

FINAL

Community of
Winchester

LAND USE STUDY

Prepared for

**The County of Riverside
Economic Development Agency**

Prepared by

Tierra Verde Planning

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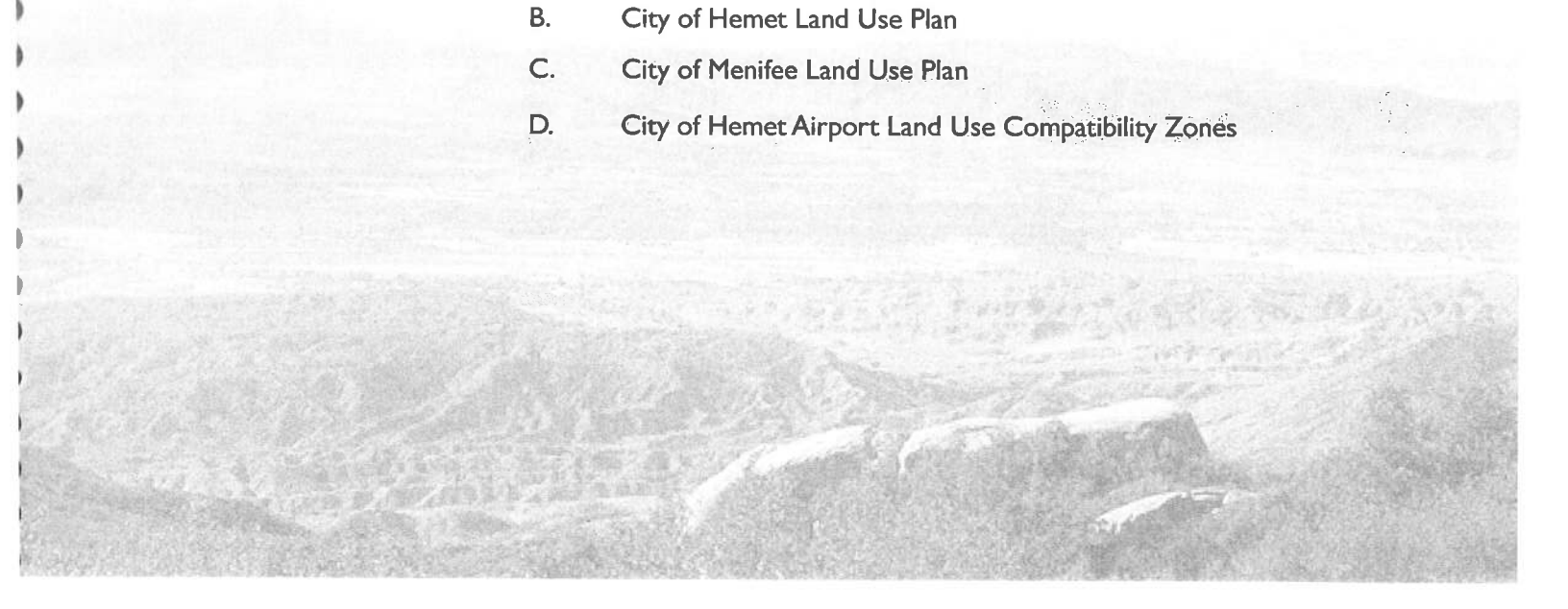
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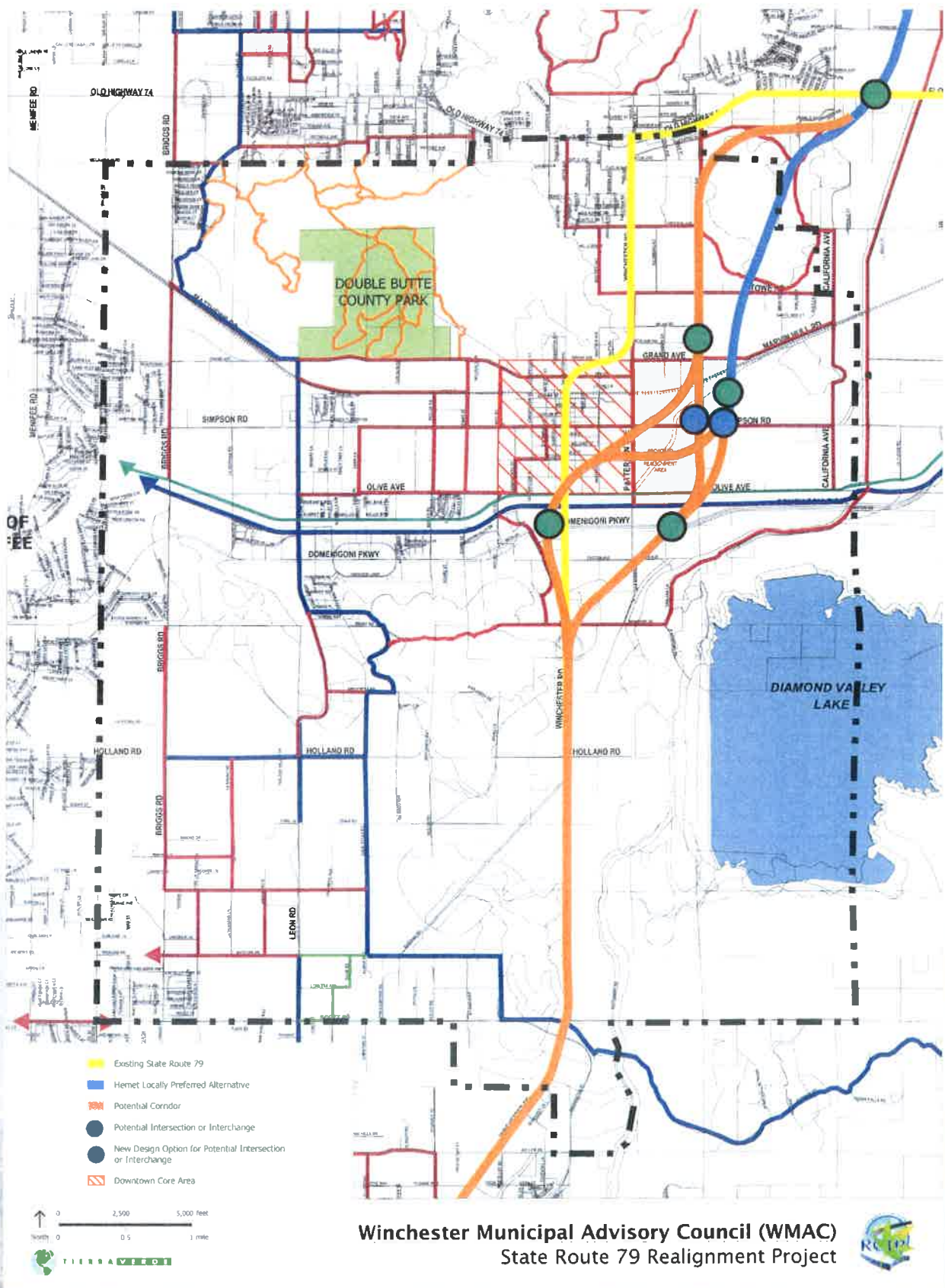
- A. Winchester Land Use Study Background Report (January 2012)
- B. City of Hemet Land Use Plan
- C. City of Menifee Land Use Plan
- D. City of Hemet Airport Land Use Compatibility Zones



- Develop Winchester as a destination place—creating a sense of identity and uniqueness that will attract residents, businesses and tourists to the area.
- Create a Downtown that would be successful as a pedestrian oriented place which will have a region-wide draw and create opportunities for civic spaces, entertainment, and social interaction.
- Ensure that the Downtown has access from Winchester Road once the proposed re-alignment of Highway 79 is constructed.
- Reduce street widths and speeds along Winchester and Simpson Roads once the re- alignment is constructed to create a more traditional, safe, and pedestrian oriented Downtown.
- Locate the Metrolink station in Downtown as identified in the RCIP.
- Identify necessary infrastructure needs to support the future development and build-out of the community.
- Protect legal non-conforming uses that would be created as a result of future land use changes.
- Create a viable employment base to reduce the length of commute times.
- Create additional open space, parks, trails and recreational uses including the re-use of Double Butte and improving Salt Creek.
- Develop the Metropolitan Water District west side properties condemned by Metropolitan Water District for the Diamond Valley Lake in accordance with the recreational amenities as presented to the community and the region during and after the EIR approval process.
- Create future employment opportunities by recommending industrial, business park, and office commercial land use designations.



Figure 1 -Highway 79 Re-alignment Alternatives



Winchester Municipal Advisory Council (WMAC)
State Route 79 Realignment Project



4.0 Harvest Valley/Winchester Area Plan

The Land Use Concept of the 2003 RCIP acknowledges that Winchester is ideally situated to become the gateway to the Diamond Valley Lake and accommodate the intensification of land uses. The Area Plan Land Use Concept further states “the Diamond Valley Lake and surrounding recreation area provides a major tourist attraction and is the key to future growth in the area. The land uses that surround Diamond Valley Lake are intended to preserve the facility’s long-term outdoor recreational opportunities and to attract visitors by providing a quality experience for them.”

The Area Plan Land Use Map focuses on preserving the unique features in the Area Plan and, at the same time, will guide the future growth of Winchester. The Area Plan Land Use Concept created a significant shift from the existing rural land uses to higher density land uses consisting of more urban/suburban/rural, and mixed land uses that center around unique cores.

According to the Area Plan, the rationale for this proposed land use shift is due to the proximity to Diamond Valley Lake and the recreational and development opportunities it presents. In addition, the transit opportunities with the existing rail line, and Highways 74 and 79 would provide the needed transportation infrastructure to support increased density in the Area Plan. The current Area Plan envisions a distinct character and identity consisting of a compact Downtown core designed in an “Old West” theme with a mixture of land uses that are pedestrian oriented.

The Area Plan Land Use Map depicts the current geographic distribution of land uses within the Planning Area. The Land Use Map is organized around 30 area land use designations and five overlays. There are also eight Policy Areas within the Area Plan. The Area Plan states “in some ways these policies are even more critical to the sustained character of the Area Plan than some of the basic land use policies because they reflect deeply held beliefs about the kind of place this is and should remain”. Policy Areas contain special or unique characteristics that required detailed analysis and focused policies—not typical zoning and land use concepts.

The Policies Areas that were reviewed with the community and were analyzed when developing the Study are summarized below:

- **The Hemet-Ryan Airport Influence Area.** Hemet-Ryan is an active airport located in the City of Hemet with the influence area extending into the eastern portion of Winchester. This Policy Area contains numerous safety zones which are listed in Figure 3. Properties in this zone are subject to regulations governing issues such as development, intensity, density, height of structures and noise. Properties within this Policy Area were analyzed and land use modifications to this area were made with the consideration of the restrictions in this area (Figure 3 Hemet-Ryan Airport Influence Policy Area).
- **The Winchester Policy Area.** This area is covered by the County’s existing Community Center Overlay. The intent of the Policy Area is to help create a sense of place and an entrance to the Diamond Valley Recreation Area. This Policy Area was created to capitalize on the proximity to Diamond Valley Lake with the Downtown core, and the activity centered around Winchester and Simpson Roads. This Policy Area states the vision for the Downtown core would

be implemented with the Community Center Overlay which eliminates the typical zoning that requires separation of land uses. The Study identified this area as the Downtown core and expanded the boundaries. The Study recommends this area to be developed as a more traditional, pedestrian oriented Downtown with mixed-use and transit oriented development. For revised Downtown boundaries, see Figure 7, Proposed Land Use Modifications.

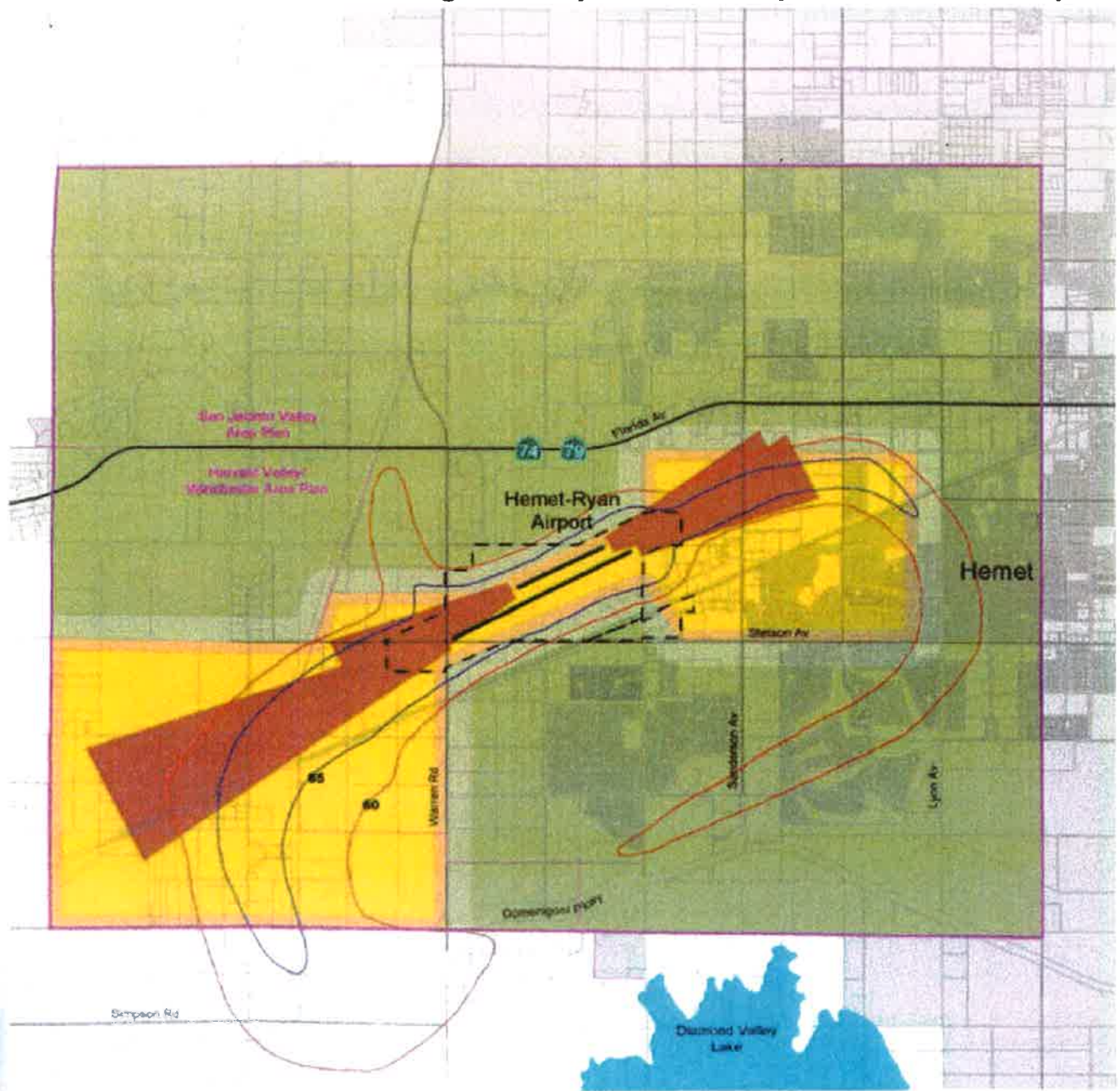
- **The Diamond Valley Lake Policy Area.** This Policy Area is envisioned to be developed pursuant to one or more Specific Plan consisting of a variety of recreational opportunities and tourist-oriented facilities including hotels, restaurants, and commercial services to be developed in the future. It is the desire of the WMAC and the community that Metropolitan Water District fulfill this development commitment as presented in numerous meetings the District held during the EIR process, through the regional recreational working group formed for this purpose, and as described in the RCIP.

- **The Winchester Road/Newport Road Policy Area.** This Policy Area is located at the northeast corner of Highway 79 and Newport Road. This Policy Area is intended to direct the commercial uses to the low-lying area suitable for development, provided development can coexist with the proximity of the Diamond Valley Reservoir West Dam. The Policy Area does acknowledge that some destination type development may be possible if the scenic values of the area are maintained. The Study is recommending a portion of this area be modified to Commercial Tourist based on the proposed Highway 79 re-alignment.

- **The Highway 79 Policy Area.** This Policy Area addresses the transportation infrastructure capacity, which is a critical and necessary component to accommodate the land use densities contained in the Area Plan Land Use Map. The proposed re-alignment of Highway 79 is a primary issue that will have a significant and direct impact on the land uses and future development of the community. Accordingly, the re-alignment alternatives were discussed and analyzed extensively at several community workshops. The results of the discussions are presented as policies contained in Section 7 Goals, Policies and Objectives of this Study.

- **The “Specific Plan Required” Policy Area.** This Policy Area represents approved Specific Plans as of the date of the 2003 RCIP and the area that requires a Specific Plan. All land that is in an approved Specific Plan was excluded from the Study. All the approved Specific Plan zoning maps depicted on Figure 2 (HV/WAP Policy Areas) were reviewed to ensure appropriate and logical transition of land uses. The WMAC strongly recommends the County conduct an analysis of the potential cumulative impacts of the density increases and intensity of development being requested within approved Specific Plans.

Figure 3 - Ryan-Hemet Airport Influence Policy Area



(Source: County of Riverside General Plan)

- 65 CNEL Noise Contour
- 60 CNEL Noise Contour
- Airport Boundary
- Airport Influence Policy Area
- Area of Extreme Risk
- Area of High Risk
- Transition Zone 300'
- Transition Zone 660'
- Area of Moderate Risk
- Area Plan Boundary
- Incorporated City

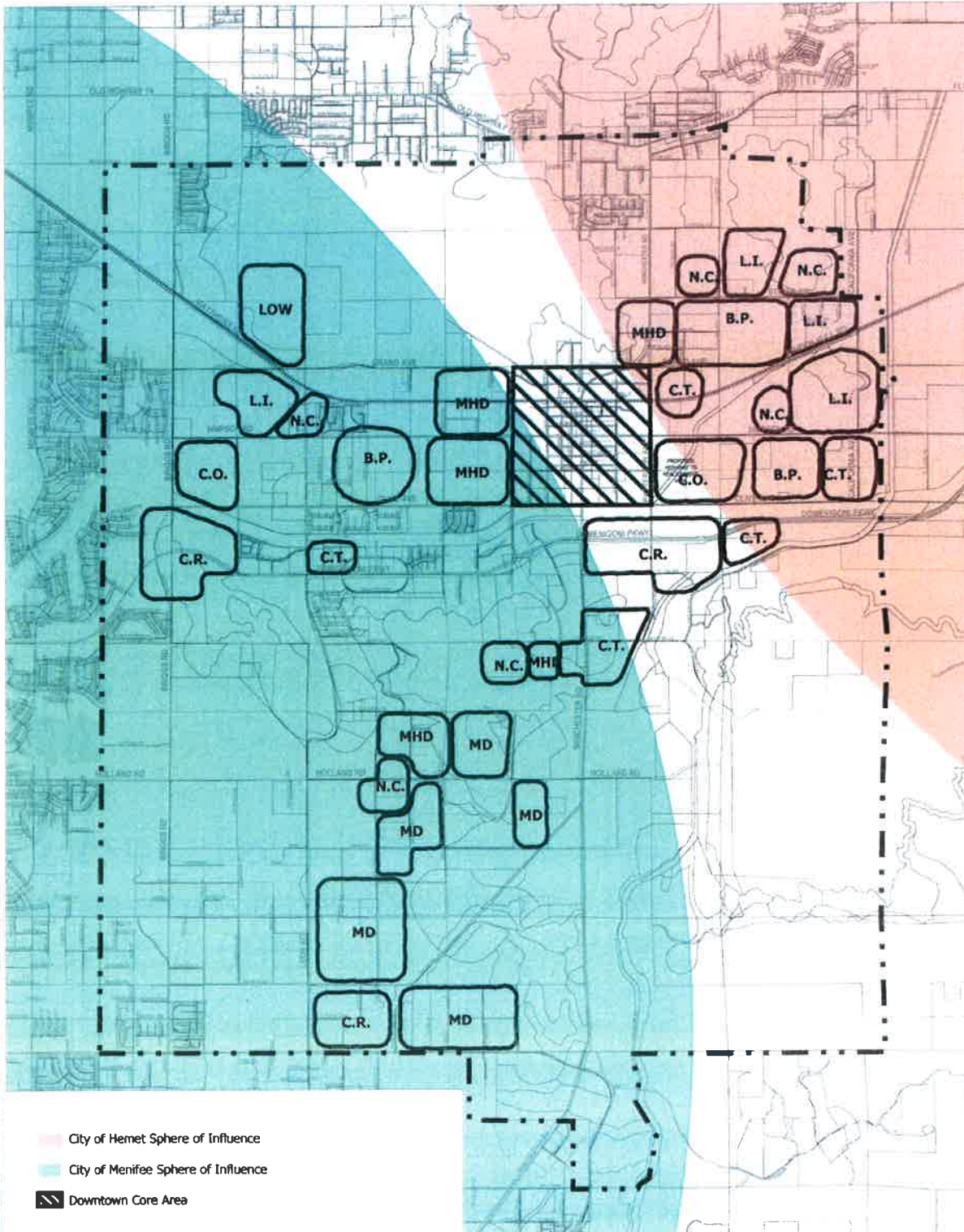
County of Riverside General Plan
 The County of Riverside and the City of Hemet are pleased to have the County of Riverside and the City of Hemet participate in this study. The County of Riverside and the City of Hemet are pleased to have the County of Riverside and the City of Hemet participate in this study. The County of Riverside and the City of Hemet are pleased to have the County of Riverside and the City of Hemet participate in this study.



**HARVEST VALLEY/WINCHESTER AREA PLAN
 HEMET-RYAN AIRPORT
 INFLUENCE POLICY AREA**



Figure 4 - Adjacent Land Use Planning



Winchester Municipal Advisory Council (WMAC)
 Adjacent Land Use Planning





Existing Commercial Building

5.0 Winchester: Character, Features and Opportunities/ Constraints

Community Character

Today, the RCIP describes the existing community of Winchester as a small western-themed commercial core at the intersection of Highway 79 and Simpson Road within the Winchester Policy Area. This small and under-utilized community core is surrounded by small homes on large parcels and agricultural uses. This area, and the entire community, falls within the Highway 79 Policy Area.

One outcome of the workshop was the community's desire to maintain the character of the community when implementing the proposed land use intensifications as identified on the Area Plan Land Use Map, and the proposed modifications of this Study.

Physical Features

Physical environmental conditions can enhance a community and can also have the potential to limit an area's long-term development capacity. As a result, a review of local conditions helped guide the land use recommendations of this Study. Common environmental issues include topography, biology, seismic, hydrology, geologic, and infrastructure, but also include features that are unique to an area or region.

There are several existing features that were taken into consideration while preparing this Study that will have a significant influence on future development. The primary features are State Route 79 (Winchester Road), and the proposed re-alignment of Highway 79, the existing grid pattern street system, lack of existing infrastructure, the existing Burlington Northern/Santa Fe rail line, Double Butte Mountains and the necessary remediation of this site, Diamond Valley Lake, and Salt Creek (reference Appendix A, Background Report, Figure 3, HV/WAP Physical Features).

These physical features and other community influences will be discussed in the following section, and describe how they will enhance or potentially limit the development capacity of the area.

Opportunities and Constraints

A safe, healthy and secure environment is the cornerstone of a successful community. Protection from natural and man-made hazards such as flooding, wildfires, and hazardous materials are a vital component for establishing a safe community.

As identified in the Background Report dated January 2012 (contained herein as Appendix A), there are many existing constraints to development that will need to be resolved before Winchester can accommodate the planned build-out as identified in the proposed land use modifications. Conversely, there are existing opportunities that can help facilitate the long-term viability of the community. Please see the Background Report for a complete list of opportunities and constraints.

Opportunities and constraints were analyzed, discussed and reviewed with the community at the workshops and are summarized below.

Opportunities:

Creation of a Traditional Downtown

Creating a successful pedestrian oriented Downtown alive with people, shops, restaurants, events and street life is very important to the residents. The residents share the desire for a traditional Downtown that will attract people region-wide and support the local needs of the community. This type of Downtown will create a distinct identity and sense of place for Winchester.

The historic grid pattern street system in the Downtown area is very conducive to creating a walkable Downtown. This is a tremendous opportunity for the community, and will support the potential for a very traditional Downtown with a host of destinations—shopping, dining, working, cultural and entertainment events, civic uses, libraries, educational institutions, senior centers arts, museums, and night life. If planned correctly, the Downtown area could be the cultural heart of the community.

Metrolink Station

There is an existing Burlington Northern/Santa Fe rail line running east-west that physically bisects Winchester. The rail line is not currently being used, but is planned for use as a Metrolink line in the future. It is the community's goal to locate the Metrolink station in the Downtown, which is consistent with the RCIP vision for Winchester. The Downtown area should be designed to be well-served by transit, have a safe walking environment, and provide connectivity to adjacent developments.

The City of Hemet General Plan land use map identifies the Metrolink station within their easterly sphere boundaries. The Study strongly recommends the transit station to be located in Downtown Winchester which supports the transit oriented development concept of the Downtown, and is a policy recommended in the RCIP.



Traditional Downtown



Traditional Downtown Streetscape with Angled Parking



Downtown with Transit Station



Transit Station in Downtown

The Area Plan Land Use Concepts state:

“A transit station is to be incorporated into the fabric of Winchester and act as the northern anchor for the community. The transit station would act as the regional connection to the Diamond Valley Lake and its surrounding entertainment and recreational uses, as well as Temecula further to the south.”

“A transit station should be incorporated into the Community Center. This transit station can be connected to the Winchester Transit Station through a transit system such as the Oasis Concept which is described in the Circulation Element of the General Plan.”

Circulation

The Downtown area has an existing grid pattern street system that provides alternate routes for vehicles to avoid the major roads and highways. Overall, the community contains a regional circulation system that appears to be capable of supporting significant growth in the area. The continuing improvements to, and the re-alignment of, Highway 79 should provide more than adequate movement of vehicles within the valley (Figure 5, HV/WAP Circulation).

The re-alignment of Highway 79 will also create future significant regional, community commercial and retail opportunities. The proposed Study has purposely located these types of land uses adjacent to, or in close proximity to, the freeway interchanges and major roadways.

The proximity of future interchanges also provides opportunities to create strong visual statements and clear connections to the Downtown. This can be accomplished through the use of entry monumentation, signage, landscaping (comprehensive streetscape design standards), and the construction of buildings with unique and/or iconic design elements near the gateways to the community.

Economic Development/Employment Opportunities

Providing services that meet the diverse needs of existing and future residents is dependent on a vigorous and healthy economy. Winchester needs a balance of land uses to support a diversity of businesses, an expanded employment base and more diverse housing choices. The Study capitalizes on the strengths of the community, and proposes efficient uses of land and resources that will help facilitate further economic sustainability.

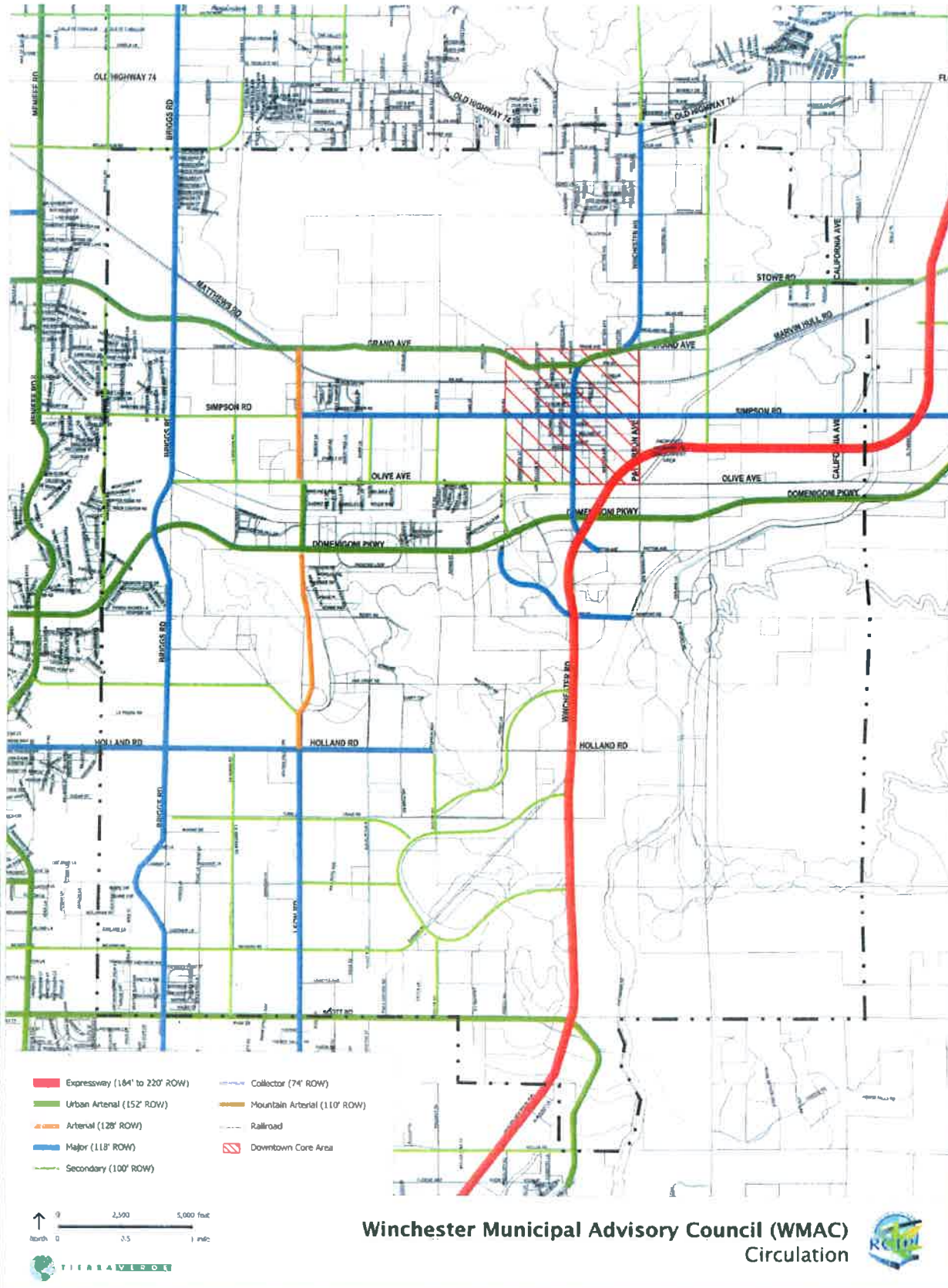
The close proximity of the rail line to the Downtown creates opportunities for a transit center, passenger rail service for commuters, and transit oriented development. In addition, Winchester's close proximity to March Air Reserve Base (ARB) could serve as a future job center when the ARB is redeveloped. Located approximately 20 miles to northwest, this opportunity could create high end jobs with a short commute distance.

Because of the close proximity to both Hemet-Ryan and French Valley Airports, there are very positive possibilities for industrial growth and job creation. The area to the west of Hemet/Ryan, in particular, could support light industrial and business park uses that would be close enough to create positive economic opportunities in the Downtown. These uses could include service commercial, professional offices, lodging, and restaurants. To support this potential economic opportunity, the Study is recommending light industrial, business park and



Commercial Development with Trolley Service

Figure 5 - Harvest Valley/Winchester Area Plan Circulation Map





Opportunity for Future College or University



Public Gathering Space



Community Park

commercial uses within the northeastern portion of the community (to the east of the Highway 79 re-alignment).

Winchester is far enough from large existing commercial centers in Hemet, French Valley, and Menifee that future retail uses could be viable as population growth reaches levels that can support neighborhood, community, and regional commercial centers. While it may be quite some time before some of the larger retail uses are realized, it is vital to plan for all levels of retail and commercial uses now to be properly prepared for the next 20-30 years.

Because there is so much vacant land in the planning area, there are opportunities to attract major public and/or private colleges and universities. There are currently limited opportunities in many of the nearby, more developed communities. Very few communities have the hundreds of acres of land available which is typically the requirement of higher educational institutions. It is important to keep in mind that it can take decades to attract, plan for, and construct major campuses. Therefore, consideration and appropriate land use planning now can accommodate these types of uses in the future, which would have a very beneficial economic outcome for Winchester.

Parks and Open Space

It is the community's desire to increase additional parks, trails and open space and recreational opportunities. One ideal brought up at the community workshop was to explore the possibility of redeveloping the closed landfill at Double Butte. Remediation would be required, but there appears to be opportunities around the land fill that could provide recreational uses to the community (i.e. a regional park, a local park, equestrian facilities, trails or bike paths, and other recreational uses). Reference Figure 6 HV/WAP Trails and Bikeway System for existing planned facilities within Winchester

The Study recommends a comprehensive recreational and open space assessment to identify the specific long-term needs of all age groups and types of users. Analysis of park needs including ball fields (both in door and out door), existing trails, and bicycle facilities should be conducted.

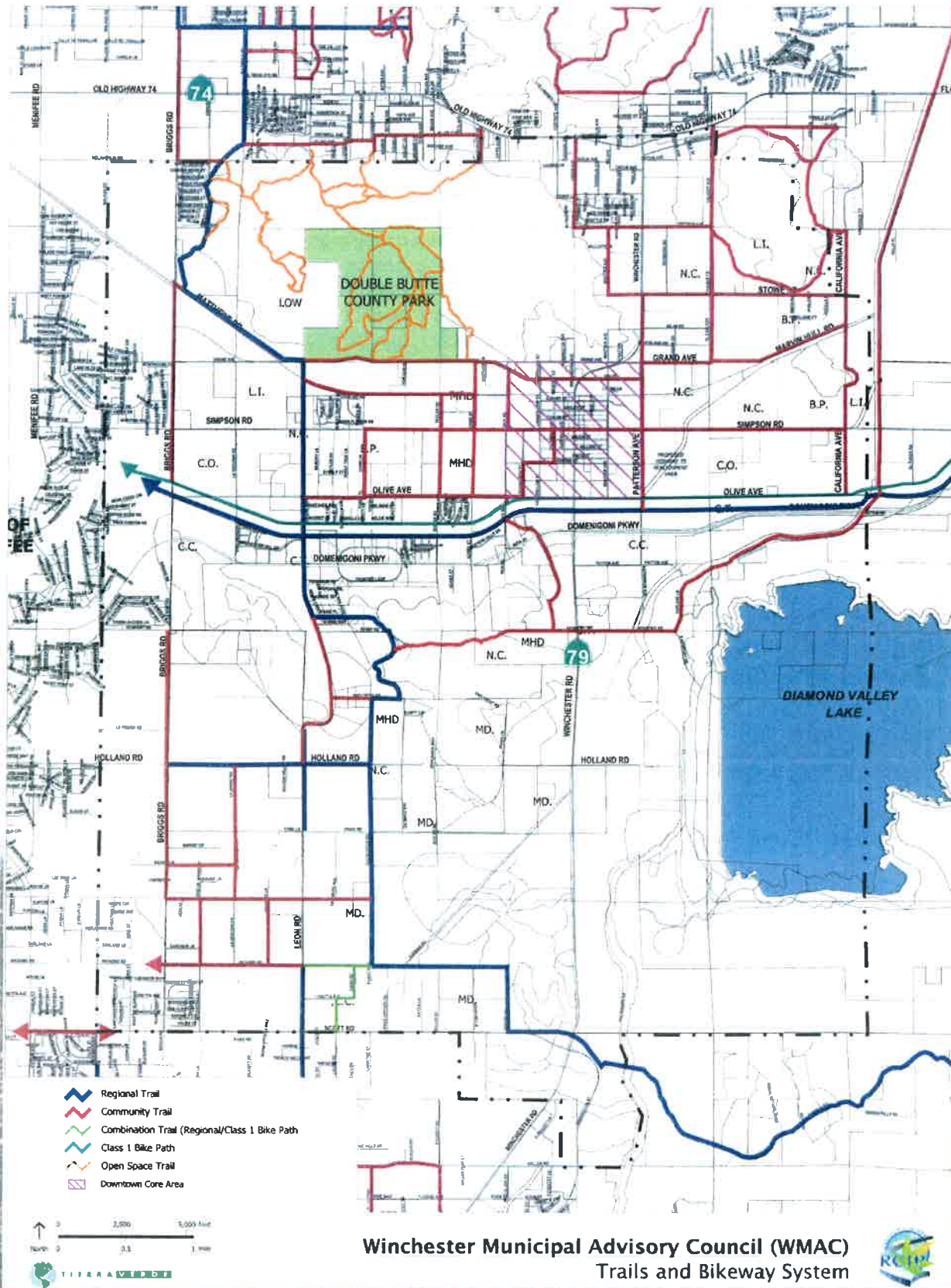
Constraints:

Highway 79 Re-alignment and Winchester Road

The re-alignment of Highway 79 has a significant impact on the proposed Study as a final alignment has not been selected as of the date of this Study (Figure 1, Highway 79 Re-alignment Alternatives). Therefore, one of the recommendations of this Study is to re-analyze the areas that will be immediately affected once a final alignment is chosen.

The re-alignment also has a potential to impact access to and through the Downtown. This Study recommends the re-alignment of Highway 79 to be designed so that it is outside of the Downtown boundaries to avoid bifurcating the southwest portion of the Downtown. It is the recommendation of the WMAC that access to the Downtown via Winchester Road be maintained once the final alignment is selected and constructed. It is also the recommendation of this Study that Winchester and Simpson Roads be reduced in speed limit and capacity through the Downtown with traffic re-routed to higher capacity roads. See Section 7 Goals, Policies and Objectives for additional circulation recommendations.

Figure 6 - Harvest Valley/Winchester Area Plan Trails and Bikeway System



Winchester Municipal Advisory Council (WMAC)
Trails and Bikeway System



Utilities and Services

The lack of local and regional infrastructure will have limitations to long-term development until infrastructure improvements are constructed. In addition, the lack of existing infrastructure is a very important feature that will be required to support the proposed development as identified on the existing Area Plan and Proposed Land Use Modifications Map. The relatively flat topography in much of the Winchester area presents challenges for sewage disposal and surface drainage.

Currently, local wastewater treatment facility in the community of Winchester does not exist. Most properties are served by septic systems. However, there are some homes that are served by sewers. Lack of wastewater infrastructure will be a constraint to the future development (reference Appendix A, Background Report, Figure 7, EMWD Sewer System).

Winchester does not have storm drain facilities (above or under ground). Existing storm water is accommodated by surface drainage. Due to the relatively level topography and lack of local or regional storm drain improvements, flooding does occur in some locations during storm events. Until additional storm drain facilities are built, storm drain runoff will limit future development.

In addition, there are very few paved roads, sidewalks, curbs, or gutters in the Downtown or other parts of the community. This will have a limiting capacity in the type and quality of development that is being proposed (i.e. a walkable Downtown and pedestrian movement and connectivity throughout neighborhoods).

Flooding

The Riverside County TLMA GIS and Figure 11 of the Area Plan identifies a large portion of the community within the 100 and 500 year flood zones (reference Appendix A, Background Report, Figure 4, HV/WAP Flood Zones). The two major areas of concern are Salt Creek and the area extending southwest from Diamond Valley Lake. There appears to be minimal or no local drainage into Salt Creek, as most of the drainage comes from further upstream. This is a potential constraint to development; however, existing regulatory and flood management programs may address this issue. In addition, FEMA maps are updated approximately every 10 years and the flood designations may change over time or with improvements to flood channels.

It is worth mentioning that the proposed Downtown core area is not located within a flood zone.

The Hemet-Ryan Airport

As stated above in Section 4, the County has established the Hemet-Ryan Airport Influence Zone (Figure 3). The City of Hemet General Plan also contains an Airport Compatibility Zone which illustrates the limits of the zone which includes the north-east portion of Winchester (Appendix D). Properties located within the area are inherently restricted in development, intensity, density, height of structures and noise. The Study limited uses in this area to light industrial, commercial and business park, understanding these restrictions to development. No residential land uses are proposed within this zone.

Economic and Employment Opportunities

This is both an opportunity and constraint. Currently, the employment opportunities are very limited within the immediate community and commute times can be quite lengthy. The proposed land use modifications will locate regional commercial centers, neighborhood commercial, light industrial, business park and office uses near major freeway intersections and within close proximity to Downtown for convenient and easy access. These land uses will help create employment opportunities and reduce commute times. It is recognized that substantial population growth in the region must first occur to support this level of development.

6.0 Land Use Modifications

Proposed Land Use Modifications

There were several factors and issues that influenced the outcome of the proposed land use changes. Input from the community as a result of the workshop series was paramount in developing the final Study. The assessment of the physical features, existing land uses, previous entitlements, environmental constraints, infrastructure limitations, circulation, employment opportunities, economic development, financing, and the opportunities and constraints of the community were also key considerations. In addition, the desire of the community to control the future land use and development decisions also influenced the Study (Figure 4, Adjacent Land Use Planning). However the WMAC and the community raised concerns about numerous previously entitled properties currently seeking changes from larger lots to smaller lots, and changes in product types.

Proposed Modifications

The proposed land use modifications are depicted on Figure 7 Proposed Land Use Modifications. Land that is covered by an existing Specific Plan or already entitled was not included in the Study. Only land that does not have entitlements was assessed as these properties have opportunities to be modified, unlike entitled land.

Figure 7, Proposed Land Use Modifications, is intended to be a bubble-diagram that shows conceptual locations of proposed changes—it is not intended to be parcel specific. In fact, boundaries may shift once parcel specific analysis is conducted due to future infrastructure improvements (i.e. Highway 79 re-alignment), adjacency to other land uses (i.e. specific plans), environmental constraints (i.e. biological or flooding), or open space and recreational opportunities.

One new land use designation is being proposed, Neighborhood Commercial (NC). This is to allow local, neighborhood serving commercial centers (within walking distance) so residents have an option of not driving to major commercial centers. All other land use modifications are redistributions of existing designations that will enhance the long-term economic sustainability of the community.

Once the ultimate alignment of Highway 79 is approved, all new interchanges should have commercial nodes adjacent to the interchange. Any industrial,

business park or commercial office land uses effected by the realignment should be located to the east of the approved alignment. These uses need to be separated from the Downtown core. Since the ultimate alignment of Highway 79 has not been selected, a subsequent analysis is recommended for the land adjacent to the re-alignment (including associated interchanges).

The following text is an overview of the primary land use modifications and a description of the intent of the proposed changes. Please refer to Figure 7 for a comprehensive review of all proposed land use modifications.

Generally, the land use designations in the northeastern portion of the community (in or near the Hemet-Ryan Airport Influence Zone) are recommended to be changed to light industrial and business park as explained above. This is consistent with, and provides a good transition between, the adjacent uses to the east. The re-aligned Highway 79 will be in this area so it will provide convenient access to future employment centers. To the west of these uses, neighborhood commercial and commercial office designations are recommended. The intent was to locate these land uses adjacent to and within close proximity to the freeway. This also minimizes traffic impacts to the local roadway circulation system.

The Downtown boundaries are proposed to be expanded from the existing Community Center Overlay as identified in the Area Plan Land Use Map. The new proposed boundaries are: Grand Avenue at the north, Olive Avenue to the south, Rice Road to the west, and Patterson Avenue to the east. Medium High Density (MHD) residential is proposed to the west of the Downtown which allows pedestrian travel to employment opportunities and connectivity to the Downtown. Moving further to the west, some changes to business park, neighborhood commercial, commercial office, commercial tourist and commercial retail are being recommended. The intent is to provide a distribution of commercial/retail services and employment bases to service the western portion of the community.

South of Salt Creek at Patterson Avenue, changes to Commercial Retail and Commercial Tourist are being proposed to provide for regional shopping and tourist uses around Diamond Valley Lake near Domenigoni Parkway. To the west of this area, around E. Newport Road, some Medium High Density (MHD) and Neighborhood Commercial designations are recommended which will place employment opportunities close to Highway 79 and Domenigoni Parkway.

To the south of Ano Crest Road, MHD and Medium Density (MD) land use designations are proposed around a neighborhood commercial designation. The goal is to provide some local serving commercial uses in close proximity to surrounding residential uses. To the east of Leon Road and north of Scott Road, a recommendation of MD centering around Commercial Retail is proposed to accommodate local retail shopping needs—within walking distance to the surrounding residential developments.

7.0 Goals, Policies and Objectives

7.1 Land Use Goals, Objectives and Policies

The RCIP contains some of the primary land use concepts discussed with the community during the workshop series. These concepts are intended to develop the future Downtown Winchester as a walkable, pedestrian friendly community with a distinct image and character. These concepts will also help develop and establish neighborhoods and regional and local centers outside the Downtown core. To do this, the community must have the appropriate land uses, intensities, streetscapes, open space and connectivity. Many of the necessary elements are sustainable planning and design practices and principles. A very brief summary of the concepts is provided below.



Smart Growth—compact mixed-use development that reduces environmental degradation and builds livable neighborhoods and provides a variety of transportation choices that accommodate pedestrians, bicycles, transit and automobiles.

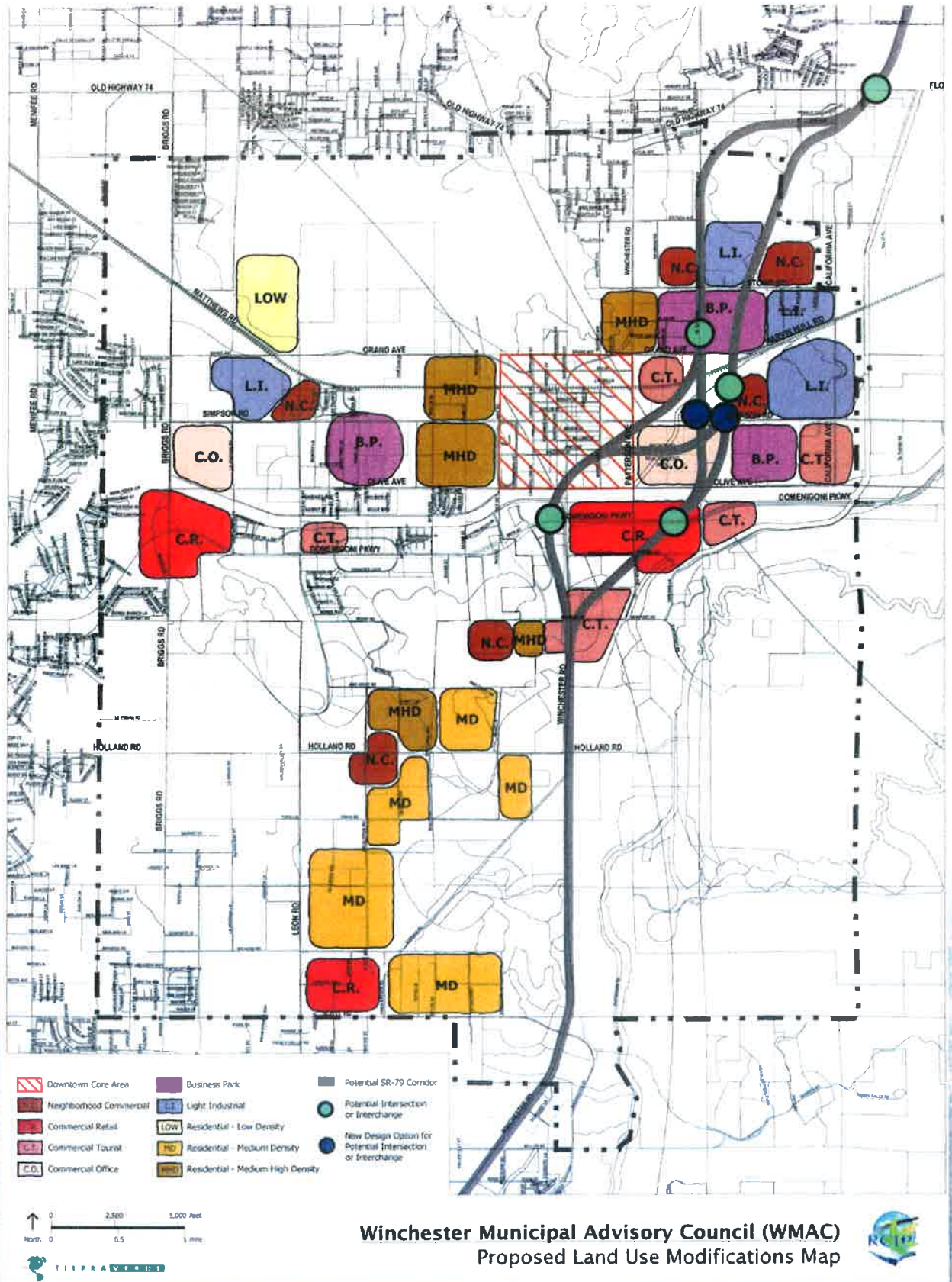
New Urbanism—a concept established in the 1980s that promotes compact neighborhood designs that reduce automobile dependence and enhances the sense of community. The goals include identifying a discernible center, placing most dwellings within a five-to fifteen minute walk of the center, a variety of dwelling types and providing a mix of commercial uses that can meet the weekly shopping needs of a household.

Transit-Oriented Development (TOD)—enhances access to public transportation by placing residential and commercial development (i.e. grocery stores, pharmacy, coffee shops, etc.) around a transit station (train or trolley) generally located within $\frac{1}{4}$ to $\frac{1}{2}$ mile radius from a transit stop. TOD requires the appropriate amount of residential units to create adequate ridership and active street life.

Sustainable Design Principles—design and construction practices that significantly reduce or eliminate the negative impacts of development on the environment and its inhabitants. A sustainable design approach can be defined by green building practices and the availability of pedestrian oriented amenities. The U.S. Green Building Council through the LEED-ND (Leadership for Energy and Environmental Design for Neighborhood Development) has established the essential components that make up a successful, sustainable development.



Figure 7 - Proposed Land Use Modifications Map



7.1.1 Downtown Core Land Use Goal:

Create a unique and integrated mix of residential, office, commercial, retail, civic and recreational land uses in the Downtown core that generate daily activity in the daytime and evenings to create a lively and dynamic pedestrian oriented environment.

Objectives:

1. Adopt land use designations that create a walkable Downtown.
2. Develop standards for mixed-use zoning that create a pedestrian oriented atmosphere.
3. Establish standards that provide for retail uses on the first floor, and office and/or residential on the upper floors.
4. Discourage uses that are not appropriate for the pedestrian orientation or the vibrancy and liveliness of the Downtown. Examples include, but are not limited to, industrial uses, warehouses, storage facilities or auto repair.
5. Discourage strip-mall and big box retail development in the Downtown core. In addition, building size or footprint limitations should be established that limit the maximum size of buildings in the Downtown.
6. Focus retail activity in the heart of the Downtown core to create the necessary critical mass and synergy to support a successful Downtown.
7. Ensure that the Downtown has multi-modal connectivity to the surrounding areas (pedestrian, bicycle and auto) such as Salt Creek to the south, adjacent residential and commercial land uses, the future park at Double Butte, and Diamond Valley Lake.
8. Encourage development patterns that accommodate transit opportunities and reduce dependency on the automobile.
9. Because of the recommendation for the future transit station to be located in the Downtown core, all new development in the Downtown should be mixed-use in character in order to be consistent with TOD principles.
10. Create opportunities in the Downtown to close off streets for special events such as parades, cultural events, farmers markets, car shows, etc.

Policies:

The following policies are consistent with the RICP concepts and have been developed specifically for the community of Winchester.

DLU 1.1: Adopt the Proposed Land Use Modifications Map (Figure 7).

DLU 1.2: County shall require the preparation of a Specific Plan for the Downtown with boundaries as identified on the Proposed Land Use



Mixed-Use Development



Boardwalk with Shaded Streetscape

Modifications Map (Figure 7) which are Grand Avenue to the north, Olive Avenue to the South, Rice Road to the west and Patterson Avenue to the east. The Specific Plan should address the following items in detail: land uses, design guidelines, development standards, quality of life assessment, streetscape design, entry monumentation, signage, open space and parks, infrastructure and financing options, and development phasing.

DLU 1.3: Ensure that mixed-use zoning is implemented to allow the desired pedestrian oriented Downtown; not designed around the automobile.

DLU 1.4: Maintain and look at opportunities to re-acquire alleys in the Downtown during the development process (wherever feasible) to support more traditional Downtown development patterns, and, to provide alternative local circulation routes.

DLU 1.5: Require the future transit station to be located within the Downtown. This encourages alternative means of transportation to work, home and recreational opportunities (TOD); reduces traffic congestion, and maintains the history and character of Winchester.

DLU 1.6: Require uses such as civic, libraries, schools, cultural uses, educational institutions, senior centers, theaters, art galleries or museums to be located in the Downtown core in order to enhance the opportunity for social interaction.

DLU 1.7: Where feasible, preserve and protect the historic structures that define and represent the heritage of Winchester. This policy is applicable for all areas within the community that contain historic or iconic structures.

DLU 1.8: Ensure that adequate open space is provided in the Downtown including, but not limited to, parks (active and passive), plazas, open spaces, court yards and paseos.

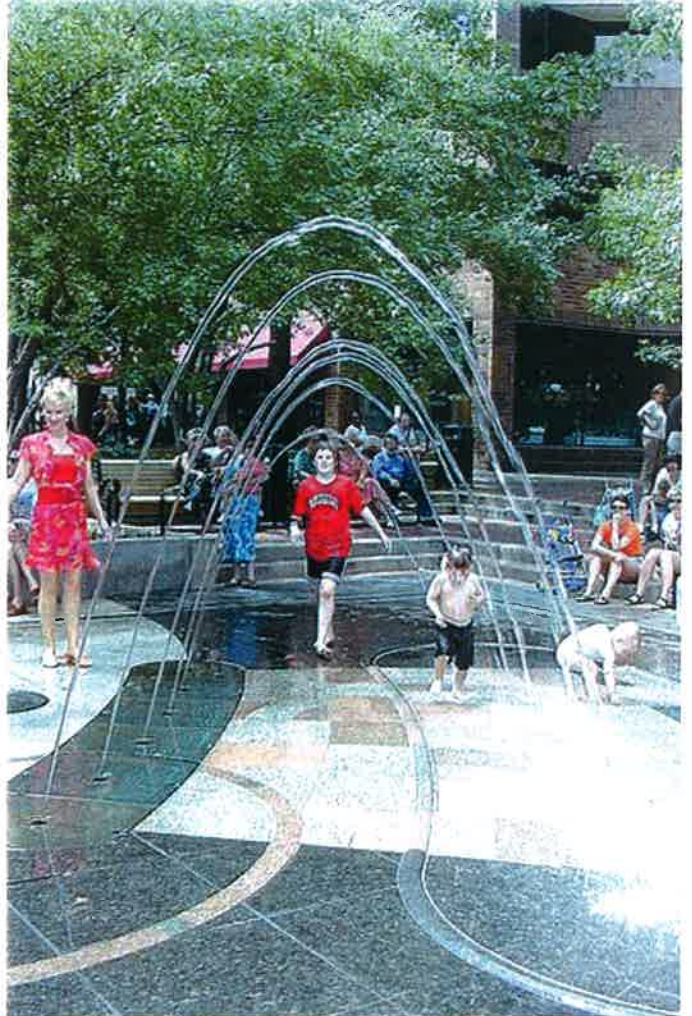
DLU 1.9: Once the ultimate alignment of Highway 79 is approved, all new interchanges should have commercial nodes adjacent to the interchange. Any industrial, business park or commercial office land uses should be located to the east of the approved alignment. These uses should be separated from the Downtown core (Figure 1 Highway 79 Re-alignment).

DLU 1.10: Require Metropolitan Water District to develop the land around Diamond Valley Lake consistent with the existing Riverside County General Plan Land Use Map and the development approved in the project Environmental Impact Report (EIR). This was a commitment made to the community and the region and, therefore, the WMAC requests that this land use commitment be fulfilled as analyzed and approved by the County of Riverside, and as amended by this Study.

Elements of a Successful Downtown



Traditional Downtown with Pedestrian Friendly Streetscape



Urban Water Feature



Mixed-Use Streetscape



Urban Park



Urban Open Space

Elements of a Successful Downtown



Civic Space



Civic Space



Public Art



Iconic Street Furniture



Public Art



Downtown with Transit Station

7.1.2 Winchester Land Use Goal (outside of the Downtown Core):

Ensure a balance of residential, office, commercial, retail, industrial, recreational land uses and public facilities uses that will support the successful, long-term development of the community outside of the Downtown core area.

Objectives:

1. Designate land uses that provide the necessary housing, retail, commercial, employment and recreational needs to create economically successful and sustainable neighborhoods.
2. Provide a broad range of land uses and housing types to meet the needs of all members of the community.
3. Encourage development patterns that accommodate alternatives to the automobile (i.e. train, trolley, shuttle such as Transit Oasis, bicycle, trails and pedestrian pathways).
4. Build the necessary infrastructure to support the orderly, aesthetic and safe development of the community such as curb/gutters, storm drains, sidewalks, streets, street lights, landscape parkways and utilities (i.e. water, sewer, cable).

Policies:

The following policies have been developed specifically for the area outside of the Downtown to create neighborhoods and centers that meet the needs of the residents and provide a high quality of life where people can live, work and play.

WLU 1.1: Require LAFCO to take immediate steps and formally acknowledge the boundaries of the community of Winchester as identified by the Area Plan and WMAC Land Use Plan. Currently, the City of Menifee land use map has land use designations that extends easterly to Winchester Road. The City of Hemet land use map extends westerly to Winchester Road—encompassing all of Winchester (reference Appendices B and C—Hemet and Menifee Land Use Maps). As currently planned, these two cities effectively eliminate the community of Winchester.

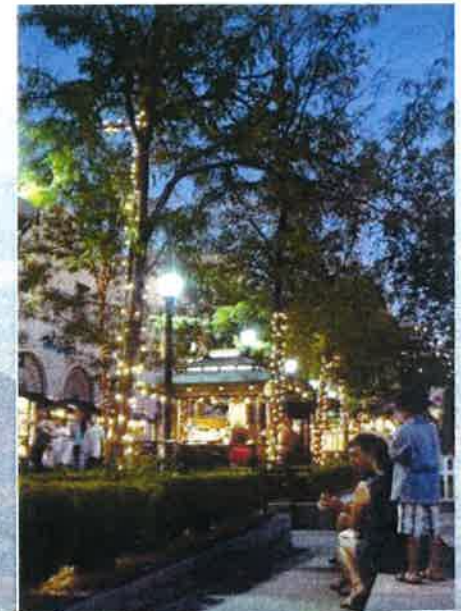
WLU 1.2: Develop neighborhoods that provide a balance of land uses including employment, recreation, local or neighborhood shopping and housing.



Residential Development Outside Downtown Core



Regional Shopping Center



Commercial Plaza Outside Downtown Core



Trolley System in Commercial Development Outside Downtown Core

WLU 1.3: Ensure neighborhoods are developed so that they can be connected through multi-modal transportation systems (i.e. trolleys, shuttles, pedestrian pathways, trails and bicycle facilities) to reduce the use of the automobile and single occupancy vehicles.

WLU 1.4: Locate regional commercial and retail centers at nodes (as depicted on Figure 7, Proposed Land Use Modifications Map) near freeways or major arterials to reduce the traffic load on the local street circulation system.

WLU 1.5: Ensure appropriate residential development is located near community and regional centers and employment hubs to reduce long-distance commuting and promote alternative modes of transportation.

WLU 1.6: Require sufficient public utilities are in place prior to development (i.e. sewer and/or septic capacity, water resources, storm drain, flood control improvements, etc.) to meet the demands of the proposed land uses. The County shall actively pursue funding options to pay for the necessary infrastructure needed to support development. Funding options may include, but are not limited, to state or federal grants, RDA replacement agencies, or other financial mechanisms that are currently available and funds that may become available in the future. This policy is applicable to the entire community.

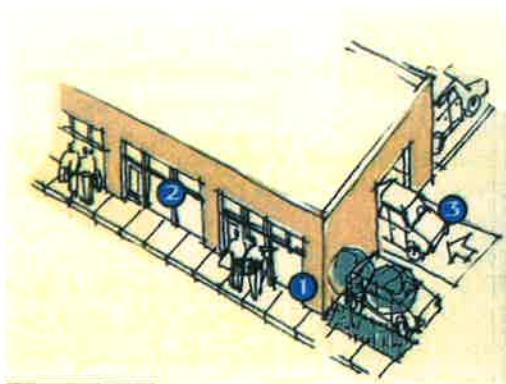
WLU 1.7: Develop standards for legal, non-conforming uses that may occur as a result of this Study. The WMAC is concerned about the impacts that proposed land use changes will have on the existing uses. The County should create standards that allow maximum flexibility to land owners regarding the existing use of their property to minimize potential impacts to owners as a result of the recommended land use changes.

7.2 Downtown Core Community Design Goals, Objectives and Policies

7.2.1 Downtown Community Design Goal:

Design Guidelines Basic Principles of Urban Streetscape

- 1) **Build to the sidewalk (except open space/patios)**
- 2) **Make the building front “permeable”; no blank walls, entries and windows connect to sidewalk**
- 2) **Prohibit parking lots in front of the buildings**



Ensure the Downtown develops as a thriving and vibrant area so that it creates a clear sense of identity and place that is unique to the community of Winchester.

Objectives:

1. Create a streetscape that is comfortable and inviting for pedestrians including wide, curb-separated sidewalks, landscaping, street furniture, street lights, public art, etc.
2. Define the desired intensity, massing, and height of buildings in the Downtown that create a human scale of development.
3. Residential units should front, and take access from, the street.
4. Encourage small scale buildings with pedestrian orientation; architecture and entries facing the street, including building to the sidewalk (except open space and/or patios).
5. Require building fronts to be “permeable”; no blank walls. Ensure that entries and windows connect to the sidewalk and identify with the pedestrian (see diagram above).
6. Incorporate shade protection elements in building and site design such as covers, awnings, colonnades or street trees.
7. Retain the existing alley system to allow architecture to face the street (rear yard access), improve circulation, and provide opportunities for landscaping and parking at the rear of the lot.



Public Parking Behind Building with Mural



Shaded Streetscape



Entry Monumentation



Entry Monumentation

8. Side yard and front yard setbacks should be reduced in the Downtown to create a more dynamic and unified street environment. Build to side property lines when there are alleys at the rear of the site.
9. Encourage buildings to enclose and frame corners of major intersections to define and soften the streetscape, and provide a connection with pedestrians.
10. Place parking lots in courtyards, behind buildings, or in structures that have retail taking access from the street. Paseos or walkways could provide access from the parking areas to the street.
11. Provide opportunities for public art, water features or iconic elements.
12. Encourage the placement of overhead utilities underground.
13. Route through traffic in the Downtown to higher capacity arterials such as Grand Avenue, Olive Avenue, Patterson Avenue, etc., in order to allow for the occasional closing of roads for special events.

Policies:

DCD 1.1: Create development standards and design guidelines that produce a high quality pedestrian oriented Downtown.

DCD 1.2: Develop appropriate architectural designs that create a unique, distinct image for the community of Winchester.

DCD 1.3: Prohibit building design that does not contribute to a walkable, livable, vibrant and human scale environment (e.g., storage areas, long blank walls, and parking lots in front of the buildings).

DCD 1.4: Encourage new development to include area for public gathering spaces and have opportunities to allow cultural events, outdoor concerts, festivals, or farmers' markets.

DCD 1.5: Require large commercial centers to incorporate public spaces such as outdoor plazas, patios, water features, paseos, interactive children amenities, pedestrian connectivity, etc. This creates a distinct sense of place and provides a quality experience for patrons.

DCD 1.6: Develop appropriate landscape standards that complement the vision of a pedestrian oriented streetscape including pedestrian paseos in between buildings, where appropriate, to encourage pedestrian travel.

DCD 1.7: Develop appropriate sign standards that complement a pedestrian oriented environment and proper building identification.

DCD 1.8: Design entry points into the Downtown that are distinct and create a sense of arrival and identify.

Sample Architectural Styles



LAND USE STUDY

Walkable, Mixed-Use Downtowns



7.2.2 Winchester Community Design Goal:

Develop the area outside of the Downtown core as sustainable, livable neighborhoods with the appropriate distribution of land uses and connectivity to shopping, employment opportunities, transit and recreational amenities.

Objectives:

1. Develop neighborhoods that provide a variety of housing types to meet the needs of all residents.
2. Ensure that architecture is compatible throughout the community and reflects a quality design and image.
3. Create streetscapes that are comfortable and inviting for pedestrians, including curb-separated sidewalks, landscaping, street furniture, street lights, pocket parks, paseos, etc.
4. At primary intersections, ensure buildings are properly placed and designed to create distinct and aesthetically pleasing streetscapes.
5. Neighborhoods and other commercial developments should be developed to consider movement of the pedestrian (not just the automobile), and incorporate sidewalks, shade elements, trails, open space buffers, paseos, water features, or public art to provide visual relief and enhancement.

Policies:

WCD 1.1: Ensure there is an appropriate transition of land uses, specifically between residential and commercial, industrial or business park uses.

WCD 1.2: Encourage site and building design that provides pedestrian connectivity.

WCD 1.3 Allow opportunities for public gathering spaces such as neighborhood parks or open space areas to create areas where neighbors can gather, meet or mingle.

WCD 1.4: Develop appropriate streetscape standards that address entry monumentation, landscape treatment, street furniture, and open space opportunities.

WCD 1.5: Ensure points of entry into neighborhoods or centers are clearly identifiable and compatible with the adjacent architecture.

WCD 1.6: Develop appropriate signage standards that are consistent with the building's architecture. Sign standards should also consider signage geared toward the pedestrian (i.e. directories, hanging, or projecting signs).



Commercial Development Outside of Downtown Core



Outdoor Plaza - Gathering Place



Pedestrian Shaded Streetscape



Wide Pedestrian Landscaped Pathway

Residential Development Outside Downtown Core



Pedestrian Friendly Streetscape



Neighborhood Pocket Park



Entry Monumentation



Multi-family Development

Commercial/Retail Development Outside Downtown Core



Water Feature with Gathering Spaces



Outdoor Space with Fountain



Water Feature



Outdoor Plaza

7.3 Circulation Goals, Objectives and Policies

7.3.1 Circulation Goal:

Create a circulation system that can accommodate the Proposed Land Use Modifications Map as revised per this Study (Figure 7) and complies with the County wide target Levels of Service that facilitate the movement of vehicles, but also places a strong emphasis on safe and efficient pedestrian pathways and greater mobility choices.

Objectives:

1. Control traffic congestion through better management of demand, improvement to the roadway systems and traffic control devices.
2. Ensure that the circulation system creates a framework where people connect to the places they want to travel through an extensive, efficient and safe network of roadways, transit services, shuttles, bikeways, pedestrian trails and well-designed sidewalks.
3. Encourage the use of alternative modes of transportation to reduce reliance on the automobile, improve air quality and create a more walkable community.
4. Design streets with the complete street design concept: pedestrian, bicycle, transit and auto.
5. Retain the existing historical grid pattern street system within the Downtown core area.
6. Adopt traffic calming measures such as “choking” down street widths at key intersections, enhanced pavement, landscape pockets, etc., to slow traffic and enhance pedestrian safety.
7. Create pedestrian linkages throughout the community (e.g., sidewalks, trails, alleys or paseos).
8. Maximize the use of alleys and rear building entries to provide access and reduce congestion on the street system, and make deliveries more efficient.
9. Discourage the use of round-a-bouts in the Downtown core to ensure through traffic is routed to the arterials roadways at the perimeter of Downtown.

Policies:

The following policies have been developed to support the long-term spacing out of Winchester.

CLU 1.1: Once the Highway 79 re-alignment is approved, the proposed land uses may need to be re-analyzed (and possibly modified) to reduce any potential circulation and land use conflicts or changes as a result of the final re-alignment.

CLU 1.2: All of the proposed traffic improvements listed below are recommended to occur after the construction of Highway 79 re-alignment is completed. All improvements are subject to review and approval of the



Choking Down the Street



Enhanced Paving and Angled Paving

Riverside County Transportation Department and would require the Riverside County Circulation Element to be amended.

- Because Grand Avenue will serve as one of the primary east/west roadways for through traffic, Simpson Road is recommended to be reduced to two lanes (secondary roadway) with reduced traffic speed in the Downtown. This would allow Simpson Road to become a “Main Street” in the Downtown, with wide sidewalks and traffic calming devices. In addition, this would divert through traffic out of the Downtown, and create a safer, more pedestrian oriented streetscape with a traditional Downtown “feel”.
- Winchester Road should also be reduced to two lanes (secondary roadway) with reduced traffic speed. This would also give Winchester Road a more Main Street atmosphere and create a more pedestrian friendly streetscape. Also, angled parking is recommended on both Winchester and Simpson Roads.
- A crossing at the intersection of the new Highway 79 alignment and Olive Avenue should be considered. This is essential to accommodate the east/west movement of traffic between the Downtown and the future job centers located to the east.
- Extend Rice Road and Patterson Avenue as secondary roadways to the north to connect with Grand Avenue.
- Down-grade Patterson Avenue to a secondary roadway.
- Serious consideration should be given to over-crossings at Rice Road and Domenigoni Parkway, and Patterson Avenue and Domenigoni Parkway, if feasible.
- Designate the entire length of Beeler Road as a secondary roadway.

CLU 1.3: Require development projects to incorporate easy, convenient access to public transportation systems with consideration of both existing and long-term planned facilities.

CLU 1.4: Locate the future transit station in the Downtown core. This will connect Winchester to other parts of the County, support TOD, and improve the future economic viability of the Downtown.

CLU 1.5: Optimize the use of the alley system in the Downtown core area. The County should consider the re-acquisition of alleys wherever feasible, and require new development to incorporate alleys in the site design.



Train Station to Accomodate TOD



Local Trolley System



CLU 1.6: Implement the use of round-a-bouts outside the Downtown core area. Round-a-bouts should be utilized on perimeter streets such as Olive Avenue, Grand Avenue, Patterson Avenue and Rice Road.

CLU 1.7: The re-alignment of Highway 79 shall be designed so that access to Downtown via Winchester Road is not eliminated, as this is vital to the future success of the Downtown.

CLU 1.8: The re-alignment of Highway 79 must be located outside of the Downtown so it does not divide the southwest portion of Downtown core.

CLU 1.9: Ensure an adequate supply of parking in the Downtown core area is provided without compromising the vision for a walkable Downtown. Plan for off-street parking facilities (i.e. structures, lots, park-n-rides or shuttle services) to support and enhance TOD concepts and encourage a walkable Downtown. On street parking should also be permitted throughout the Downtown.



CLU 1.10: Design roads or the future transit station to minimize noise impacts on surrounding residential and sensitive land uses to the extent feasible.



7.4 Multi-Purpose Open Space/Recreation Goal, Objectives and Policies

7.4.1 Multi-Purpose Open Space and Recreation Goal:

Create opportunities for additional open space, trails and recreational opportunities to serve a variety of needs and users within the community.

Objectives:

1. Additional open space and parks need to be developed to provide a variety of amenities to serve the entire spectrum of users—children, teen, adults and seniors.
2. Provide at least two additional regional park facilities. One facility should be generally located in the north and one facility at the south end of the community.
3. Strategically locate open space/recreation uses to compliment the adjacent land uses and minimize any potential noise impacts to nearby sensitive receptors.
4. Encourage new developments to include plazas, fountains, public art, courtyards, paseos, outdoor seating and public gathering spaces wherever possible and appropriate.
5. Require developments to provide a variety of park amenities. An analysis of the existing park space within approved Specific Plans should be conducted to determine the existing inventory of open space and park land to accurately access the short and long-term needs.
6. Incorporate equestrian use and multi-purpose trails to connect to open space, parks, and other recreational amenities where appropriate.
7. Preserve the scenic background and natural resources of the community, including the protection of scenic vistas associated with the varied topography that defines the area.

Policies:

OSLU 1.1: Ensure there is an appropriate distribution of recreational amenities in the various land uses given the proposed land use revisions.

OSLU 1.2: Provide open space areas to provide visual relief, create connectivity to other areas, and to help serve as buffers to the built environment.

OSLU 1.3: Ensure that pedestrian, equestrian and bicycle street and trail network systems are incorporated to provide connectivity to surrounding land uses.

OSLU 1.4: Ensure public gathering spaces and parks for civic and cultural events are included in the Downtown core. Integrate a network of parks, plazas, public squares, bicycle trails, transit systems, and pedestrian pathways to provide connections within each neighborhood, and surrounding communities.



Children's Park



Park with Fountain



Passive Garden

LAND USE STUDY



Neighborhood Park



Natural Open Space Park



Passive Park



Equestrian Trail

OSLU 1.5: Encourage projects to incorporate innovative open space designs, landscape or water features, or interactive areas. Unique designs are encouraged to contribute to create distinct, charming, and inviting developments that people want to spend time at. Examples in California include Victoria Gardens (Rancho Cucamonga), Americana at Grand (Glendale), Valencia Town Center (Valencia), the Grove (Los Angeles) and Old Town Sacramento (Sacramento). These are all successful developments that have implemented the planning and design concepts discussed in this Study.

OSLU 1.6: Analyze the opportunity for enhanced recreational opportunities within the existing Salt Creek open space area and existing multi-purpose regional trail (i.e. education kiosks, exercise stations, etc.).

OSLU 1.7: Consider the opportunity for a multi-purpose bridge crossing over Salt Creek to provide pedestrian, equestrian and bicycle connectivity to Downtown.

OSLU 1.8: Consider future park, trail and recreational opportunities within Double Butte County Park. Historically, Riverside County designated Double Butte to be a regional park facility. To this end, the WMAC and the community feel strongly that it should be developed as a park, trail and recreational destination.

OSLU 1.9: Conduct a comprehensive recreational and open space assessment for the community to identify the specific long-term needs of all age groups and users. Analysis of recreation and park needs including ball fields should be conducted.



Bicycle Trail

7.5 Sustainability Goal, Objectives and Policies

7.5.1 Sustainability Goal:

Encourage land use planning and development to be efficient in the use of non-renewable resources to reduce impacts and increase sustainability of the community which contributes to a higher quality of life for residents.

Objectives:

1. Promote the use of energy and water conservation technologies and practices.
2. Require future planning and land use documents (i.e. Specific Plans, design guidelines or development plans) to incorporate sustainable planning and design practices such as Smart Growth, New Urbanism, Transit-Oriented Development and Sustainable Design Principles as appropriate.
3. Create an incentive program for projects that obtain LEED (Leadership for Energy and Environmental Design) certification or build to LEED equivalent standards. At a minimum, encourage the use of sustainable building materials, hardscape and site furniture whenever possible.
4. Establish regulations that allow for a short-term waiver of parking requirements in the Downtown core for highly desirable land uses such as specialty retail, restaurants, and lodging.
5. Consider the adoption of an in-lieu parking fee in the Downtown to create a future source of funds for the development of parking structures and/or parking lots.

Policies:

SLU 1.1: Establish initiatives for environmentally friendly building practices applicable to existing and new development

SLU 1.2: Encourage water conservation, solar energy, and enhanced recycling opportunities, and promote energy conservation practices to help develop a greener community to advance the quality of life and appeal of the community.

SLU 1.3: Encourage the design and construction of energy efficient buildings to reduce air, water, land pollution and other environmental impacts from energy production and consumption.

SLU 1.4: Maximize natural light opportunities when considering building placement to reduce energy use.

SLU 1.5: Preserve existing tree canopy, native vegetation, and pervious surfaces where feasible.

SLU 1.6: Reduce the impact of heat islands by providing shade structures and trees that can produce large canopies to provide shade.

SLU 1.7: Select roof and paving materials that possess a high level of solar reflectivity.



Multi-Purpose Trail

SLU 1.8: Select land use designation so communities will be near public transportation infrastructure to reduce vehicle trips and encourage mobility alternatives.

SLU 1.9: Provide direct and safe connections for pedestrians, bicyclists, and drivers to key locations of a project, local destinations, and neighborhood centers.

8.0 Conclusion

Community leaders, residents and stakeholders were a positive influence on the outcome of the study. These participants are acknowledged for their hard work, commitment and involvement throughout this land use planning process. As a result of the community input and the land use analysis conducted, the following recommendations are provided to assist with the long-term, economic sustainability of Winchester:

1. Require LAFCO to take immediate steps and formally acknowledge the boundaries of the community of Winchester as identified by the WMAC and Area Plan Land Use Map.
2. Adopt the Proposed Land Use Modifications Map (Figure 7, Proposed Land Use Modifications) to provide a balance of land uses for the successful, long-term build-out of the community.
3. Adopt the goals, policies and objectives contained in Section 7 of this Study.
4. Prepare a Specific Plan for the Downtown core in order to ensure that the vision for the Downtown is achieved.
5. The WMAC strongly recommends that the County conduct an analysis of density increases and intensity of development currently being processed within approved Specific Plans.
6. Once the ultimate alignment of Highway 79 is selected, the County should re-analyze properties adjacent to the Highway to minimize any potential impacts or conflicts in land uses, and determine appropriate land uses as recommended in this Study.
7. Ensure the re-alignment of Highway 79 is designed so that the alignment is located outside of the Downtown to avoid dividing the southwest portion of the Downtown.
8. Prepare a Recreation Master Plan to identify the long-range open space and recreational needs of the community.
9. Require the County to pursue a variety of funding mechanisms to help construct the necessary infrastructure to support the proposed land uses in the Area Plan and the proposed modifications as a result of this Study.
10. County should actively pursue funding options to pay for the necessary infrastructure needed to support development throughout the community. Funding options may include but are not limited to state or federal grants, RDA replacement agencies, or other financial mechanisms that are currently available and funds that may become available in the future.

Community of Winchester

11. Develop the Metropolitan Water District west side properties in accordance with previous commitments made to the community and the region by Metropolitan Water District.
12. The issue of legal non-conforming uses is a significant concern to the WMAC. The WMAC, in accordance with WLU 1.7, is concerned about the impact of proposed land use changes on legal, non-conforming uses. The WMAC requests that the County create standards that allow for maximum flexibility for land owners regarding the existing use of their property.

References:

County of Riverside Transportation and Land Management Agency
Easter Municipal Water District
Riverside County Flood Control District
Riverside County Integrated Plan
Third District Supervisor Stone's Office
Winchester Home Owners' Association/ Winchester Town Association
Winchester HOA Land Use Committee/ Winchester Town Association
Winchester Municipal Advisory Council
Winchester Historical Society

Acknowledgements:

Winchester Municipal Advisory Council Members:

Andy Domenigoni
James Horecka
Dirk Meredith
Jim Sheldrake

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Mike Rowe