

SUBMITTAL TO THE BOARD OF SUPERVISORS  
COUNTY OF RIVERSIDE, STATE OF CALIFORNIA



ITEM  
16.1  
(ID # 4060)

MEETING DATE:

Tuesday, April 18, 2017

FROM : TLMA-PLANNING:

**SUBJECT:** TRANSPORTATION & LAND MANAGEMENT AGENCY/PLANNING: GENERAL PLAN INITIATION PROCEEDINGS FOR GENERAL PLAN AMENDMENT NO. 1208 (Foundation) – APPLICANT: County of Riverside – First Supervisorial District – ENGINEER: Michael Baker International – AREA PLAN: Elsinore Area Plan - Lake Elsinore Environs Policy Area - South Elsinore Zoning Area - ZONE: Rural Residential (R-R), Scenic Highway Commercial (C-P-S), Watercourse, Watershed and Conservation Areas (W-1), and General Residential (R-3) - Location: Properties generally located approximately 500 ft. south of Grand Avenue between Kathryn Way and Richard Street - PROJECT SIZE: Approximately 109 Acres - REQUEST: Adopt an order initiating the proceedings for General Plan Amendment No. 1208 that proposes to amend the General Plan Foundation Component and accompanying land use designations of 176 parcels, totaling approximately 109 gross acres located generally south of Grand Avenue between Kathryn Way and Richard Street. GPA No. 1208 proposes to change the General Plan Foundation Component from Rural (R), Rural Community (RC), and Open Space (OS) to Community Development (CD), and amend the accompanying land use designations from Rural Residential (RR), Estate Density Residential (EDR) and Conservation (C) to Mixed Use Area (MUA), Medium Density Residential (MDR), and Commercial Retail (CR). [\$901,908 Total Cost - 100% NCC]

**RECOMMENDED MOTION:** Staff recommends that the Board of Supervisors:

1. **Adopt** an order initiating proceedings for **General Plan Amendment No. 1208**, based on information provided by the Transportation & Land Management Agency/Planning Department, including comments received from the Planning Commission and General Plan Advisory Committee.

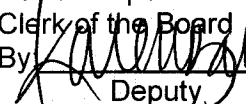
**ACTION:** Policy

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**MINUTES OF THE BOARD OF SUPERVISORS**

On motion of Supervisor Washington, seconded by Supervisor Jeffries and duly carried by unanimous vote, IT WAS ORDERED that the above matter is approved as recommended to adopt an order initiating the proceedings to allow further review.

Ayes: Jeffries, Tavaglione, Washington and Ashley  
Nays: None  
Absent: None  
Date: April 18, 2017  
xc: Planning, Applicant

Kecia Harper-Ihem  
Clerk of the Board  
By:   
Deputy

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<b>FINANCIAL DATA</b>	<b>Current Fiscal Year:</b>	<b>Next Fiscal Year:</b>	<b>Total Cost:</b>	<b>Ongoing Cost</b>
<b>COST</b>	\$ 170,410	\$ 695,480	\$ 901,908	N/A
<b>NET COUNTY COST</b>	\$ 170,410	\$ 695,480	\$ 901,908	N/A
<b>SOURCE OF FUNDS:</b> 100% NCC Department Allocation, No additional general fund requested.			<b>Budget Adjustment No</b>	
			<b>For Fiscal Year:</b> 15/16-19/20	

**C.E.O. RECOMMENDATION:** Approve

**BACKGROUND:**

**Summary**

During the next few years, the Planning Department will undertake efforts to evaluate the land use patterns and policies that guide development of the Lakeland Village Community and proposes to amend them based on future Community outreach efforts. General Plan Amendment No. 1208 (GPA No. 1208) will evaluate select land use patterns and policies that guide development near Lake Elsinore along Grand Avenue and amend them to reflect the area's existing uses, parcel sizes, and development patterns. The intent of the proposed GPA is to continue to refine the area's land use plan established by the previous two comprehensive General Plan updates, GPA No. 960 and GPA No. 1156, and provide policy direction to address local issues such as economic development, affordable housing options to seniors and veterans, development constraints, circulation, community-serving commercial options, walkability and infrastructure. The Planning Department will also evaluate the area's zoning classifications and infrastructure capacity.

**Foundation Component General Plan Amendment No. 1208**

The County-Initiated General Plan Amendment No. 1208 (GPA No. 1208) would primarily amend the project site's General Plan Foundation Component from Rural Community (RC), Rural, and Open Space (OS) to Community Development (CD) and amend Land Use Designations from Rural Residential (RR), Estate Density Residential (EDR) and Conservation (C) to Medium Density Residential (MDR), Estate Density Residential (EDR), Mixed Use Area (MUA), and Commercial Retail (CR) on 176 parcels, totaling 109 gross acres. The Transportation and Land Management Agency - Planning Department has proposed this Foundation Component General Plan Amendment during the application window for the 2016 General Plan Review Cycle.

GPA No. 1208 will involve different types of General Plan Amendment categories to adequately fold the Community's vision and goals into the General Plan. The categories include "Entitlement/Policy Amendment" and "Foundation Component Amendment" and may expand into other categories upon further analysis.

The proposed Foundation Component GPA No. 1208 land use map is shown on Attachment A and is a preliminary land use plan based on the initial survey of existing land uses, terrain, development opportunities and constraints, and circulation patterns. Further modifications to the proposed land use plan are anticipated as a result of input from the General Plan Advisory Committee (GPAC), Planning Commission and Board of Supervisors at the initiation stage; as well as modifications that may result from environmental analysis, future community outreach efforts and public hearings concerning the GPA.

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*General Plan Initiation Process*

Prior to an application for a General Plan Regular Foundation Component Amendment being processed by the Planning Department, the application is required to go through the General Plan Initiation Process (GPIP) process. The GPIP process includes receiving comments on the proposed amendment from the GPAC and the Planning Commission. These comments are then provided to the Board of Supervisors. At this initial stage of the process, specific details of the Foundation Component General Plan Amendment and any accompanying implementing project are not considered, and public hearings are not required before the Planning Commission or the Board of Supervisors. The GPIP process provides an opportunity for the Planning Department to hear comments related to the proposed project before embarking on the land use and environmental review process. At this time, the Board of Supervisors will only be considering whether to initiate proceedings for the proposed Foundation Component General Plan Amendment. If the Board of Supervisors adopts an order initiating proceedings for the proposed Amendment, the proposed Amendment will then go through the land use review process including applicable environmental review, Tribal consultation, and public hearings. The initiation of proceedings by the Board of Supervisors does not commit the County to a certain course of action and shall not imply any such amendment will be approved. The Board retains full discretion under the California Environmental Quality Act when reviewing the proposed Amendment during the land use review process.

*Justification for Foundation Component Amendment*

Pursuant to the Riverside County General Plan, Chapter 11: Administration Element and Article II, Section 2.5 of Ordinance No. 348, related to General Plan Regular Foundation Component Amendments, specific findings are required to approve a Foundation Component Amendment. These include findings that new conditions or circumstances exist that justify modifying the General Plan, that the modification does not conflict with the overall County Vision and that the modification would not create an internal inconsistency among the other General Plan Elements. The proposal for Foundation Component Amendments requires the County to provide information describing a new condition or circumstance that justifies modifying the General Plan.

The justification for the proposed Foundation General Plan Amendment to modify the General Plan is based on the following circumstances:

The proposed Foundation Amendment is a continuation of the planning effort that originated in the 2003 General Plan with the creation of the Lake Elsinore Environs Policy Area that was followed by modifications made through the 2008 General Plan Update (GPA No. 960) and proposed through General Plan No. 1156.

The Foundation Component General Plan Amendment will integrate with the work efforts established through GPA No. 960 and GPA No. 1156 as well as the extensive community outreach efforts to clearly define the Lakeland Village Community and a vision for its future. The proposed Foundation Component General Plan Amendment is based on a review of the existing land uses and parcel characteristics, as well as

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anticipated future development patterns along Grand Avenue and the Lake Elsinore shoreline that are envisioned by the community.

GPA No. 1208 proposes to carry forward the Foundation Component Amendments that could not be addressed in GPA No. 1156. GPA No. 1156 proposed land use and policy amendments that are categorized as "Entitlement/Policy" General Plan Amendments. This type of amendment may be processed at any time and must commensurate with the findings outlined in the General Plan Administration Element for this category. Entitlement/Policy General Plan Amendments involve changes in land use designations that involve land located entirely within a General Plan Foundation Component. It may also involve changes in General Plan policy as long as it does not change the Riverside County Vision, a General Plan Principle, or a Foundation Component. Therefore, the Foundation Component Amendment that is proposed as part of GPA No. 1208 could not be addressed in GPA No. 1156.

Specifically, GPA No. 1208 proposes to amend the Foundation Component and land use designations for properties located generally 500 feet south of Grand Avenue between Kathryn Way and Richard Street. The proposed Foundation Component Amendment will encourage Community Development uses along this 1.75 mile stretch of Grand Avenue to be consistent with the remainder of Grand Avenue from the City of Lake Elsinore to the City of Wildomar.

*General Plan Advisory Committee*

This application was considered by the General Plan Advisory Committee (GPAC) during a public meeting on October 6, 2016, Agenda Item 3.4, and was recommended for initiation to the Planning Commission by a unanimous vote.

The GPAC expressed appreciation for the County enacting consistency efforts as long as special attention is given to flood and fire hazard areas going forward.

*Planning Commission*

This proposed Foundation Component General Plan Amendment was considered by the Planning Commission during a public meeting on December 7, 2016, Agenda Item 2.4, and the following comments were provided by the Planning Commissioners:

The Commission supports the Community Planning effort and recommends CD-MDR across the CD-CR/LDR node to support higher density along Grand Avenue instead of the proposed CD-EDR designation. Attachment A of this report includes the Planning Commission's recommended modification.

**Impact on Residents and Businesses**

None at this time. The project will continue to engage the community to elicit public participation and refine the General Plan land use goals and policies. Should the Board of Supervisors initiate this General Plan Amendment including the Foundation Component Amendment, an appropriate level of land use review and environmental analysis will be conducted in conjunction with the amendment.

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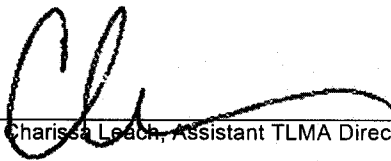
**SUPPLEMENTAL:**

**Additional Fiscal Information**

The total estimated cost is \$901,908 to complete the Community Planning process. The estimated cost includes the General Plan Amendment, Zone Consistency Program and environmental analysis. The project is anticipated to be completed by fiscal year 19/20 depending on availability of funds. The estimated budget required to complete the project for fiscal years 18/19 and 19/20 is \$36,018. No additional general fund is requested. The department has used and will continue to use its current general fund allocation.

**ATTACHMENTS:**

- A. **Proposed Foundation Component General Plan Amendment**
- B. **Planning Commission Report Package**
- C. **General Plan Advisory Committee Report Package**



Charissa Leach, Assistant TLMA Director

4/7/2017

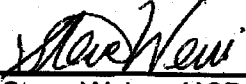


Tina Grande, Principal Management Analyst

4/11/2017

Agenda Item No.: 2.4  
Area Plan: Elsinore  
Supervisorial District: First  
Project Planner: Phayvanh Nanthavongdouangsy  
Planning Commission: December 7, 2016

General Plan Amendment No. 1208  
Property Owners: Various  
Representative: County of Riverside

  
Steve Weiss, AICP  
Planning Director

## COUNTY OF RIVERSIDE PLANNING DEPARTMENT STAFF REPORT

### PROJECT DESCRIPTION:

The County of Riverside Planning Department proposes County initiated General Plan Amendment No. 1208 (GPA No. 1208) to evaluate select land use patterns and policies that guide development near Lake Elsinore along Grand Avenue and amend them to reflect the area's existing uses, parcel sizes, and development patterns. The intent of the proposed GPA is to continue to refine the area's land use plan established by the previous two comprehensive General Plan updates, GPA No. 960 and GPA No. 1156, and provide policy direction to address local issues such as economic development, affordable housing options to seniors and veterans, development constraints, circulation, community-serving commercial options, walkability and infrastructure.

GPA No. 1208 will primarily involve amendments to the General Plan within the "Foundation Component" and "Entitlement/Policy" General Plan Amendment categories, and may expand into other categories upon further analysis. The Foundation Component General Plan Amendment will address the land use designation amendments from one Foundation Component to another. The Entitlement/Policy General Plan amendment will incorporate policies to implement the proposed land use plan into the General Plan. The planning effort will involve a review of the latest flood and slope data that may result in additional amendments to the General Plan within the "Technical" General Plan Amendment category.

The area being presented to the Planning Commission for comments for the Board of Supervisor's consideration is the area subject to the Foundation Component Amendment requirements (refer to Attachment A). GPA No. 1208 would primarily amend the project site's General Plan Foundation Component from Rural Community (RC), Rural, and Open Space (OS) to Community Development (CD) and amend Land Use Designations from Rural Residential (RR), Estate Density Residential (EDR) and Conservation (C) to Medium Density Residential (MDR), Estate Density Residential (EDR), Mixed Use Area (MUA), and Commercial Retail (CR) on 176 parcels, totaling 109 gross acres.

**LOCATION:** The project site is the area generally within five hundred feet of the southwest side of the 1.75 mile Grand Avenue corridor from Kathryn Way to Richard Street, as well as eight parcels at the northern terminus of Kathryn Way.

**PROJECT APNs:** 176 parcels (refer to Attachment B)

### **GENERAL PLAN INITIATION PROCESS (GPIP)**

General Plan Regular Foundation Component Amendments are required to go through the GPIP process. A General Plan Advisory Committee (GPAC) was created and tasked by the Board of Supervisors to review the private and County-initiated applications and provide comments to the Planning Commission and the Board of Supervisors for consideration.

This stage of the process is merely a preliminary assessment to provide input to the Board on whether or not a General Plan Amendment initiation is warranted. If the Board of Supervisors adopts an order initiating proceedings for the proposed Foundation Amendment, the amendment will then go through the land use review process including applicable environmental review, Tribal consultation and public hearings. The initiation of proceedings by the Board of Supervisors shall not imply that any such amendment will be approved. The Board retains full discretion under the California Environmental Quality Act when reviewing the proposed Amendment during the land use review process.

**JUSTIFICATION FOR FOUNDATION COMPONENT AMENDMENT:**

Pursuant to Riverside County General Plan, Chapter 11: Administration Element, "Required and Optional Findings" subsection, evidence demonstrating new conditions or circumstances is required to justify a Foundation Component Amendment. Article II, Section 2.5 of Ordinance No. 348 related to General Plan Foundation Component Amendments – Regular, provides further details regarding the GPIP process and restates the requirement to provide new circumstances or conditions as consideration for a Foundation Component General Plan Amendment. The Planning Department requests an initiation of the Foundation Component General Plan Amendment No. 1208 based on the circumstances enumerated below.

The proposed Foundation Amendment is a continuation of the planning effort that originated in the 2003 General Plan with the creation of the Lake Elsinore Environs Policy Area that was followed by modifications made through the 2008 General Plan Update (GPA No. 960) and proposed through General Plan No. 1156. The Lake Elsinore Environs Policy Area established the Open Space-Space Conservation designation for the area within the flood area to address flood hazard issues. It also permitted modification of the OS-C designation to occur outside of the Foundation Component Amendment cycle limits based on updated flood data.

General Plan No. 960 evaluated development constraints created by multiple land use designations on narrow lots that occur along Grand Avenue. A majority of these parcels were designation CD-MDR, CD-CR and OS-C. GPA No. 960 identified the areas that were more suitable for commercial and residential development and modified the land use designations accordingly. GPA No. 960 also modified the OS-C designation along Lake Elsinore flood line based on updated data and included a policy that encourages clustering and consolidation of parcels where feasible.

It was also apparent at the conclusion of the GPA No. 960 efforts that this region would benefit from additional community outreach to refine the land use plan and policies to better serve the Community on a regional level. Thus, the Planning Department conducted additional community workshops, received extensive public input which culminated in GPA No. 1156, which establishes the Lakeland Village Policy Area. Lakeland Village Policy Area includes a land use plan and policies to create neighborhoods that would better service the community with basic services, encourage economic growth and offer some recreational activities. It also created nodes of Mixed-Use Areas called "Gateways" along Grand Avenue to develop compact development to provide varied housing options, neighborhood commercial and civic services. The land use amendments included in GPA No. 1156 were limited to amendments that were categorized as Entitlement/Policy General Plan Amendments due to the eight-year limitation on Foundation Component Amendments; specifically, no Foundation Amendments could be made since GPA No. 1156 was developed outside the eight-year Foundation Component Amendment cycle.

GPA No. 1208 proposes to carry forward the Foundation Component Amendments that could not be addressed in GPA No. 1156. Staff also envisions including Technical and additional Entitlement/Policy Amendments that would support the proposed Foundation Component Amendment, round out the

community planning effort for this region, and ensure policies and guidelines are included to complete the community's vision for cohesive economic and development growth.

GPA No. 1208 proposes to amend the Foundation Component and Land Use Designation of approximately 109 gross acres (176 parcels) generally located 500 feet from the southwest side of Grand Avenue from Ginger Lane to Richard Street. The majority of the subject parcels within this area are currently designated as Rural Community - Estate Density Residential (RC-EDR). The existing uses along this stretch of Grand Avenue are neighborhood-servicing commercial and light industrial uses as well as residential lots that are on parcels that range in size from 0.15 to 3.44 acres. The proposed land use amendments to Community Development - Mixed Use Area (CD-MUA), Community Development - Medium Density Residential (CD-MDR), Community Development - Estate Density Residential (CD-EDR), and Community Development - Commercial Retail (CD-CR) will represent what exists along this 1.75 mile corridor, in terms of land use and parcel characteristics.

GPA No. 1208 also proposes to amend the Land Use Designation of 9.93 acres into Community Development - Mixed Use Area (CD-MUA) that is located across the street from a K- 8 Middle School. This area is generally vacant. The MUA would promote a variety of housing options as well as civic and employment opportunities for this region. GPA No. 1208 also proposes two additional small MUA areas near the northern end of the project boundary. The first one is approximately 0.82 acres located near Kathryn Way adjacent to an area that is currently designated as Light Industrial. The second area is located along Ginger Lane on approximately 1.5 acres. The MUA designation would permit flexibility on project design to develop varied housing and employment opportunities for this region.

The GPA also proposes to correct the Land Use Designation located near Lake Elsinore shoreline that is currently designated Open Space - Conservation (OS-C) on approximately 2.5 acres and Rural-Rural Residential (R-RR) on approximately 2 acres. These areas have become isolated segments of OS-C and R-RR. The project proposes to amend the Land Use Designations for these segments to be consistent the adjacent Land Use Designation of Community Development-Medium Density Residential (CD-MDR).

The foundation change is based on substantial evidence that the new current conditions or circumstances disclosed during the review process justify modifying the General Plan, that the modifications do not conflict with the overall Riverside County Vision, and that they would not create an internal inconsistency with any other elements of the general Plan.

As mentioned above, this Foundation General Plan Amendment will integrate with the work efforts established through GPA No. 960 and GPA No. 1156 as well as the extensive community outreach efforts to clearly define the Lakeland Village Community and a vision for its future. The proposed Foundation General Plan Amendment is based on a review of the existing land uses and parcel characteristics, as well as anticipated future development patterns along Grand Avenue and the Lake Elsinore shoreline that are envisioned by the community.

**GENERAL PLAN ADVISORY COMMITTEE ACTION:**

This application was considered by the General Plan Advisory Committee ("GPAC") during a public meeting on October 6, 2016 and was recommended for initiation to the Planning Commission with a unanimous vote. GPAC members expressed appreciation for the County enacting consistency efforts as long as special attention is given to flood and fire hazard areas going forward.

**PROJECT SITE INFORMATION:**



- |   |  |
|---|--|
| 1. Existing Foundation Component:         | Rural (R), Rural Community (RC) and Open Space – Recreation (OS)   |
| 2. Proposed Foundation Component:         | Community Development (CD)   |
| 3. Existing General Plan Designation:     | Rural Residential (RR), Estate Density Residential (EDR), and Conservation (C)   |
| 4. Proposed General Plan Designation:     | Estate Density Residential (EDR), Medium Density Residential (MDR), Mixed Use Area (MUA), and Commercial Retail (CR)   |
| 5. Surrounding General Plan Designations: | North and East: Community Development-Medium Density Residential<br>South and West: Rural Community – Estate Density Residential (RC-EDR), Rural –Rural Mountainous (R-RM) and Open Space-Conservation Habitat (OS-CH)   |
| 6. Existing Zoning Classification:        | Rural Residential (R-R), Scenic Highway Commercial (C-P-S)   |
| 7. Surrounding Zoning Classifications:    | North: Rural Residential (R-R), One-Family Dwellings (R-1)<br>East: Rural Residential (R-R), Scenic Highway Commercial (C-P-S), General Commercial (C-1/C-P)<br>South: Rural Residential (R-R)<br>West: Rural Residential (R-R), Manufacturing – Service Commercial (M-SC) |
| 8. Existing Land Use:                     | Single Family Residences, Auto Repair shops, Meeting halls, Various intermittent commercial  |
| 9. Surrounding Land Uses:                 | School, Church, SFR, Shopping Center   |
| 10. Project Size (Gross Acres):           | 109  |

**RECOMMENDATION:**

The Planning Director recommends the adoption of an order initiating proceedings for General Plan Amendment No. 1208 based on the information provided in the staff report and discussions at the GPAC meeting, and seeks comments from the Planning Commission on the amendment, which will be provided to the Board of Supervisors. The initiation of proceedings by the Board of Supervisors for the amendment of the General Plan, or any element thereof, shall not imply any such amendment will be approved.

**INFORMATIONAL ITEMS:**

1. During the time of Planning Commission staff report preparation, no public correspondence in support or opposition had been received.
2. The project site is not located within:

- a. Airport Influence Area "AIA"; or
  - b. Agricultural preserve; or
  - c. Farmland Importance area.
3. The project site is located within:
- a. A portion of the project area is within an MSHCP Criteria Cell; and
  - b. Community Service Area 142 Wildomar; and
  - c. Dam Inundation Area; and
  - d. A special flood hazard area; and
  - e. Low, Moderate, and High Liquefaction area; and
  - f. Susceptible to subsidence area; and
  - g. Within a half-mile of a fault line; and
  - h. Moderate, High, and Very High fire hazard areas; and
  - i. State and Local Responsibility Area for fire protection service; and
  - j. Local Farmland Importance, Urban built-up land, and other lands; and
  - k. Low, High, and Undetermined Paleontological Sensitivity.