



## **REPORT TO PLANNING COMMISSION**

**To:** Honorable Chairman and Members of the Planning Commission

**From:** Justin Kirk, Assistant Community Development Director  
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**Date:** September 4, 2018

**Subject:** Downtown Elsinore Specific Plan (SP 2018-02), General Plan Amendment No. 2018-02, and Zone Change No. 2018-02

**Applicant:** City-Initiated

### **Recommendation**

adopt A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF LAKE ELSINORE, CALIFORNIA, RECOMMENDING ADOPTION OF FINDINGS THAT THE DOWNTOWN ELSINORE SPECIFIC PLAN (SP 2018-02), GENERAL PLAN AMENDMENT NO. 2018-02, AND ZONE CHANGE NO. 2018-02 ARE CONSISTENT WITH THE WESTERN RIVERSIDE COUNTY MULTIPLE SPECIES HABITAT CONSERVATION PLAN (MSHCP); and

adopt A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF LAKE ELSINORE, CALIFORNIA, RECOMMENDING APPROVAL OF THE DOWNTOWN ELSINORE SPECIFIC PLAN (SP 2018-02);and

adopt A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF LAKE ELSINORE, CALIFORNIA, RECOMMENDING APPROVAL OF GENERAL PLAN AMENDMENT NO. 2018-02; and

adopt A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF LAKE ELSINORE, CALIFORNIA, RECOMMENDING APPROVAL OF ZONE CHANGE NO. 2018-02.

### **Background**

#### **2011 Downtown Master Plan**

On December 13, 2011, the City of Lake Elsinore's City Council adopted the Lake Elsinore Downtown Master Plan. In the intervening seven years, the City has seen significant economic growth. Development interest in the downtown area from restaurateurs and resort destination developers has been encouraging. However, the existing 2011 Master Plan has been confusing to implement. It includes five (5) diverse "districts," each with a limited land use plan intended to

promote separate communities. Additionally, the 2011 Master Plan consists of four separate documents. For these reasons, it has been difficult to accommodate potential development in the downtown area, and the 2011 Master Plan is no longer in step with current market demands.

### **Downtown Elsinore Specific Plan**

The Downtown Elsinore Specific Plan represents a reimagining of the 2011 Master Plan. The Downtown Elsinore Specific Plan is intended to:

- Collate the existing four separate documents into one simplified specific plan document.
- Eliminate the five separate “districts.” Planning goals will identify and guide land uses that optimize their location within the downtown framework.
- Provide a simplified, user-friendly Land Use Matrix.
- Provide flexible signage options.
- Provide flexible architectural principles and guidelines.
- Eliminate the Main Street Circle (roundabout) concept.
- Eliminate the Garden District concept and replace the Main Street area with a Mixed Use designation.
- Refine the Plan’s boundary area (by removing the area between Interstate 15 and Flint Street) and locate “Gateway to the Downtown” monumentation at the intersection of Flint and Main Streets.

### **Outreach**

City staff met with the Historic Preservation Committee in February 2018, and with the Downtown Merchants Association at their monthly meeting in May 2018. The City mailed an invitation to attend a Community Workshop held on May 17, 2018 to over 400 residents, landowners, agencies, adjacent property owners and interested parties. Additionally, on June 5, 2018, the Planning Commission conducted a workshop during their regular meeting.

### **Project Location**

The 178-acre Downtown Elsinore Specific Plan covers an approximately mile-long area extending from Flint Street along its northern edge, southwesterly to the edge of the Lake. It is generally bounded by Riley Street and the Lake Elsinore Outlet Channel on the west and Ellis Street and Chestnut Street on the east (See Exhibit E). Included in the Plan area is the historic downtown, located on Main Street. Main Street extends through the Specific Plan from Flint Street to Lakeshore Drive along the historic route US 395.

### **Discussion**

#### **Downtown Vision**

The Downtown Elsinore Specific Plan represents the community’s Vision for the future of Downtown Lake Elsinore. This Vision was initially developed during the preparation of the 2011 Master Plan, when the City made a concerted effort to involve and listen to the citizens of Lake Elsinore. Citizens expressed a consistent desire to have a livable, viable and memorable place

for residents and visitors alike. The Downtown Elsinore Specific Plan incorporates and expands this Vision that affirms the downtown as the heart of the City.

The following concepts are the key components of the Downtown Elsinore Specific Plan's Vision:

- Enhance Downtown vitality by creating a safe, vibrant and walkable downtown centered along Main Street
- Make Downtown a centralized destination for community activities and for 18-hour a day activities for families and individuals
- Create a "park-once-and-walk" district

## Land Use Comparison

The following table shows the acreage of each land use designation within the proposed Downtown Elsinore Specific Plan and related General Plan Amendment No. 2018-02, and compares it with the land use designation acreage described in the 2011 Downtown Master Plan (DMP). As shown in the table, the overall development potential within the boundaries of the original DMP remains substantially unchanged.

Land Use	Downtown Elsinore Specific Plan (Acres)	2011 Downtown Master Plan (Acres)
Business Professional	1.15	1.15
Commercial Mixed Use	N/A	25.97
Residential Mixed Use	N/A	37.32
Mixed Use	61.97	N/A
Downtown Recreational	35.19	35.19
Floodway	12.41	12.41
General Commercial	7.19	7.19
Gateway Commercial	0.00	7.96
High Density Residential	5.51	6.28
Hillside Residential	0.16	0.02
Medium Density Residential	10.60	10.60
Open Space	1.48	1.48
Public Institutional	2.87	0.81
Recreational	0.01	0.01
<b>SUBTOTAL</b>	<b>138.5</b>	<b>146.4</b>
<b>"Gateway" Area Outside of SP</b>		
Business Professional	2.42	N/A
General Commercial	5.36	N/A
<b>SUBTOTAL</b>	<b>7.8</b>	<b>N/A</b>
Roads	42.3	42.3
<b>TOTAL</b>	<b>188.6</b>	<b>188.7</b>

## Downtown Elsinore Specific Plan Features:

Non-Conforming Uses and Structures – The Plan ensures the right of existing owners and businesses to continue with existing uses. If a lawful use of land or structure exists which otherwise would not be permitted by the regulations established by the Plan, such use or

structure may be continued, subject to the standards set forth in the Lake Elsinore Municipal Code.

Reduction in Parking Requirements – The Plan reduces the amount of parking otherwise required by the Lake Elsinore Municipal Code in order to encourage the “park-once-and-walk” objective. Additionally, a developer may propose further deviations from the parking requirements if the request is supported by a parking study prepared by a licensed engineer. Existing on-site parking supply will be considered full satisfaction of the minimum parking requirement for new land uses that occupy existing buildings.

Downtown Core – The Plan designates both sides of Main Street, from Franklin to the southwest boundary of the Plan as the “Downtown Core.” Its purpose is to specify policies that promote a vibrant, 18-hour activity downtown. Uses and design are expected to contribute to an overall “experience” for tourists visiting the City and enjoying its amenities such as the Lake, the Diamond Stadium, Rosetta Canyon Sports Park, Launch Pointe Resort and Campgrounds, and extreme sports venues like Skydive Elsinore.

Community Plaza Concept – The Plan provides an opportunity to create a unique Community Plaza on Main Street, starting at the intersection of Heald Avenue and extending west to Peck or Graham or Sulphur. This closure of Main Street can be permanent, temporary or a phased project.

Artwork Program – The Plan encourages future developments to contribute to an Artwork Program to receive funds used to acquire and install public art, both permanent and temporary, including art exhibitions, galleries and workshops, and other creative programs.

### **General Plan Amendment No. 2018-02**

In conjunction with the Downtown Elsinore Specific Plan, the City proposes to amend the General Plan Land Use Element and make minor modifications to the Plan boundary as shown on the General Plan’s Land Use Plan, including

- Changing the General Plan designations from various to “Specific Plan” for the property within the Downtown Elsinore Specific Plan and from “Gateway Commercial” to, “Business Professional” and “General Commercial” for the property located between Interstate 15 and Flint Street. (Exhibit H). The Business Professional and General Commercial designations are the same as that of adjacent developed and vacant properties that are not within the Plan boundaries.
- Adding the Downtown Elsinore Specific Plan to the General Plan’s Appendix A.

### **Zone Change No. 2018-02**

In order to implement the changes to the General Plan’s Land Use Plan proposed by General Plan Amendment No. 2018-02, the City also proposes to make the following related zone changes:

- Changing the zoning from various to SP (Specific Plan) for the property within the Downtown Elsinore Specific Plan and from GC (Gateway Commercial) to M-1 (Limited Manufacturing) and C-2 (General Commercial) for the property located between

Interstate 15 and Flint Street. (Exhibit I). The M-1 and C-2 zoning are the same as that of adjacent developed and vacant properties that are not within the Plan boundaries.

### **Environmental Determination**

In 2011, the City Council of the City of Lake Elsinore certified the Program Environmental Impact Report (PEIR) (SCH No. 2005121019) and adopted the City's 2011 General Plan Update, 2008-2014 Housing Element, Climate Action Plan, and the 2011 Downtown Master Plan (DMP). The PEIR analyzed the scope and nature of development proposed to meet the goals of downtown development as set out in the DMP along with identifying measures to mitigate, to the extent feasible, the significant adverse project and cumulative impacts associated with downtown development under the DMP.

In addition to serving as the environmental document for the approval of the 2011 General Plan Update, Housing Element, Climate Action Plan, and DMP, the PEIR was intended by the City to be the basis for compliance with CEQA for future discretionary actions. Under CEQA guidelines for using program EIRs with later activities, if a proposed later activity involves no new or substantially more severe significant effects and no new mitigation measures would be required, a program EIR is deemed to have adequately analyzed the later activity for CEQA purposes and no further review under CEQA is required.

The Downtown Elsinore Specific Plan (DESP) represents a reimagining of the DMP rather than a substantial revision. The PEIR included an analysis of the environmental effects and sets out mitigation measures needed to minimize or eliminate any identified impacts related to downtown development under the DMP. The overall development potential within the boundaries of the original DMP remains substantially unchanged under the DESP such that there are no new or substantially more severe significant effects and no new mitigation measures are necessary. Accordingly, PEIR serves as the required environmental documentation for the DESP, the concurrent General Plan Amendment and Zone Change.

### **Exhibits:**

- A. MSHCP Resolution
- B. SP Resolution
- C. GPA Resolution
- D. ZC Resolution
- E. Vicinity Map
- F. Aerial Map
- G. Land Use Plan
- H. GPA 2018-02 Exhibit
- I. ZC 2018-02 Exhibit
- J. Downtown Elsinore Specific Plan, September 4, 2018 Draft