# **APPENDIX A**

# **DOWNTOWN VISIONING REPORT**

APPENDIX
Fallbrook
SUB-AREA PLAN





# DOWNTOWN FALLBROOK VISIONING REPORT

December 18, 2020















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# Introduction

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

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







# Background

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







### Initial Collaborative Efforts

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

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

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

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

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

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

# **Economic Development and BIDs**

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

# **Expanded Collaboration and Planning**

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

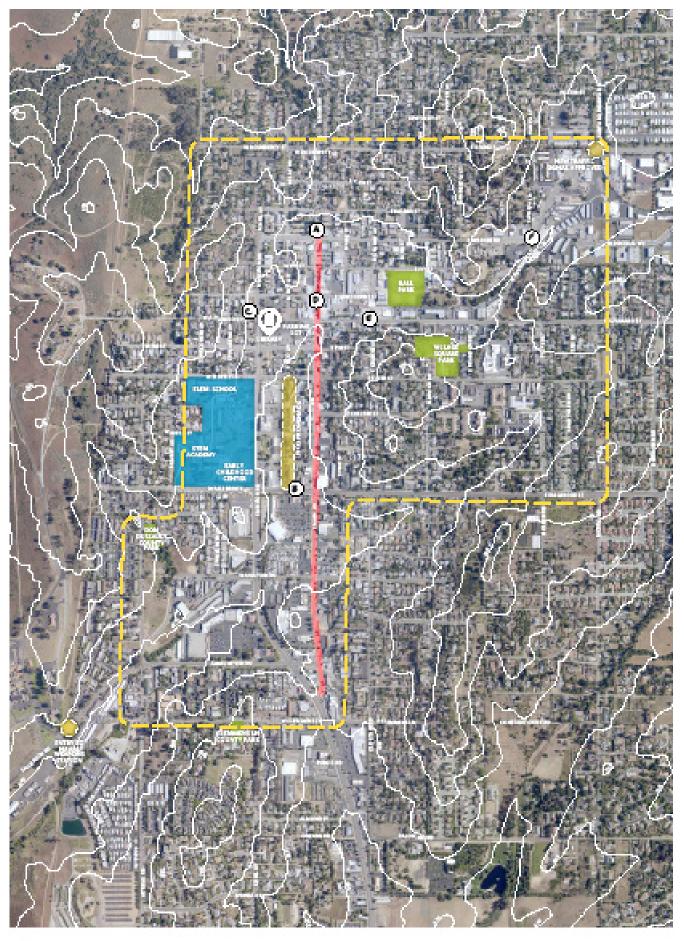
# Study Area for Downtown Fallbrook

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

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

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

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





# Community Engagement Findings

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

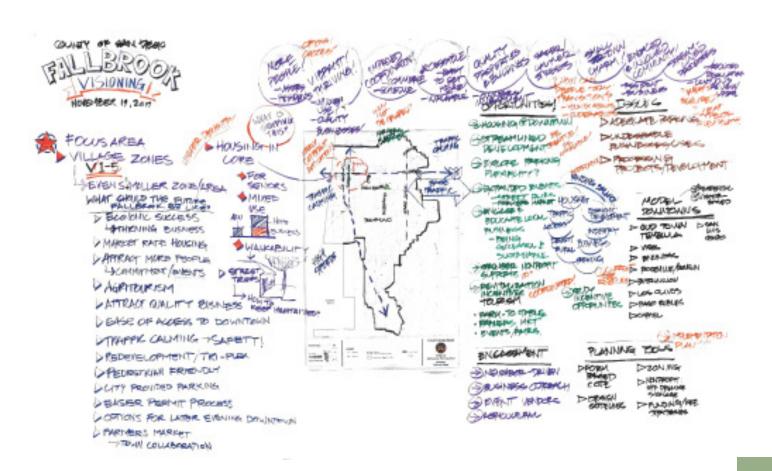
all participants, as well as high-level, initial findings from early planning and design activities for review and discussion. Wall graphics with summary- level notes from each meeting are included in the appendix of this report, with more detailed summary reports on file with PDS. In addition to the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

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

# Meeting #1, November 19, 2019

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

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



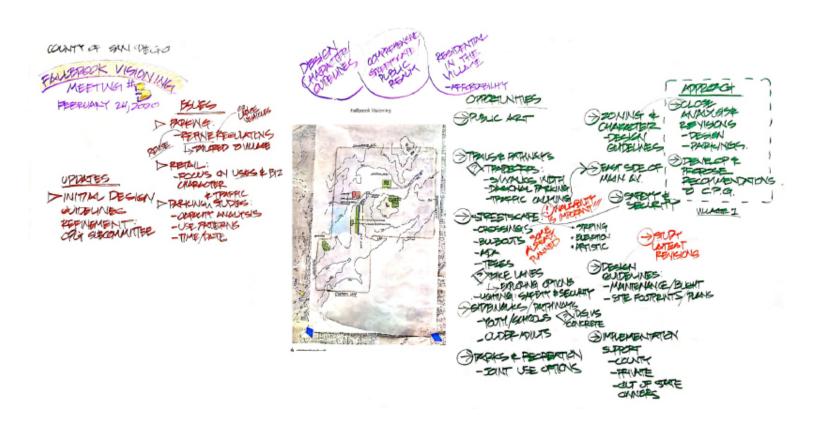
# Meeting #2, January 6, 2020

Upon reviewing the "village zones" that define the planning areas in the Downtown Fallbrook area of the Fallbrook Community Plan, participants identified the need to broaden the future study area. Importantly, the surrounding residential neighborhoods and commercial areas that developed from the mid-twentieth century to today are mutually dependent upon the future of Downtown Fallbrook. Additionally, mobility patterns and parking availability within and adjacent to Downtown have a significant impact on commercial activity, special events and tourism. Major assets that should be preserved in the future include Downtown's historic character, the grid/street pattern that promotes walkability, street trees and plants, public art, and more.



# Meeting #3, February 24, 2020

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



# Meeting #4, June 17, 2020

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

# Meeting #5, July 27, 2020

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

# Meeting #6, August 13, 2020

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

# Meeting #7, September 21, 2020

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

# **Issues and Opportunities**

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

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

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

# **Planning Options**

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

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

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

# **Economic Development and BIDs**

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

Streetscape plan and standards

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

# Planning Option #1: Form-Based Code

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

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

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

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

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

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

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

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

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

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

Code until properties are redeveloped or vacant land is developed.

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

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

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

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

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

# working hours.

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

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

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

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

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

# Challenges:

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

# Steps for Project Execution of Option:

Public workshops and stakeholder engagement

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

### Schedule and Cost:

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

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

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

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

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

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

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

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

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

### following reasons:

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

# Challenges

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

# Steps for Project Execution of Option:

- Public workshops and stakeholder engagement
- Best Practices research

Development of draft code

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

### Schedule and Cost:

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

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

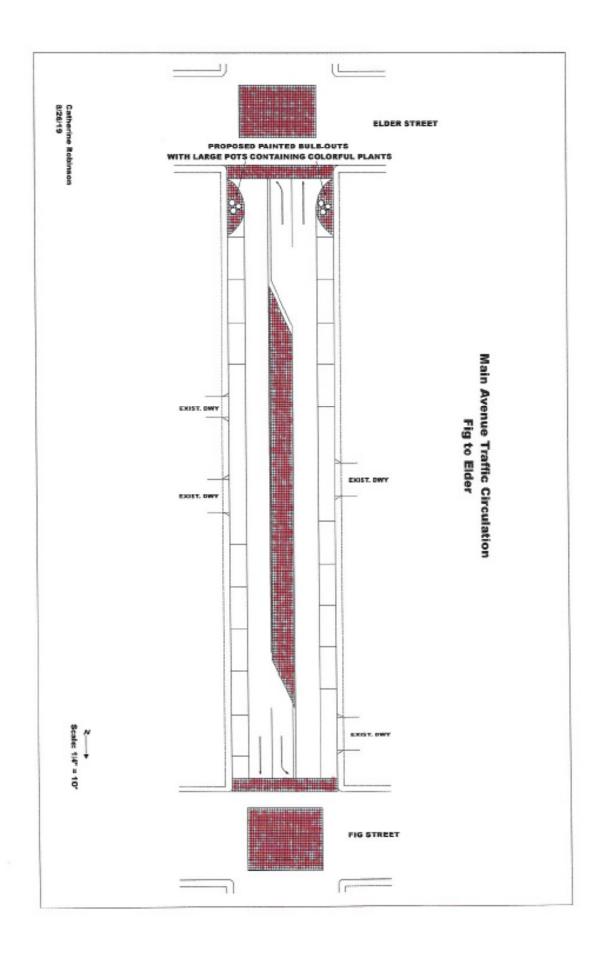
PDS is currently engaged in a Valley Center Road Study. This study could be considered a more detailed, technical study of streetscape type issues raised by the Fallbrook community groups. Although this effort is anticipated to be more Complex, and expensive than the Fallbrook Downtown Project, this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

# **Concept Sketches**

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

# Flexible Parking Lot Plaza Space

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

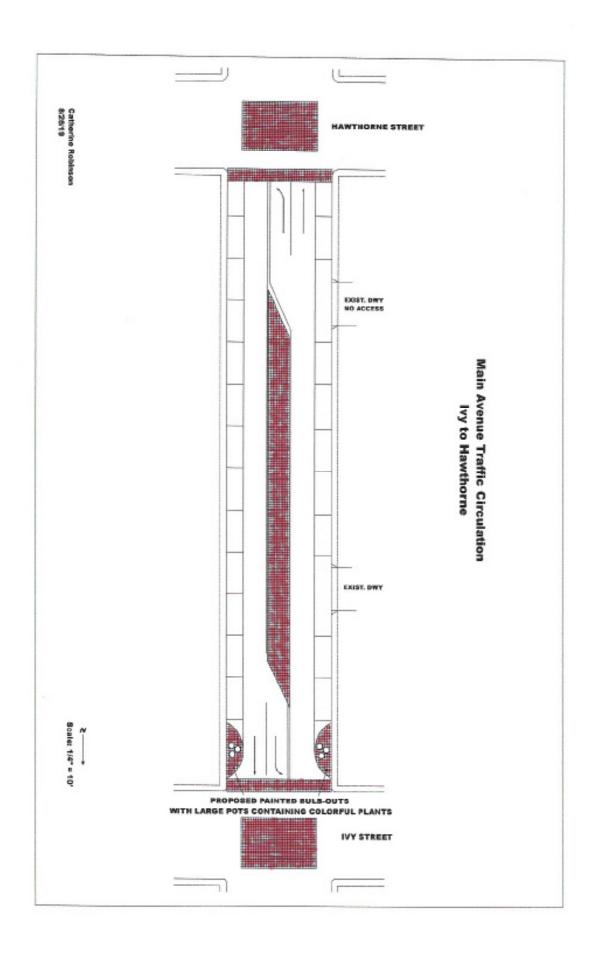


# Streetscape Improvements

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

### Pico Avenue Multi-Modal Connection to Downtown

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



## **Next Steps**

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

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

## Planning Process Timeline

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## Appendix





## Fallbrook Visioning Initiation Meeting

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

#### SUMMARY REPORT

#### MITRODUCTION

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

#### Background

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

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

#### Meeting Format and Agenda

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

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

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

#### SUMMARY OF DISCUSSIONS

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

#### Visions.

Participants described their vision for the future of Downtown Fallbrook.

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

#### Issues

Participants discussed current and potential issues that impact Downtown Fallbrook.

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

#### Opportunities

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

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

#### Model Countours

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

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

#### **Potential Planning Tools**

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

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

#### Community Engagement

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

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

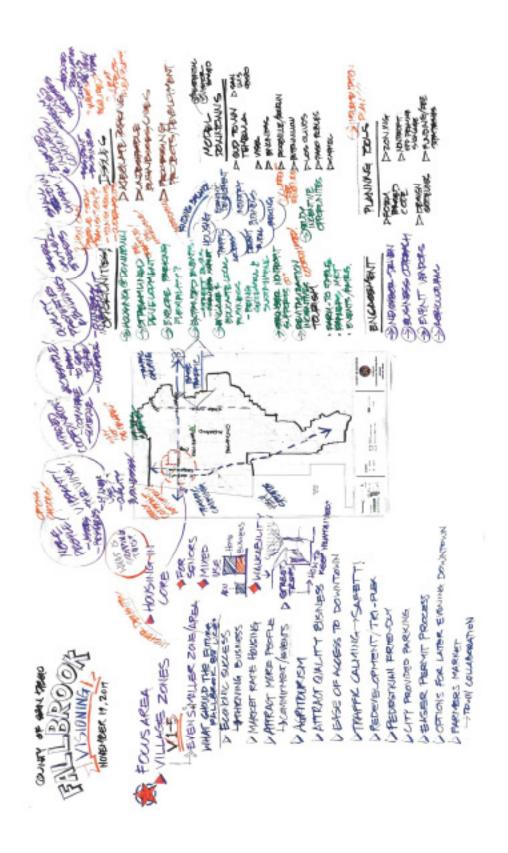
#### **Next Steps**

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

#### WALLGRAPHICS

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

#### WALLGRAPHIC



## Fallbrook Visioning Meeting #2

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

#### SUMMARY REPORT

#### INTRODUCTION

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

#### Background

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

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

#### Meeting Format and Agenda

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

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

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

Mr. Lardy distributed a brief handout description of the five designated "village zones" within Downtown Fallbrook that are part of the Fallbrook Community Plan, including the primary and secondary uses allowed for each area. Mr. Pendoley then facilitated discussions with participants about the relevance of the zones today and as part of an emerging vision. Participants also identified a "working study area" for continued visioning efforts, and some specific locations that may warrant close attention as part of a new vision. Rick Barrett of MIG and Mr. Pendoley also provided a high-level overview of initial findings from early research efforts into other villages and downtowns that participants identified in Meeting X1 as models. Finally, participants discussed potential tools and elements for the planning process and a new plan for downtown, as well as assets that they feel are important to preserve and enhance as part of the vision.

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

#### SUMMARY OF DISCUSSIONS

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

#### Planning Area and Elements

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

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

#### ksues

Participants discussed issues areas in Downtown Fallbrook for further study

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

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#### Assets

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

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

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

#### Potential Implementation Tools

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

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

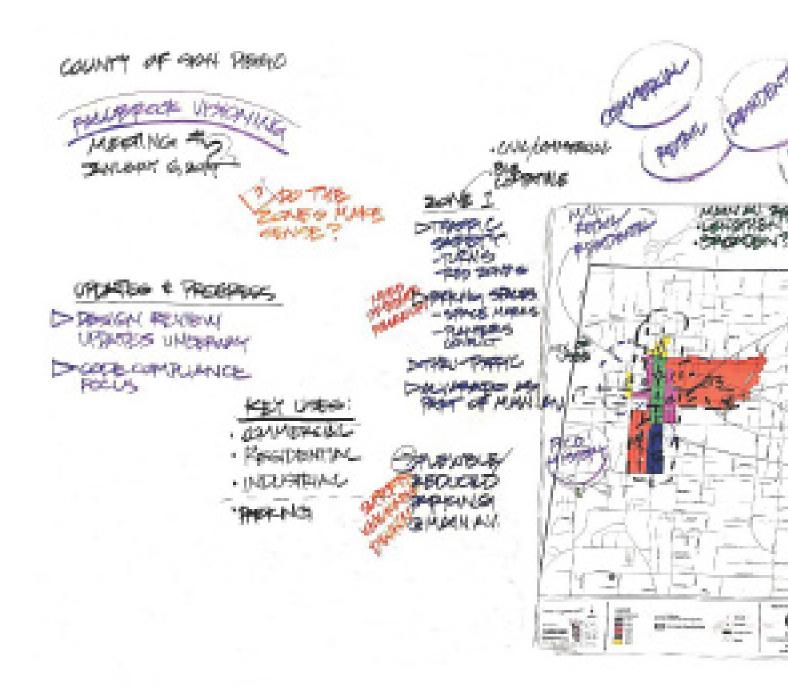
#### **Next Steps**

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

#### WALLGRAPHIC

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

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Proposed by Militalian.





## Fallbrook Visioning Meeting #3

February 24, 2020 w 10:00 a.m. - 12:00 p.m.

#### SUMMARY REPORT

#### INTRODUCTION

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

#### Background

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

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

#### Meeting Format and Agenda

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

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

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

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

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

#### SUMMARY OF DISCUSSIONS

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

#### ssues

Refine parking regulations to support desired development and flexibility Downtown.

- Ensure parking and traffic analyses address a range of factors, including:
  - Roadway and parking capacity
  - Use patterns
  - Time; i.e., morning, afternoon, and commute periods
  - Dates/days; i.e., weekday and weekend.
- Address how to mitigate undesirable retail uses and character.
   Opportunities and Strategies
  - Public art: building on existing community assets.
  - Trails, pathways and streetscapes: trade-offs are associated with different improvements
    - Sidewalk widths
    - Sidewalk material types (e.g., concrete vs. decomposed granite).
    - Diagonal parking
    - Traffic calming
    - Commercial vehicle access/loading/parking
    - Bulbouts
    - ADA improvements
    - o Trees
    - Crossings, including decorative
    - Bicycle lanes
    - Lighting
    - Consistency on both sides of a roadway/street (e.g., Main Ave.)
  - Parks and recreation: joint-use options with school sites
  - Design guidelines
    - Address maintenance and design character of blighted properties
    - Advise on desired site footprints and plans.
  - Implementation and partnerships
    - County
    - Private property owners (including out-of-state owners).
    - Developers

#### Next Steps

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

#### WALLGRAPHIC

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

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MEETINGS #5

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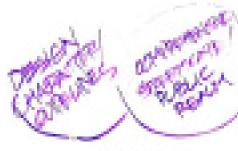
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## Fallbrook Visioning Meeting #4

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

#### SUMMARY REPORT

#### Meeting Format and Agenda

- Felix Aporte, PDS
- Eric Lardy, PDS
- Tim Vertino, PDS
- Rouya Rasoulzadeh, PDS
- Ben Mills, D5
- Elleen Delaney
- Lila MacDonald

#### SUMMARY OF DISCUSSIONS

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

Prepared by MOS, Inc. 5

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



## Fallbrook Visioning Meeting #5

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

#### SUMMARY REPORT

#### Meeting Format and Agenda

- Felix Aponte, PDS
- Eric Lardy, PDS
- Tim Vertino, PDS
- Rouya Rasoutzadeh, PDS
- Ben Mills, D5
- Jeanine
- Karla Standridge
- Kim Murphy
- Lila MacDonald
- Mark Mervich
- Roy Moosa
- Stephani Bauter
- Eileen Delaney

#### SUMMARY OF DISCUSSIONS

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



# Fallbrook Visioning Meeting #6 — Infrastructure Committee

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

#### SUMMARY REPORT

#### Meeting Format and Agenda

- Felix Aponte, PDS
- Eric Lardy, PDS
- Tim Vertino, PDS
- Rouya Rasoulzadeh, PDS
- Ben Mills, D5
- Elleen Delaney
- Lila MacDonald
- Mike Griffiths
- Stephen Collins
- Ana Strahan

#### SUMMARY OF DISCUSSIONS

- 1. Backgroundt
  - We have had three meeting with the subcommittee
  - Came up with three options that would work for Fallarook
  - Consistent topic has come up
    - Regulations to parting, related to quantity and availability
    - Traffic Congestions and Speed
    - Land Use Housing, Retail, Industrial and Commercial
    - Fallbrook Design Guidelines
    - Development Permits
  - Economic development tool available through separate efforts.
  - Fallbrook Visioning Planning Options
    - Form-Based Code
    - Zoning Ordinance Update with Design Guidelines & Streetscape Plan
- Community Comments and Concerns:
  - Eileen: Funding D5 has allocated 900K anything left over the BOS can actually utilize the fund to do what needs to be done for Fallurook
  - Eileen it would be easier to update the option 2, Form Based code would be very difficult to update
  - Lita MacDonald Option 2 is better for our community over all
  - Mike Griffiths this is new to me, but it seems like we are on the right track
  - Stephen Collins Very new to this as well, is differing to subcommittee's direction.
  - Ana Strahan This is new to her as well, she would like to learn more about option 2, and would like to
    have a copy of the presentation
  - Mike G Next step would be CPG approves, what are the steps after that?

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

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

PDS, Consultant, Environmental costs.

#### Final Vote to Recommend:

Group is recommending option 2 to be presented at the CPG

#### Next Steps:

Initiate Phase II - Bringing on a consultant (September/October)
September CPG meeting - presenting and recommending option 2

Eileen and Like MacDonald will recuse Themselves at the CPG

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



# Fallbrook Visioning Meeting #7 – Community Planning Group Meeting

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

#### SUMMARY REPORT

#### Meeting Format and Agenda

- Eric Lerdy
- Tim Vertino
- Jack Wood
- Elleen Deleney
- Roy Moose
- Jerry Kalman
- Stephani Baxter
- Steve Brown
- Lee DeMea
- Jeniene Domercq
- Jim Loge
- Michele McCaffery
- Mark Mervich
- Kim Murphy
- Bill O'Connor
- Victoria Stover

#### SUMMARY OF DISCUSSIONS

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

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

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

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

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

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

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

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

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

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

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

Lee DeMeo Inquired about updating the Fallbrook design guidelines.

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

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

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

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

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

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

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

1. \*\*Prepared by MRS, brc.\*\*\*

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

#### community.

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

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

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

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

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

### **Best Practices Table**

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

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

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

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

Jurisdiction	San Luis Obispo
Population	47,541 (2017)
Total Area	12.93 square miles
Parking	
Total Number of Parking Spaces	Approximately 2,869 public parking spaces in downtown core, including three parking structures and metered parking.
Existing Parking & Parking Programs/	Access and Parking Management Plan (2011) https://www.slocity.org/home/showdocument?id=2602
Plans	Parking Information Guide - provides overview of parking in Downtown and surrounding areas. https://www.slocity.org/home/showdocument?id=24107
	Parking Meters - Located in Downtown Core and enforced Monday to Saturday 9:00am to 6:00pm.
	10-Hour Meter Permits - 10 hour meter permits for \$60 monthly or \$180 quarterly.
	Parking Structures - Three located in Downtown Core. Users can pay with proxcard billed quarterly.
	Electric Vehicle Parking - 19 electric vehicle parking spaces.
	Downtown Merchant Validation Program - City created program to offer customers 60 minutes of free parking compliments of downtown participating businesses.
	Downtown Residential Overnight Parking Program - City provides overnight parking program for downtown residents only.
Alternative Parking Compliance / Parking Reductions	Allow for alternative options to comply with parking requirements in Downtown Core -  1. Provide required spaces on site  2. Off-site parking within walking distance by Director approval  3. Participate in a commonly held and maintained off-site parking lot with other businesses  4. Participate in parking district that provides parking spaces through a fee or assessment program.  5. Participate in an in-lieu fee program
	Shared Parking Reduction - where shared parking facility serving more than one use will be provided, the total number of required parking spaces may be reduced by up to 20 percent.
	Other Parking Reductions - Required parking for any use may be reduced by up to 10% through Director approval of a Director's Action if it finds that use is adequately served by proposed on-site parking, parking demand study shows parking demand generated by project will not exceed capacity of or have detrimental impact on supply of on-street parking in surrounding area.

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

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

Other Programs or Strategies (continued) Traditional Economic Development Activities - In addition to specific actions laid out in ESSP, the Economic Development program also focuses on traditional economic development activities including: - Business retention and expansion assistance - identify resources and connect with local service providers - Business recruitment - Site selection assistance for new and existing businesses - work with local real estate brokerage community, property owners and developers to find existing buildings or properties that could be developed - Quick Response Team for timely processing of permits, providing development review strategies and identifying potential issues and solutions - County, Regional, and State programs through the Economic Vitality Corporation (EVC)"

Infrastructure Financing Analysis - Included a series of study sessions with Council and the community.

Council provided City staff direction to update City's development impact fees, to integrate fees into and prioritize projects in the City's Capital Improvement Program, and to explore new infrastructure funding strategies including:

Community Investment Bond - voter approved general obligation bond targeted at high-value and popular infrastructure improvements such as implementation of the Bikeway Master Plan and replacement of streets, sidewalks, and drainage facilities.

Economic Development Investment - Assemble funding from a variety of sources to build infrastructure needed to serve area.

Land Secured (Special Tax) Bonds for Area-Specific Infrastructure - Land secured financing based upon a special tax applied in a new development (or otherwise benefitting) area can be used to fund infrastructure that would otherwise be funded with development impact fees.

Jurisdiction	City of La Mesa
Population	60,021 (2017)
Total Area	9.1 square miles
Parking	
Total Number of Parking Spaces	Approximately 500 public parking spaces, including 140 smart parking spaces that accept credit & debit cards and smart phone payments.
Existing Parking & Parking Programs/	Parking Meters - Located in downtown core and enforced Monday to Saturday 8:00 am to 6:00 pm.
Plans	Downtown Village Parking Permit Program - established to improve management of supply of parking downtown and to provide businesses and employees with affordable parking. Permit holders are exempted for parking meter fees and two- or four-hour parking limits.  Quarterly Parking Permit Programs -
	East End Program - offers either a \$40 permit that provides access to approximately 125 parking spaces, or \$60 permit that provides access to 229 spaces in five different parking areas.
	La Mesa Boulevard Lot Program - offers access to 31 spaces in the municipal parking lot located on the south side of La Mesa Blvd.
Alternative Parking Compliance / Parking Reductions	Downtown Commercial (CD) Zone - Off-street parking requirement may be satisfied through payment of an optional in-lieu parking fee on a per parking space basis for non-residential development.
	Share Parking Reduction - the PC may approve modifications if it can be demonstrated that all uses can be sufficiently served with shared parking due to varying hours of operation and for peak parking demand periods.
	Other Parking Reductions - Required parking for any use may be reduced by PC approval if parking demand study shows parking demand generated by project will not exceed capacity of or have detrimental impact on supply of onstreet parking within 1/4 mile of site. Where there has been a reduction in required parking, all resulting spaces must be available for common use and not exclusively assigned to any individual use.
Parking Ratios	Mixed-Use Urban Overlay Zone - Allow minimum of two parking spaces per 1,000 square feet of commercial space.
Housing	
Total Number of Housing Units	Approximately 24,512 housing units (2011 Housing Element).
Affordable Housing Projects/Units	Five affordable housing projects for a total of 565 rent restricted units.  https://www.cityoflamesa.us/DocumentCenter/View/6392/Affordable-Housing- Projects-Located-in-La-Mesa_Updated-020514?bidld=

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