

Fallbrook

SUB-AREA PLAN

December 2024

ACKNOWLEDGEMENTS

Reviewed by Planning Commission
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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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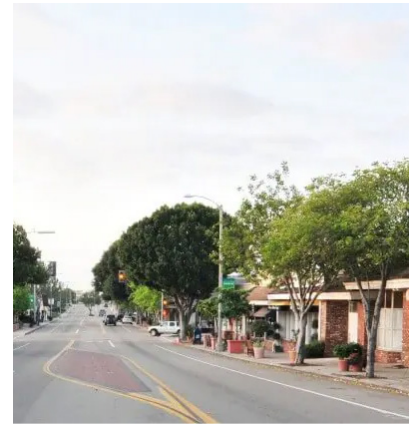
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INTRODUCTION

1

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



Fallbrook

SUB-AREA PLAN

December 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.

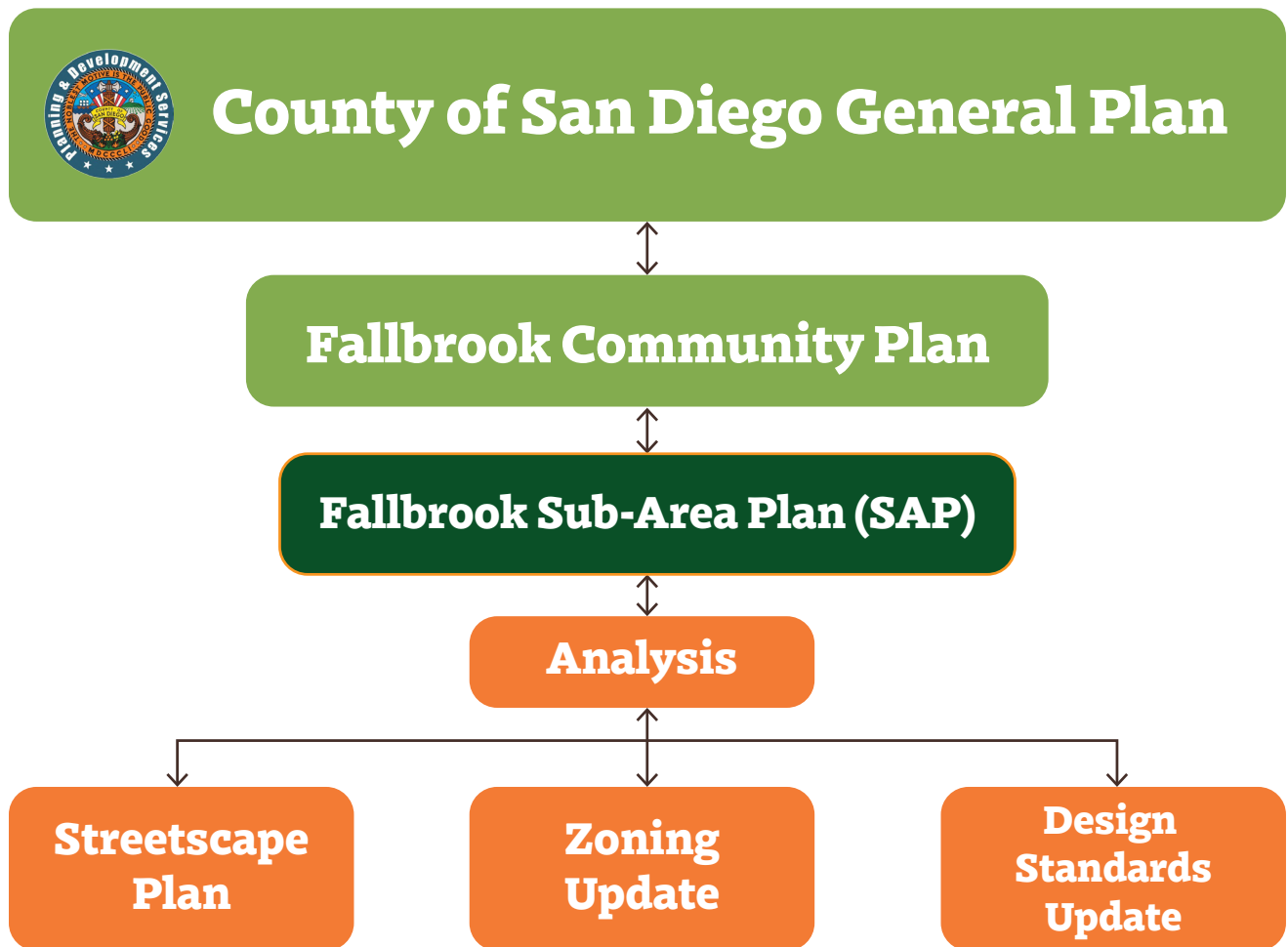
In Phase 1, the area for studying the future of downtown Fallbrook was generally one block to either side of Main Avenue from Mission Road on the north to Fallbrook Street on the south. The stakeholders felt the study area was too confined. Therefore, a Sub-Area of the Fallbrook Community Planning Area 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.

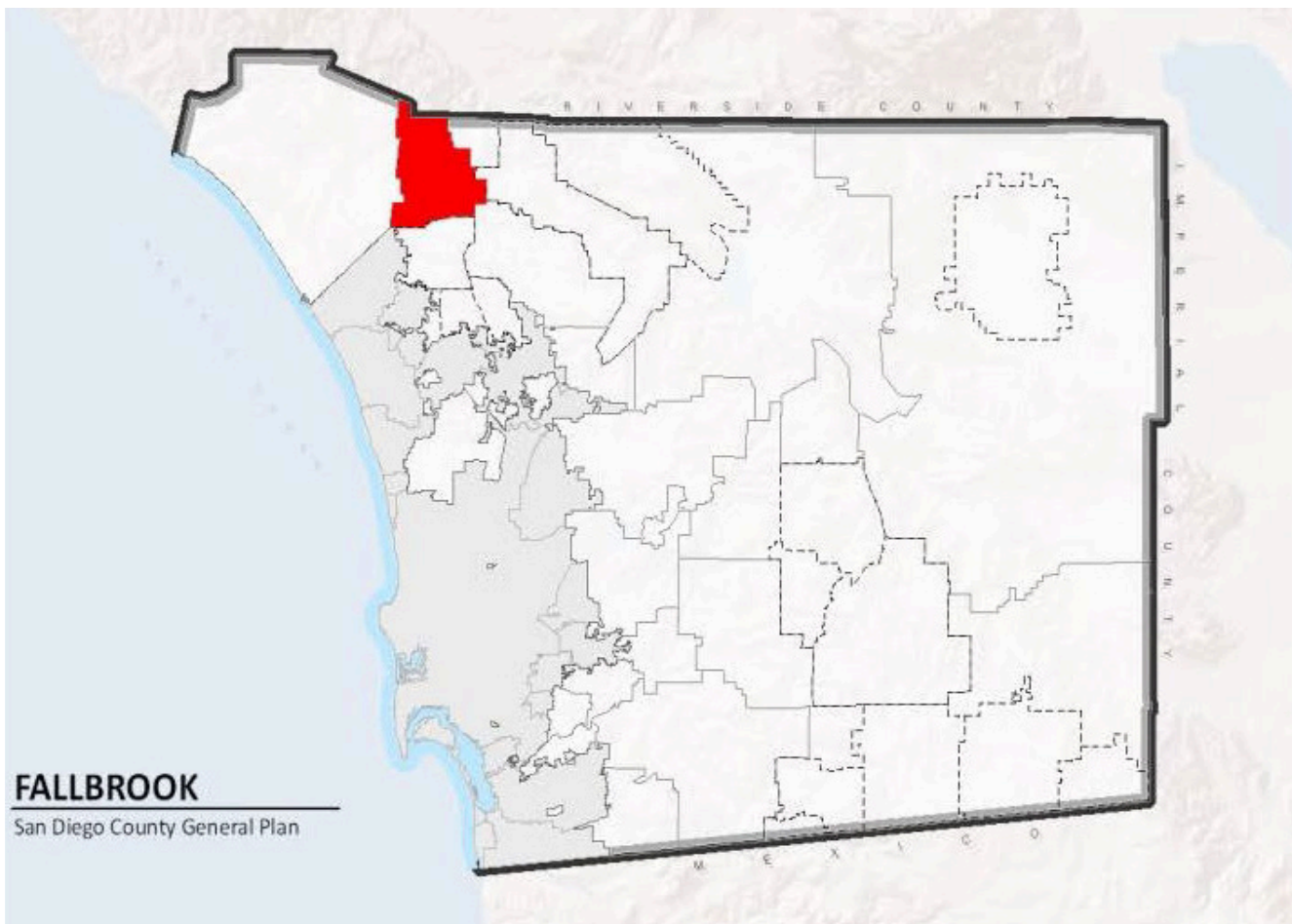


Fig 1.1 Fallbrook Community Planning Area

Sub-Area Plan Boundary

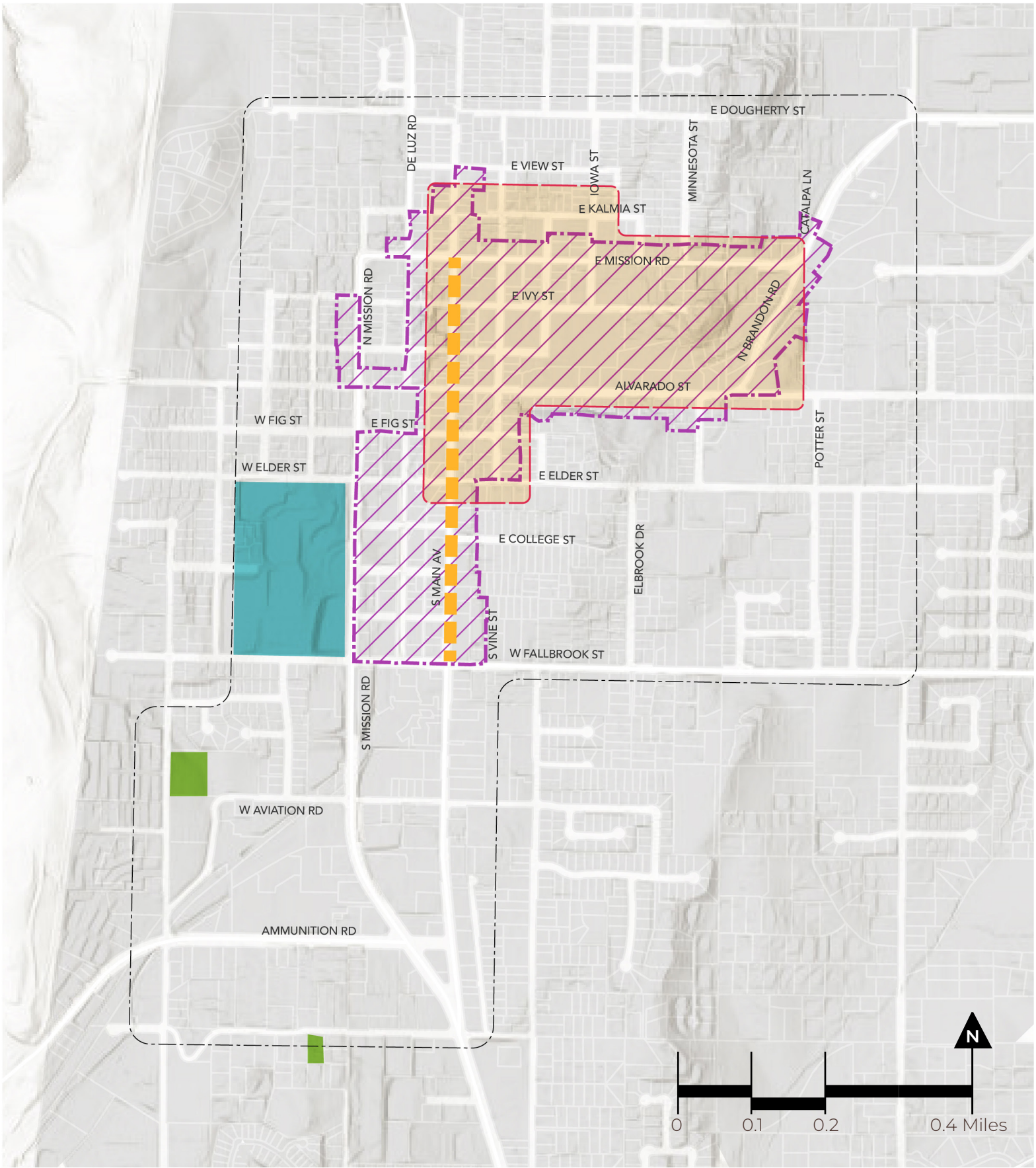
Fallbrook is an unincorporated community of San Diego County, consisting of over 36,000 acres. Fallbrook is located south of Riverside County and east of Camp Pendleton with an approximate population of 32,359 (U.S. Census 2020). Its neighboring communities are Bonsall to the south, Pala to the east 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 safe, comfortable experience for all residents and visitors of Fallbrook	Sidewalk improvements, ADA accessibility, intersection controls, street trees, pedestrian lighting, wayfinding, gateways
2 Expand and attract visitor-serving 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 Improve connectivity 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 Attract residential and supporting uses along the Pico Promenade corridor	Infill development, redevelopment, public amenities, art programs, mixed-uses, off street parking, new design standards, zoning amendments
5 Identify public realm amenity 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 expand the hospitality sector	Infill development, redevelopment, public amenities, art programs, events and theming, off street parking, zoning amendments
7 Create opportunities for housing 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:

Step 1	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.
Step 2	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.
Step 3	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.
Step 4	Incorporate the Design Standards Update in Section 3C (page 65) for projects subject to design review.
Step 5	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

2

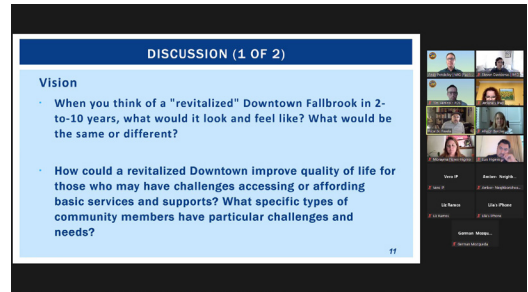
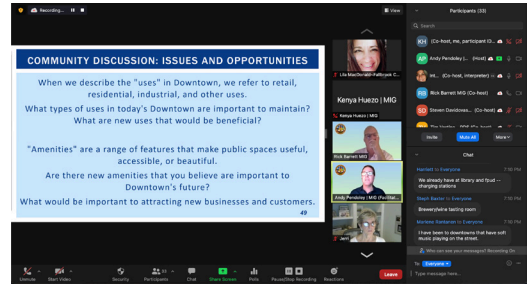
- PLANNING PROCESS & ENGAGEMENT
- OPPORTUNITIES INTRODUCTION
- INFRASTRUCTURE AND MOBILITY OPPORTUNITIES
- DEVELOPMENT OPPORTUNITIES

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

Fallbrook Sub-Area Plan
Circulation Committee, Parks Committee, and Design Review Board
 February 15 and 16, 2022

Streetscape
 Group Discussion

Priority Improvements

- ADA accessibility is an important consideration
- Have a gateway monument at Clemmens and Mission
- Sidewalks are a huge priority
- No sidewalks exist on W Clemmens (and lots of kids walk there)
- Would rather have investment in sidewalks vs investment Downtown
- Feels it is very important to calm traffic on Main Ave
- Crosswalks very important in areas near the schools
- Would like to see lights (RRFB) at crosswalks
- Hazardous crossing at Main and Aviation
- Would like a RRFB at Main and Aviation
- Pico Promenade is a huge asset, issue more is with the homeless
- Pico Promenade is private property, County has an easement
- Currently - it is closed at night (Pico Promenade)
- Solar lighting on Pico Promenade is next priority
- County did approve trails on paper in 2009
- County is currently doing a needs assessment
- Segments of trails are already existing throughout Fallbrook
- Connectivity between trails is an issue
- Trails master plan draft has been submitted to the County
- Vacant lot parking lot was used by employees at Fallbrook Hospital
- Would like to see walking path loops
- Fallbrook land conservancy mapped connectivity between downtown and FLC land
- Filled pedestrian gap between Aviation and Main
- Sidewalks on W Alvarado (by Gem and Mineral Society) and Ammunition
- There are existing trees on east-west streets that did not show up on the map
- New trees are difficult because of lack of infrastructure and support from property owners

Circulation and Zoning
 Group Discussion

- Concern about lack of on-street parking on Clemmens Ln and Main Ave
- Camp Pendleton exit traffic makes it difficult for pedestrians on Main
- Redirect traffic off of Main Ave
- Concerned about the possibility of having bike lanes in constricted right-of-way



Community members give input at the 2019 Harvest Faire

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

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

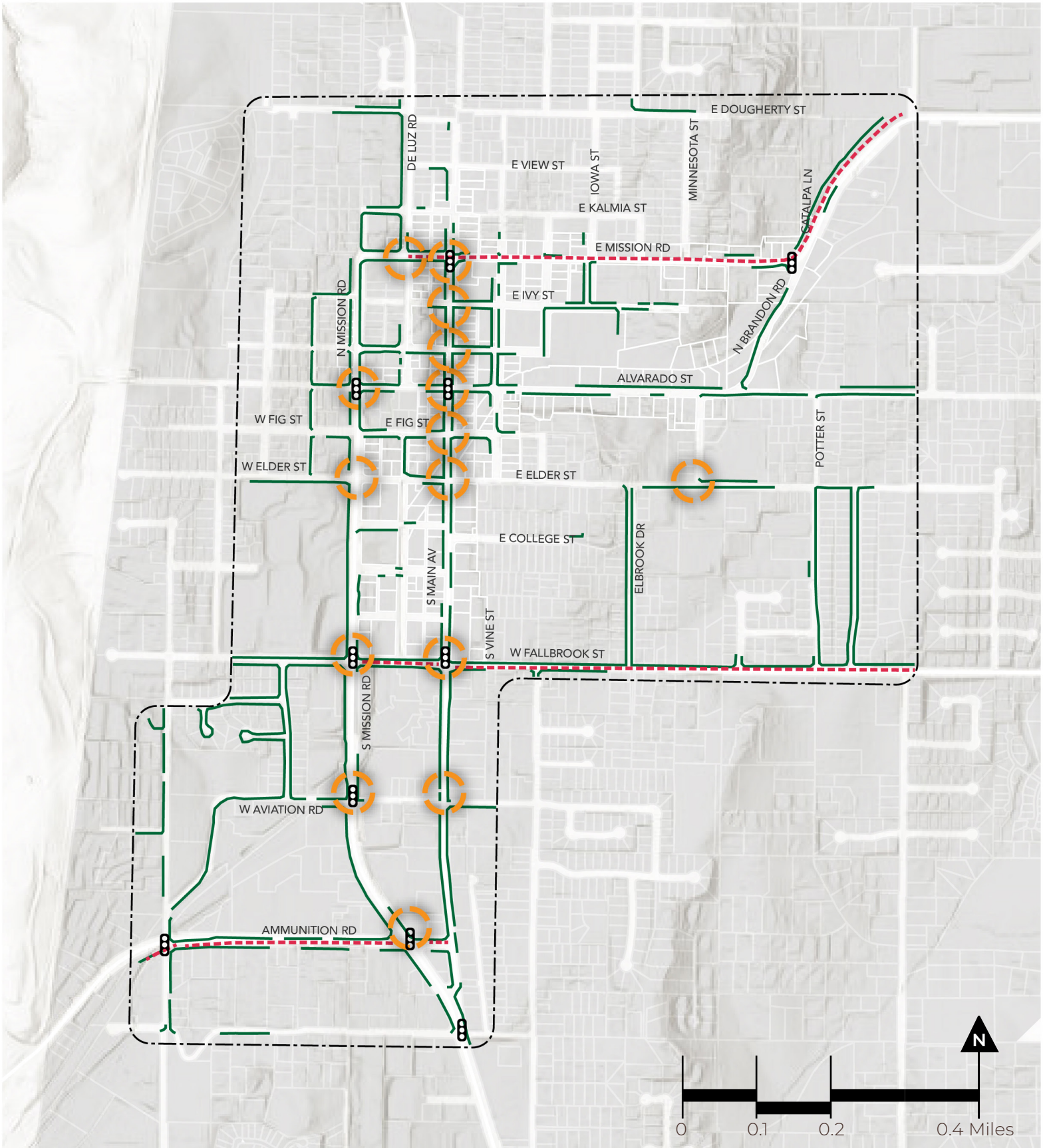
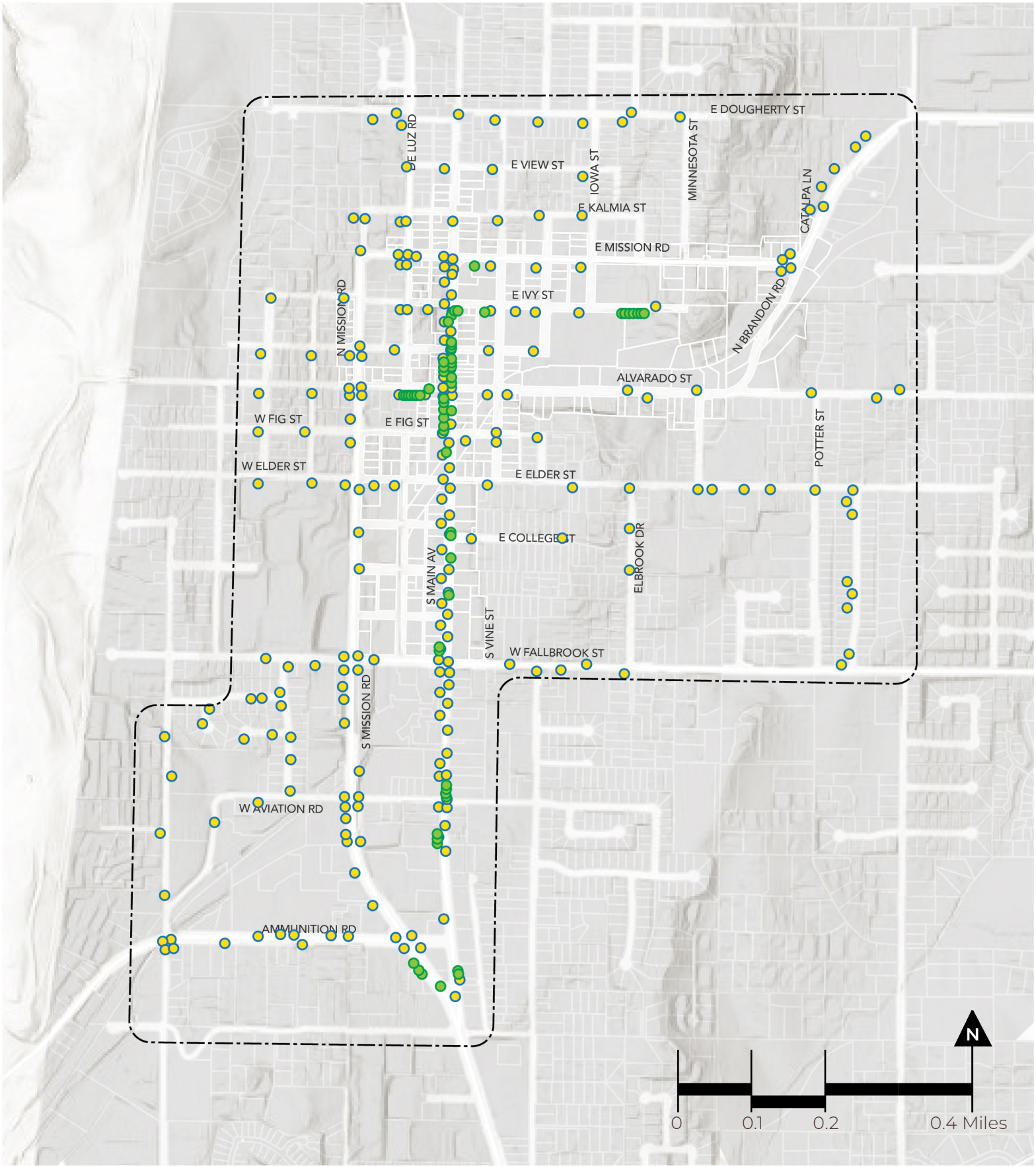


Fig 2.1 Bicycle Facilities, Sidewalks, and Crosswalks

- Existing Sidewalks
- ⊘ Existing Marked Crosswalks
- - - Existing Bike Lanes
- ⏏ Existing Signalized Intersection



- 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**

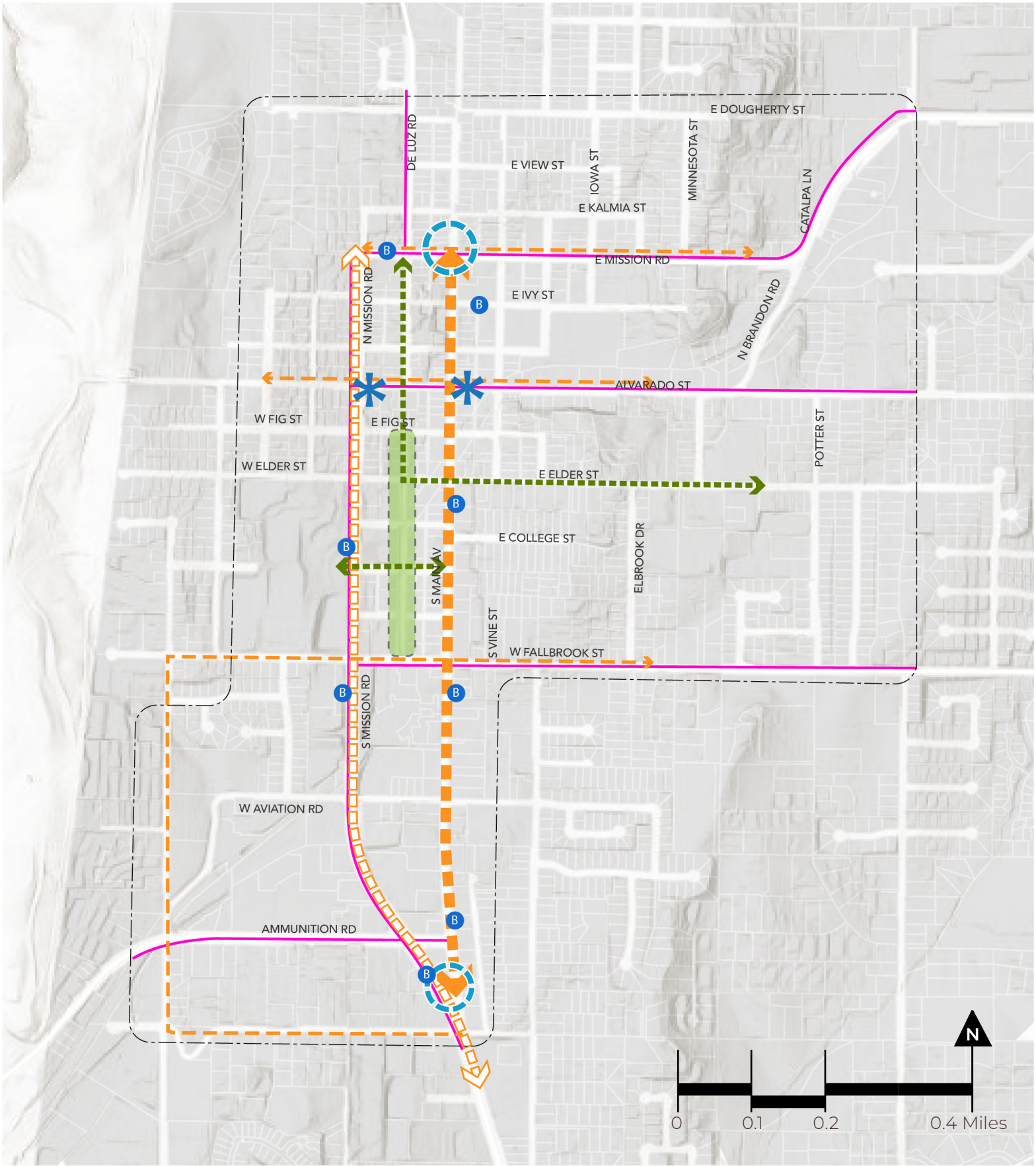
This promenade provides a pedestrian connection adjacent to a drainage corridor and serves as a nature trail in the downtown Fallbrook area.

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

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:

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

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

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.



Figure 2.4 - Sub-Area Plan District Opportunities

Main Avenue Corridor

LOCATION	Main Avenue from East Mission Road (northern boundary) to West Fallbrook Street (southern boundary)
GENERAL DEVELOPMENT CONCEPT	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.
RECOMMENDED PRODUCT TYPES	<ul style="list-style-type: none"> ● Live/work lofts, including studio space ● Stacked-flat rental apartments with ground-floor retail space ● Standalone retail/restaurant and entertainment uses ● Commercial businesses and residential uses in mixed-use format ● Boutique hotels
POTENTIAL TENANTS/ END USERS	<p>Residential Uses:</p> <ul style="list-style-type: none"> ● Individuals and young families ● Military ● Empty nesters/seniors <p>Commercial uses:</p> <ul style="list-style-type: none"> ● Boutique and specialty retailers ● Experiential retail ● Farm-to-table restaurants ● Tasting room/brewery ● Arts and culture themed businesses
TIMING/PHASING	Immediate and up to 5 to 10 years
STRATEGIES FOR DEVELOPMENT	<ul style="list-style-type: none"> ● Add gateway/wayfinding signage ● Provide signage and accessibility for public parking resources ● Re-brand and implement marketing strategy ● Upgrades to public realm including sidewalks, outdoor plazas, and other placemaking amenities ● Create destination places that attract residents and visitors



Photo Examples of Development Types and Strategies

Pico Promenade Corridor

LOCATION	Area bounded by West Alvarado Street, South Main Avenue, West Fallbrook Street, and South Mission Road
GENERAL DEVELOPMENT CONCEPT	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.
RECOMMENDED PRODUCT TYPES	<p>Residential Uses:</p> <ul style="list-style-type: none"> • Garden apartments and stacked flats • For-sale townhomes and rowhomes <p>Commercial Uses:</p> <ul style="list-style-type: none"> • Standalone commercial space <p>Agricultural Uses:</p> <ul style="list-style-type: none"> • Working community garden(s)
POTENTIAL TENANTS/ END USERS	<ul style="list-style-type: none"> • Individuals and young families • Military • Empty nesters/senior • Fast/casual restaurant uses
TIMING/PHASING	Immediate and up to 5 to 15 years
STRATEGIES FOR DEVELOPMENT	<ul style="list-style-type: none"> • Add gateway/wayfinding signage • Enhance creek frontage/creek walk along Pico Promenade • Upgrades to public realm including sidewalks, outdoor plazas, and other placemaking amenities • Add signage for public parking resources • Encourage pop-up food and drink vendors to activate public spaces



Photo Examples of Development Types and Strategies

North-South Mission Road Corridor

LOCATION	Mission Road from West Mission Road (northern boundary) to West Aviation Road (southern boundary)
GENERAL DEVELOPMENT CONCEPT	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.
RECOMMENDED PRODUCT TYPES	<p>Commercial Uses:</p> <ul style="list-style-type: none"> ● Limited-service hotel ● Standalone commercial space
POTENTIAL TENANTS/ END USERS	<ul style="list-style-type: none"> ● Grocers and pharmacies ● Convenience retail ● Business and personal services (banks, insurance, real estate, etc.) ● Community services (dry cleaner, postal annex, personal care, etc.)
TIMING/PHASING	Immediate and Ongoing
STRATEGIES FOR DEVELOPMENT	<ul style="list-style-type: none"> ● Improvements to circulation patterns and traffic capacity ● Enhancements to landscaping, lighting, and sidewalks to improve pedestrian safety



Photo Examples of Development Types and Strategies

East-West Mission Road Corridor

LOCATION	East Mission Road from North Mission Road (western boundary) to Santa Margarita Drive (eastern boundary)
GENERAL DEVELOPMENT CONCEPT	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.
RECOMMENDED PRODUCT TYPES	<ul style="list-style-type: none"> ● Standalone commercial space ● Garden-style rental apartments ● Affordable (tax credit) apartments
POTENTIAL TENANTS/ END USERS	<p>Residential Uses:</p> <ul style="list-style-type: none"> ● Individuals and young families ● Military <p>Commercial Uses:</p> <ul style="list-style-type: none"> ● Convenience retail ● Agritourism businesses with educational and entertainment experiences ● Agricultural retailers and suppliers ● Fast/casual restaurant uses
TIMING/PHASING	Immediate and up to 10 to 15 years
STRATEGIES FOR DEVELOPMENT	<ul style="list-style-type: none"> ● Improvements to circulation patterns and traffic capacity ● Enhancements to landscaping, lighting, and sidewalks to improve pedestrian safety ● Creation of land use buffers between incompatible land uses

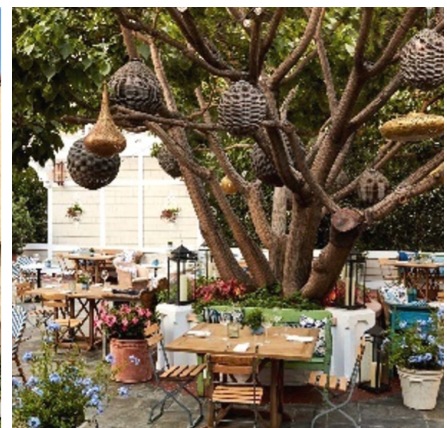


Photo Examples of Development Types and Strategies

Outer Perimeter

LOCATION	Streets/areas outside of the primary corridors
GENERAL DEVELOPMENT CONCEPT	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.
RECOMMENDED PRODUCT TYPES	<p>Residential Uses:</p> <ul style="list-style-type: none"> • Small-lot and Zero Lot Line (ZLL) single-family homes • For-sale townhomes and rowhomes • Garden-style rental apartments <p>Commercial Uses:</p> <ul style="list-style-type: none"> • Limited-service hotels, where applicable
TIMING/PHASING	Immediate and Ongoing
STRATEGIES FOR DEVELOPMENT	Enhancements to landscaping, lighting, and sidewalks to improve pedestrian safety



Photo Examples of Development Types and Strategies

REVITALIZATION STRATEGIES

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 safe, comfortable experience for all residents and visitors of Fallbrook	Sidewalk improvements, ADA accessibility, intersection controls, street trees, pedestrian lighting, wayfinding, gateways
2 Expand and attract visitor-serving 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 Improve connectivity 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 Attract residential and supporting uses along the Pico Promenade corridor	Infill development, redevelopment, public amenities, art programs, mixed-uses, off street parking, new design standards, zoning amendments
5 Identify public realm amenity 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 expand the hospitality sector	Infill development, redevelopment, public amenities, art programs, events and theming, off street parking, zoning amendments
7 Create opportunities for housing 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.

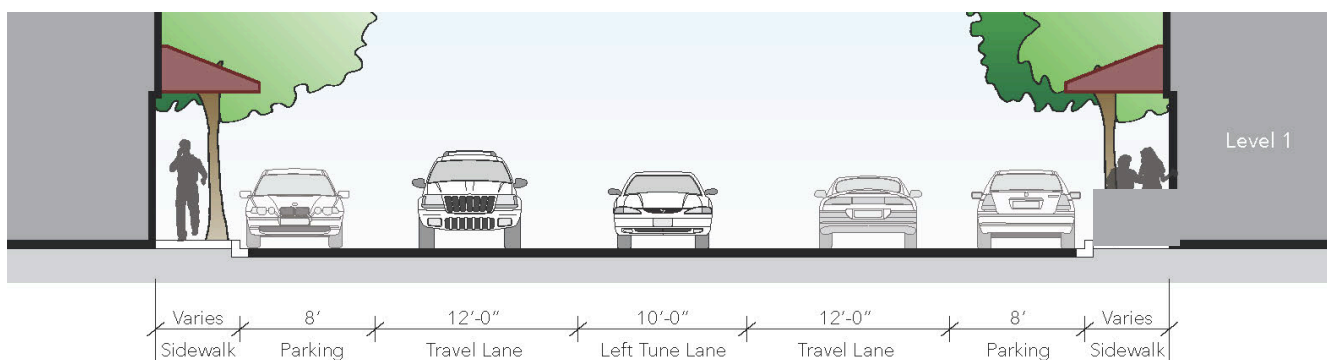
Approval Process

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.

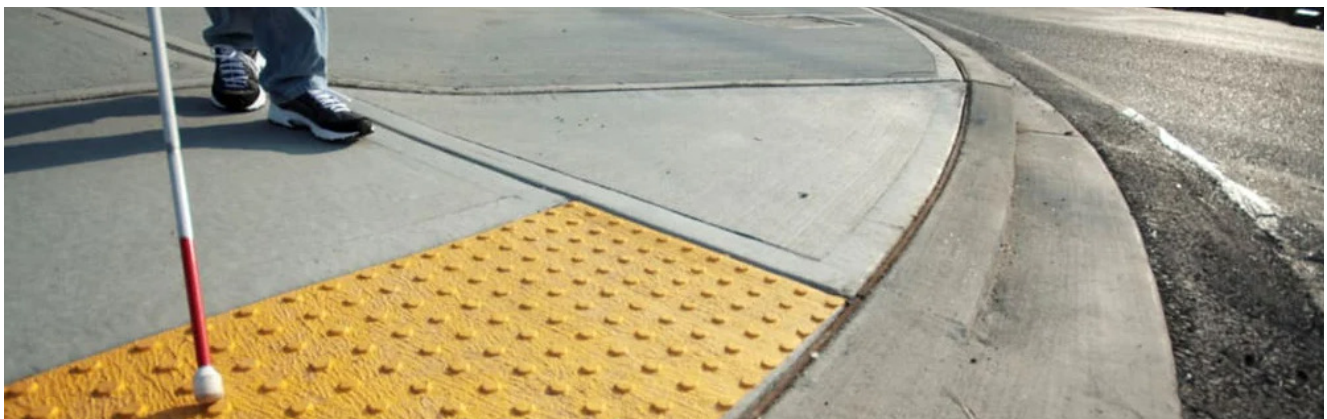
Proposed improvements to intersections would include updated continental crosswalk striping for enhanced visibility. All intersections and marked continental crosswalks should be complemented with curb ramps and truncated domes for ADA accessibility as well as ADA access signage. At signalized cross 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

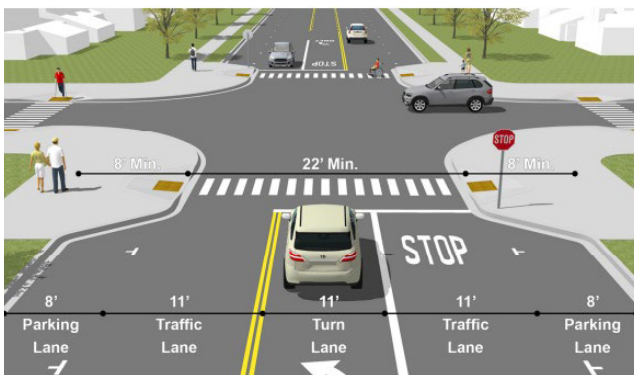
There is an opportunity for enhanced street tree canopy along Main Avenue which can fill gaps and provide additional shade throughout the corridor. Any new street trees should include maintenance plans and be selected from the Fallbrook Design Standards for maximum compatibility with the area's climate.



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

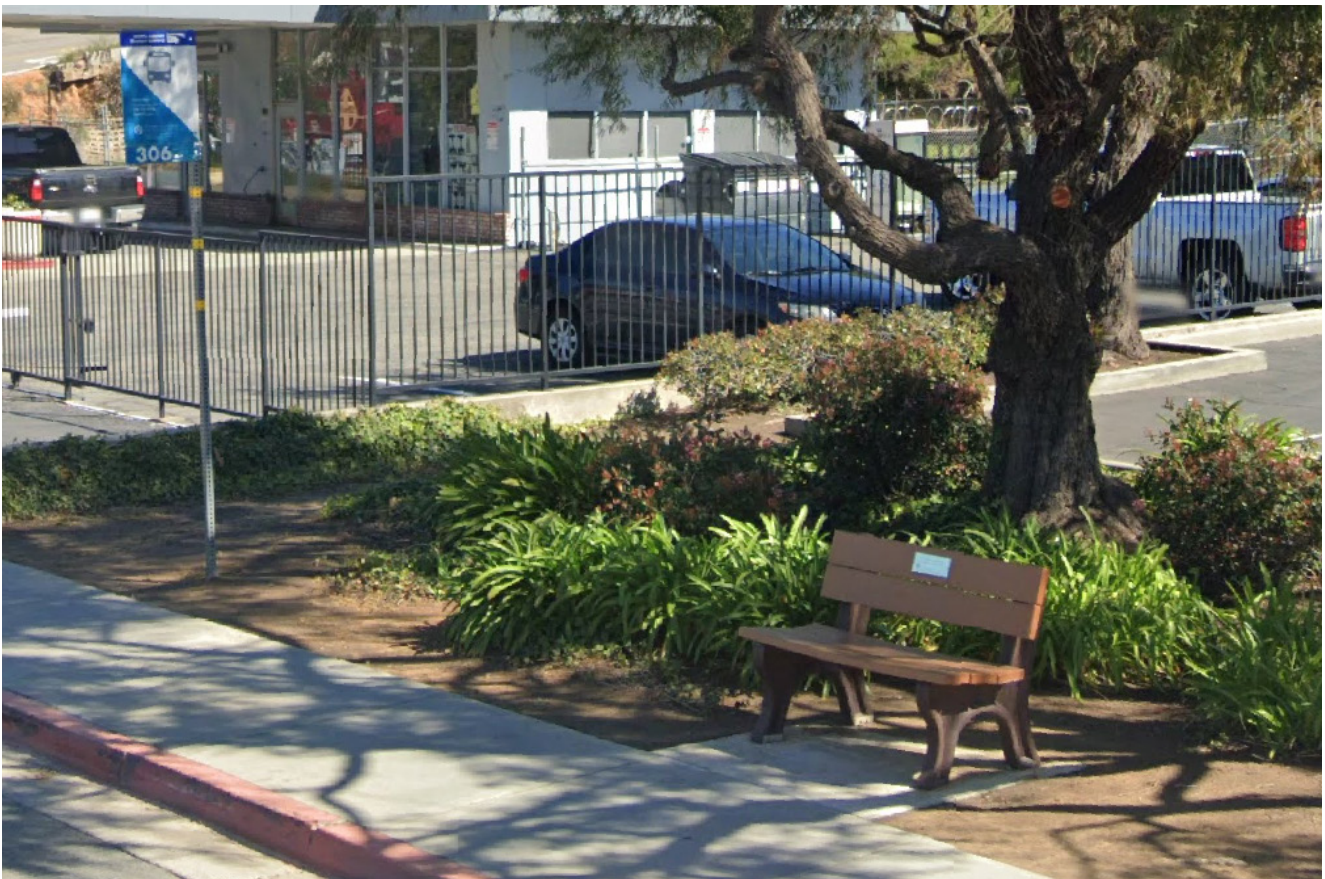


Photo example of a curb extension with cafe tables and chairs

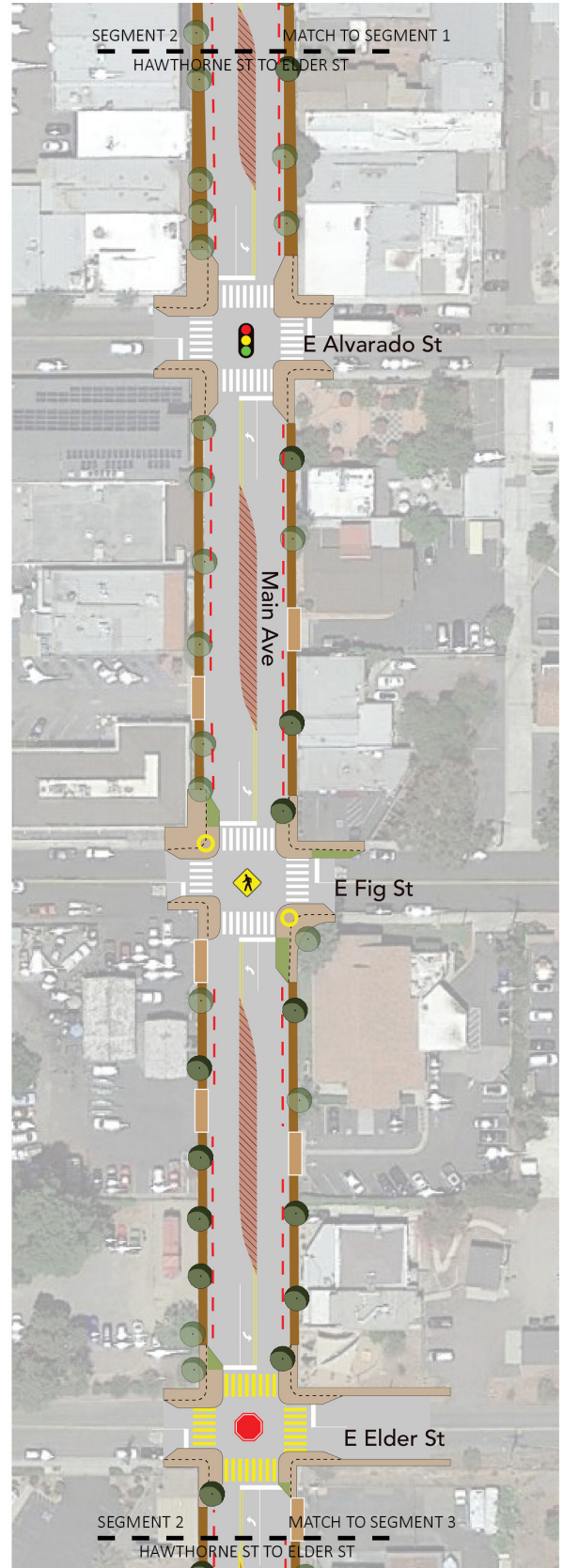
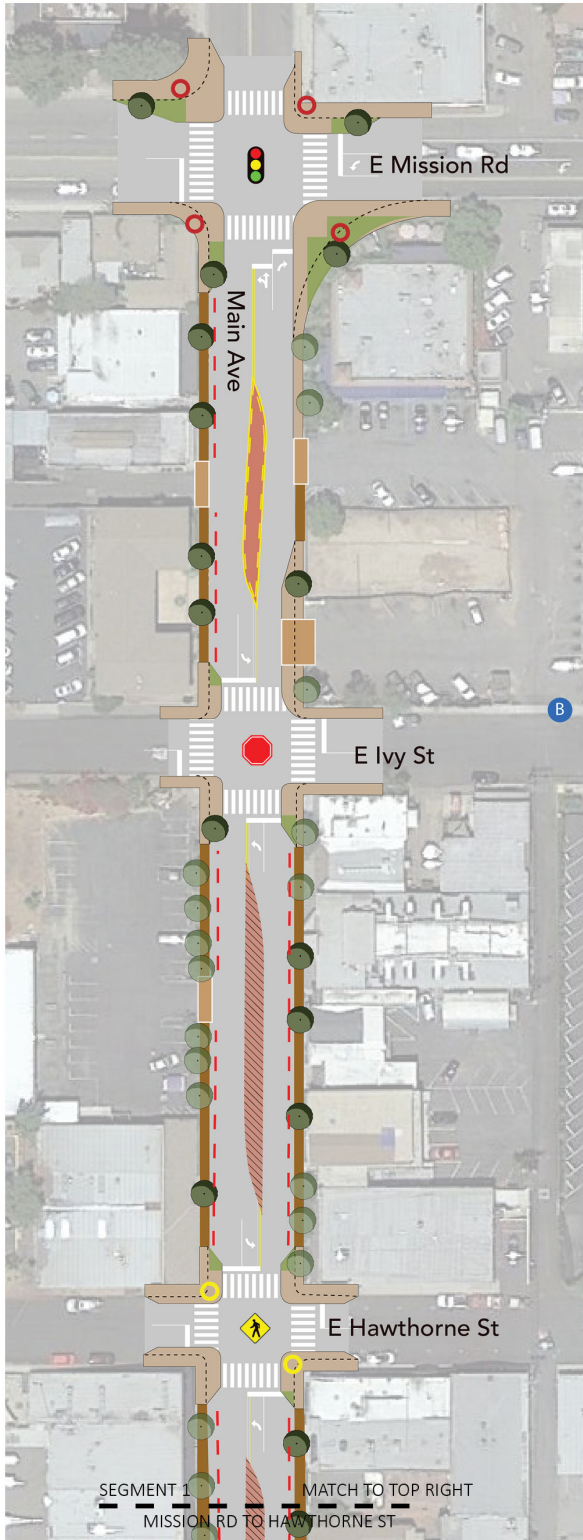
The recommendations shown on Figures 3A.1 and 3A.2 on the following pages propose improved safety at intersections, increased connectivity for pedestrians by identifying new sidewalks, identifying areas for bump outs and “plaza” space, and establishing new pedestrian crossings, while retaining the same 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.



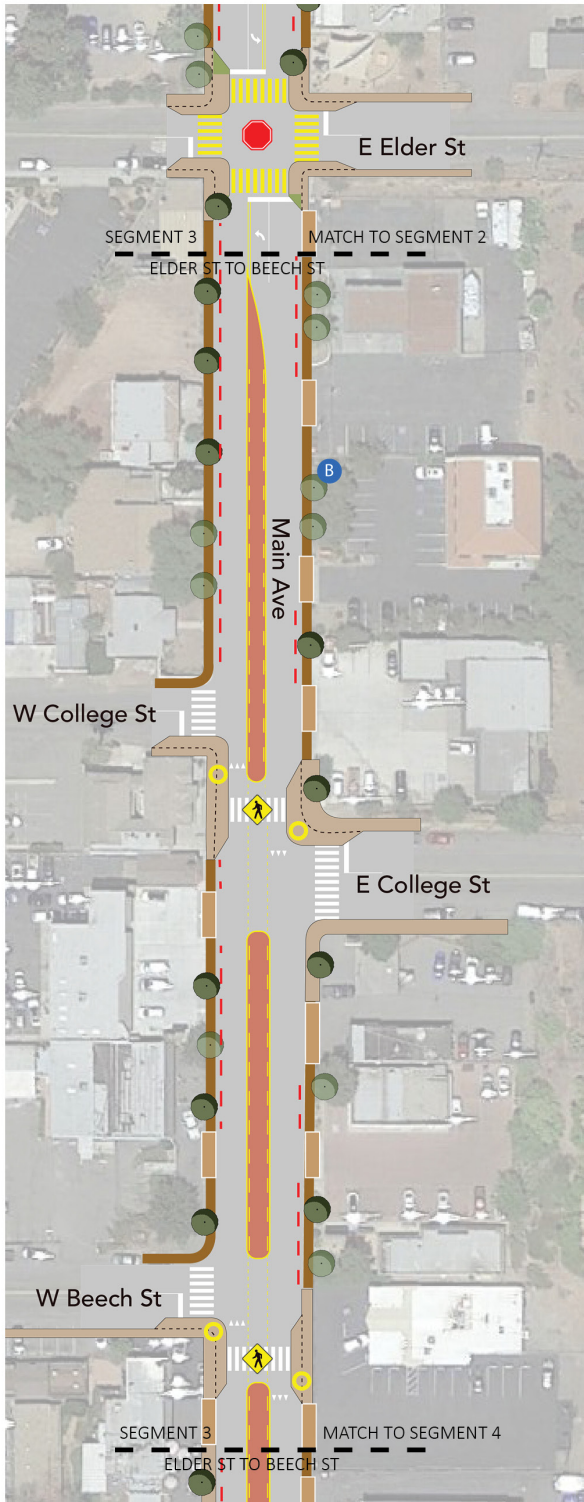
Existing bus stop at Main Avenue & Elder Street (Stop ID: 24867)



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



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



- | | | |
|----------------------------|---|--------------------|
| 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.2 - Streetscape Plan (Segments 3 & 4)

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)



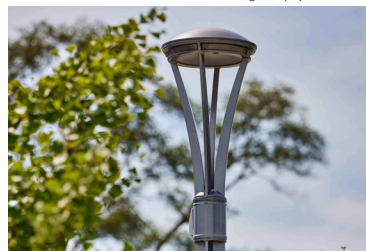
Rosa (Landscape Forms)



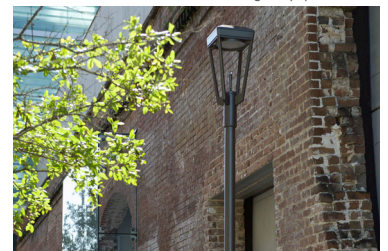
*Aptos (Forms + Surfaces)
DarkSky Approved*



*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.

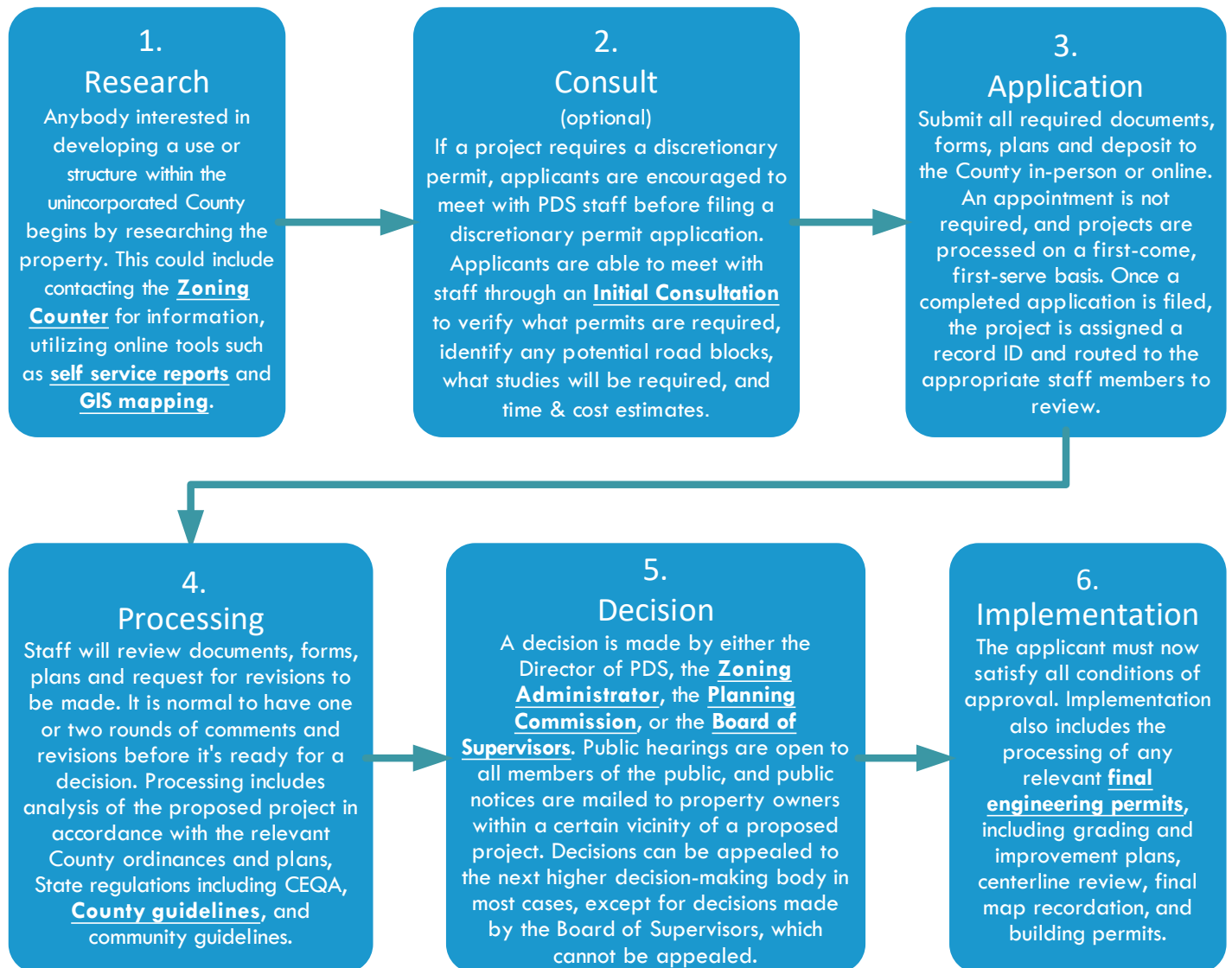
Additional information and opportunities for funding are discussed in detail in Section 4: Implementation.

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.



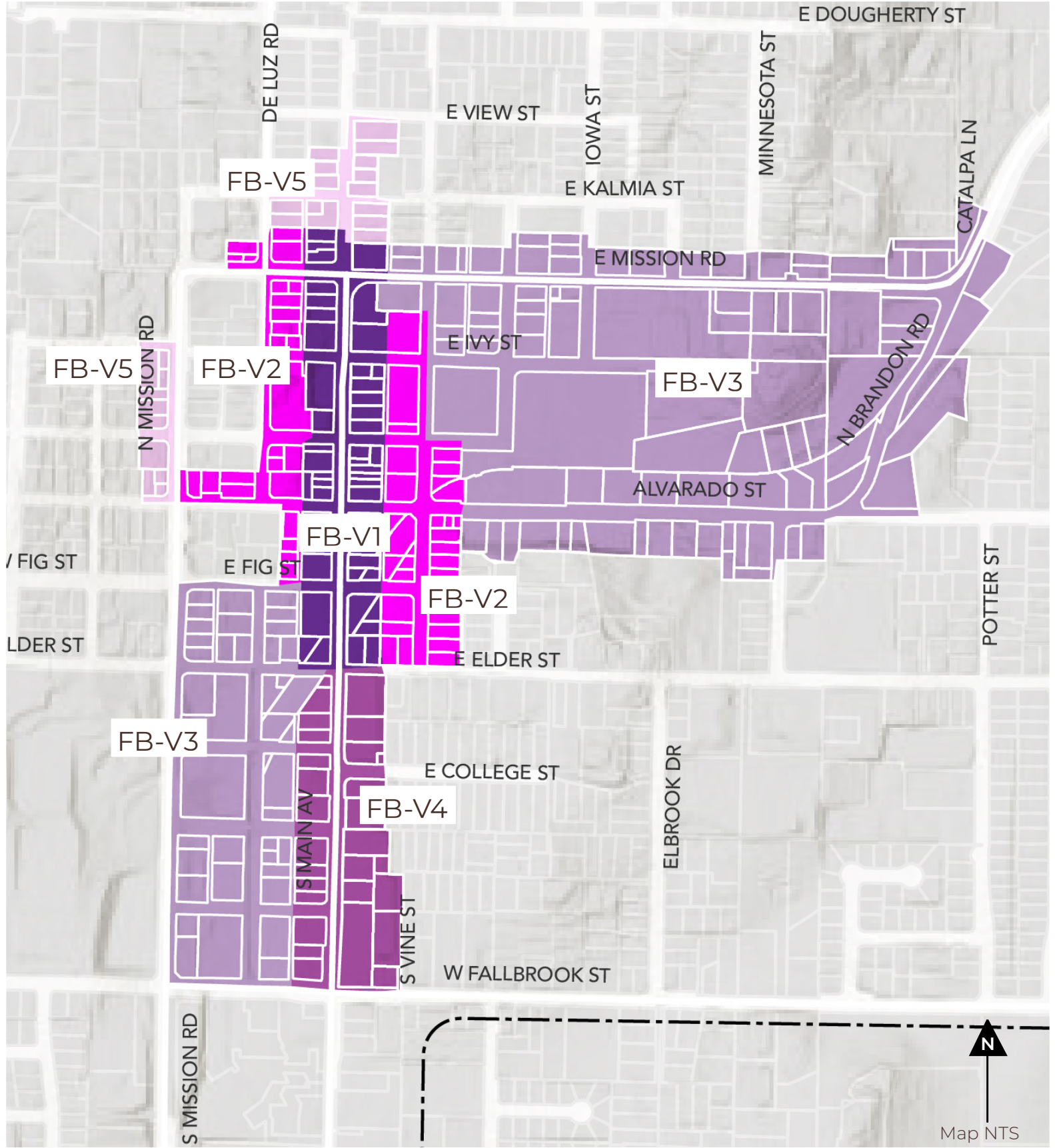
Existing development leading into the Town Center on East Mission Road

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



- FB-V1
- FB-V2
- FB-V3
- FB-V4
- FB-V5

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.

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.



Commercial/restaurant outdoor patio



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. Ext. Side: 0' min.
FB-V4	Front: 0' min/15' max. 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.

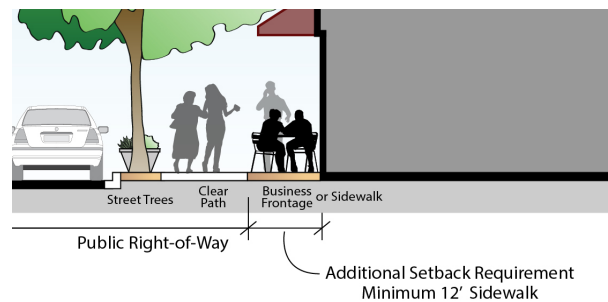
The majority of the existing historic buildings in the V1 zone have non-conforming setbacks greater than the zero-foot mandatory (minimum and maximum) front and exterior side yard setback. These extra, but non-conforming, setbacks have resulted in the areas with the most generous and comfortable sidewalks 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	35'
FB-V2	
FB-V3	
FB-V4	
FB-V5	

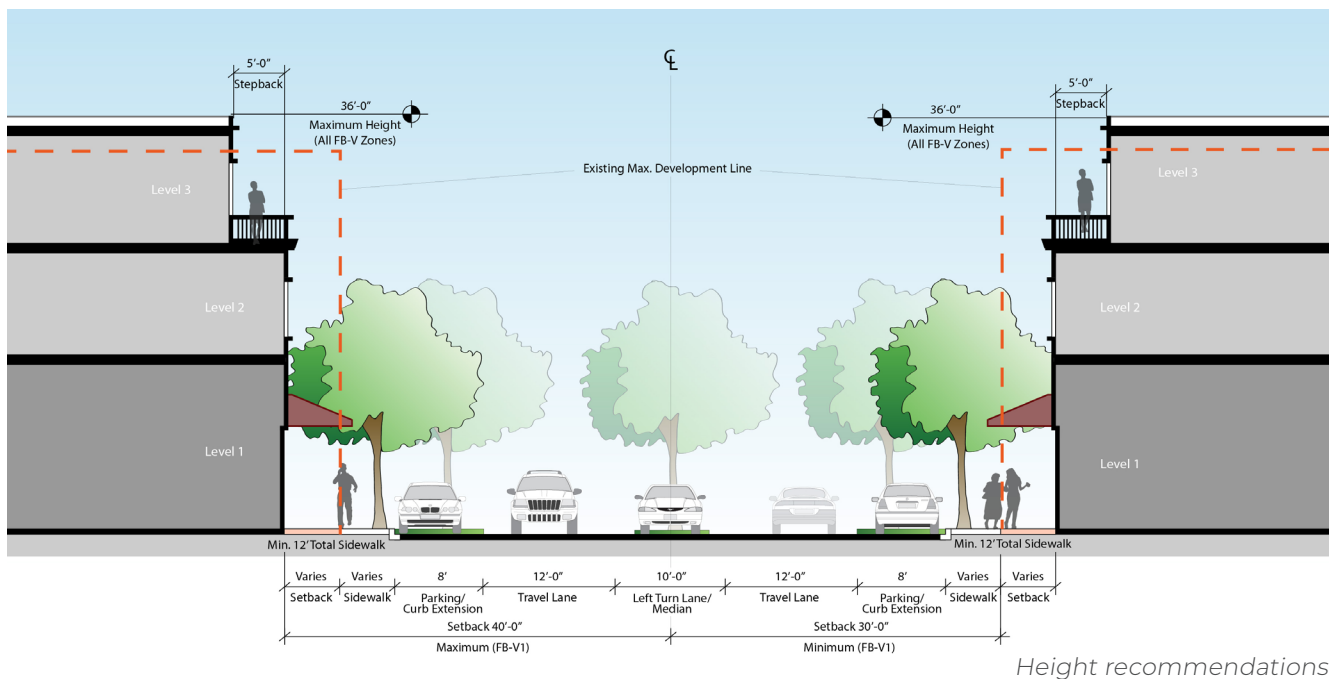
would likely have to reduce recommended minimum ceiling heights, and thus comfort, function, value and marketability. Cross slopes or significant grade changes, or the option to locate parking beneath the building would realistically prohibit three stories of habitable space.

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.

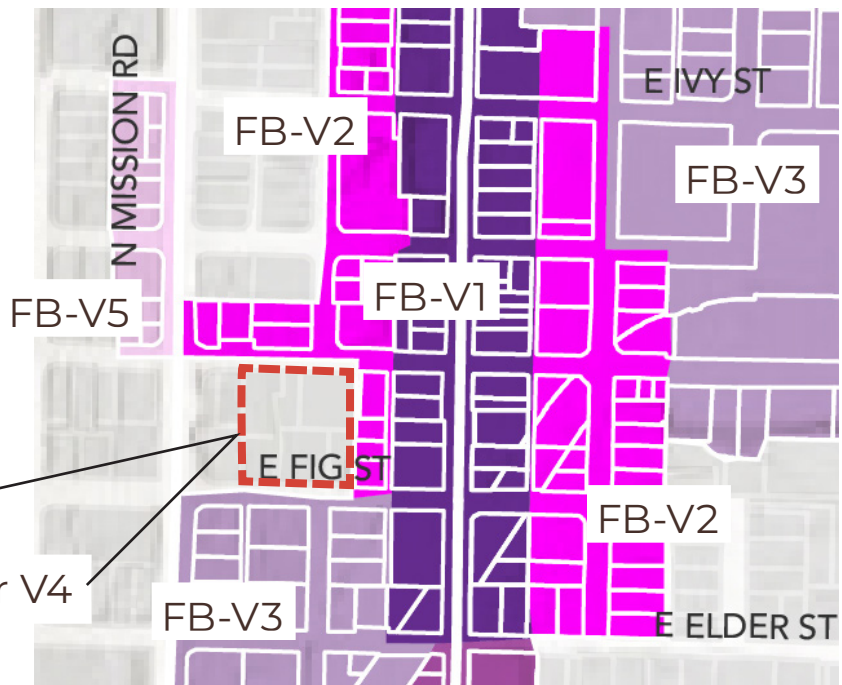
The permitted uses are recommended to be refined to eliminate terms subject to interpretation and provide certainty with respect to the location of residential uses. Permitted uses will also be revised to allow hotels with more than 20 rooms and to allow outdoor dining uses without indoor dining.

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 8103 8105 8400 8403 8405	FB-V1 FB-V4	Clarify residential limits in mixed-use zones	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 FB-V2 FB-V3 FB-V4 FB-V5	Maximum Residential Density	24 du/ac	30 du/ac	Allow maximum density allowed by the General Plan (Village Center Mixed Use).
8120.g	FB-V1 FB-V2	Maximum Building Height	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 FB-V4 FB-V5		35'	36' 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	Setbacks	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. Ext. Side: 0' min.	Front: 0' min; 15' max.* Ext Side: (same as Front) *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. Establish a maximum setback to protect and create an attractive business and walking environment.
8420.i	FB-V4		Front: 0' min/15' max. Ext. Side: 0' min.	Front: Same as FB-V1 Above Ext. Side: 0' min/15' max.* *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.) 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 8203.c; 8204.a 8303.c; 8304.a 8403.c; 8404.a	FB-V1 FB-V2 FB-V3 FB-V4	Transient Habitation: Lodging (hotel)	Hotels up to 20 rooms allowed in all FB-V zones; 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.
8120.1	FB-V1	Outdoor Cafes	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 FB-V2 FB-V3 FB-V4 FB-V5	Parking Ratios	Use: Personal Service Uses (4.0) Eating & Drinking Establishment (6.0) Retail Uses (4.5) Library, Museum, Art Gallery (3.0)	Use: Personal Service Uses (2.0) Eating & Drinking Establishment (4.0) Retail Uses (2.0) Library, Museum, Art Gallery (2.0)	Adjust (reduce) minimum standards to reflect and approximate actual demand.
8130.a	FB-V1 FB-V2 FB-V3 FB-V4 FB-V5	Parking – Exempt: Change of Use	Change of use of existing floor area may trigger increased parking requirements.	Exempt parking for existing floor areas; 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"> Change of Use; Replacement of Non-conforming front yard parking.
8130.d.3	FB-V1 FB-V2 FB-V4 FB-V5	Parking - location	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.

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)



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:

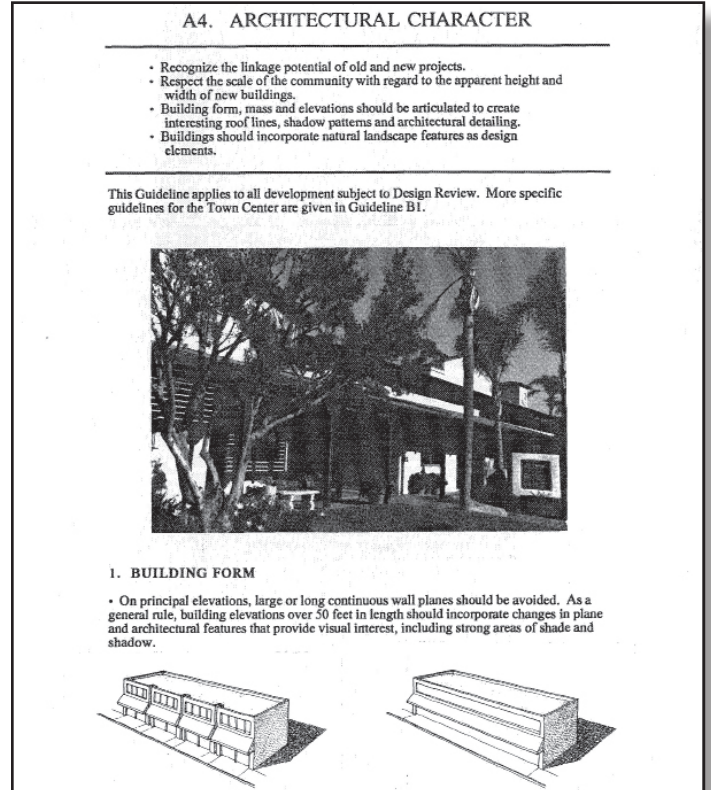
On principal elevations, large or long continuous wall planes should be avoided. As a general rule, building elevations over 50 feet in length should incorporate changes in plane and architectural features that provide visual interest, including strong areas of shade and shadow.

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.



1989 Fallbrook Design Guidelines



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

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.

	Recommendation	Cost (1)	Timeframe for Implementation
1	Adopt Zoning Ordinance Update	\$	• Short Term
2	Adopt Design Standards Update	\$	• Short Term
3	Prepare detailed Streetscape Plan documents and approval	\$\$	• Medium Term
4	Construct Main Avenue Streetscape Plan striped intersection improvements, all-way stops, and RRFBs	\$\$\$	• Medium Term
5	Construct Main Avenue Streetscape Plan curb extensions, missing sidewalk connections, and median improvements	\$\$\$\$\$	• Long Term
6	Install Electric Vehicle charging stations in the Main Avenue Streetscape Plan area	\$\$\$\$	• Long Term
7	Install pedestrian lighting in the Town Center	\$\$\$\$	• Long Term
8	Close all pedestrian gaps and provide sidewalks throughout the entire Sub-Area Plan boundary	\$\$\$	• Long Term
9	Connect County ATP proposed bicycle facilities through Fallbrook	\$\$	• 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"> Roads Sidewalks Water/sewer facilities Street lighting and landscaping 	Assessment on real property collected via property tax	Property owners and developers with assistance from local agency (1)
Business/Property Based Improvement Districts	<ul style="list-style-type: none"> Marketing and economic development Security Sanitation Street lighting and landscaping Signage and decorations 	Assessment paid by businesses or property owners	Property owners/ developers and businesses with assistance from local agency (1)
Community Facilities Districts (Mello-Roos)	<ul style="list-style-type: none"> Parks and open space Public infrastructure and facilities Police and fire protection Recreation, library, and cultural Street lighting and landscaping Flood and storm protection 	Special tax on real property collected via property tax	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"> • Public infrastructure and facilities • Parking structures • Parks and open space • Street lighting and landscaping 	Voluntary diversion of portion/all of the property tax increment by County and any other participating taxing agencies	County
Development Impact Fees	<ul style="list-style-type: none"> • Mobility improvements • Park mitigation • Drainage • Water • Fire protection 	Fees paid in the form of a specified amount as a condition to the issuance of permit/ approval	County
Capital Improvement Program	<ul style="list-style-type: none"> • Roads • Parks and open space • Water/sewer facilities 	County General Fund and Local, State, and Federal Grants	County
External Grants and Loans	<ul style="list-style-type: none"> • Roads • Biking and walking paths • Transit access improvements • Sidewalk improvements • Roundabout and stormwater treatment areas • Water/sewer facilities • Environmental mitigation measures 	Annual grants/loans provided by local, State, and Federal agencies	Property owners/ developers, non-profit entities, and/or County
(1) Requires local agency participation for formation and levy/collection of the special assessments or taxes.			

Table 4.3 - Funding Summary



Fallbrook

SUB-AREA PLAN

December 2024