



Planning Commission Hearing Report

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

A. OVERVIEW

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

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

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

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

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

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

B. STAFF RECOMMENDATIONS

Staff recommends that the Planning Commission take the following actions:

1. Find that the General Plan Environmental Impact Report (EIR), dated August 3, 2011, on file with PDS as Environmental Review Number 02-ZA-001, was completed in compliance with the California Environmental Quality Act (CEQA) and the State and County CEQA Guidelines and that the Planning Commission has reviewed and considered the information contained therein and the Addendum (PDS-2024-ER-24-00-001) thereto dated September 20, 2024 on file with PDS, prior to making its recommendation on the Update (ATTACHMENT A).
2. Recommend that the Board of Supervisors find that there are no changes in the project or in the circumstances under which the project is undertaken that involve significant new environmental impacts which were not considered in the previously certified EIR dated August 3, 2011; that there is no substantial increase in the severity of previously identified significant effects; and that no new information of substantial importance has become available since the EIR was certified as explained in the Environmental Review Update Checklist (PDS2024-ER-24-00-001) dated September 20, 2024 (ATTACHMENT A).
3. Recommend that the Board of Supervisors accept the Fallbrook Sub-Area Plan (ATTACHMENT B) and,
 - 3a. Recommend that the Board of Supervisors rescind the existing Fallbrook Design Guidelines (ATTACHMENT B Appendix G) and approve the Fallbrook Design Standards (ATTACHMENT B, APPENDIX G.2).
 - 3b. Approve the Streetscape Plan (ATTACHMENT B, APPENDIX H).
4. Recommend that the Board of Supervisors adopt the attached Form of Ordinance:

AN ORDINANCE AMENDING 8001 FALLBROOK VILLAGE REGULATIONS GENERAL PROVISIONS (ATTACHMENT C [CLEAN] AND D [STRIKEOUT]).
5. Recommend that the Board of Supervisors adopt the attached Form of Ordinance:

AN ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE COUNTY OF SAN DIEGO RELATED TO THE FALLBROOK SUB-AREA PLAN AND REZONE (POD-20-003; REZ 24-00-001) (ATTACHMENT E).

C. BACKGROUND

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

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

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

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

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

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

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

Consistency with County and Regional Planning Efforts

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

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

D. PUBLIC INPUT

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

Phase 1 – Visioning 2019-2020

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

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

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

Phase 2 – Existing Conditions 2021-2023

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

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

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

Phase 3 – Draft Plan 2023-2024

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

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

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

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

E. COMMUNITY PLANNING GROUP (CPG)

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

F. ANALYSIS AND DISCUSSION

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

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

1) Zoning Amendments

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

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

Building Setbacks

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

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

Building Height and Third-Story Step Back

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

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

Parking Standards

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

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

Residential Density

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

Parking Lot Rezone

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

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

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

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

2) Design Guidelines Update

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

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

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

3) Streetscape Plan

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

Upgraded Crosswalks

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

Curb Extensions

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

All-Way Stops

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

Rectangular Reflective Flashing Beacons (RRFBs)

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

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

Flush Medians

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

Landscaping and Green Space

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

Pedestrian Lighting

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

Implementation Plan

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

G. CALIFORNIA ENVIRONMENTAL QUALITY ACT

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

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

Report Prepared By:
Timothy Vertino, Project Manager
858-505-6677
timothy.vertino@sdcounty.ca.gov

Report Approved By:
Vince Nicoletti, Acting Director
858-694-2960
vince.nicoletti@sdcounty.ca.gov

AUTHORIZED REPRESENTATIVE: _____
VINCE NICOLETTI, ACTING DIRECTOR

ATTACHMENTS:

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