



REPORT TO CITY COUNCIL

To: Honorable Mayor and Members of the City Council

From: Grant Yates, City Manager
Prepared by: Richard J. MacHott, Planning Manager

Date: September 25, 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 CITY COUNCIL OF THE CITY OF LAKE ELSINORE, CALIFORNIA, ADOPTING 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 AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF LAKE ELSINORE, CALIFORNIA, ADOPTING THE DOWNTOWN ELSINORE SPECIFIC PLAN (SP 2018-02); and

adopt A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LAKE ELSINORE, CALIFORNIA, APPROVING GENERAL PLAN AMENDMENT NO. 2018-02; and

adopt AN ORDINANCE OF CITY COUNCIL OF THE CITY OF LAKE ELSINORE, CALIFORNIA, ADOPTING 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 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.

Planning Commission Action

On September 4, 2018, the Planning Commission conducted a duly noticed public hearing, accepted public oral and written testimony, provided recommendations, and by a 3-0 vote (1 Commission absent, 1 recused Commissioner) recommended City Council approval. The Commission discussed whether enclosures for outdoor dining areas were required if no alcoholic beverages were being served. In response to the Commission’s comments, the “Outside Dining Associated with Food Establishments” requirements on pages 3-30 and 3-31 of the Specific Plan were revised to clarify the provisions regarding enclosures and to specifically state that barriers are only required if alcohol will be served in outdoor dining areas, otherwise they are optional. As discussed in more detail below, the Commission also considered the appropriateness of the proposed M-1 (Limited Manufacturing) on that portion of Spring Street between Minthorn Street and Flint Street.

Public Outreach and Notice of Public Hearings

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.

On May 3, 2018, 522 notices of the Planning Commission and City Council public hearings were mailed to owners of property located within the proposed project boundaries or within 300 feet of the exterior boundaries of the project boundaries, to 117 owners of businesses with the project boundaries and to other interested persons. Notice of the public hearings was also published in the Press-Enterprise and posted on the City’s web site.

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

Land Use	Downtown Elsinore Specific Plan (Acres)	2011 Downtown Master Plan (Acres)
Open Space	1.48	1.48
Public Institutional	2.87	0.81
Recreational	0.01	0.01
SUBTOTAL	138.5	146.4
"Gateway" Area Outside of SP		
Business Professional	2.42	N/A
General Commercial	5.36	N/A
SUBTOTAL	7.8	N/A
Roads	42.3	42.3
TOTAL	188.6	188.7

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.

The Planning Commission discussed whether the proposed M-1 zoning on ten parcels located on the eastern side of Spring Street between Minthorn Street and Flint Street was the most appropriate zoning considering that in addition to the existing light industrial uses on these parcels, there are also several residences, which would be non-conforming uses. Staff explained that the M-1 zone was proposed due to the light industrial uses and the existing M-1 zoning on the opposite side of Spring Street. Staff also noted that Spring Street is a designated truck route. After discussing alternative potential zoning including R-1 (Single-family residential) and C-2 (General Commercial), the Planning Commission decided to recommend the proposed M-1 zoning.

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.

Fiscal Impact

There is no implementing development proposal being considered concurrently with the proposed project. Therefore, it is not possible to determine the potential fiscal impact of any future development proposal at this time. The costs for City staff time to prepare the proposed Downtown Elsinore Specific Plan were included in staff costs contained in the 2017/2018 and 2018/2019 operating budgets.

However, in accordance with standard conditions of approval, all new development within the Downtown Elsinore Specific Plan boundaries will be required to pay the following developer impact fees that will offset project impacts upon public facilities and infrastructure:

- The project proponent/developer(s) shall pay the Transportation Uniform Mitigation Fee (TUMF) in accordance with the fee schedule in effect at the time of issuance of a building permit, pursuant to Ordinance No. 1096; provided, however, that TUMF Fee credits may be provided in exchange for construction of regional road improvements consistent with the TUMF Program.
- The project proponent/developer(s) shall pay all applicable development impact fees and mitigation fees as required by the City of Lake Elsinore Municipal Code and other City-adopted fees.

Additionally, in order to offset the annual negative fiscal impacts of the project on public safety operations and maintenance issues in the City, new development projects will be required to comply with the following standard conditions of approval:

- Prior to approval of a Final Map, Parcel Map, Residential Design Review, or Conditional Use Permit (as applicable), the project developer shall annex into Community Facilities District No. 2015-1 (Safety) or such other Community Facilities District for Law Enforcement, Fire and Paramedic Services established at the time of such approval to offset the annual negative fiscal impacts of the project on public safety operations and maintenance issues in the City. Alternatively, the project developer may propose alternative financing mechanisms to fund the annual negative fiscal impacts of the project with respect to Public Safety services.
- Prior to approval of a Final Map, Parcel Map, Design Review, or Conditional Use Permit or building permit (as applicable), the project developer shall annex into Community Facilities District No. 2015-2 (Maintenance Services) or such other Community Facilities District for Maintenance Services established at the time of such approval to fund the City's on-going operation and maintenance of the (i) public right-of-way, including street sweeping, (ii) the public right-of-way landscaped areas, parks, and (iii) for street lights in the public right-of-way for which the City will pay for electricity, traffic signals, streets, parkways, open space, and public storm drain facilities constructed within the

development, and federal, state and local NPDES requirements to offset the annual negative fiscal impacts of the project. Alternatively, the project developer may propose alternative financing mechanisms to fund the annual negative fiscal impacts of the project with respect to Maintenance Services.

Exhibits:

- A. MSHCP Resolution
- B. SP Ordinance
- C. GPA Resolution
- D. ZC Ordinance
- 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