



Meeting Date: 10/27/2021  
Item Number: 3b  
Time Estimate: 60 minutes

## PLANNING COMMISSION AGENDA REPORT

**SUBJECT:** REVIEW OF THE AGRICULTURAL HERITAGE AND LEARNING CENTER INCLUDED IN THE SAN LUIS RANCH SPECIFIC PLAN, AND CONSIDERATION OF AN ADDENDUM TO THE SPECIFIC PLAN FINAL EIR AND SUPPLEMENTAL FINAL EIR

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**FILE NUMBER:** ARCH-0253-2021      **FROM:** Tyler Corey, Deputy Director

### RECOMMENDATION

Adopt the Draft Resolution (Attachment A) approving the project design (Development Plan) and addendum to the Specific Plan Final EIR, and Supplemental Final EIR, based on findings and subject to conditions of approval.

### 1.0 COMMISSION'S PURVIEW

The Planning Commission's role is to consider approval of the proposed Agricultural Heritage and Learning Center, informed by the recommendations of the Architectural Review Commission and Cultural Heritage Committee. In arriving at a decision, the Planning Commission should consider the proposal's consistency with the General Plan, San Luis Ranch Specific Plan (SLRSP), Zoning Regulations, Community Design Guidelines, and other applicable City development standards. Planning Commission (PC) review is required for projects that include more than 10 residential units, or more than 10,000 square feet of commercial space.

### 2.0 SUMMARY

The project is the "Agricultural Heritage and Learning Center" as envisioned in the San Luis Ranch Specific Plan, which was adopted by the City Council in 2017. The applicant calls the proposed development the San Luis Farms and Marketplace, but it is often more commonly referred to as the "Ag Heritage Center". It would be located on a specific site identified within the 53-acre AG-zoned portion of the San Luis Ranch Specific Plan. The project includes 31,236 SF of building area.

Consistent with what is described in the specific plan, the project consists of a farm market, restaurant, general retail, and agricultural processing buildings (Attachment B, project plans). Pursuant to mitigation requirements in the Final EIR, the project was originally intended to relocate and incorporate three historic structures from the Dalidio Ranch, but one of those structures—a grandstand viewing barn—was severely damaged

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in a fire in February 2019. Consequently, the project now will incorporate the two intact relocated historic buildings, including the ranch house and barn, which will be rehabilitated and used as part of the development. The project also includes the stabilized remains of the damaged historic grandstand viewing barn, which is an important visual and historic component of the project. The balance of the AG zoned area within the specific plan will be maintained as a working farm with associated ag support structures and farm roads.

### 3.0 PREVIOUS REVIEW

The San Luis Ranch Specific Plan (SLRSP), which includes guidelines and standards for the Agricultural Heritage and Learning Center, was adopted by the City Council in September 2017. The Architectural Review Commission (ARC) reviewed the proposed project design (ARCH-0253-2021) on September 20, 2021, for consistency with the SLRSP Design Guidelines and Community Design Guidelines (CDG). The ARC unanimously recommended the Planning Commission find the project consistent with design guidelines of the SLRSP and CDG without further direction or conditions that would modify the proposed design. Minutes from the ARC meeting are included in Attachment C.

The project was also considered by the Cultural Heritage Committee on September 27, 2021. The CHC unanimously recommended the Planning Commission approve the addendum to the EIR and find the project consistent with the Historic Preservation Ordinance, Secretary of Interior Standards, and historic policies and programs of the San Luis Ranch Specific Plan without further direction or conditions that would modify the proposed design. Minutes from the CHC meeting are included in Attachment D.

### 4.0 PROJECT ANALYSIS

Figure 2 (below) shows the location of proposed development in the context of surrounding development, both existing and planned within San Luis Ranch.



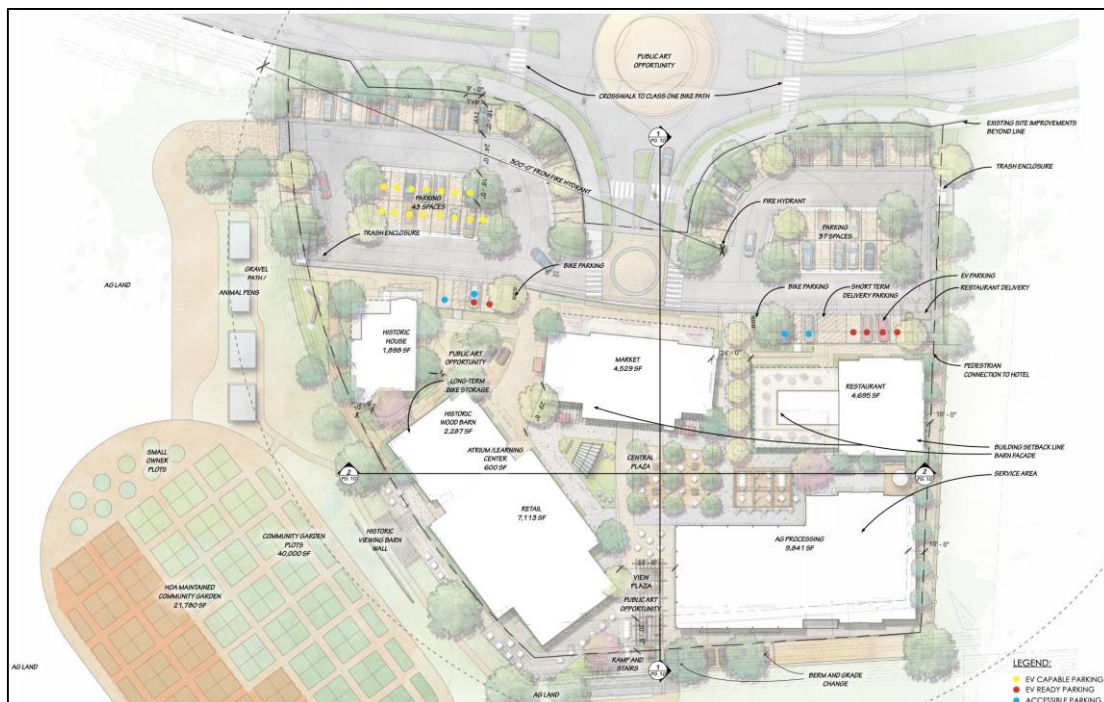
**Figure 2: Ag Heritage Center in Surrounding Context**

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Figure 3 (below) shows the proposed layout of the Ag Heritage Center in more detail, including the location of three historic structures associated with the San Luis Ranch complex. The original complex included a variety of structures, some dating to the early 20<sup>th</sup> century. The nine structures included three single-family residences, a garage/shed, a smaller shed, the main barn, a large equipment storage building, a warehouse, and the former spectators' barn/viewing stand, which was converted to farm use. Consistent with the intent of the required mitigation measures included in the EIR, three of the most significant structures have been relocated to the project site, including a residence, the hay barn, and a surviving wall of the racetrack viewing stand, which was destroyed in a fire in February 2019.

All new buildings within the proposed development are intended to be architecturally consistent with the relocated historic structures, and to reflect an agricultural theme.

Proposed architecture draws from Farmhouse and Modern Agrarian elements, consistent with what is anticipated in the San Luis Ranch Specific Plan. Architectural and design related analysis are described in the ARC agenda report of September 20, 2021, while analysis related to historic preservation are described in detail in the CHC agenda report of September 27, 2021 (see Attachments C and D).



**Figure 3: Ag Heritage Center Proposed Layout**

Figure 4 shows the overall development concept, and how the three relocated historic structures will be integrated into the overall architectural design.





**Figure 4: Development rendering showing historic structures. View is south.**

The proposed project must conform to the standards and limitations of General Plan, SLRSP, and any applicable aspects of the Zoning Regulations. A discussion of the project's consistency with these regulations follows.

#### **4.1 Consistency with the General Plan**

The project area is within the San Luis Ranch Special Focus area as identified in Section 8.1.4 of the Land Use Element (LUE). Section 8.1.4 of the LUE identifies a general framework guiding development in that area, including issues related to circulation, site design, view protection, agricultural protection, and public safety. Specifically, it calls for maintaining the agricultural heritage of the site, consistent with the intent of the proposed project.

The LUE required that a specific plan be prepared for the entire 132-acre San Luis Ranch area. A specific plan is a tool for the systematic implementation of a general plan. The San Luis Ranch Specific Plan (SLRSP) was adopted in 2017. Because the Specific Plan was previously determined to be consistent with the General Plan, the project's consistency with the SLRSP is the focus of this policy analysis. This discussion is included in Section 4.2 of this Agenda Report.

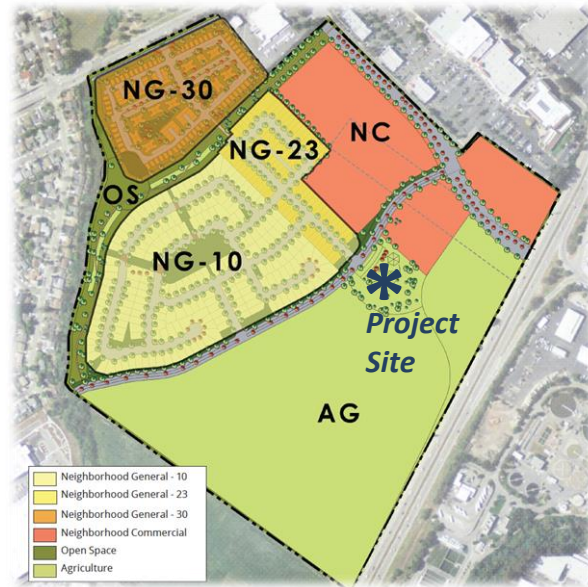
#### **4.2 Consistency with the San Luis Ranch Specific Plan**

Upon its adoption in 2017, the SLRSP became the primary guiding land use regulatory document for the area it encompassed. Figure 5 shows the land use map within the SLRSP, and the proposed project area is within the AG land use designation shown on that map.

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A specific plan is a tool for the systematic implementation of a general plan. It effectively establishes a link between implementing policies of the general plan and the individual development proposals in a defined area. In the case of the SLRSP, it addresses the broad range of planning issues and policies typically covered in the City's General Plan or zoning ordinance, from land use, circulation, site planning standards, design guidelines, landscape design requirements, project phasing, and infrastructure requirements. The specific plan also establishes standards that effectively implement the more broad policies for the area that are included in the General Plan, and are tailored to the needs of the project site. For that reason, the project will be evaluated against the requirements of the SLRSP to determine consistency with City planning policies.

Table 1 summarizes key relevant policies from the SLRSP, and City staff's analysis of the project's consistency with those policies. In certain instances, the SLRSP defers to the City's zoning requirements, and where this is the case, it is noted in the analysis. As noted above, the ARC has reviewed the project and recommended the Planning Commission find the project consistent with Community Design and Specific Plan Design Guidelines. Table 1 includes City staff's analysis of the project's consistency with the SLRSP as well as the key aspects of design guidelines reviewed by the ARC. Table 2 provides a summary of the historic preservation policies which were the focus of the CHC review. The applicant's analysis of the project's consistency with key direction in the SLRSP is found on Sheet 2 of the project plans (Attachment 2).



**Figure 5: SLRSP Land Use Map,  
showing the Project Site**

Table 1. Project Consistency with SLRSP Policies Related to Project Design	
Highlighted Sections	Discussion Items
<b><i>SLRSP Chapter 3 – Neighborhood Form</i></b>	
<i>§ Table 3-10: Agriculture Development Standards</i>	This section establishes standards related to development potential, building heights, setbacks, parking, landscaping, and lighting requirements for the AG zone. See Table 3 for a comparison of these requirements and what is proposed. The project is consistent with these requirements. Sheets 1 and 2 of the applicant's submittal also provides a summary of design-related information in the context of various City regulations.
<i>§ Section 3.6: Sign and Monument Development Standards</i>	Specific Plan Table 3-11 describes standards for signs allowed in the Ag Heritage Center development. Since the conceptual signage plan is being provided along with development plans in order to allow for concurrent evaluation of signs with building design and site layout, the Sign Regulations allow flexibility from standards as a Sign Program. Sign Programs are encouraged for new development projects since they provide an opportunity to ensure signs are complementary with the surrounding neighborhood or commercial district. Once a final sign program is approved, it will be used on an ongoing basis for staff to review proposed signs in the project. A conceptual signage plan is included on plan Sheets 35-40 (Attachment B), which shows monument, directional, and neighborhood signage. Conceptual building signs are also shown on Sheets 12, 15 and 21 (Attachment B). Signs should be evaluated for compatibility with architecture and coordination among tenant spaces. The ARC and CHC reviewed the conceptual sign program and had no comments or directional items regarding recommended modifications.
<i>§ Section 3.7.3: Agricultural Heritage Facilities and Learning Center Design Guidelines</i>	This section provides general guidance for site planning and design, building form, building elements, lighting, signs, building materials, exterior colors, visual elements, landscaping, and fencing. Proposed design information related to these issues is summarized on Sheet 2, but shown in more detail on Sheets 5-21, 25, 26 and 28-35. As proposed, the project is consistent with the intent of the Design Guidelines in the Specific Plan.
<i>§ Section 3.8: Architectural Style Reference Guide</i>	This project is designed with a Modern Agrarian architectural theme, which is described in Section 3.8.4. This section provides guidance on massing, building form and composition, materials, colors, and various architectural features. The ARC found the project was consistent with the architecture prescribed in the SLRSP. Proposed building elevations and the integration of historical elements into architecture are shown on Sheets 10-28.
<i>§ Section 3.9: Plant Palette</i>	Section 3.9 discusses the appropriate plant palette to be used in project landscaping, with a focus on native and drought-tolerant plants. Table 3-12 provides a plant list, which the Planning Commission can refer to in order to determine consistency. The project's proposed landscaping and plant palette information may be found on Sheets 29-32. The proposed trees are consistent with those included in the Specific Plan. While the shrub palette complements the proposed tree palette, the SLRSP does not specify the appropriate shrub species to use.

Table 1. Project Consistency with SLRSP Policies Related to Project Design	
Highlighted Sections	Discussion Items
<i>§ Chapter 2: General Design Principles</i>	The SLRSP was previously found to be consistent with the City's Community Design Guidelines. However, the CDG provides a framework upon which the SLRSP builds and provides additional direction with respect to basic design issues. The project appropriately applies the General Design Principles of the CDG, notably that it integrates agricultural elements to fit the setting, is thematically unified and functional. Buildings appear to be well-proportioned, and consistent with the scale of historic structures that have been relocated to the site for reuse. The ARC found the project to be consistent with the CDG.
<i>§ Section 7.3: Historic Resource Preservation</i>	The project integrates historic ranch structures into the design, which is an integral part of its overall function and form. In September 2021, the CHC found the project to be consistent with this aspect of the CDG.

The SLRSP includes guidance for the relocation and reuse of historic structures that will become part of the project. It also includes related narratives to clarify intent of the relevant policies and programs, which include the following:

Table 2. Project Consistency with SLRSP Policies Related to Historic Resources	
<b>San Luis Ranch Specific Plan Policy Framework</b>	
3.7.3. Agricultural Heritage Facilities and Learning Center Design Guidelines	Agricultural Heritage Facilities and Learning Center Concept. Historic structures identified on-site will be integrated into the site plan design as part of the Agricultural Heritage Facilities and Learning Center, as directed by a qualified Historic Architect, then through a Historical Structure Relocation Plan, as specified in Mitigation Measure CR-1. Archival documentation of the historic structures on-site and informational displays of historic resources will also be completed and included in the site plan when appropriate.
<b>8.1.2 Goals, Policies, and Programs</b>	
Policy 2.5	Protect associated structures such as the Dalidio Home, Laguna Race Track viewing stand, barn, and water tower.
Program 2.5.1	Evaluate historic structures on the site for purposes of preservation and protective reuse.
Policy. 7.1	Ensure that buildings are designed in a manner consistent with the character of the Plan Area.
Program 7.1.1	Establish guidelines for: building facades, orientation and form, and materials that reflect and convey human scale and the historic traditions of the Plan Area.

The relocation and repurposing of the historic structures in question will comply with the requirements of the San Luis Ranch Specific Plan. Treatment of the structures to be integrated into new development will follow required mitigation measures from the Final EIR and be designed in a manner to promote and celebrate their historic context, while providing educational opportunities regarding the City's agricultural heritage. Section 6.2 of the CHC Agenda Report (Attachment D) describes how the reconstruction and

rehabilitation efforts will comply with the Secretary of the Interior's Standards (SOI), which provide additional guidance on the rehabilitation of historic structures. Key aspects of that analysis are summarized below.

The existing structures are unsafe in their current condition and not habitable. Existing materials will be preserved and incorporated into the rehabilitated structures where feasible, consistent with SOI standards and under the direction of a qualified historic consultant and will maintain the original exterior visual appearance of the residence and barn, while restoring the interior in the context of appropriate building code requirements. In the case of the Hay Barn, it will be repurposed as retail space, adorned with historic signage and adjoined by a glass atrium exhibition corridor filled with memorabilia from the 16<sup>th</sup> District Agricultural Association horse races and fairs. The residence will be used as an education hub and display area, with interpretive signage and historic artifacts from the site. In both cases, the intent is to increase public awareness of the history of the ranch and the City's agricultural heritage.

The fire-damaged Grandstand Wall will not be a habitable structure but will be positioned as it was at the turn of the 20<sup>th</sup> century, overlooking the agricultural field as once did the racetrack. It will become a focal point of the entire Ag Heritage Center, with interpretive signage, mounted on a low, protective perimeter wall, that describes the historic activities linked to this important site.

#### 4.3 Consistency with the Zoning Regulations

The SLRSP modifies various standards and requirements from the Zoning Regulations. These include issues such as allowed land uses, setbacks, building heights, landscaping, and signage, among others. In other cases, the SLRSP defers to the Zoning Regulations, and where the SLRSP does not include standards, the project is required to be consistent with Zoning Regulations for issues such as lighting, parking (in some cases), walls/fences. Table 3 summarizes the project's characteristics, providing context within the framework of both the SLRSP and applicable zoning regulations. The project is consistent with applicable Zoning Regulations.

#### 5.0 PROJECT STATISTICS

Table 3 summarizes the primary project characteristics and compares those to the applicable standards for the purpose of determining project consistency.

Table 3. Project Characteristics Compared to Requirements		
Site Details	Proposed	Requirement
Land Use Designation	AG	AG
Setbacks	Front: 20 feet Side: 10 feet	Front: >20 feet Side: 10 feet



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Table 3. Project Characteristics Compared to Requirements		
Site Details	Proposed	Requirement
	Rear: 20 feet	Rear: 20 feet  <i>(per SLRSP Table 3-10)</i>
Building Height	35 feet  <i>(see building elevations on Sheets 10, 11, 14, 17 and 20)</i>	35 feet; historic structures may be as much as 45 feet  <i>(Per SLRSP Table 3-10)</i>
Lot Coverage	23.5%	80% maximum <i>(per SLRSP Table 3-7)</i>
Signs	Sign program to determine  <i>(see Sheet 35)</i>	1 monument sign 4 feet high and 20 SF in area;  Up to 4 wall signs 3 feet high and 50 SF in area each  <i>(per SLRSP Table 3-11)</i>
Public Art	Various agriculturally-themed sculptures and features; locations shown on Sheet 31	Public art only required for commercial portion of SLRSP; project subject to Municipal Code 17.70.140
Parking		
Automobile spaces	78	61 (1 per 500 SF per SLRSP)
Bicycle Parking	24	12 (per municipal code; 20% of required vehicle parking)
Motorcycle Parking	4  <i>(see Sheet 1)</i>	4 (per municipal code)

## 6.0 ENVIRONMENTAL REVIEW

On July 18, 2017, the City Council certified the Final Environmental Impact Report (FEIR) for the SLRSP and approved the SLRSP through Council Resolution 10822 (2017 Series). A Final Supplemental EIR to address modifications to the phasing plan within

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the SLRSP was certified by the City Council on July 17, 2018, through Council Resolution 10927 (2018 Series). All mitigation measures adopted as part of the SLRSP FEIR and FSEIR that are applicable to the proposed project are carried forward and applied to the proposed project to effectively mitigate the impacts that were previously identified.

The project is anticipated by the SLRSP, and consistent with the certified FEIR and FSEIR.

An Addendum to the Final EIR has been prepared to address updated information related to the significance of the Spectators Barn/Viewing Stand and the change in mitigation approach based on the structure's destruction in the 2019 fire (Attachment E, or link: [https://www.slocity.org/home/showpublisheddocument/31027/6376688536\\_41101713](https://www.slocity.org/home/showpublisheddocument/31027/6376688536_41101713)).

No additional Supplemental Environmental Impact Report is required pursuant to Public Resources Code §21166 and State CEQA Guidelines Section 15162 because: 1) the project does not include or require any revisions to the certified SLRSP FEIR or FSEIR; 2) no substantial changes would occur with respect to the circumstances under which the project is being undertaken, and no revisions to the SLRSP FEIR or FSEIR are required; and 3) no new information of substantial importance is available that was not already known at the time the SLRSP FEIR and FSEIR were certified.

## **6.0 OTHER DEPARTMENT COMMENTS**

The project has been reviewed by various City departments and divisions including Planning, Engineering, Transportation, Natural Resources, Building, Utilities, and Fire. While a number of code requirements will apply to the project review at the building permit stage, minimal comments were received for project specific conditions of approval since the project is consistent with the specific plan and tract map which has included prior review for tract conditions and public improvements which are not in the scope of this project review.

## **7.0 ALTERNATIVES**

1. Continue project. An action to continue the items should include a detailed list of additional information or analysis required.
2. Deny the project. An action denying the application should include findings that cite the basis for denial and should reference inconsistency with the General Plan, Community Design Guidelines, SLRSP, Zoning Regulations or other policy documents.

## **8.0 ATTACHMENTS**

A – Draft Resolution – Development Plan Approval  
B – Project Plans  
C – ARC Staff Report and Meeting Minutes 9-20-21  
D – CHC Staff Report and Meeting Minutes 9-27-21  
E – Addendum to Final EIR