AGENDA ITEM: 8.A.



May 15, 2013

PLANNER: Jeff Hook Principal Planner

SUBJECT: Public Hearing Draft Centennial General Plan: Review the Draft Urban

Design, Historic Preservation and Economic Development Elements. Discussion of two v. three story Downtown building heights is to be held with

review of the Draft Land Use Element at a later date.

BACKGROUND

This is the first in a series of Planning Commission meetings to discuss policies and implementation measures in the new Public Hearing Draft Centennial General Plan ("Draft"). The Commission will begin by reviewing three related draft elements: Urban Design (Attachment 1), Historic Preservation (Attachment 2) and Economic Development (Attachment 3). These are annotated versions of the Public Hearing Draft the Commission received at its May 1, 2013 meeting. With numbered outlines, they show text locations where staff is asking the Commission to consider possible changes to policies or implementation measures. Numbered text locations refer to Attachment 4, which lists the possible changes, their source and comments explaining the changes. The Draft Plan, Initial Environmental Study and Notice of EIR Preparation are available on the City's website at http://san-clemente.org/sc/News1.aspx?PageID=1.

This Draft was prepared by the City's consultant, The Planning Center, and reflects extensive input received at over 60 public workshops and meetings conducted by the General Plan Advisory Committee (GPAC), a 25-member citizen committee appointed by the City Council, and by the Planning Commission.

DISCUSSION

Review Strategy. The purposes of the Commission's review are to 1) verify that previous Commission changes and direction have been addressed, 2) consider public comments and testimony, 3) consider "possible" changes identified by staff from various City departments, and 4) review the document for consistency with the General Plan Guidelines and overall General Plan vision. The Commission's focus should not be stylistic editing or "wordsmithing" – if changes are needed in that area, staff suggests the Commission provide appropriate direction.

The Public Hearing Draft's format, policies and programs should seem quite familiar. Its policies were shaped at over 20 Planning Commission meetings. However, earlier reviews focused on individual draft elements and sections. This Draft combines all elements into one document, which facilitates policy comparisons within *and across* elements to ensure

Public Hearing Draft Centennial General Plan: Urban Design, Historic Preservation, Economic Development, May 15, 2013

internal consistency and verification that the City's General Plan goals are addressed. Key questions the Commission should consider are:

- 1) Does the Draft address key principles or objectives that the new General Plan was intended to address, as outlined in **Attachment 5**?
- 2) Does the Draft accurately respond to previous Commission direction?
- 3) Are Implementation Measures supported by and logically related to goals and/or policies?
- 4) What additional changes are needed, if any?

Two v. Three Story Issue. One of the most important issues to arise during preliminary general plan discussions was GPAC's recommendation to change current policies that allow Downtown mixed-use buildings to be up to three stories and 45 feet tall and to limit all buildings along Del Mar and a portion of El Camino Real in the "T-Zone" to a maximum of two stories. As directed by the Planning Commission, this Draft continues to allow three-story, mixed-use Downtown buildings but includes additional policies and implementation measures intended to ensure three-story development is compatible with Downtown's Spanish Village by the Sea character. The issue is closely related to both Land Use and Urban Design, since the third story provision was originally intended to encourage mixed use development, Downtown housing, and allow for on-site parking. The Commission is tentatively scheduled to review the Draft Land Use Element (LUE) at its May 22nd or June 11th meeting; consequently, staff recommends that you defer reviewing any policies or implementation measures on the number of building stories to coincide with the LUE discussion.

History. A brief "history" might help explain how the Public Hearing Draft was developed. Its predecessor, the "Preliminary Draft General Plan, was developed by the consultant based on public outreach efforts, including a community-wide survey in 2009, a series of Focus Area workshops in 2011 and other input from citizens, community groups, City advisory bodies and the City Council. Over 29 public meetings, GPAC recommended policy and program changes to the Preliminary Draft, and represented varied community perspectives and interests. GPAC's forwarded its recommended changes to the Planning Commission for consideration. The Commission then reviewed and incorporated most of GPAC's recommendations, and in some cases modified GPAC's recommended policies and programs while adding its own changes. GPAC and Commission changes are shown in tracked changes on the "Final Preliminary Draft", available on the City's website at the above link.

In April, staff from various City Departments reviewed an administrative draft version of the Public Hearing Draft. Staff reviewed if for minor "editorial" issues (grammar, typos, flow, etc.), as well as for policy/program wording and content. Minor editorial corrections and changes have been included in the Public Hearing Draft.

Public Hearing Draft Centennial General Plan: Urban Design, Historic Preservation, Economic Development, May 15, 2013

Staff also identified more substantive changes to address community needs, concerns or to avoid policy conflicts or other potential issues. Since these possible changes could affect policy intent, scope or effect, they have *not* been included in the Draft. These are being presented to the Commission as part of your review, starting with these first three draft Elements. The intent is to allow full and open review and discussion of the possible changes.

Staff anticipates that the Commission will complete its review of the Draft over several meetings. The tentative dates and topics are:

- May 15 special meeting: review Urban Design, Historic Preservation and Economic Development elements;
- May 22 regular meeting: review Land Use Element and Urban Design Element policies and implementation measures on Downtown building stories;
- May 29 special joint City Council/GPAC/PC meeting at 910 Calle Negocio at 6 pm, 2nd floor conference room, to discuss GPAC's General Plan recommendations;
- June 11th special meeting: review Mobility and Complete Streets, Beaches Parks and Recreation, Natural Resources and Coastal elements;
- June 19th regular meeting: review Safety, Public Services Facilities and Utilities, Growth Management, and Governance elements; Glossary;
- June 26th special meeting: Final recommendations on Public Hearing Draft General Plan, Draft EIR, Draft Climate Action Plan and Draft Pedestrian and Bicycle Master Plan.

ATTACHMENTS:

- 1) Table 1, Possible Changes to Policy and Implementation Measures
- 2) Annotated Public Hearing Draft Urban Design Element
- 3) Annotated Public Hearing Draft Historic Preservation Element
- 4) Annotated Public Hearing Draft Economic Development Element
- 5) General Plan Guiding Principles

Table 1 Possible Changes to Policy and Implementation Measures

No.	Revision	Source/Comments
	Draft Urban Design Element	
-	UD-2.04. <i>Circulation</i> . We require encourage roadway improvements in gateway areas thatte enhance motor vehicle, bicycle, pedestrian, and transit circulation.[WEC1]	Public Works Dept. (PW)/ Improvements may not always be possible or practical.
7	UD-2.06. <i>Parking</i> . We limit the visibility of surface parking lots and parking spaces within gateway areas by requiring them to be located behind or to the side of buildings. Where this is not practical, we ensure, where practical, [WEC2]that street-facing parking spaces and parking lots are visually screened with landscaping and/or architectural treatments.	PWIThere may be physical or other limitations that make screening infeasible.
က	Spaces, outdoor rooms and gathering places that support a variety of activities.	CDD/Redundant with UD-5.03
4	UD 5.20. Storefronts We encourage continuous store fronts in the Downtown Core, with parking access and curb cuts off Del Mar and El Camino discouraged, unless no alternative public access existsshall be avoided.	CDD/Clarification to recognize some lots do not have street access; avoid unintended consequence of lot mergers.
ro C	UD-6.06. <i>Public View Corridors</i> . We require that street trees planted along designated public view corridors have narrow form and open structure to allow greater visual access. Careful placement and/or skilled pruning of trees can achieve the desired goal without interruption of significant public views or irreparable harm to trees.	CDD/Address the need for proper street tree placement and pruning to protect and enframe public views and view corridors.

CDD/Hold public design charettes to improve effectiveness and predictability of Downtown design guidelines; help maintain Downtown character while allowing some growth and improvements.	CDD/Consistency with previous	PC direction.	CDD/Policy basis for new implementation measure calling for Historic Preservation Guidelines to be established.	CDD/Current Zoning Ordinance already does this. Policy "memorializes" that and encourages it to preserve historic resources.	CDD/Consistent with previous PC discussion and direction.
10) Conduct public meetings or design charettes, including community stakeholders, to discuss ways to identify, protect and enhance Downtown Village Character. Based on meeting findings, consider adopting a Downtown Mmission statement which future projects must adhereean be calibrated to. Consider adopting new development regulations, such as form-based codes, or revised design guidelines, to improve the effectiveness and reflect the Downtown Mission predictability of the design review process, and reflect the Downtown Mission Statement.	HP-2.06. New Development. We require that new development of multi-family units (three or more units) adjacent to or within a 300-foot terms from a	historic resource be compatible with the historic resource in terms of scale, massing, building materials and general architectural treatment. [potential conflict: "general architectural treatment" sounds like "architectural style", which PC indicated in the UDE it did not want to require.)	HP-2.09. Consistency with Historic Preservation Guidelines. Additions to historic structures shall preserve their historic and architectural significance and shall be consistent with the City's Historic Preservation Guidelines.	HP-3.07. Flexible Development Standards. We provide flexible development standards for historic resources in the interest in maintaining the resource's integrity.	HP 4.03.HP-4.04. Wayfinding Signs and Historic Plaques. We encourage the placement of attractive and historically appropriate City "wayfinding" or directional signage, and the installation of historic plagues that follow the Historic Preservation Guidelines.
ဖ			∞	တ	10

7	14. The City willshould_consider[c1] adopting procedures for establishing historic districts.	CDD/Historic surveys have identified potential historic district(s), but support not clear. This allows but doesn't require districts be established.
12	26.27. Implement historic plaques as part of City wayfinding sign program for all City owned historic resources and City Landmarks.	CDD/Program to implement Policy HP-4.04.
	Draft Economic Development Element	
13	 Consider establishing Establish an Economic Development Manager Position. [WEC1]The PW//New position could involve substantial City cost. Proposed Economic Development Manager may be a full-time or part-time position, funded through change gives Council flexibility the business community, or through a mix of public/private funding sources. 	PWINew position could involve substantial City cost. Proposed change gives Council flexibility to consider based on economic needs and fiscal resources.
4	13. Assess parking needs in Del Mar/T-Zone, Pier Bowl, and North Beach a t least [wecs] every five years, or as needed, [wecs] and implement solutions to identified parking deficiencies to achieve the City's Vision and Strategic Plan.	PWIAllows flexibility to evaluate parking when its determined to be needed, not on fixed schedule.

*

Urban Design Element

The City's distinctive built environment and its wealth of natural resources help distinguish San Clemente from the rest of Orange County and define its visual character. The focus of this element is on the physical and design characteristics of human-made urban features that unify San Clemente: public places, gateways, architecture, landscaping, public views, and our urban forest. San Clemente is believed to be one of California's first "planned communities", created through the foresight and support from the City's founder, Ole Hanson. Citizens continue to value San Clemente's beauty and character which were established, in part, through its early urban design plan. Today, urban design can help preserve and enhance those qualities of the "Spanish Village by the Sea" that residents and visitors enjoy. Preservation and enhancement of historical resources, protection of our valued coastal environment and other natural resources, celebration of arts and culture and the multi-modal transportation network that connects our neighborhoods and key destinations also contribute to San Clemente's unique visual character. These topics are addressed elsewhere in the General Plan, and additional design goals and policies that are tailored to individual areas of the City are included in the Focus Areas [link to Focus Areas page] section of the General Plan Land Use Element [link to LUE Homepage].

The General Plan is one of several tools that guide the physical development of our City and enhance community character. The Zoning Code [http://library.municode.com/index.aspx?clientId=16606&stateId=5&stateName=California], Design Guidelines [staff to provide link to pdf] and various specific plans provide additional, detailed land use and design regulations, guidelines and implementation programs that guide public and private improvements throughout San Clemente.

PRIMARY GOAL:

Create and enhance a high-quality, built environment that protects and enhances our treasured natural and historical resources, maintains our small town beach character, provides accessibility to residents, employees and visitors, and distinguishes San Clemente as the Spanish Village by the Sea.

GOAL AND POLICY SECTIONS:

- 1. Public Places
- 2. Gateways
- 3. Compatibility
- 4. Maintenance
- 5. Architectural & Landscape Character
- 6. Urban Forest/Trees

LINKS TO OTHER GENERAL PLAN INFORMATION

• Historic Preservation Element [link to HPE Homepage]

ADDITIONAL LINKS

- San Clemente Design Guidelines [http://san-clemente.org/sc/standard.aspx?pageid=438]
- Architectural Overlay District (Zoning Code, 17.56.020)
 [http://library.municode.com/HTML/16606/level2/TIT17ZO_CH17.56OVDIST.html#TIT17ZO_CH17.56OVDIST_17.56.020AROVDI]
- SCR Architectural Design Guidelines by Henry Lenny [staff to provide link to pdf]
- Forster Ranch Specific Plan [http://san-clemente.org/sc/standard.aspx?pageid=443]
- Marblehead Coastal Specific Plan [http://san-clemente.org/sc/standard.aspx?pageid=443]
- Pier Bowl Specific Plan* [http://san-clemente.org/sc/standard.aspx?pageid=443]
- Rancho San Clemente Specific Plan [http://san-clemente.org/sc/standard.aspx?pageid=443]
- Talega Specific Plan [http://san-clemente.org/sc/standard.aspx?pageid=443]
- West Pico Corridor Specific Plan* [http://san-clemente.org/sc/standard.aspx?pageid=443]
- North Beach Specific Plan (To be added following GP adoption)

Public Places

Public places help give San Clemente its unique identity and are a prominent aspect of the built environment. They include parks, plazas, roadways, sidewalks, alleys and similar public spaces. Sometimes referred to as the "public realm", these places can serve multiple community uses and help promote social interaction, community events, outdoor dining, recreation and relaxation.

San Clemente's public places are well-designed and are accessible to everyone, including pedestrians and bicyclists. Their appearance and quality is at the heart of how we perceive the urban environment. As such, it is essential the public realm is safe, enriching and well-maintained.

Furthermore, because we value art and culture [link to Public Services, Facilities and Utilities Element, Arts and Culture Section and Historic Preservation Element Homepage] in San Clemente, we incorporate both within the public realm.

GOAL:

Create and maintain a network of prominent, accessible, high-quality public places with clear visual and physical linkages.

^{*}indicates Specific Plans to be updated or removed.

POLICIES:

- UD-1.01. **Location of Public Buildings and Civic Places.** We locate public buildings and civic places on primary or secondary streets, at important street intersections or viewpoints, adjacent to parks or open space, or as focus points for a neighborhood to ensure their visual prominence and accessibility.
- UD-1.02. **Design of Public Plazas and Spaces.** We require public plazas and spaces to be designed for safety, comfort, convenience and universal accessibility. They should be well-defined by surrounding buildings, located near the public street for good visibility and convenience and incorporate amenities such as seating, distinctive focal points, public art, shade trees and/or eating and entertainment facilities.
- UD-1.03. *Landscaping.* We emphasize the prominence of public places and their linkages to adjacent neighborhoods by creating a distinctive landscape character around them and extending the landscape improvements into neighboring streets, such as extending special paving or landscape treatments.
- UD-1.04. *Bicycle, Pedestrian and Transit Access.* We maintain bicycle and pedestrian routes and encourage the provision of public transit routes that link public places to improve accessibility and reduce reliance on the automobile.
- UD-1.05. **Streetscape Design.** We design new and, when necessary, retrofit existing streets to strengthen connectivity, beautify and enhance community character through public right-of-way improvements, including sidewalks, street trees, parkways, curbs, signs, street lighting and street furniture.
- UD-1.06. *Streets.* We recognize that public streets are important public spaces as well as transportation routes and support their use for occasional closure for community events, where feasible. As such, sidewalks, street trees, landscaping, and other amenities should be provided and maintained to keep these spaces attractive.
- UD-1.07. Sidewalks. We design our sidewalks to accommodate pedestrians in a manner that meets City standards and we seek to ensure they are ADA compliant, well lit, safe, comfortable and consistent in style and construction materials. Sidewalk designs and paving materials shall be architecturally compatible with the district or neighborhood in which they are located.
- UD-1.08. *Wayfinding*. We maintain an attractive, unified citywide system of signage, streetscape and landscaping to clearly mark directions to public buildings, parks, beaches, the Del Mar/T-Zone [link to this focus area page], North Beach [link to this focus area page], Pier Bowl [link to this focus area page], public parking areas, prominent natural features and City entry points.
- UD-1.09. **Signs.** We require quality, balance, consistency, and the use of high quality materials in the design of public and private signs, including commercial signs, municipal signs, and street and traffic signs. Signs should be compatible with the architectural character of buildings on which they are placed, prevailing streetscape character and surrounding community character, and should be not be visually obtrusive.

- UD-1.10. **Non-Conforming Signs.** We require replacement of non-conforming signs wherever possible and appropriate, through such mechanisms as sign amortization programs or conditions of project entitlements.
- UD-1.11. *Phasing of Public Spaces.* We require the provision of accessible public space in the earliest possible phase of new development.

LINKS TO OTHER GENERAL PLAN INFORMATION

- Public Services, Facilities & Utilities Element, Arts and Culture Section [link to section]
- Historic Preservation Element [link to HPE Homepage]

ADDITIONAL LINKS

- San Clemente Design Guidelines [http://san-clemente.org/sc/standard.aspx?pageid=438]
- Spanish Colonial Revival Architectural Design Guidelines by Henry Lenny [staff to provide link to pdf]
- Architectural Overlay District (Zoning Code, 17.56.020)
 [http://library.municode.com/index.aspx?clientId=16606]
- Forster Ranch Specific Plan [http://san-clemente.org/sc/standard.aspx?pageid=443]
- Marblehead Coastal Specific Plan [http://san-clemente.org/sc/standard.aspx?pageid=443]
- Pier Bowl Specific Plan* [http://san-clemente.org/sc/standard.aspx?pageid=443]
- Rancho San Clemente Specific Plan [http://san-clemente.org/sc/standard.aspx?pageid=443]
- Talega Specific Plan [http://san-clemente.org/sc/standard.aspx?pageid=443]
- West Pico Specific Plan [http://san-clemente.org/sc/standard.aspx?pageid=443]

*For purposes of the Centennial General Plan, public spaces are defined as the publicly owned property between the property lines on opposite sides of streets and include, but is not limited to, the roadway, parkway (including street tree planters and public, sidewalks), plazas and alleys.

Gateways

Gateways are transitional places and visual cues that announce entrances to cities, neighborhoods or districts. From a land use and urban design perspective, important features of gateways include architecture, landscaping, views, lighting, streetscape, and signage.

San Clemente has many gateways to special places, each with its own unique identity. From our freeway off-ramps, which often serve as a visitor's first glimpse into our community, to the thresholds of our distinct commercial districts, to the physical and visual entryways into our rich natural and recreational resources, San Clemente's gateways are a reflection of our unique

heritage, our commitment to preserving our Spanish Colonial Revival architectural character and our expectations for quality development and design.

GOAL:

Create clearly marked and aesthetically pleasing entry points into San Clemente and its many unique neighborhoods and districts, and ensure that such gateways incorporate quality architecture, historic resources, distinctive landscaping, signage and streetscape features that create a sense of arrival and reinforce the City's identity and unique architectural character.

POLICIES:

- UD-2.01. **Architecture/Design Quality.** We require high quality design for buildings at visually significant locations in gateway areas. New buildings and major remodels in Gateway areas adjacent to or opposite I-5 offramps, as shown in Figure UD-1 [link to pdf figure], shall follow Spanish Colonial Revival architectural style, except where otherwise specified in the Design Guidelines and other adopted policies.
- UD-2.02. *Spanish Village by the Sea Design Identity.* We require gateway design elements (e.g., architecture, landscaping, signage, lighting, streetscape furniture, architectural character, unless otherwise specified in the Design Guidelines, Focus Area goals and policies (e.g., Los Molinos or Surf Zone areas, which have more eclectic design character).
- UD-2.03. *Historic Resources.* In designing and constructing gateway improvements, we preserve and incorporate views of historic resources.
- UD-2.04. *Circulation.* We require roadway improvements in gateway areas to enhance motor vehicle, bicycle, pedestrian, and transit circulation.
- UD-2.05. *Public View Corridors.* We require the preservation of designated public view corridors in the design and construction of gateway area improvements.
- UD-2.06. **Parking.** We limit the visibility of surface parking lots and parking spaces within gateway areas by requiring them to be located behind or to the side of buildings. Where this is not practical, we ensure that street-facing parking spaces and parking lots are visually screened with landscaping and/or architectural treatments.
- UD-2.07. *Wayfinding System.* We provide directional signs and access information to visitors through a clearly articulated and aesthetically pleasing wayfinding sign program.
- UD-2.08. *Hardscape Materials*. We require high-quality paving materials, consistently applied within the districts served by gateways, for all sidewalks, crosswalks and other public spaces.
- UD-2.09. *Art in Public Places.* We encourage the inclusion of public art in private development and in public improvements in gateway areas.
- UD-2.10. *Visual Screening.* We require visual screening of blank walls, trash bins, and parking facilities through a variety of landscaping and architectural design treatments.

Where possible, we require the screening of utilities infrastructure. Unsightly properties and buildings should be visually screened in an attractive manner.

- UD-2.11. *Overhead Utilities.* We encourage the undergrounding of overhead utilities infrastructure in gateway areas.
- UD-2.12. *Gateways on Highways.* We work with Caltrans and other agencies to ensure aesthetics are an integral consideration in the design, implementation and maintenance of all highway facilities and rights-of-way, with special emphasis on gateway areas.

Note: Gateway policies and implementation measures specific to individual Focus Areas are included in the Focus Areas section of the Land Use Element.

Links to General Plan Figures

• Figure UD-1, Gateways [link to pdf figure]

Links to Other General Plan Information

• Focus Areas [link to Focus Areas page]

Links to Background Information or Documents:

- Wayfinding Sign Program [staff to provide link to pdf]
- Design Guidelines [http://san-clemente.org/sc/standard.aspx?pageid=438]

Architectural Compatibility

The Land Use Plan provides for a wide range of land uses, including residential, commercial, industrial, and mixed uses. Generally speaking, land uses and the uses permitted within them are compatible with one another, but some have the potential to create adverse impacts. For example, industrial uses located adjacent to a residential use, neighborhood or school could cause noise, odors or visual impacts for neighbors. To ensure compatibility and protect public health, safety and welfare, the City uses a combination of policies, zoning regulations, site planning and urban design controls.

GOAL:

Achieve and maintain a built environment where residents, employees and visitors are protected from nuisances and hazardous uses and, conversely, where businesses and industries are protected from the encroachment of sensitive uses [link to glossary].

POLICIES:

- UD-3.01. *Land Use Decisions*. We use urban design standards and tools to minimize adverse impacts on adjacent properties when considering land use and zoning requests.
- UD-3.02. *Regulation of Uses and Nuisances*. We regulate the location, concentration, design and operations of commercial and industrial uses and parking structures that can adversely affect surrounding sensitive land uses [link to glossary]. Impacts may include,

- but are not limited to, noise, vibration, odors, exterior light, visibility of activity, vehicular traffic and safety hazards.
- UD-3.03. **Buffers and Setbacks.** We require that new uses and buildings, characterized by differing functions, activities, density, scale and massing, to provide mitigation, landscaped buffers and/or setbacks between uses to prevent or mitigate adverse impacts.
- UD-3.04. *Hazardous Uses.* We regulate the development of industrial and similar uses that use, store, produce or transport toxic substances, air emissions, other pollutants or hazardous materials [Link to Safety Element, Hazardous Materials Section].
- UD-3.05. *Infrastructure Compatibility.* We require public infrastructure and related facilities or equipment to be aesthetically pleasing and in context with the community character.
- UD-3.06. **Police Department Review.** We require Police Department review of uses that may be characterized by or historically associated with high levels of noise, nighttime activities, and/or rates of crime; and impose appropriate conditions or land use and design controls to prevent adverse impacts on adjacent "sensitive uses*."
- UD-3.07. *Inter-jurisdictional Coordination.* We maintain work with other public agencies to help minimize and mitigate impacts and improve the operations and aesthetics of their facilities.
- UD-3.08. *Transitional Areas.* We require development in transitional areas, where one type of land use (e.g., industrial) transitions to another (e.g., residential) to protect residents' quality of life through such measures as landscaping, high-quality walls or fencing, or setbacks.

*For purposes of the San Clemente Centennial General Plan, "sensitive uses" include but are not necessarily limited to: schools, hospitals, rest homes, long-term care facilities, mental care facilities, residential uses, places of worship, libraries, and passive recreation areas.

ADDITIONAL LINKS

• Zoning Code [http://library.municode.com/index.aspx?clientId=16606&stateId=5&stateName=California]

Maintenance

General plans typically guide development and land use; however, many do not provide adequate direction for maintaining the quality of the built environment. Ensuring that San Clemente and its various neighborhoods and districts are well maintained, safe and visually appealing is critical to our overall quality of life. Properties that are properly maintained retain their value, encourage community reinvestment and preserve and enhance community character.

GOAL:

Achieve a sustained level of maintenance and improvement of properties, buildings, landscaping and infrastructure that protects property values, encourages additional public and private investments and promotes San Clemente's high quality of life.

POLICIES:

- UD-4.01. **Long-Term Quality.** We require all public and privately owned structures, above-ground infrastructure (including utilities), landscaping and property (including trails and easements) to be designed and maintained to ensure their long-term quality and appearance.
- UD-4.02. *Monitoring.* We periodically inspect the conditions of buildings in the City and enforce pertinent building and Municipal Code.
- UD-4.03. *Education*. We promote programs and work with local service organizations and educational institutions to inform residential, commercial, and industrial property owners and tenants regarding methods for the maintenance and upkeep of their property.
- UD-4.04. *Community/Neighborhood Based Efforts.* We encourage community and neighborhood-based efforts for the maintenance and renovation of structures, sites and neighborhoods.
- UD-4.05. *Economic Assistance.* We provide economic assistance, as funds are available, for the improvement of physically deteriorated and blighted structures in the City.
- UD-4.06. *Maintenance of Infrastructure and the Public Realm.* As resources allow, we maintain and where appropriate, improve infrastructure and the public realm, including landscaping, sidewalks, signage, furniture and other streetscape elements. We keep public facilities clean.

ADDITIONAL LINKS

Municipal Code, Title 8, Health & Safety
 [http://library.municode.com/HTML/16606/level1/TIT8HESA.html#TOPTITLE]

Architecture and Landscaping

"I vision a place where people can live together more pleasantly than any other place in America.... the whole picture is very clear before me.... I can see hundreds of white-walled homes bonneted with red tile, with trees, shrubs, hedges of hibiscus, palms and geraniums lining the drives, and a profusion of flowers framing the patios and gardens..." --Ole Hanson, 1925(from the San Clemente Historical Society [http://www.sanclementehistoricalsociety.org/] website)

Ole Hanson's vision guides the Urban Design Element's policies. By emphasizing the careful integration of buildings and landscape, San Clemente seeks to build on and promote the tradition established by San Clemente's "Spanish Village by the Sea" heritage architecture and

landscaping. In those areas where different architectural styles are predominant, or where an eclectic mix of styles is desired, we also require a commitment to high quality architectural standards and appropriate, sustainable landscaping.

Another critical component of urban design -- landscaping -- is used to enhance buildings and sites, improve safety, frame desirable views, screen and separate undesirable views and uses, and maintain an attractive streetscape. Landscape design should fit the surrounding context and complement the City's natural and historical landscape setting and plantings.

Using an integrated system of design tools (e.g., General Plan, specific plans [link to other page on City website that lists SPs], Zoning Code [http://library.municode.com/HTML/16606/level1/TIT17ZO.html#TOPTITLE], Design Guidelines [http://sanclemente.org/sc/standard.aspx?pageid=438], and various implementing master plans), the City of San Clemente reviews, regulates, guides, and encourages high-quality architecture, building improvements and appropriate landscaping.

GOAL:

Create and maintain a unique atmosphere and historic identity as "the Spanish Village by the Sea" where development exhibits high quality site planning, architecture and landscaping and reflect a lush Mediterranean landscaped character, emphasizing Spanish Architecture and drought tolerant and California native plantings.

POLICIES:

- UD-1.12. Outdoor Spaces. For multi-family residential, mixed use and commercial development, we require integration of outdoor spaces into the architectural and site designs by encouraging the use of courtyards, patios, paseos, plazas, gardens, covered walkways, rooftop terraces, verandas and other outdoor spaces enclosed by architectural or landscape elements, and encourage the same for other types of development.
- UD-1.13. *Three-Story Development*. Three-story developments shall include public open space at the ground level to create interest, usable areas for outdoor dining, seating or displays and to help reduce the apparent scale and mass of second and third building stories.
- UD-1.14. *Accessible Open Space*. New buildings and major remodels [Consultant to define "major remodel"] on Avenida Del Mar and El Camino Real in the "T-Zone" should contribute to public and private, publicly accessible open space.
- UD-1.15. *Site Access and Entries*. Downtown site and building designs shall be integrated with the public sidewalk, street and where applicable, alleys to create inviting and attractive commercial and residential areas and public spaces.
- UD-1.16. Architectural Overlay District. We require that new buildings and major building remodels in the Del Mar/T-Zone, North Beach, and Pier Bowl areas, and El Camino Real

- between North Beach and the T-Zone, utilize Spanish Colonial Revival architecture, per the Architectural Overlay District and Design Guidelines.
- UD-1.17. Preserving Distinctive Architecture. the Architectural Overlay In [http://library.municode.com/index.aspx?clientId=16606] areas, we require new buildings, additions remodels to follow City Design Guidelines [http://sanclemente.org/sc/standard.aspx?pageid=438] for Spanish Colonial Revival architectural style, except that remodels of architecturally significant buildings eligible or potentially eligible for historic listing with distinctive styles other than Spanish Colonial Revival, such as Post-Modern and Mid-Century Modern architectural styles, should reinforce the buildings' original architectural design.
- UD-1.18. *Other Spanish Architecture.* We require that new buildings between the T-Zone and Avenida Valencia utilize Spanish Colonial Revival architecture or other Spanish architecture, per the Architectural Overlay District and Design Guidelines.
- UD-1.19. Los Molinos and the Surf Zone*. We encourage the use of diverse architectural styles that reflect the eclectic character and local context of these areas. Emphasis shall be placed on quality design and building materials per the Zoning Code and Design Guidelines.
- UD-1.20. *Public Buildings.* We require Spanish Colonial Revival architecture for the development and major remodels of public buildings, and for the development and major remodels of visually prominent, non-residential, quasi-public structures such as churches, assembly halls, theaters and cultural facilities, except in those districts allowing for a different architectural style.
- UD-1.21. **Scale and Massing.** We require that the scale and massing of development be compatible with its surroundings and any larger vision for an area.
- UD-1.22. *Three-Story Mixed Use Buildings.* We permit development of three-story, mixed-use buildings in the Avenida Del Mar/T-Zone where their designs are consistent with adopted standards, reflect high-quality design and materials and reinforce San Clemente's Spanish Village by the Sea architectural character.
- UD-1.23. *Offset Building Facades.* To prevent "canyonization" [link to Glossary] and preserve village character, second- and third-story building facades shall be horizontally and vertically setback, with differential setbacks between adjacent buildings for variety and architectural interest.
- UD-1.24. *Incentives to Maintain Village Character.* We encourage and provide incentives for the remodeling and reuse of buildings in a manner that preserves and reinforces Downtown's pedestrian-oriented Village character.
- UD-1.25. **Building Modulation.** To modulate large building facades, provide architectural interest and maintain pedestrian scale, Downtown building forms, facades and footprints should be designed to visually reflect original Downtown lot patterns and spacing.

- UD-1.26. *Commercial Areas Outside of the Architectural Overlay.* Outside of the Architectural Overlay, new buildings and major remodels shall follow either Spanish Colonial Revival architectural style or shall follow the Design Guidelines for "Other Spanish" architectural styles. This includes new and existing commercial centers in these areas: 1) Pico Plaza/Pico Corridor, 2) Los Mares, and 3) Shorecliffs.
- UD-1.27. **Building Remodels.** Major building remodels (as defined herein) should be designed to incrementally move buildings' exterior architectural character closer to Spanish Colonial Revival, or where applicable, "Other Spanish" architectural designs.
- UD-1.28. **Drought Tolerant/Native Species Landscaping.** Ornamental plantings in new, non-residential development should consist primarily of drought tolerant and California native species. Only in small areas and special public locations, such as high-use areas of parks, should lawns or other high water use vegetation be used.
- UD-1.29. *Landscaping Plans.* We require that development projects subject to discretionary review submit and implement a landscaping and irrigation plan.
- UD-1.30. *Landscape Maintenance.* We require property owners to properly maintain vegetation on developed sites, remove and abate weeds, and replace unhealthy or dead landscape plants.
- UD-1.31. *Landscaping in Commercial/Industrial Development.* We require that commercial and industrial development incorporate automatic, drought-conscious, "smart" irrigation systems and maintain landscaping in a healthy and attractive condition.

3, 4

LINKS TO OTHER GENERAL PLAN INFORMATION

• Historical Preservation Element [link to HPE Homepage]

ADDITIONAL LINKS

- San Clemente Design Guidelines [http://san-clemente.org/sc/standard.aspx?pageid=438]
- SCR Architectural Design Guidelines by Henry Lenny [staff to provide link to pdf]
- Architectural Overlay District (Zoning Code, 17.56.020)
 [http://library.municode.com/HTML/16606/level2/TIT17ZO_CH17.56OVDIST.html#TIT17ZO_CH17.56OVDIST_17.56.020AROVDI]
- Forster Ranch Specific Plan [http://san-clemente.org/sc/standard.aspx?pageid=443]
- Marblehead Coastal Specific Plan [http://san-clemente.org/sc/standard.aspx?pageid=443]
- Pier Bowl Specific Plan* [http://san-clemente.org/sc/standard.aspx?pageid=443]

^{* &}quot;Surf Zone" refers to the areas along South El Camino Real, south of Avenida Valencia to the San Diego County line.

- Rancho San Clemente Specific Plan [http://san-clemente.org/sc/standard.aspx?pageid=443]
- Talega Specific Plan [http://san-clemente.org/sc/standard.aspx?pageid=443]
- West Pico Corridor Specific Plan* [http://san-clemente.org/sc/standard.aspx?pageid=443]

Urban Forest/Trees

The urban forest collectively refers to all of the trees growing in San Clemente. The urban forest improves the built environment, provides a connection to and helps sustain the natural world, and frames important places in the community. Trees improve air quality, reduce the heat island effect, improve property values, serve as habitat for a variety of animal species, improve communities' sense of place, and help reduce erosion and runoff. Trees also enhance community aesthetics and provide health and recreation benefits.

GOAL:

Achieve and preserve a well-maintained, healthy stock of mature trees and expanded tree canopy that provide numerous aesthetic, environmental, economic, social and health benefits.

POLICIES:

- UD-6.01. **Built Environment.** In the built environment, we will enhance and maintain a diversity of tree species that are resilient to environmental changes, pests and diseases, enhance the character and design themes of individual districts and neighborhoods, and implement City landscape and streetscape guidelines and ordinances.
- UD-6.02. *Natural Open Space and Conservation Areas.* In open space and conservation areas, we support natural and indigenous landscaping.
- UD-6.03. *City Priorities.* We prioritize City street tree planting on primary and secondary streets.
- UD-6.04. Partnerships for Neighborhood Streets. We initiate neighborhood street tree improvement efforts with homeowners associations and property owners through technical assistance, a promotional program and cooperation in granting right-of-way encroachment permits.
- UD-6.05. *Historically Significant Public Landscape*. We require that historically significant public landscapes, as identified in the City's Tree Inventory, are designated as historic resources and are preserved.

UD-6.06. **Public View Corridors.** We require that street trees planted along designated public view corridors have narrow form and open structure to allow greater visual access. Careful placement of trees can achieve the desired goal without interruption of significant public views.

^{*}indicates Specific Plans to be updated or removed.

- UD-6.07. **Native Trees.** We encourage planting trees native to coastal Southern California where they are visually, horticulturally and ecologically appropriate, such as Coast Live Oak and California Sycamore.
- UD-6.08. Tree Preservation. We make every effort to preserve mature trees where possible by modifying street improvements or through proper horticultural methods before considering tree removal.

ADDITIONAL LINKS:

- City Street Tree Planting Standards
 [http://library.municode.com/index.aspx?clientId=16606]
- Master Landscape Plan for Scenic corridors
 [http://san-clemente.org/sc/Inf/Forms/Planning/Download/430503%20Landscape%20Review%20-%20Master%20Landscape%20Plan%20for%20Scenic%20Corridors.pdf]

Urban Design Implementation Measures

PUBLIC PLACES

- 1) Expand and upgrade the City's important public places, giving high priority to urban design and streetscape improvements in the following areas, in no particular order:
 - a. North Beach
 - b. South El Camino Real, between T-Zone and Interstate 5
 - c. Los Molinos
 - d. South El Camino Real, south of Avenida Magdalena
 - e. Del Mar/T-Zone
 - f. Pier Bowl
 - g. South El Camino Real, between Interstate 5 and Avenida Magdalena
 - h. Camino de Estrella/Camino de Los Mares
 - i. North El Camino Real
- 2) Update landscape and streetscape plans for the public realm along for the entire length of El Camino Real within City Limits to ensure a cohesive and consistent design theme, while building on the unique character of different segments of El Camino Real thereby strengthening the City's identity as the Spanish Village by the Sea.
- 3) Develop a streetscape and public spaces plan and standards for the Del Mar/T-Zone Focus Area (beyond Avenida Del Mar and El Camino Real). The plan should address sidewalk paving and locations, pedestrian access to Avenida Del Mar (refer to Figure LU-4, Del Mar/T-Zone Mixed Use Guide), signage, lighting, bike racks, landscaping, street furniture, news racks and other design features within the public realm.

4) Re-examine public space/outdoor area requirements in the Zoning Ordinance and specific plans to identify opportunities to create new public spaces or expand existing ones and to remove barriers to their implementation, per Implementation Measure #1.

GATEWAYS

- 5) Create a Citywide gateway program to identify and implement gateway improvements.
- 6) Maintain and expand the Wayfinding Sign Program.

COMPATIBILITY

7) Review and where appropriate, amend Zoning Ordinance, Design Guidelines and other City standards to allow added flexibility in land uses to respond to changing economic market forces over time.

MAINTENANCE

- 8) Work with neighborhood volunteers to establish a Zero Trash chapter, or similar organization devoted to keeping San Clemente litter free. [Link to ZeroTrash.org]
- 9) Establish standards and programs to maintain clean, attractive sidewalks in commercial areas.

ARCHITECTURE AND LANDSCAPE CHARACTER

- 6
- 10) Conduct public meetings or design charettes, including community stakeholders, to discuss ways to identify, protect and enhance Downtown Village Character. Based on meeting findings, consider adopting new development regulations such as form-based codes or revised design guidelines to improve the effectiveness and predictability of the design review process.
- 11) Update our Historic Building Survey to include architecturally significant buildings with styles different from Spanish Colonial Revival architecture, including "Post-Modern" and "Mid-Century Modern" architectural designs.
- 12) Update the Design Guidelines and incorporate the Henry Lenny Spanish Colonial Revival Architectural Design Guidelines for Spanish Colonial Revival Architecture.
- 13) Prepare Sign Design Guidelines and incorporate them into the Design Guidelines and will involve business, sign designers and manufacturers in their preparation and provide follow-up education.
- 14) Prepare and adopt Historic Preservation Guidelines describing design methods and standards for development on or adjacent to sites with historic resources.
- 15) We will prepare and adopt urban design guidelines for the South El Camino Real corridor to direct building mass and scale and to allow new three-story buildings or

building elements that meet specific standards and that protect designated public view corridors. The Guidelines will allow "Other Spanish" architectural styles in addition to Spanish Colonial Revival, such as Mission, Monterey, Italianate, Tuscan, and include a "Surf Zone" architectural style in the South El Camino Real area, to allow additional design flexibility.

- 16) Update Zoning Code to avoid penalizing commercial developments that include exterior patios, paseos and other similar outdoor use areas by allowing usable outdoor spaces to meet minimum Floor Area Ratio requirements.
- 17) Develop incentives for the use of drought-tolerant and California native species in landscape design.
- 18) Update the West Pico Specific Plan (future Los Molinos Specific Plan) to provide new design guidance for architecture and landscape character.
- 19) Review and update specific plans and Zoning Ordinance as necessary to reflect best practices in architectural design, landscaping and maintenance.

URBAN FOREST/TREES

- 20) Review the standards established by the International Society of Arboriculture and incorporate appropriate standards into a Tree Ordinance. The Ordinance shall consider standards and procedures for tree removal, preservation and maintenance and the establishment of a tree canopy percentage target. The tree ordinance shall include criteria for evaluating potential conflicts which may arise when trees uplift sidewalks or where new sidewalks are being constructed. Potential mitigation may include root pruning, modification of frontage improvements, root barriers, relocation, and removal and replacement.
- 21) Update the Master Landscape Plan for Scenic Corridors.
- 22) Identify incentives for tree maintenance on private property.
- 23) Update the Tree Inventory and include trees of historic significance.
- 24) In addition to utilizing the existing Master Landscape Plan for Scenic Corridors (which provides policy for specific arterials), the City shall formulate a comprehensive master plan which lists permitted trees in the public rights-of-way for all areas in San Clemente. It will specify species, minimum size, spacing, and irrigation requirements and address considerations for topographical context and private view considerations in hillside neighborhoods. The plan will identify consistent tree species for blocks, streets, neighborhood, or districts which provide distinctive identities for these areas. New residential, commercial, and industrial development shall be required to install and maintain trees in accordance with this requirement, as implemented through the City's municipal code.

- 25) Examine code enforcement procedures and development conditions of approval to ensure appropriate maintenance and preservation of trees on private property and the encroachment of public trees on private property.
- 26) Adopt a citywide street tree maintenance plan, including trimming and pruning procedures, which cultivates the full potential of street trees as providers of shade and designators of key design corridors [Consultant to specify scenic corridors]. Consider folding plan this into one of the master plans or ordinances identified above.
- 27) Examine opportunities for public-private partnerships aimed at expanding the City's tree canopy and preservation of historic trees.

Historic Preservation Element

Incorporated in 1928, the City of San Clemente was among the first master planned communities in the U.S. built from open grazing land. Before erecting a single structure on the rolling coastal hills, the City's founder, Ole Hanson, laid out a detailed plan, based on his vision of a Spanish Village by the Sea. His plan was to create a town which followed the Spanish Colonial Revival architectural style and which promoted the area's natural gifts and recreational opportunities. It included restaurants, a clubhouse, residences, public parks, a public pool, a fishing pier, and even equestrian trails. This was truly a vision of a place which celebrated beauty, mild Mediterranean climate and its stunning coastal setting.

Over time, Hanson's carefully planned "Village" grew and changed, often in a manner that contrasted sharply with Hanson's Vision. By the 1980s, the City had already lost several Hanson-era buildings and citizens were beginning to recognize the value of its historic buildings. The City's 1982 General Plan first recognized the importance of maintaining San Clemente's historic image as the "Spanish Village by the Sea", and the 1993 General Plan established the framework for a new historic preservation program.

San Clemente strengthened its commitment to the restoration and preservation of historical resources in 1996 when it became a Certified Local Government [http://www.nps.gov/history/hps/clg/] pursuant to the National Historic Preservation Act [http://www.achp.gov/nhpa.html]. In 2006, San Clemente was federally recognized as a Preserve America City [http://www.preserveamerica.gov/]. The City's Cultural Heritage Subcommittee of the Planning Commission advises citizens, City advisory bodies and the City Council on historic and cultural preservation matters. The City maintains a Designated Historic Resources List [staff to provide link] and a Landmark List [staff to provide link] that identify historic buildings, features, sites and districts worthy of preservation. The City offers incentives for historic preservation, such as special zoning standards for historic buildings and the Mills Act [http://ohp.parks.ca.gov/?page_id=21412] Program. Historic properties are protected through the review and issuance of Cultural Heritage Permits [http://san-clemente.org/sc/Services/Planning/HistoricPreservation/CHP.pdf].

San Clemente citizens recognize the value of preserving their heritage through the Cultural Resource Preservation Element's goals, policies and related implementation measures. While there is value in preservation for preservation's sake, historic preservation benefits extend to the community's economic and physical well-being. San Clemente's historic and cultural resources are major components of the community's quality of life and critical to the City's ability to attract residents, businesses and visitors.

PRIMARY GOAL:

To preserve, rehabilitate, restore and adaptively reuse buildings, features, sites, and districts with archaeological, historical, architectural, or cultural significance to San Clemente.

SECONDARY GOALS:

- 1. Use Historic Preservation as a tool to foster tourism and local economic development.
- 2. Recognize Historic Preservation as a form of sustainable development by supporting adaptive reuse of historic buildings.
- 3. Recognize historic and cultural resources as essential aspects of the City's character and heritage.
- 4. Provide incentives to encourage historic preservation.

GOAL AND POLICY SECTIONS:

- 1. Heritage Promotion
- 2. Historic Preservation Standards and Regulations
- 3. Preservation Incentives
- 4. Historic Preservation for Economic Development
- 5. Historic Preservation Implementation Measures

ADDITIONAL LINKS

- History of San Clemente [http://san-clemente.org/sc/standard.aspx?pageid=68]
- Historic Resources Survey
 Share //see
 - [http://san-
 - clemente.org/sc/Services/Planning/HistoricPreservation/HistoricSurvey.pdf]
- Historic Preservation and Sustainability Brochure [http://san
 - clemente.org/sc/Services/Planning/HistoricPreservation/Sustainability.pdf]
- Cultural Heritage Permits
 - [http://san-clemente.org/sc/Services/Planning/HistoricPreservation/CHP.pdf]
- National Historic Preservation Act [http://www.achp.gov/nhpa.html]
- Mills Act [http://ohp.parks.ca.gov/?page_id=21412]
- Certified Local Government Program [http://www.nps.gov/history/hps/clg/]
- State Office of Historic Preservation [http://www.ohp.parks.ca.gov/]
- Preserve America City [http://www.preserveamerica.gov/]

Heritage Promotion

Historic preservation is more than preserving or reusing historic buildings. In San Clemente, it is also about creating a preservation ethic, communicating how preservation enriches our lives and sharing our legacy with future generations. Historic preservation is a lasting form of community development which allows citizens and visitors to appreciate our rich history.

The General Plan seeks to provide the foundation for partnering with private and non-profit organizations, individuals and other public agencies to promote and educate the public about San Clemente's heritage.

GOAL:

To preserve and enhance San Clemente's rich and celebrated heritage to serve as a focal point for civic pride and identity.

POLICIES:

- HP-1.01. *Historic Preservation Program.* We maintain and continue to implement a comprehensive, citywide, historic preservation program.
- HP-1.02. *Historic Resources Survey.* We maintain an up-to-date historic resources survey, seek designation of new historic resources and apply historic preservation policies to the resources identified on the Designated Historic Landmarks and Resources Lists to increase awareness and protection of historic sites.
- HP-1.03. *Preserve America and Certified Local Government.* We promote San Clemente as a Preserve America City [http://www.preserveamerica.gov/] and Certified Local Government [http://www.nps.gov/history/hps/clg/].
- HP-1.04. *Education*. We conduct City sponsored programs to educate property owners, land developers, construction personnel and City staff on the importance of historical resources and the legal framework for their protection. We also support the preparation of educational materials to be made publicly available.
- HP-1.05. **Schools.** In collaboration with our non-profit partners, we encourage local schools to integrate local and architectural history into their curricula and resources.

Historic Preservation Standards and Regulations

The City of San Clemente applies local, state and federal regulations to help achieve the community's historic preservation goals. The City sets a positive example by preserving, rehabilitating and adaptively reusing City-owned historic resources for the benefit of the entire community and helps owners understand historic property benefits and responsibilities.

GOAL:

Ensure the preservation, rehabilitation, restoration and adaptive reuse of buildings, sites, places, and districts with archaeological, historical, architectural, or cultural significance to San Clemente.

POLICIES:

- HP-2.01. **Leadership.** We provide leadership in the field of historic preservation by preserving and adaptively reusing City-owned historic resources in compliance with the Secretary of the Interior's Standards for the Treatment of Historic Properties and other standards and guidelines as prescribed by the State Office of Historic Preservation.
- HP-2.02. **Property Maintenance.** Through the City of San Clemente Municipal Code, we require owners of historic resources to maintain their property in a manner which preserves the property's historic integrity.
- HP-2.03. **CEQA Requirement.** We require mitigation of significant, adverse impacts to onsite and nearby historic resources as part of applications for general plan amendments, zoning changes, or any projects requiring environmental review per the California Environmental Quality Act (CEQA).
- HP-2.04. **Adaptive Reuse.** We encourage adaptive reuse of historic resources to preserve them and prevent architecturally inappropriate changes, disrepair and demolition.
- HP-2.05. **State and Federal Standards.** We ensure projects follow the Secretary of Interior Standards for the Treatment of Historic Properties and standards and guidelines as prescribed by the State Office of Historic Preservation for any listed historic resources or properties eligible for historic listing.
- HP-2.06. **New Development.** We require that new development adjacent to or within a 300-foot radius from a historic resource be compatible with the historic resource in terms of scale, massing, building materials and general architectural treatment.
- HP-2.07. *Flexible Standards.* We apply flexible development standards where appropriate and necessary to help preserve historic integrity and character of buildings and sites and to comply with zoning regulations. In the event of an earthquake, flood or other natural disaster, or in the event of arson, we take all reasonable steps to promote the preservation, repair and restoration of damaged historic structures, consistent with Zoning Ordinance requirements for the re-establishment of legal, non-conforming structures. If a historic building is damaged so that it is physically infeasible to restore, we require the replacement building to reflect the former building's architectural character.
- HP-2.08. *Planning*. We incorporate historic and cultural preservation as an integral part of planning, development and environmental review.

8

Preservation Incentives

To further the goals of historic preservation and to assist property owners who seek to take advantage of the value of historic preservation and rehabilitation, the City of San Clemente offers a number of local, state and federal preservation incentives.

Incentive programs available in San Clemente include historic rehabilitation tax incentives, fee waivers, parking waivers and other programs.

GOAL:

Offer a comprehensive system of incentive programs and assistance for property owners that preserves historic resources, provides numerous individual and public benefits and contributes to our quality of life.

POLICIES:

- HP-3.01. **Assistance.** We provide assistance to residents who are restoring qualified historic properties by offering them technical assistance, development incentives or identifying federal and state preservation incentives.
- HP-3.02. **Process.** We maintain regulations, policies, and fees that support, encourage and ease the process for historic preservation, rehabilitation, restoration, and adaptive reuse.
- HP-3.03. *Incentives.* We pursue and support the use of appropriate federal, state, local, and private grants, loans, fee waivers and tax credits and relief to promote historic preservation.
- HP-3.04. **State Historic Building Code.** We use the State Historical Building code as a regulatory incentive, where appropriate.
- HP-3.05. *Mills Act.* We maintain the Mills Act program as an incentive for historic preservation.
- HP-3.06. **Public Investment.** We invest public funds to purchase, protect or preserve threatened properties listed on or eligible for listing on the National Register of Historic Places.

Historic Preservation for Economic Development

San Clemente's rich variety of historic resources is one of its greatest assets. The City's historic charms can be a deciding factor for residents, businesses and visitors choosing to invest here, whether that investment means purchasing or renting homes, moving businesses and employees here, or spending vacations here. Because of the Community's rich legacy of Spanish Colonial Revival style buildings from the 1920s, no other coastal Orange County community rivals San Clemente's visible history.

Tourism, construction, housing, arts and culture, the surf and sports industry, and community development all create jobs, generate taxes, enhance property values, and

HP-5

9

add to household incomes. In San Clemente, historic preservation visually reinforces the importance and heritage of these industries, distinguishes San Clemente neighborhoods and commercial districts from other communities competing for investment, and in the construction industry, creates a need for specialized skills in historic building repair and renovation.

The preservation of San Clemente's historic resources is an important goal for all who seek a sustainable economy for the City. Historic preservation helps establish and maintain thriving districts like Downtown and North Beach -- interesting and attractive places in which to visit, shop, dine, work or live.

GOAL:

Enhance tourism and economic development strategies through historic preservation.

POLICIES:

- HP-4.01. **Promotion.** We promote workshops, exhibits, programs and events that celebrate the City's heritage and recognize the value and importance of San Clemente's historic resources as an economic development tool.
- HP-4.02. *Coordination.* We work with public agencies, private and nonprofit organizations, property owners, area businesses and other interested groups and individuals to coordinate historic preservation activities, promote heritage tourism and provide public information on the value of historic preservation.
- HP-4.03. **Tours.** We work with property owners, businesses and non-profit organizations to promote walking tours, house tours, commercial building tours, signs, public art, and visitor attractions that showcase the City's history.

ADDITIONAL LINKS:

10

Economic Development Element [link to EDE Homepage]

Historic Preservation Implementation Measures

- 1. Update our Historic Building Survey to include architecturally significant buildings with styles different from Spanish Colonial Revival architecture, including "Post-Modern" and "Mid-Century Modern" architectural designs.
- 2. Consider a City program to nominate properties for inclusion on the National Register of Historic Places.
- 3. Pursue financial resources from state, federal and private sources that assist in the identification and designation of cultural resources.
- 4. Participate in the National Trust for Historic Preservation Main Street Program [http://www.preservationnation.org/main-street/].

- 5. Consider adding historic trees, features and sites to the Landmarks and Historic Resources lists and expanding the City's inventory of historic resources to include historic districts.
- 6. Explore strategies for relocating threatened historic resources when other means of preservation are infeasible.
- 7. Continue to support and explore preservation incentives such as rehabilitation tax credits, façade easements, preservation grants, transfer of development rights, zoning incentives, state, federal, non-profit assistance and private donations.
- 8. Inform the public on preservation methods and promote the use of California's Historic Building Code for preservation of historic resources.
- 9. Continue to provide technical assistance to property owners for the preservation of historic resources.
- 10. Pursue a comprehensive strategy in partnership with other organizations to promote community awareness and appreciation of San Clemente's historic resources.
- 11. Pursue a public-private partnership with financial institutions to establish a financing program for preservation of historic resources.
- 12. Develop separate criteria and procedures for designating historic districts and thematic (noncontiguous) historic districts.
- 13. Develop new eligibility criteria for the designation of potential district-contributing properties. The City's Historic Structures List and designation criteria do not distinguish between landmarks and potential district-contributing properties.

11

- 14. The City will adopt procedures for establishing historic districts.
- 15. Develop and provide training for Cultural Heritage Board and City staff on the Secretary of the Interior's Standards for the Treatment of Historic Properties, the San Clemente preservation ordinance, the California Historical Building Code, and other preservation information.
- 16. Maintain Certified Local Government (CLG) status and apply for CLG grants to help update the historic inventory and accomplish other important preservation objectives.
- 17. Conduct workshops for homeowners, developers, real estate professionals and others describing the benefits and obligations of owning historic property and the incentives available for rehabilitation.
- 18. Establish and regularly update a list of qualified architectural historians to use for project consultation.

- 19. Develop Historic Preservation Guidelines for historic resources that include sustainability measures.
- 20. Establish a rehabilitation loan program, as funding is available, and explore building-permit-fee waivers, redevelopment assistance, local financing programs, and other local assistance for preservation of historic resources.
- 21. Utilize guidelines for discretionary design review to address exterior alterations proposed to historic buildings in accordance with the Historic Preservation Ordinance.
- 22. Amend the zoning ordinance to require an assessment of potential impacts to onsite and nearby historic resources as part of applications for changes in zoning.
- 23. Working with the property owner, citizens, San Clemente Historical Society, schools, performing arts, business and other community groups, adopt a CIP program to assist in the rehabilitation of the Miramar Theatre.
- 24. Help establish historic archives and/or library to protect, organize, preserve and make accessible the City's written and graphic archival records.
- 25. Develop historic preservation materials and media for homeowners, realtors, contactors and developers to educate the public on requirements, guidelines and processes.
- 26. Consider establishing a historic district in North Beach.

12	
----	--

Economic Development Element

Economic development enhances San Clemente's quality of life by providing local goods and services and expanding employment and business opportunities. As important components of economic development, the community expects municipal facilities and services to maintain and enhance San Clemente's quality of life and spur further investment in the City. The community also recognizes that providing these facilities and services costs money and requires balancing tradeoffs among competing and changing priorities.

The Economic Development Element establishes goals and policies to guide decisions about public and private investment in and opportunities for improved quality of life through economic growth.

PRIMARY GOAL:

Build and maintain a thriving local economy to expand employment and business opportunities, provide needed products and services, help achieve the City of San Clemente's Vision and Strategic Plan, and preserve and enhance San Clemente's quality of life, consistent with our environmental goals.

GOAL AND POLICY SECTIONS:

- 1. Economic Development Program
- 2. Competitive Employment Centers
- 3. Tourism
- 4. Distinct Shopping and Entertainment Districts

ADDITIONAL LINKS

- Community Profile
- San Clemente Vision and Strategic Plan

Economic Development Program

Implementation of San Clemente's past General Plans relied on either private development projects or public resources for funding and leadership. In an era of constrained municipal revenues and with little undeveloped land available, San Clemente will increasingly rely on a combination of public and private resources to implement the General Plan.

The General Plan seeks to manage the increasing complexity of economic development through a comprehensive economic development strategy which allocates municipal staffing and resources for economic development activities.

GOAL:

Establish and continuously improve an adequately staffed and funded, local economic development program.

POLICIES:

- ED-1.01. **Economic Development Strategy.** The City intends to adopt an Economic Development Strategy. Until such a strategy is adopted by the City Council, policies ED-1.02 and 1.03 shall be applied so as to implement the long-term goals of the General Plan and to emphasize mid- and long-term development of the local economy, rather than focusing on individual projects. The City may also consider additional goals with more near-term focuses.
- ED-1.02. **Allocation of Public Resources.** We allocate public resources based on an adopted Economic Development Strategy. Those who wish to change the allocation of these resources must demonstrate how their requests comply with the Economic Development Strategy.
- ED-1.03. **Staff Resources.** We budget for adequate staff resources to implement the economic development strategy and will weigh competing funding demands to balance the allocation of municipal resources.
- ED-1.04. **Long-Term Benefits.** We consider long-term benefits, not just short-term returns, in our decision-making processes.
- ED-1.05. **Evaluation of Progress.** We annually evaluate our progress in achieving the economic development strategy. This evaluation will guide decisions to maintain or modify the allocation of resources for economic development.

Competitive Employment Centers

San Clemente has several centers for office and industrial economic activity, including Los Molinos, the Rancho San Clemente and Talega business parks, and the Camino de Estrella/Los Mares area near the hospital. These centers provide services, goods, and employment for City residents. They also provide desirable locations for starting businesses, which in turn, enhances San Clemente as an outstanding place to live and work. Also, office and industrial properties typically generate more tax revenues than they cost in public services and, therefore, can help provide municipal resources for reinvestment in the community's quality of life.

The General Plan seeks to improve the attractiveness of employment centers by addressing the reasons why businesses choose San Clemente as a business location, rather than simply attempting to compete on costs alone. The General Plan also seeks to focus resources on the needs and challenges of existing businesses because existing businesses can generate significant job growth.

GOAL:

Establish and maintain regionally competitive office and industrial employment centers.

POLICIES:

- ED-2.01. **Focus on User and Quality of Life.** We shall give high priority to City initiatives, investments, Council decisions and the allocation of City resources that benefit the ultimate office or industrial user and contribute to the quality of life for all, including employees, rather than focusing solely on reducing initial commercial development costs.
- ED-2.02. **Business Competitiveness.** We shall give high priority to City initiatives, investments, and the allocation of municipal resources that address the needs and challenges of conducting business in San Clemente and improve the City's competitiveness as a business location
- ED-2.03. **Existing Businesses.** We give high priority to initiatives, investments, and the allocation of municipal resources that help businesses remain and prosper in San Clemente.
- ED-2.04. **Economic Development Organizations.** To achieve economic development goals and objectives, the City shall pursue the appointment of San Clemente residents, businesses, and City employees to boards governing regional and state economic development agencies and City-partnered service providers.
- ED-2.05. *Jobs-Housing Balance*. We shall give priority to City initiatives, investments, Council decisions and the allocation of City resources, and development approvals that improve the jobs/housing ratio by creating job opportunities for residents and housing opportunities for employees.

Tourism

Unlike many other beach communities, San Clemente's character and identity are not based on tourism. Rather, San Clemente strives to excel as a well-balanced community that welcomes visitors. We recognize that San Clemente's beaches, cultural and historic resources, and businesses enhance both residents' quality of life and tourists' enjoyment and experiences.

We also recognize that tourism is often associated with costs and benefits. Tourism brings costs in the form of parking demand and traffic, and the need for increased public services and maintenance of public facilities. Tourism can also provide benefits in the form of revenues for local businesses, sales, and transient occupancy tax revenues. Our tourism goals, policies, and implementation measures seek to establish and maintain a favorable balance between tourism's costs and benefits and to manage tourism to create a net positive impact on the community's quality of life.

GOAL:

Create a branded and marketed tourism identity that attracts overnight visitors.

POLICIES

- ED-3.01. **Allocation of Resources for Tourism.** We allocate public resources among various tourism efforts based on the Economic Development Strategy. We require those who wish to change the allocation of public resources for tourism to demonstrate that their requests will help achieve the Economic Development Strategy and promote Economic Development Element goals.
- ED-3.02. **Year-round Tourism.** In City Council decisions, initiatives, investments, and development approvals, we give equal priority to programs and projects that promote consistent year-round overnight tourism, as well as to programs and projects that promote seasonal or day-trip tourism.
- ED-3.03. *Fiscal Benefits.* We continuously seek ways to increase the net fiscal benefits from tourism and to efficiently allocate revenues to implement the economic development strategy.
- ED-3.04. **Surfing Heritage.** We recognize the value of our beaches, surfing and the surfing industry to the City's heritage and economy. We encourage the preservation and growth of this aspect of the City's cultural and economic fabric.
- ED-3.05. *Heritage Tourism.* We recognize heritage tourism as an integral part of our Economic Development Strategy [link to Heritage Promotion section of the Historic Preservation Element].
- ED-3.06. *Bicycle Tourism.* We leverage our position as a regional coastal route to capture bicycle tourism.

Distinct Shopping and Entertainment Districts

Retail sales tax is a key component of the City's municipal revenues and helps improve the community's quality of life. Retail sales tax is generated by spending within San Clemente's city limits. Historically, San Clemente has "leaked" retail sales as residents travel outside of the City to shop, most notably for auto and clothing purchases. At the same time, visitors often spend money at restaurants, food stores, and fueling stations. While San Clemente's capture of total retail sales, excluding auto sales, tends to be similar to most Southern California beach cities on a per household basis, it remains substantially below the level expected based on per household sales in Orange County and California as a whole. Increased retail sales within the City would increase sales tax revenues and help fund enhancements to community facilities and services.

The General Plan seeks to diversify the types of retail uses and enhance the appearance, safety and convenience of retail districts and centers that cater to residents and visitors. The goals, policies, and implementation measures for Distinct Shopping and Entertainment Districts are intended to strengthen the identity and function of the small shopping and entertainment areas in San Clemente, enabling each center of economic activity to serve a particular niche while maintaining the community's character and small, beach town spirit.

GOAL:

Create and enhance distinct shopping and entertainment districts that attract visitors and residents and generate retail sales.

POLICIES:

- ED-4.01. **Avenida Del Mar/T-Zone.** We require initiatives, investments, and development approvals for the Avenida Del Mar and T-Zone area to contribute to our vision of the area as an amenity-rich, multi-modal, mixed-use district that emphasizes the pedestrian experience [link to glossary]. This district is characterized by its historic resources and is one of San Clemente's specialty retail and entertainment destinations, serving residents and visitors.
- ED-4.02. **North Beach.** We require initiatives, investments, and development approvals for the North Beach area to contribute to our vision of the area as a multi-modal, mixed-use entertainment and recreation district that emphasizes the pedestrian experience and preserves and enhances its key assets. These assets are views of the ocean, access to the beach, a rich inventory of historic resources, access to recreational opportunities and numerous shops and services for residents and visitors alike.
- ED-4.03. *Pier Bowl.* We require initiatives, investments, and development approvals for the Pier Bowl area to contribute to our vision of the area as a historic, multi-modal, mixed-use entertainment and recreation district that emphasizes the pedestrian experience, provides beach and ocean access, and is the focus for ocean-related activities for residents and visitors.
- ED-4.04. *El Camino Real.* We require initiatives, investments, and development approvals for El Camino Real to contribute to our vision of the area as a mixed-use, multi-modal corridor with historic resources and different commercial nodes that primarily serve the needs of San Clemente residents and businesses.
- ED-4.05. *Marblehead Coastal*. We require initiatives, investments, and development approvals for the Marblehead Coastal commercial area to contribute to the vision of the area as the primary shopping destination for regional and national chain retailers with

lodging and restaurants that attract local and regional shoppers. If the Marblehead Coastal Development Plan is not realized by the expiration date specified in the Development Agreement, the City shall consider initiating a new planning process for the area.

- ED-4.06. **Support District Visions.** We shall not approve initiatives, investments, and development projects that detract from the distinct district visions described in polices ED 4.01 through 4.05.
- ED-4.07. **Private Sector Resources.** To implement the visions for the Del Mar/T-zone, North Beach, Pier Bowl, and El Camino Real districts, we may require the commitment of private sector resources from businesses and/or property owners in those districts as a prerequisite for committing public resources.

Technology and Communications

To enhance residents' quality of life, the City of San Clemente recognizes the importance of continuously improving and maintaining its technology and communications infrastructure and eliminating barriers to public access. To meet the growing demands of residents, businesses and visitors, the City proactively plans for and implements new infrastructure, continuously seeks to improve communications with its stakeholders, and values technology and communications as part of its overall economic development strategy.

GOAL 1:

Establish and maintain communications and information technology infrastructure that meets the needs of all San Clemente residents and employees*.

POLICIES:

- ED-5.01. **Economic Development.** We foster economic development through our goal of providing communications and information technology infrastructure that meets the needs of all segments of the population, including current and future employees and residents of San Clemente.
- ED-5.02. **Private Sector Partners.** We partner with private sector providers of communication and information technology infrastructure to facilitate and encourage system improvements.
- ED-5.03. *Improvements to Infrastructure*. We approve proposed improvements in technology infrastructure by assessing the balance between the need for quality and access versus costs and environmental impacts.

ED-5.04. *Competition.* We support competition among technology and communications providers to provide the best and most affordable service and infrastructure.

GOAL 2:

Establish and maintain communication and information technologies that effectively inform the public on an ongoing basis and provide opportunities for all to participate in local government**.

POLICIES:

- ED-5.05. **Outside Sources for Data.** We partner with sources outside the City to obtain and publicly share data that provides San Clemente residents, businesses and visitors with up-to-date and accurate information that minimizes the use of staff resources and costs to obtain the same or similar data.
- ED-5.06. **Staying Current.** We maintain awareness of and follow best practices in the use of communication and information technology to actively inform and engage the community (Instead of, for example, passively providing information via City Hall visits, newspaper ads or the City's website.)
- ED-5.07. **E-Governance.** We maintain awareness of and follow best practices in the use of communication and information technology in conducting City business.

Economic Development Implementation Measures

The City of San Clemente commits itself to achieving the primary goal and other goals established in the Economic Development Element with the following implementation measures:

- 1. Establish an Economic Development Manager Position. The Economic Development Manager may be a full-time or part-time position, funded through the City, the business community, or through a mix of public and private funding sources.
- 2. Maintain the Business Retention and Expansion (BRE) Program by assigning urban planners with specialized knowledge and experience in specific business districts to serve as liaisons. The liaisons provide services to business owners. Services include on-site meetings to learn business owner needs and explain how to access City resources, where possible, to help businesses accomplish their goals and objectives.
- 3. Adopt and implement an Economic Development Strategy. The Strategy shall emphasize the mid- and long-term development of the local economy rather than focusing on individual projects. It will incorporate the long-term goals of the General Plan, but may also include additional goals with shorter time horizons. The Economic Development Strategy shall establish measurable objectives and a performance evaluation mechanism.

13

- 4. Adopt and implement a Branding and Public Relations Program. The Economic Development Strategy shall include a branding and public relations program to establish a unified identity for San Clemente based on its Spanish Village by the Sea history. The Strategy shall also include implementation measures to ensure consistent quality of the "brand experience" and create a communications program to publicize the San Clemente brand for residents, visitors and potential visitors.
- 5. Support Business Improvement Districts for Del Mar/T-zone, Los Molinos, El Camino Real, Pier Bowl, and North Beach. The districts should generate revenue to maintain each area, to support special events, and to publicize each area. The districts may also be empowered (or a separate financing vehicle established) to provide physical improvements, such as parking facilities, landscaping, lighting, and pedestrian and bicycle facilities.
- 6. Adopt a specific plan for North Beach.
- 7. Establish and operate a City business visitation program to improve communication and understanding of business needs, opportunities and issues.
- 8. Partner with regional business support agencies, such as the Orange County Workforce Investment Board and the Orange County Small Business Development Center, to ensure businesses in San Clemente are aware of and have access to workforce recruitment and training services, and to ensure residents are aware of and have access to job search and business start-up training.
- 9. Develop, maintain, and publicize an inventory of commercial properties available for business expansion and/or development, including businesses relocating to San Clemente and business start-ups.
- 10. Explore opportunities to establish and operate a business "incubator" in San Clemente (e.g., Los Molinos Area).
- 11. Attract higher education facilities to San Clemente.
- 12. Continue to support and promote an annual business awards program to recognize San Clemente's outstanding business citizens.
- 13. Assess parking needs in Del Mar/T-Zone, Pier Bowl, and North Beach at least every five years, and implement solutions to identified parking deficiencies to achieve the City's Vision and Strategic Plan.
- 14. Update Home Occupancy Regulations for "flexecutives."
- 15. Establish and maintain a method to track communications and information technology demands of residents and employees, both current and future.

14

- 16. Establish and maintain a method to track economic contributions of persons who work from home or from remote "satellite" offices via communication and information technology, both current and future.
- 17. Maintain awareness of best practices in local government public information practices and in e-government.
- 18. Establish a Technology Advisory Committee to serve as a liaison between community stakeholders, staff and elected officials and to make recommendations to the City Council on technology matters.
- 19. Incorporate the Wireless Communications Master Plan into a broader Technology Master Plan that incorporates aspects of the preceding implementation ideas and other technologies.



GENERAL PLAN GUIDING PRINCIPLES (June 25, 2010)

Preamble

The development of the city's General Plan is guided by a set of principles that express what is most important to the San Clemente community. These principles reflect our community's fundamental values—the beach and ocean, small town feel, the natural environment, fiscal sustainability, and historic architecture/preservation, among others—and underscore both the challenges and opportunities for sustaining the city's vitality and prosperity for future generations. As a practical matter, the principles operate as reference points—the overarching rationale—for the Plan's specific goals and policies.

Guiding Principles

Small-Town Feel. Maintain San Clemente's small-town feel: where neighbors know neighbors and merchants, the scale of the built environment does not overwhelm, and the downtown "T-Zone"—the heart of the Spanish village by the sea—is everybody's neighborhood.

Arts/Culture. Celebrate and cultivate San Clemente's surf, beach, and arts culture, through community events, preservation of landmarks, and support of the arts community.

Public Safety. Maintain and enhance personal safety (real and perceived), and maintain preparedness for catastrophic events.

Beach and Ocean. Protect and create spaces and places to enjoy a memorable beach experience on and off the sand.

Education and Information. Seek out and provide a state-of-the-art, comprehensive life-long learning and information environment.

Mobility. Develop and maintain programs and efficient connective transportation networks (e.g., pathways, trails, roads, transit, and telecommuting) that satisfy competing needs for the movement of people and goods.

Natural Environment. Preserve and enhance natural resources and open space, prevent and reduce pollution, and protect the public's vistas of and access to coastal, hillside, and canyon lands.

Fiscal Sustainability. Practice economically and fiscally responsible municipal decisionmaking to avoid shifting today's costs to future generations.

Economic Prosperity. Promote economic growth and prosperity that leverages our local assets and complements our other guiding principles.

Historic Architecture/Preservation. Preserve and restore historic resources to showcase the city's authentic, local identity and catalyze economic activity.