Gas Extraction   | 0            | 0.0%          | 0            | 0.0%          | 0                 | 0.0%           |
| <b>Total Jobs</b>   | <b>4,621</b> | <b>100.0%</b> | <b>4,848</b> | <b>100.0%</b> | <b>227</b>        | <b>0.6%</b>    |
| (1) The Trade Area encompasses the Sub-Area Plan Area in its entirety and is defined as the following U.S. Census Tracts: 189.03, 189.04, and 189.05. Source: U.S. Census Bureau, OnTheMap. |              |               |              |               |                   |                |

### C. Community Facilities and Services

Community facilities and services are resources available to the general public that respond to basic human needs such as education, health, recreation, safety, and worship. Many of the Sub-Area Plan Area's existing households are made up of families with children, and therefore, the need for community facilities and services becomes particularly important. The access to, or absence of, these types of facilities also affect the ability to attract new residents to the Sub-Area Plan Area. In turn, attraction of new residents is also key to the potential to draw retail establishments to the Sub-Area Plan Area. The Sub-Area Plan Area is well-served with community facilities and services including three educational facilities, a library, and four parks. Table III-4 presents a list of community facilities present in the Sub-Area Plan Area.

Fallbrook does not have a hospital; therefore, residents within the Sub-Area Plan Area as well as residents within the entire community need to travel to neighboring cities. The closest hospital to the Fallbrook community is located in the City of Temecula in Riverside County, approximately 14 miles from the center of the SAP.

While outside of the Sub-Area Plan Area, middle and high school facilities are present within the Fallbrook community are in close proximity. James E. Potter Junior High and Fallbrook Union High School are both within 3 miles from the center of the SAP.

Colleges and universities are also accessible to Fallbrook residents. California State University San Marcos is southerly located in the City of San Marcos along State Route 78 (SR 78). Palomar College, a two-year community college, has a main campus in the City of San Marcos and an Education Center in Fallbrook. The campuses in San Marcos are approximately 20 miles from the center of the SAP. The Fallbrook Education Center was recently constructed and sits on 80 acres at I-15 and SR 76. The Education Center is located approximately eight (8) driving miles from the Sub-Area Plan Area.

| <b>Type/Category</b>      | <b>Present in Sub-Area Plan Area</b> |
|---------------------------|--------------------------------------|
| Parks                     | ✓                                    |
| Sporting Fields           | ✓                                    |
| Elementary School         | ✓                                    |
| Middle/Junior High School | ✗                                    |
| High School               | ✗                                    |
| Fire Station              | ✓                                    |
| Library                   | ✓                                    |
| Sheriff's Station         | ✓                                    |
| Hospital                  | ✗                                    |
| Urgent Care               | ✓                                    |
| Post Office               | ✓                                    |
| Community Resource Center | ✓                                    |
| Child Care Facilities     | ✓                                    |
| Boys & Girls Club         | ✓                                    |
| Religious Facilities      | ✓                                    |
| Veterinary Services       | ✓                                    |

#### **D. Visitor Attractions**

##### Community Events

Community events and festivals have direct and indirect impacts on communities. Events and festivals support local businesses, attract visitors, and provide a sense of community to residents. The historic Downtown hosts numerous annual events including: the Avocado Festival, Christmas Parade, Galaxy of Glass Show, Harvest Faire, and Wine & A Bite Art Walk. With its vast orchards and groves, Fallbrook is known as the "Avocado Capital of the World". The Avocado Festival is the largest and most notable event in Fallbrook, with an estimated 70,000 attendees each spring. The event is free and showcases fruit, vegetables, art, and specialty crafts and products from local farmers, exhibitors, and artisans. A weekly farmer's market is also held in Downtown every Saturday on Main Street between Hawthorne and Fig

Streets. To accommodate vendors, Main Street is closed temporarily for the duration of the farmer's market. The farmer's market provides local farmers and artisans to congregate and offer agricultural products and novelties directly to consumers.

### Arts and Culture

Art is a focal point throughout the Sub-Area Plan Area. There are several art centers and galleries located in Downtown. These venues offer a wide range of artistic pieces such as paintings and ceramics, along with providing educational classes. Fallbrook Arts, Inc., a non-profit organization, formed the Art in Public Places (APP) program to bring public art into the community for the purpose of raising enjoyment and awareness through education and public display of artists' work. These art pieces are located throughout Downtown but are concentrated along Main Avenue and Alvarado Street. Artists' colorful murals can also be found throughout the Sub-Area Plan Area. Community murals can be a source of civic pride, public artistry, and outdoor engagement.

The CAST Academy, also located in Downtown, provides residents with dance, music, and drama classes. Students of the CAST Academy typically participate in the events hosted throughout the community. Another notable historic feature in Downtown, is the Mission Theater. The Mission Theater was built in 1948 and has a seating capacity of 300. Since the 2000s, the movie theatre industry has declined in terms of ticket sales and movie theaters have been forced to shut down. Like many small towns, the Mission Theater no longer offers viewing of films but is available for private events and theatrical functions.

### Open Space/Park Amenities

The Fallbrook community is surrounded by numerous parks, preserves, and hiking and equestrian trails. According to the Fallbrook Chamber of Commerce, the community is served by three County parks with several community parks and preserves throughout and surrounding the community. Most notably, the Railroad Heritage Park, located at the intersection of Main Avenue and Elder Street in Downtown, celebrates the community's rich railroad history. In 1916, the railroad line served as an alternative transit line running from southern San Diego County up to the City of Temecula and beyond. In later years, the Fallbrook rail line allowed for the transportation of munitions from the Naval Weapons Station across Camp Pendleton to the coast during World War II. The Railroad Heritage Park is now open to the public as an attraction for residents and visitors to learn about this important railroad history.

## **III-4. Residential Market Trends**

The following section presents residential market trends related to market-rate and affordable housing in the San Diego Region, North County Inland area, and the Local/Sub-Area Plan Area. For purposes of this report, the North County Inland area is generally defined as the Cities of Escondido, San Marcos, Vista, and unincorporated areas of the County north of SR 78, which includes Fallbrook.

## A. Market Trends – Market-Rate Housing

| Table III-5: Residential Market Trends        |  |
|---|--|
| <b>REGIONAL</b>                               | <ul style="list-style-type: none"> <li>At the beginning of 2021, the San Diego housing market was predicted to be the strongest market in the State.</li> <li>San Diego home prices are nearly three times the national average. Historically low interest rates and the limited supply of for-sale homes have increased buyer demand through Summer 2021.</li> <li>According to the San Diego Association of Realtors (SDAR), the median sales price for detached homes in the County in September 2021 was \$860,000, an increase of 15.9% from the prior year. Closes sales for detached homes were 11% higher than this time last year.</li> <li>The median sales price of attached homes experienced a year-over-year increase of 18.3% to \$679,000 in September 2021. Year-to-date closed sales for attached homes is 26% higher than this time last year.</li> <li>There are signs that the for-sale residential market may be slowing, as the inventory of available homes is much lower than it was at this time in 2020 (down 43% for single-family and 60% for attached).</li> <li>There are currently more multi-family housing units under construction in the County than single-family. Building permits for new condominiums/apartments in San Diego County were up by 39% from 2020.</li> <li>According to CoStar Group, Inc. (CoStar), a commercial real estate data and research firm, multi-family market rents in the County were up 12.5% from the prior year's figure (\$1,870), with an overall average rent of \$2,103 by the end of fourth quarter 2021.</li> </ul> |
| <b>NORTH COUNTY INLAND<sup>(1)</sup></b>      | <ul style="list-style-type: none"> <li>The North County Inland area consists of suburban communities along portion of SR 78 and I-15 freeway corridors and semi-rural communities such as Bonsall, Fallbrook, and Valley Center.</li> <li>The North County Inland area is one of the most active areas of the County for development of new single-family homes and remains as one of the more affordable areas of San Diego for new home purchases.</li> <li>Development of higher-density residential and mixed-use projects in the North County Inland area tend to be located near transit stations and downtown areas, such as in Escondido, San Marcos, and Vista.</li> <li>According to CoStar, multi-family market rents in North County Inland experienced nominal increase over the past year (0.3%), with current overall average rent of \$1,176.</li> </ul>   |
| <b>LOCAL/SUB-AREA PLAN AREA<sup>(2)</sup></b> | <ul style="list-style-type: none"> <li>According to Claritas, LLC, it is estimated that in 2021, housing in the Sub-Area Plan Area is predominately renter-occupied (61% renter-occupied vs. 39% owner-occupied).</li> <li>Single-family homes equate to approximately 52% of the units in the Sub-Area Plan Area, with the balance consisting mainly of garden-style rental apartments.</li> <li>The majority of the housing stock in the Plan Area was built before 2000, with a median year built of 1977.</li> <li>Citro is the newest development in Fallbrook, adjacent to I-15, under construction by TRI Pointe Homes. The 390-acre community consists of 844 single- and multi-family homes,</li> </ul>   |

Table III-5: Residential Market Trends

|  |   |
|--|---|
| <b>LOCAL/SUB-AREA PLAN AREA (Cont'd.)</b><br><sup>(2)</sup>  | <p>a 12.7-acre school site, a 10-acre public park, 14 acres of trails, community gardens, and a recreation center. The homes will range between 1,083 SF and 2,534 SF in size, with sales prices ranging from \$400,000 to \$700,000. The development is approximately 8 miles from the Sub-Area Plan Area.</p> <ul style="list-style-type: none"> <li>• According to the SDAR, the median sales price for detached homes in Fallbrook in September 2021 was \$722,500, an increase of 12.9% from the prior year. However, the number of new listings and closed sales in September 2021 is much lower than in September 2020.</li> <li>• Relative to other parts of North County, the Fallbrook community has a low inventory of townhomes and condominiums. As of September 2021, the median home price of attached homes in Fallbrook was \$544,750.</li> <li>• Fallbrook offers several retirement and senior housing facilities and service centers. The most recent senior housing development, Estancia Senior Living, was constructed in mid-2020 just south of the Sub-Area Plan Area at Mission Road and Rocky Crest Road. The development consists of a two-story, 89,000-SF complex with 78 assisted living and 29 memory care residences.</li> <li>• There has not been any recent market-rate housing constructed within the Sub-Area Plan Area.</li> </ul> |
| <p>(1) As defined by ULI, reflects the area north of Route 56 to Camp Pendleton/east of I-15. Consists of suburban communities along SR 78 and I-15 freeway corridors and semi-rural communities north of Escondido like Valley Center, Fallbrook, and Bonsall.</p> <p>(2) Per KMA, reflects the Sub-Area Plan Area and overall Fallbrook community.</p> |   |

## B. Market Trends – Affordable Housing

According to the California Department of Housing and Community Development's Final Statewide Housing Assessment, the State will need to add approximately 1.8 million additional housing units from 2018 to 2025. According to the SANDAG approved 6<sup>th</sup> Regional Housing Needs Assessment Plan (RHNA), the County as a whole is required to add 171,685 units by 2029. Of this amount, 6,700 units are allocated to the unincorporated areas of the County. Table III-6 presents the allocation of units by income level. As shown, 42% of units required are at or below Low Income affordability levels, meaning less than 80% of Area Median Income (AMI).

Table III-6: RHNA Allocation of Units for Unincorporated San Diego County

| Income Level   | Definition           | Unit Count | Percent of Total |
|--|----------------------|------------|------------------|
| Very Low   | Less than 50% of AMI | 1,834      | 27%              |
| Low  | 50% to 80% of AMI    | 992        | 15%              |
| Moderate   | 80% to 120% of AMI   | 1,165      | 17%              |
| Above Moderate   | Over 120% of AMI     | 2,709      | 41%              |
| Total  |                      | 6,700      | 100%             |
| Source: SANDAG 6 <sup>th</sup> Cycle Regional Housing Needs Assessment Plan, July 10, 2020 |                      |            |                  |



In July 2021, the County adopted the 6<sup>th</sup> Cycle Housing Element Update (HEU). The HEU covers the time period from April 15, 2021, through April 15, 2029, and outlines the goals, policies, and relevant implementation programs. The HEU seeks to balance housing requirements with infrastructure deficiencies, safety issues, and the rural character of many of the County's unincorporated communities. The HEU also attempts to reconcile housing needs with competing land uses such as agricultural and environmental resources.

In many communities, development of affordable housing has demonstrated the potential to spur development of market-rate housing. Comparable experiences in Old Town Temecula, Vista Village in the City of Vista, and Downtown Lemon Grove demonstrate that affordable housing developments did not impair commercial and market-rate residential development. Rather, initial investments in affordable housing in these districts have led to subsequent commercial revitalization and market-rate housing development. In each case, the affordable housing complexes set a design standard for new in-fill multi-family or mixed-use development to be emulated by market-rate developers. Affordable housing developers strive to match neighborhoods in terms of size, design, and amenities. In other words, well-designed affordable housing, similar in scale and density to existing or planned market-rate developments, can complement or catalyze future development.

In terms of construction of new affordable housing in Fallbrook, the most recent development is Fallbrook View. The development was built in 2015 is located directly outside of the Sub-Area Plan Area across from the Don Dussault County Park. The Don Dussault County Park is located on Alturas Road, south of West Fallbrook Street. Fallbrook View is an affordable housing development consisting of 80 rental units of which 60 apartments are reserved for year-round farmworker families. The project includes children's playgrounds and picnic areas and is the first affordable apartment community in the County to be endorsed by the San Diego Farm Bureau.

Cities throughout the State have recognized that maintaining a balance of affordable vs. market-rate housing in the long term is important. Even if initial developments in a neighborhood are affordable, cities tend to groom these areas for eventual investment by private developers of market-rate housing.

### **C. Market Potential**

Housing throughout the State and Region continues to be in high demand at all affordability levels. Based on current market trends, population growth, and the need for housing in the County, KMA has assessed the market potential for new housing development in the Sub-Area Plan Area as strong in the near-, mid-, and long-term.

| Table III-7: Residential Market Potential |                             |                          |
|---|-----------------------------|--------------------------|
| Near-Term<br>(0 to 5 years)               | Mid-Term<br>(5 to 10 years) | Long-Term<br>(10+ years) |
| Strong                                    | Strong                      | Strong                   |

The most likely residential product types are shown in Table III-8 below. These examples are for illustrative purposes only to present potential design concepts and are not indicative of the types of development proposed under the Plan.





| Table III-8: Recommended Product Types  |  |
|---|--|
| <b>Affordable (Tax Credit)<br/>Rental Apartments</b>                                |  <p><i>Eastgate, City of San Marcos</i></p>                     |
| <b>Artists Live/Work Lofts,<br/>including Studio Space<br/>(Rental or For-Sale)</b> |  <p><i>East Village Lofts at Artist Village, Santa Ana</i></p> |
| <b>Townhomes and<br/>Rowhomes<br/>(For-Sale)</b>                                    |  <p><i>Marquee, Mission Valley San Diego</i></p>               |

Table III-8: Recommended Product Types

|   |   |
|---|---|
| <b>Garden Apartments<br/>(Rental)</b>   |  <p><i>Orange Garden Apartments, Poway</i></p>        |
| <b>Small-Lot and Zero Lot Line<br/>(ZLL) Single Family Homes<br/>(For-Sale)</b> |  <p><i>Reflection at Canopy Grove, Escondido</i></p> |

### III-5. Retail/Restaurant Market Trends

The following section presents residential market trends related to retail and restaurant uses the San Diego Region, North County Inland area, and the Local/Sub-Area Plan Area.

#### A. Market Trends

Table III-9: Retail/Restaurant Market Trends

|                 |   |
|-----------------|---|
| <b>REGIONAL</b> | <ul style="list-style-type: none"> <li>• The COVID-19 pandemic had immediate and pronounced impact on the retail sector. While on-line shopping was already increasing in recent years, stay-at-home orders due to COVID-19 accelerated the growth of e-commerce.</li> <li>• The growth in e-commerce/on-line shopping has reduced the demand for brick-and-mortar retail stores and overall demand for physical space for retail.</li> <li>• The retail industry continues to react to, and prepare for, changing economic conditions. As a result, anchor space in shopping centers and malls is being repositioned and repurposed, allowing new tenants to occupy smaller spaces and generate higher rents on a per-SF basis.</li> <li>• Retail landlords are increasingly focusing on experience and entertainment tenants such as virtual reality centers, escape rooms, bowling lanes, axe-throwing venues, niche gyms, and other experienced-focused retail and businesses.</li> </ul> |
|-----------------|---|

Table III-9: Retail/Restaurant Market Trends

|   |   |
|---|---|
|   | <ul style="list-style-type: none"> <li>As of third quarter 2021, retail vacancy in the County was 5.2%, which has remained stable in recent years. Countywide, there is currently 258,000 SF of general retail and shopping center space under construction.</li> </ul>   |
| <b>NOTH COUNTY INLAND</b> <sup>(1)</sup>  | <ul style="list-style-type: none"> <li>In recent years, the North County Inland area has thrived in the retail entertainment industry. Craft breweries, wineries, resort casinos, and other entertainment businesses have been established throughout this area.</li> <li>As of third quarter 2021, retail vacancy in North County Inland was 6.0%. There is currently 62,000 SF of general retail and shopping center space under construction.</li> <li>There are several large-scale regional and power centers in North County Inland including: Westfield North County in Escondido, Creekside Marketplace in San Marcos, and North County Square in Vista. These centers are anchored by big box and medium box national retailers.</li> </ul>  |
| <b>LOCAL/SUB-AREA PLAN AREA</b> <sup>(2)</sup>  | <ul style="list-style-type: none"> <li>According to the 2021 Esri Business Analysis<sup>(3)</sup> report, the 5-mile trade ring<sup>(4)</sup> is experiencing the highest retail sales leakage in Motor Vehicle &amp; Parts Dealers, General Merchandise Stores, and Automobile Dealers. Retail leakage indicates which retail establishments require consumers to travel outside of the community to neighboring areas. This leakage may represent an opportunity to recapture some of this retail spending and support these types of retailers in the 5-mile trade ring<sup>(2)</sup>.</li> <li>There is a limited supply of Furniture Stores, Electronic Shopping, Department Stores, and Shoe Stores within the 5-mile trade ring<sup>(2)</sup>.</li> <li>The Esri Business Analyst report also indicates that there are 66 Food &amp; Drinking Places and 61 Restaurants/Other Eating Places within the 5-mile trade ring<sup>(2)</sup>. However, these retail categories are experiencing leakage, indicating the potential to recapture sales in these categories from outside the trade ring.</li> <li>Comparatively, the 5-mile trade ring is overrepresented with Lawn &amp; Garden Equipment &amp; Supply Stores, Book, Periodical, &amp; Music Stores, Used Merchandise Stores, and Florists.</li> <li>With respect to the Sub-Area Plan Area, residents are well-served with grocery stores, pharmacies, personal services, and fast food/casual restaurants.</li> <li>Existing retail businesses in the Sub-Area Plan Area consist of one-story buildings built before 1980 with surface lots and/or street parking.</li> <li>There are few dining/entertainment options in Downtown, thereby, limiting the amount of time that visitors will stay and expend dollars into Downtown businesses.</li> <li>There has been no recent significant development of retail/restaurant space in the Sub-Area Plan Area.</li> </ul> |
| <p>(1) As defined by ULI, reflects the area north of Route 56 to Camp Pendleton/east of I-15. Consists of suburban communities along SR 78 and I-15 freeway corridors and semi-rural communities north of Escondido like Valley Center, Fallbrook, and Bonsall.</p> <p>(2) Per KMA, reflects the Sub-Area Plan Area and overall Fallbrook community.</p> <p>(3) Esri is an international supplier of web Geographic Information System (GIS) software and geodatabase management applications. Esri collects retail sales and expenditure data from a variety of sources, including the U.S. Department of Labor Bureau of Labor Statistics (BLS), the U.S. Census Bureau's Non-employer Statistics (NES) division, the Census Bureau's Monthly Retail Trade (MRT) survey, and the BLS's Consumer Expenditure Surveys (CEX).</p> <p>(4) Reflects a trade ring around the intersection of South Orange Avenue and East Elder Street.</p> |   |

## B. Market Potential

Based on the KMA evaluation of market conditions in the Sub-Area Plan Area and its potential for revitalization, KMA assessed the market potential as moderate in the near- and mid-term, and strong in the long-term. These findings are presented in Table III-10 on the following page.

| Table III-10: Retail/Restaurant Market Potential |                             |                          |
|--|-----------------------------|--------------------------|
| Near-Term<br>(0 to 5 years)                      | Mid-Term<br>(5 to 10 years) | Long-Term<br>(10+ years) |
| Moderate   | Moderate                    | Strong                   |

The most likely uses for retail space in the Village Core are shown in Table III-11. More detailed types of retail space by sub-area is found in Section V.

| Table III-11: Recommended Uses for Retail Space                                 |   |
|---|---|
| <p><b>Sit-Down Restaurants offering Farm-to-Table Experience</b></p>            |  <p><i>Farmer's Table, City of La Mesa</i></p> |
| <p><b>Establishments offering Craft Beer, Wine, and Hard Cider Tastings</b></p> |  <p><i>Pure Project, City of Vista</i></p>    |



Table III-11: Recommended Uses for Retail Space

**Educational Facilities  
offering Classes Related to  
Farming, Cooking, and Art**



*San Diego Art Academy, Liberty Station San Diego*

### III-6. Hotel Market Trends

The following section summarizes current market conditions related to demand for hotels the San Diego Region, North County Inland area, and the local/Sub-Area Plan Area.

#### A. Market Trends

The COVID-19 pandemic significantly impacted the hotel market throughout the State and Southern California. According to industry experts, the Southern California hotel market has begun to rebound and occupancy is returning to pre-pandemic levels. Southern California remains as one of the most desirable visitor destinations in the U.S. due to its favorable climate, natural environment, and ample entertainment, dining, and shopping opportunities.

The North County Inland area offers an array of visitor attractions – golf courses, wineries, breweries, resort casinos, renowned hiking trails – and is home to the San Diego Zoo Safari Park near Escondido. Community amenities, such as these, boost the economy by attracting visitors which maintain or increase the job base, generate sales tax from retail/restaurant sales, and increase transient occupancy tax (TOT) from overnight visitors.

The vast majority of hotels in North County Inland are located in the cities of Escondido, San Marcos, and Vista. These tend to be limited-service hotels and are concentrated near employment centers, downtowns, and along SR 78 and I-15. According to U.S. Hotel Appraisals, limited-service hotels typically have the lowest operating costs among the various hotel segments because they do not have a food and beverage component such as an on-site restaurant. Therefore, limited-service hotels offer lower room rates than select-service and full-service hotels. Limited-service hotels typically have amenities such as a business center, fitness room, indoor or outdoor pool, market pantry, and conference room(s).

The Fallbrook community hosts large-scale unique events that attract visitors from outside of the immediate vicinity. A key component to increasing economic impacts is by keeping visitors in the community for longer periods of time. Therefore, the need for overnight accommodations becomes extremely important.



KMA surveyed the availability of lodging facilities in the Fallbrook community as well as within a 10-mile radius from the center of the Sub-Area Plan Area. There are no existing hotels/motels in the Sub-Area Plan Area. As shown in Table III-12 on the following page, there are only three (3) lodging facilities within one mile of the Sub-Area Plan Area. These hotels are considered limited service, collectively contain a total 114 rooms. The nearest full-service hotel, Pala Mesa Golf Resort, is located approximately 5 miles away. The Pala Mesa Golf Resort includes 133 guest rooms, a full-service restaurant and bar, and an 18-hole golf course. U.S. Hotel Appraisal defines full-service hotels as meeting the special events needs in the market area by providing selective amenities such as banquet rooms, valet parking, extended room service, concierge services, and on-site high-end restaurants and boutique shops. Full-service hotels carry higher operating costs and, along with the upscale amenities, can command higher room rates.

| Table III-12: Survey of Hotels within 10 Miles of Sub-Area Plan Area <sup>(1)(2)</sup>   |                             |           |             |                                 |
|--|-----------------------------|-----------|-------------|---------------------------------|
| Hotel  | Address                     | Location  | Room Count  | Proximity to Sub-Area Plan Area |
| Fallbrook County Inn   | 1425 S. Mission Road        | Fallbrook | 28          | Within 1 Mile                   |
| Rodeway Inn Fallbrook  | 1635 S. Mission Road        | Fallbrook | 50          | Within 1 Mile                   |
| Econo Lodge Inn & Suites Fallbrook   | 1608 S. Mission Road        | Fallbrook | 36          | Within 1 Mile                   |
| Pala Mesa Golf Resort  | 2001 Old Highway 395        | Fallbrook | 133         | Within 5 Miles                  |
| Quality Inn Fallbrook I-15   | 3135 Old Highway 395        | Fallbrook | 41          | Within 10 Miles                 |
| Temecula Creek Inn   | 44501 Rainbow Canyon Road   | Temecula  | 127         | Within 10 Miles                 |
| Pechanga Resort and Casino   | 45000 Pechanga Parkway      | Temecula  | 1,090       | Within 10 Miles                 |
| Signature Temecula   | 28980 Old Town Front Street | Temecula  | 70          | Within 10 Miles                 |
| Motel 6 Temecula – Historic Old Town   | 41900 Moreno Road           | Temecula  | 135         | Within 10 Miles                 |
| Best Western Plus Temecula Wine Country Hotel & Suites   | 41841 Moreno Road           | Temecula  | 60          | Within 10 Miles                 |
| Rancho California Inn  | 41873 Moreno Road           | Temecula  | 24          | Within 10 Miles                 |
| Total Number of Rooms within 10 Miles  |                             |           | 1,794 Rooms |                                 |
| (1) From the intersection of South Orange Avenue and East Elder Street.<br>(2) Does not account for private vacation rentals.<br>Source: KMA Internet research and specific hotel websites |                             |           |             |                                 |

In Old Town Temecula, there are four (4) limited-service hotels containing a total of 289 rooms. There are also two (2) resort hotels within 10 miles of the Sub-Area Plan Area in Temecula:

- *Temecula Creek Inn* – 127-room hotel, 3 golf courses with a total of 27 holes, and an outdoor pool with whirlpool spa
- *Pechanga Resort and Casino* – 1,090-room hotel with 188,000-SF casino, full-service spa and fitness center, 18-hole golf course, entertainment venues, sit-down restaurants and casual dining options, and 4.5-acres containing four pools, three whirlpools, waterslides, and a swim up bar

The Fallbrook community's position within Inland North County allows access to full-service hotels and resort casinos that are between 10 and 20 miles away from the Sub-Area Plan Area, including, but not limited to:

- *Welk Resorts San Diego* – 714-room hotel with full-service spa, two 18-hole golf courses, restaurant and bar, 7 outdoor pools, and 8 whirlpool spas
- *Pala Casino Spa and Resort* – 507-room hotel with casino, sit-down restaurants and casual dining options, and pool with two whirlpools
- *Harrah's Resort Southern California* – 1,087-room hotel with casino, sit down restaurants and casual dining options, two outdoor pools and 7 whirlpool spas, and conference center
- *Southcoast Winery and Spa* – 132-room hotel with winery, restaurant and bar, and full-service spa with an outdoor pool

These all-inclusive resorts provide a range of amenities and often offer nightlife entertainment which can be more attractive to Inland North County visitors, thereby limiting the interest of staying overnight in Fallbrook.

The Grand Tradition Estate & Gardens (Grand Tradition) has been located in Fallbrook just south of the Sub-Area Plan Area for over 37 years. The Grand Tradition is one of San Diego's premier wedding venues, with approximately 30 acres that can accommodate up to 300 guests. The venue hosts, on average, 150 weddings a year and draws from all over the West Coast. However, there are no quality lodging facilities within the Fallbrook community; therefore, guests are forced to find overnight accommodations in Temecula or the northern San Diego County cities.



## **B. Market Potential**

The Fallbrook community offers a series of community events and public and private amenities available to visitors. As the Sub-Area Plan Area expands in dining and entertainment, arts and culture, and other community amenities, the Sub-Area Plan Area will become a desirable location to attract hotel development. Based on the unique characteristics of the Sub-Area Plan Area and potential for revitalization, KMA assessed the market potential for hotel development as moderate in the near-term,

moderate in the mid-term, and strong in the long-term. It is important to note that this assessment recognizes that redevelopment and revitalization of a district can take years to complete, as evidenced by nearby Old Town Temecula.

| Table III-13: Hotel Market Potential |                             |                          |
|--------------------------------------|-----------------------------|--------------------------|
| Near-Term<br>(0 to 5 years)          | Mid-Term<br>(5 to 10 years) | Long-Term<br>(10+ years) |
| Moderate                             | Moderate                    | Strong                   |

The most likely product types would be smaller, boutique hotels and limited-service hotels, as illustrated in Table III-14. According to industry experts, boutique hotels are largely characterized by their small size, personalized service, and theme, which can vary based on its location and surrounding amenities. These examples are for illustrative purposes only to present potential design concepts and are not indicative of the types of development proposed under the Plan.

| Table III-14: Recommended Product Types |   |
|---|---|
| Small Boutique Hotel                    |  <p><i>The Pearl Hotel, Point Loma San Diego</i></p>                       |
| Limited-Service Hotel                   |  <p><i>The Holbrooke Hotel, Downtown Grass Valley (Nevada County)</i></p> |

### III-7. Case Studies

Small towns and rural communities throughout the State have identified ways to strengthen their economies by building on local assets. Successful communities identify the assets that offer the best opportunities for growth and develop strategies to support them. Assets may include historically significant buildings, arts and culture, outdoor recreation, and/or agriculture.

KMA has profiled four (4) potentially comparable districts in California that have been successful in terms of building on their assets and revitalizing their downtowns/historic main streets. Although each district is unique, these were selected because they share commonalities with the Fallbrook community. Conversely, some of these districts have access to assets and amenities that may not be achievable in the Fallbrook community. However, these examples may offer innovative concepts that could be utilized when developing a strategy for revitalizing the Sub-Area Plan Area.

For each district, KMA prepared a case study that provides an overview of the district, description of governing documents, identification of active organizations, a relevant project example, and list of available activities and amenities. In addition, KMA compared key demographic characteristics for a 10-mile radius surrounding each district in comparison to the Sub-Area Plan Area's 10-mile radius. When compared to the other districts, the Sub-Area Plan Area's trade area is positioned very well in terms of total population and potential spending power (aggregate income). The following highlights the four (4) districts that KMA profiled:

- ***Julian, San Diego County*** – Julian is a well-known visitor destination that is located in the Cuyamaca Mountains. Julian is an active, thriving, historic community that is famous for its apple orchards, u-pick farms, and apple pies. Of the case studies profiled, the Julian trade area contains the smallest population (4,700) and number of housing units (2,700). Julian also has an older population and lower average household size, which likely indicates more retired households.
- ***Downtown Gilroy, Santa Clara County*** – Downtown Gilroy is a walkable, pedestrian-friendly area that built upon its largest asset – garlic crops. Visitors can also embark on a self-guided walking tour that highlights historical locations. The Sub-Area Plan Area's 10-mile trade area is comparable to the Gilroy trade area in terms of population, households, and housing units. Of the districts profiled, the Gilroy trade area contains the highest median household income (\$112,000).
- ***Los Olivos, Santa Barbara County*** – Los Olivos is one of five communities in the Santa Ynez Valley. While seeking to maintain its rural character and preserve agricultural uses, the Town has focused its revitalization efforts along one main commercial corridor, Grand Avenue. Wine grapes are the Town's most popular asset as evidenced by the nearly 30 wineries/tasting rooms that exist in the commercial corridor. It is estimated that there are only 22,000 residents and 9,700 housing units within a 10-mile radius from the center of the district.

- ***Downtown SLO, San Luis Obispo County*** – Downtown San Luis Obispo (SLO) is the oldest part of the City of San Luis Obispo. Several historic buildings in Downtown SLO serve as points of interest, including the Mission San Luis Obispo de Tolosa, founded in 1772. California Polytechnic (Cal Poly) State University is also located within a five-minute drive to Downtown SLO. The Downtown SLO trade area contains a population of approximately 82,000 with 35,000 housing units. The median household income is among the lower range of the profiled districts (\$68,000).

For comparison purposes, KMA evaluated the demographic characteristics surrounding each of these districts compared to those of the Sub-Area Plan Area. KMA assumed a visitor destination trade area of 10 miles from the mid-point of each district. As shown in Table III-15, the Sub-Area Plan Area has the largest visitor destination trade area compared to the profiled districts. Profiles of the four (4) districts follow after the demographic overview.

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