



**CITY OF WILDOMAR
PC - SPECIAL MEETING
GENERAL BUSINESS
Agenda Staff Report # 3.1
Meeting Date: April 19, 2023**

SUBJECT: Draft General Plan Land Use Plan/Circulation Roadway Network Map - Planning Commission Study Session

SUBMITTED BY: Matthew Bassi

PREPARED BY: Matthew Bassi

ACTION:

That the Planning Commission consider the Draft General Plan Land Use Plan and Circulation Roadway Network Map and provide a recommendation to the City Council regarding support for the Land Use Plan and Circulation Roadway Network Map.

PROJECT DESCRIPTION:

OVERVIEW AND BACKGROUND

At the City Council's very first meeting upon incorporation, the Council adopted the 2003 Riverside County General Plan (RCIP), Elsinore Area Plan, County Zoning Code and EIR. Since incorporation, the city has used these documents to guide development in the Wildomar community. However, the current General Plan is an unwieldy 1,000-page document that is difficult to use by the development community and public and may no longer reflect the City's specific vision or address local/community issues.

On February 9, 2022, the City Council approved an agreement with PlaceWorks, Inc. to prepare a comprehensive update to the City's General Plan and Zoning Code and the associated Program Environmental Impact Report (EIR). The General Plan work currently underway will establish a community vision for the City through the year 2040 and identify specific goals and policies necessary to achieve the vision. The motto for the General Plan update is "Envision Wildomar 2040: Future by Design", a statement that emphasizes the importance of the Wildomar residents and business owners in envisioning the City's future. As a result, all aspects of the preparation of the General Plan have included significant and valuable input from the community.

One year into the GP update, the following key project milestones have been completed:

- Publication of an online Briefing Book examining the City's existing conditions;

- Confirmation of the City's foundational Vision Statement (adopted in 2017); and
- Development of six related Guiding Principles (Attachment 1) via citizen-led community input.

Following the development of those principles, the project entered the next phase of the update project - the development of a preferred Land Use Plan (Attachment 2), which is being presented for your consideration. The Land Use Plan designates the land uses that will be permitted on all properties in Wildomar (residential, commercial, open space, etc.) and establishes standards for the density or intensity of development that could be permitted in the future (units per acre for residential uses and floor area ratio for commercial and industrial uses).

PUBLIC OUTREACH PROCESS

The comprehensive General Plan update has included a robust public engagement program that has engaged all sectors of the City's population in the planning effort with the goal of identifying the community's values and translating those values into a community vision. Following the project's Public Engagement Plan, the program of public outreach has comprised a diversity of platforms and techniques. An iterative process of public engagement for this phase of work has included five (5) public meetings of the General Plan Advisory Group (GPAG), three (3) Community Pop-Up events, four (4) Citywide community workshops, two (2) online surveys and 15 stakeholder interviews/meetings, with regular updates and information on key milestones posted to the project website at envisionwildomar2040.com and via the City's social media platforms. The activities conducted via each of those outreach methods is outlined below.

General Plan Advisory Group

The GPAG is an 8-member ad hoc advisory group established by the City Council to serve as one of the primary channels for engagement related to the General Plan Update. The purpose of the GPAG is to provide important recommendations to city staff and the consultant team on key components such as the vision, opportunity areas, land use plan and roadway network map. The GPAG also performs an important role in expanding public awareness and participation in the GP update process and in conveying community input.

The GPAG participated in five (5) meetings that were critical to confirming the Vision Statement and developing the Guiding Principles, preferred Land Use Plan and updated Roadway Network Map.

1. June 16, 2022: This meeting was oriented around an overview of the General Plan, identification of City Strengths, Weaknesses, Opportunities and Threats (SWOT), and a Visioning exercise.
2. September 15, 2022: This meeting focused on the development of Guiding Principles

based on public feedback, an overview of land use market conditions, and discussion of potential changes to residential land use designations to simplify categories and terminology inherited from the County that may not be beneficial to describing land uses in Wildomar.

3. October 10, 2022: This meeting centered around discussions of the potential updates to the Land Use Plan. Discussions included adjustments to land use designations to address public comments received about the importance of maintaining residential neighborhoods and opportunities for large lot properties. The GPAG also reviewed and confirmed for public consideration “Focus Areas” of the City identified as more likely to change by virtue of their current condition (such as vacant land), or where the City may want to proactively guide future use. Focus Areas were identified by excluding the City’s lower density residential neighborhoods and other areas unlikely to change (in order to preserve the rural character of these areas), such as areas designated for open space and conservation. Out of the remaining areas identified as more likely to change, which included lands designated for commercial, industrial and higher density residential development (many of which included significant portions of vacant land), the GPAG confirmed nine (9) Focus Areas (shown in Attachment 3) for public consideration of potential changes to designated land uses and preliminary ideas for future land use concepts.

4. February 2, 2023: The GPAG members considered the extensive public input provided on potential land uses in the Focus Areas (Attachment 4) in developing their recommendations for a preferred Land Use Plan. Following the meeting, these recommendations were used to guide the project team in their preparation of the preferred Land Use Plan presented tonight for your consideration.

5. March 30, 2023: This meeting focused on the City’s transportation infrastructure as it relates to the General Plan update, including an overview of the substantial recent planning efforts that the City has undertaken around mobility and transportation and the process for preparing the City’s new Circulation/Mobility Element. The GPAG also provided their feedback on a draft update to the City’s Roadway Network map (Attachment 11).

Community Pop-Ups

Three (3) Community Pop-Ups have been held to date to raise awareness of the project and provide opportunities to engage community members who don’t typically attend traditional workshops. These pop-ups were held at prominent existing community events, including Coffee with the City on June 14, 2022, Wildomar’s 14th Birthday Celebration on July 19, 2022 and Mariachi Night on September 17, 2022. At these events, information on the General Plan Update project was distributed and comments were solicited on vision concepts and draft guiding principles. Over 300 comments were collected at these events. Comments gathered at these Pop-Ups can be found in Attachment 5.

Citywide Workshops

Since GP update initiation, we have held two (2) community-wide workshops that have been a critical tool for sharing information and gathering input from a broad range of community members, while also enabling the project team to more efficiently and personally connect with and engage a large number of individual residents and stakeholders. To reach a broad cross section of community stakeholders, workshops have been conducted in-person and virtually (very successful). They have been widely advertised online via the project website, City newsletter and social media and in person via flyers, digital billboards and local newspaper.

In July 2022, the City of Wildomar hosted the first Citywide Workshops to solicit input from the community on the update of the City's General Plan. An in-person workshop held at the Corporate Room on July 14th was attended by approximately 15-20 community members. A virtual workshop, covering the same content, was hosted on Zoom on July 19th and attracted 18 community members. Both workshops began with a welcome, followed by a PowerPoint presentation that included an overview of the General Plan update project. The bulk of each workshop was dedicated to interactive activities to solicit feedback on important areas of the City, opportunities to enhance the City's land uses, desires related to open spaces and recreation, and circulation opportunities and challenges. The feedback gathered at these workshops can be found in Attachment 6.

The second Citywide Workshops for Wildomar's General Plan update were held in-person at the Corporate Room on November 10, 2022, and virtually via Zoom on November 15, 2022. The in-person workshop had 21 attendees and the virtual workshop had 18 attendees. The in-person and virtual workshops covered the same content and included a presentation followed by engagement activities to solicit input on the General Plan's draft land use concepts and guiding principles. At each workshop comments were solicited on what land uses should be encouraged in each of the nine (9) focus areas, based on options reflective of the Guiding Principles, market opportunities, prior public feedback, and consideration of surrounding uses. The feedback gathered at these workshops can be found in Attachment 7.

Online Surveys

The General Plan Update effort has incorporated the use of online surveys at critical junctures in the process to duplicate the feedback solicited at Public Workshops and provide community members with an alternate method to provide input on the update process at a time and place of their convenience.

The "Let's Envision Wildomar Survey" was conducted over an 8-week period to capture community values, concerns, and aspirations for the City of Wildomar over the next 20 years. The survey was available online in English and Spanish from June 13, 2022, to August 7, 2022. The survey was promoted on the www.EnvisionWildomar2040.com project website, through the City's weekly email listserv, City Facebook page, and shared by the Murrieta/Wildomar Chamber of Commerce. The survey was also promoted at two (2) in-person pop-up events, including the Chamber's Coffee with the City on June 14, 2022 at the

Corporate Room and Wildomar's 14th Birthday Celebration on July 9, 2022 at Marna O' Brien Park. The project team collected 222 total "Let's Envision Wildomar" survey responses. The results of this survey can be found in Attachment 8.

An online survey on Land Uses was available for 5 weeks between November 30, 2022 and January 4, 2023. A total of 239 survey responses were received. The survey was available in English and Spanish and promoted on the Envision Wildomar 2040 project website, through the City's weekly email listserv, and City Facebook page.

This survey contained two sections. The first section solicited input on the draft Guiding Principles and the second section solicited input on what land uses should be encouraged in nine (9) focus areas in the City. The second section included a summary of how focus areas were identified, followed by a key map, current General Plan Land Use map, existing land use map, and key considerations for each focus area. Land use concepts were presented for participants to choose from and "other" option was also provided for participants to write in their own preferred land use for the focus areas. The results of this survey can be found in Attachment 9.

Project Website

Since its launch on June 14, 2022, the project website at www.envisionwildomar2040.com has been a key platform for promoting engagement activities, soliciting comments, and providing background information, including a virtual tour of the City and the online Existing Conditions Briefing Book. The website also hosts a record of the materials presented at public meetings, including GPAG and Workshop meeting materials and records and summaries of comments received via various engagement activities. As of March 30th, 2023, roughly 2,600 unique visitors have accessed the website since its launch on June 14, 2022.

Stakeholder Interviews

The GP update project team conducted 15 separate interviews with key community stakeholders, as identified in collaboration with City staff, from June through August 2022. Stakeholder groups included representatives from the Wildomar Historical Society, Kaiser Permanente, Inland Valley Medical Center, Mt. San Jacinto College, Lake Elsinore Unified School District, Riverside Transit Agency, Murrieta/Wildomar Chamber of Commerce, the Farm Property Owners Association, Mayor Pro Tem Morabito, Councilmembers Ashlee DePhillippo and Bridgette Moore, and Planning Commissioners Arrin Banks, Brianna Bernard, Eric Filar, and Kim Strong.

Results of the Public Outreach Process

Over the past nine (9) months, the consultant team has followed the guidance of the members of the GPAG and members of the public in developing recommendations for updates to Wildomar's Land Use Plan and Roadway Network Map. This input informed the recommendations provided by the GPAG members on the preferred Land Use Plan at their

meeting on February 2, 2023 and on the Roadway Network Map on March 30, 2023. The results of those recommendations are presented for your consideration this evening.

Preferred Land Use Plan

The Land Use Plan presented for your consideration identifies land uses for all areas of the City. This includes properties where the existing uses and development types will remain as-is (i.e., preserving the lower densities) as well as those that have been identified for change through the outreach process, discussions with the GPAG and staff. Changes to land use designations generally fall into three distinct categories, as described below.

1) The first category of revisions to the Land Use Plan discussed with the GPAG and general public were changes of an administrative nature that addressed opportunities to streamline the land use designations from the old Riverside County General Plan to more accurately reflect Wildomar's specific needs and to eliminate redundancy. For this purpose, the Rural Community residential designations were combined with the lowest density Community Development designations. Additionally, the Medium High Density and High Density Residential categories were consolidated in order to provide more flexibility in accommodating a range of medium-density housing types, including townhouses, stacked flats, courtyard homes, and zero lot line homes.

The land use conversion table (Attachment 10) compares the current General Plan land use designations with the proposed updated land use designations. Additional revisions to the land use designation definitions were made to clarify the guidelines for clustering of residences in the Rural Mountainous designation, indicate a maximum density in the Highest Density Residential designation, expand the allowed uses in the Light Industrial designation to allow for complimentary commercial uses, and to define two distinct mixed-use designations (Mixed Use Low and Mixed Use High). Current densities and intensities were generally unchanged. Administrative adjustments were also made to the boundaries of some land use designations to align them with parcel boundaries and eliminate parcels with split designations.

2) The second category of revisions comprises changes made to land use designations to revert to existing land uses and reflecting on the ground conditions. This includes areas of the City where residential designations were adjusted lower to reflect current densities and address community desires for maintaining large lot properties and to prevent subdivision. Changes were also made to apply the Public Facilities designation more consistently throughout the City.

3) The final category of revisions includes revisions meant to guide future change in the nine (9) focus areas and along key corridors, and to reflect plans in progress and staff recommendations for changes. The changes recommended for each Focus Area, based on public feedback and GPAG comments, are summarized below.

- **Focus Area 1** – Sedco Hills: Maximum residential densities are reduced to better align with current densities. The Mixed Use Low designation is applied to properties along Mission Trail to reflect the exiting mixture of lower density residential and commercial uses and to allow for flexibility in future uses.
- **Focus Area 2** – Mixed Land Uses along Corydon: The Mixed Use High designation is applied to the large parcel located at the corner of Corydon Road and Grand Ave, across from the existing commercial center. The Mixed Use Low designation is applied to rest of the area to provide flexibility in future uses at a scale that is sensitive to adjacent residential areas.
- **Focus Area 3** – Vacant Land around Bundy Canyon Road and I-15: Commercial Use is retained in this area to protect it as a future retail center. On the west side of the area, adjacent to Elsinore High School and existing residential neighborhoods, low density residential and mixed use designations are applied to respect and maximize those adjacencies.
- **Focus Area 4** – Old Town: At the intersection of Palomar Street and Wildomar Trail, commercial use is retained, with the possibility for event and community spaces with a unique character befitting this “heart” of the City. The Mixed Use Low designation is applied along Wildomar Trail to allow for flexible uses in this important corridor connecting two of the City’s future centers of activity.
- **Focus Area 5** – Vacant Land around Wildomar Trail and I-15: Across from the Baxter Village Mixed-Use project, the Mixed Use High designation is applied to maximize the opportunity to create a center of commercial and residential activity oriented around prime freeway access and visibility.
- **Focus Area 6** – Vacant Land west of Palomar Street and south of Clinton Keith Road: At the western terminus of the City’s primary commercial thoroughfare, a low density mix of uses is allowed along Clinton Keith Road. To the south, residential designations are standardized at a density consistent with existing development to the east.
- **Focus Area 7** – Vacant Land west of I-15 and south of Clinton Keith Road: Mixed Use High is applied to allow for maximum flexibility for this large vacant property adjacent to the City’s commercial heart. A future Specific Plan for this area will allow for consideration of a more fine-grained distribution of uses.
- **Focus Area 8** – Vacant Land adjacent to future Mt. San Jacinto College Site: The updated Light Industrial designation is applied to allow for small scale manufacturing and complimentary commercial services, like a micro-brewery, that could leverage the regenerative agricultural uses envisioned for the college site and fulfill the area’s potential as an economic engine for the City.

- **Focus Area 9** – Vacant Land west of Palomar St and north of Wesley St: Existing commercial uses are preserved, while allowing for residential uses on vacant land at a density consistent with adjoining residential neighborhoods.

There are 13,122 individual parcels within the City. Of those, 1,587 are recommended for changes to address the cleanup of land use designations from the old Riverside County land use plan. An additional 1,186 parcels are recommended for land use designation changes to guide future uses in the nine (9) focus areas and along key corridors, reflect plans in progress and staff recommendations for changes, and to revert to existing land uses.

Draft Updated Roadway Network Map

Based on discussions with City staff, network changes to the current Mobility Element network were suggested to better support the planned land uses that are part of the General Plan Update. The following changes to the draft roadway network were made:

- New Collector Roadways were added to provide more connectivity between residential neighborhoods and the City's main arterials. Such roadways include: Olive Street, Almond Street, Waite Street, Walnut Street, Bryant Street, Lorena Lane, Wesley Street, Como Street, and Catt Road.
- A new roadway classification "Rural Collector" was introduced. The intent of this roadway classification is to provide better connectivity between rural neighborhoods and the rest of the City. Additionally, rural collector roadways may serve as important emergency evacuation routes. Roadways with this classification include: Lost Road, Cottonwood Canyon Road, Oak Circle Drive, Sauer Road, and Sunset Avenue.
- Potential connections were introduced. These are roadways that will provide important connections across major barriers in the City such as Interstate 15 or the hills between Bundy Canyon Road and La Estrella Street. Potential connections include: Sunset Avenue between Bundy Canyon Road and La Estrella Street as well as Inland Valley Drive between Prielipp Road and Gateway Drive. It is important to note that the construction of these roadways may extend beyond the year 2040.
- Removal of roadways from the Mobility Element due to feasibility issues or because the roadway does not provide major connectivity benefits. These roadways removed from the Mobility Element include: Susan Drive, La Estrella Street between Bayless Road and Wildomar Trail, Depasqualle Road, Bunny Trail between Inland Valley Drive and Yamas Drive, Jana Lane, and Stable Lanes Road.
- Re-alignment of Inland Valley Drive and Hidden Springs Road. The Bluffs at Hidden Springs Specific Plan (a new SP proposal) proposes to realign Hidden Springs Road between

Clinton Keith Road and Inland Valley Road as well as Inland Valley Drive between I-15 and Palomar Street.

The current and proposed Roadway Network Map can be found in Attachment 11.

Summary

The Planning Commission is asked to review and comment on the Draft Land Use Plan and Draft Roadway Network Map. With the Planning Commission's recommendation, staff will take the Draft Land Use Plan and Roadway Network Map to the City Council for their consideration of the "preferred" project. That meeting is scheduled for May 17, 2023. Ultimately, the Preferred Land Use Plan approved by the City Council will be utilized to project the realistic buildout of the General Plan for the 2040 horizon year. Those development projections will be used to analyze the potential environmental impacts of the Plan as part of the General Plan Program Environmental Impact Report (EIR).

Next Steps

After completion of the City Council study session in May 2023, major work on the draft EIR will commence. In addition, the Consultant team will begin preparation of the General Plan Elements and goals and policies. As this is being developed, the community will have the opportunity to guide the policy recommendations that will comprise each of the General Plan Elements. The development of the EIR will include an initial Notice of Preparation, public scoping meeting, tribal consultation, technical analysis and preparation of the Draft and Final EIR documents through late 2023. A parallel process will prepare comprehensive updates to the City's Zoning Code to align with the new General Plan update and to reflect the City's vision and values. Based on the above schedule, it is Staff's plan that public hearings on the EIR, General Plan update (including all consistency zone changes) and Zoning Code update will occur in February/March 2024.

Attachments:

1. Guiding Principles
2. Draft Preferred Land Use Plan
3. Focus Areas
4. Public Comments on Focus Area concepts
5. Comments received at Community Pop-Ups
6. Comments received at first Citywide Workshops
7. Comments received at second Citywide Workshops
8. Comments received via first Citywide Survey
9. Comments received via second Citywide Survey
10. Land Use Conversion table
11. Draft Updated Roadway Network Map

ATTACHMENTS:

Attach 1 - Guiding_Principles.pdf
Attach 2 - Draft_PREFERRED_Land_Use_Plan.pdf
Attach 3 - Focus_Areas.pdf
Attach 4 - Public_Comments_on_Focus_Area_Concepts.pdf
Attach 5 - Pop_Up_Summaries.pdf
Attach 6 - Workshop_1_Summary.pdf
Attach 7 - Workshop_2_Summary.pdf
Attach 8 - Survey_1_Summary_W_Appendix.pdf
Attach 9 - Survey_2_Summary_W_Appendix.pdf
Attach 10 - Land_Use_Conversion_Table.pdf
Attach 11 - Current_and_Proposed_Roadway_Network.pdf