



# AGENDA REPORT

## SAN CLEMENTE CITY COUNCIL MEETING

-Meeting Date: October 1, 2013

(Continued from the Adjourned Regular City Council Meeting of September 24, 2013)

Agenda Item 7B  
**Approvals:**  
 City Manager [Signature]  
 Dept. Head [Signature]  
 Attorney [Signature]  
 Finance [Signature]

**Department:** Community Development  
**Prepared By:** Jeff Hook [Signature] Principal Planner

**Subject:** **INTRODUCTION TO THE DRAFT CENTENNIAL GENERAL PLAN, DRAFT ENVIRONMENTAL IMPACT REPORT, DRAFT BICYCLE AND PEDESTRIAN MASTER PLAN, AND DRAFT CLIMATE ACTION PLAN.**

**Fiscal Impact:** Fiscal impacts are unknown. Once adopted, implementing the General Plan is likely to have fiscal impacts, depending upon the nature, scope and timing of the implementation measures undertaken. Those costs are unknown at this time and will require further evaluation at the project planning and design phases. A strategic implementation program is being developed to help decision makers and the public understand and annually prioritize implementation measures as part of the Long Range Financial Plan.

**Summary:** The City's planning consultant and City staff will present the Planning Commission's resolutions recommending Council approval of a revised City Council Hearing Draft General Plan, Environmental Impact Report (DEIR), Draft Bicycle and Pedestrian Master Plan (BPMP) and Draft Climate Action Plan (CAP), **Attachment 1**. This is the first of two planned meetings on the draft General Plan, with the second meeting to be scheduled based on the outcome of today's meeting. The consultant and City staff will describe new land use and transportation policies and implementation measures, explain how the Draft General Plan achieves community goals, and summarize how important community issues are addressed. Specific issues include: proposed land use changes, number of building stories allowed in the Downtown, multi-modal transportation and complete streets, governance, urban design, trees and views. Following the presentation, the City Council will hear public testimony, discuss and provide direction to the consultant and staff, including setting a date for the next General Plan meeting, as appropriate. No final Council decision or formal action is anticipated at this meeting.

**Background:** *A New Approach.* After over three years of work and public meetings, the City's new Draft Centennial General Plan was completed and released for public review and comment on July 3, 2013. The proposed General Plan's content and innovative web-based format reflect new approaches in response to changing community needs and conditions. The current General Plan, adopted 20 years ago, addressed the needs of a rapidly expanding City. It planned for the residential and commercial build out of the inland "ranch" areas, and guided the City's development as the population grew from 41,000 in 1990 to 64,208 in 2012, an average growth rate of three percent. The proposed "Centennial General Plan" focuses on quality of life, not urban growth. It reflects the shift in the needs and values of a mostly built-out

community, with increased emphasis on quality of life, innovative transportation strategies and environmental stewardship. It seeks to preserve what's working in the current General Plan and address emerging Community needs, issues and opportunities.

In addition to the Draft General Plan, the Council must consider the Final EIR, which covers a wide range of potential environmental impacts. Once adopted, the Centennial General Plan will help guide public and private decisions regarding land use, environmental quality, fiscal issues, capital improvements, public safety and many other important aspects of San Clemente's character and quality of life through 2028 (the centennial year of San Clemente's incorporation).

*Public Participation.* The Draft Plan was prepared by the City's consultant, The Planning Center DC&E, with extensive input received during 75 public workshops and meetings. Public participation kicked off with a series of six community workshops held between July and September 2010. The workshops provided valuable public input on land use issues, concerns and needs in eight key "Focus Areas." Public participation was also encouraged through a series of public meetings with the General Plan Advisory Committee (GPAC), a 25-member citizen committee appointed by the City Council. GPAC held 28 public meetings to discuss land use and general plan issues. The Planning Commission held 40 public meetings to consider GPAC's recommendations and prepare the recommended "City Council Hearing Draft." The Beaches, Parks and Recreation Commission and Coastal Advisory Committee also held public meetings on specific sections. To encourage public participation, a variety of methods were used including utility bill inserts, hand-delivery of fliers to residents and business owners in Focus Areas, email "blasts", a T-Zone banner and newspaper ads. Following the workshops, a series of Stakeholder meetings were conducted to further engage the community and to involve those who might be directly affected by potential changes. Stakeholder meetings, which included property and business owners, were conducted in/with: 1) North El Camino Real/North Beach, 2) Downtown Business Association, 3) Downtown property owners, 4) Pier Bowl, 5) Auto-related business owners, 6) Rancho San Clemente Business Park, and 7) Los Molinos.

*Community Goals and Guiding Principles.* By 2009, the City Council had identified the need to update the General Plan to better reflect changing community needs and conditions. Important factors driving the update process were to: 1) improve customer service through clearer, easier to use policies, 2) reflect changing community needs and conditions, and 3) update policies to reflect and respond to 21<sup>st</sup> Century trends and issues. The update process began with several key actions that have shaped and informed the Draft General Plan process: selection of a planning consultant (MIG) for the Vision Process in April 2009, completion of the True North Community Survey in June 2009, preparation of the San Clemente Vision and Strategic Plan in December 2009, selection of a planning consultant (The Planning Center/DC&E) for preparation of a new General Plan and EIR in November 2009, and appointment of General Plan Advisory Body members in early 2010 and approval of general plan "Guiding Principles" in June 2010. The Guiding Principles,

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key community objectives and an evaluation of how the proposed General Plan meets the objectives is included as **Attachments 3 and 4**.

*Realization of Long-Term Goals.* The General Plan is a State-mandated, policy document which is commonly referred to as the “blue-print” of the City. All decisions made by the City must conform to the General Plan and help achieve the Plan’s goals. For example, many of the City’s most important long-term goals from the 1982 and 1993 General Plans have been realized: residential and commercial development of the inland ranches, permanent open space preservation, development of a major sports park, Pier Bowl and North Beach improvements, historic preservation and restoration, creation of a San Clemente Beach Trail, and the development and/or remodeling of many buildings in the Spanish Colonial Revival architectural style. This new General Plan will set new goals to be achieved over a 15-year time frame, through 2028 -- the City’s 100<sup>th</sup> anniversary.

**Discussion:** *General Plan Overview.* The proposed General Plan contains policies and implementation measures addressing a very broad range of community needs and issues in 12 “elements” or chapters on: Land Use, Mobility, Economic Development, Historic Preservation, Safety, Natural Resources, Urban Design, Public Services/Facilities/Utilities, Growth Management, Governance, Coastal and Beaches/Parks/Recreation. A 13<sup>th</sup> element, Housing, is being updated separately from the General Plan. These elements address the seven State-mandated general plan elements, plus six “optional” elements to address local community needs. As directed by Council, these are newly prepared elements; not simply updates or rewrites of current policy. The Governance Element is a new element; it did not exist in previous City general plans.

For the first time, the City’s General Plan will be “web-based” – that is, used and maintained entirely as an electronic document on the City’s website. Because the City is mostly built out, the Draft General Plan generally maintains existing land uses and intensities in most areas of the City. A limited number of land use changes are proposed, mainly in the “Focus Areas”: Los Molinos, North Beach & North El Camino Real, Del Mar/T-Zone, Pier Bowl, South El Camino Real West of Interstate 5, and South El Camino Real East of Interstate 5. These are mostly commercial areas where the City wants to encourage or preserve specific uses, encourage public or private improvements or achieve other community goals. These Focus Areas and possible Land Use Alternatives were the subject of City Council, community, and GPAC discussions in 2010/2011. These discussions and the Focus Areas Land Use Alternatives report, dated February 3, 2011, guided and informed the Draft General Plan process.

*New General Plan Features.* The proposed Draft General Plan contains several new, innovative features which are not addressed in the current General Plan. For example, the proposed General Plan includes several new policy initiatives (page numbers in parentheses refer to Revised City Council Hearing Draft General Plan), including:

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- 1) mobility policies to promote bicycle and pedestrian travel and reduce dependence on the automobile (p. M-9);
- 2) urban design policies to protect village character and enhance architectural character in several “subareas” such as South El Camino Real (“surf zone”), Los Molinos and retail commercial areas outside Downtown (p. UD-9 and UD-11);
- 3) governance policies to provide greater “transparency” and accountability in City government (p. G-2);
- 4) sustainability policies to promote long-term resource conservation and environmental quality (p. NR-8);
- 5) health and wellness policies and programs promoting active living, wider choices of fresh, local foods, and community gardens (p. BPR-9);
- 6) policies addressing the Urban Forest, including tree maintenance, selection and placement, and preservation of scenic corridors and public views (p. UD-13);
- 7) policies supporting the preservation “dark skies” and increased outdoor lighting and energy efficiency (p. NR 12 and PS-14); and
- 8) expanded programs to maintain and enhance open space and community recreation resources (p. BPR-3 and BPR-7).

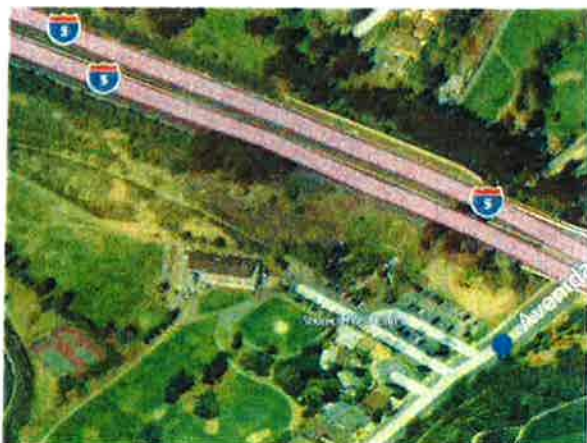
*Customer Service Focus.* The 2010 Citygate report included 35 recommendations on how to improve customer service for those seeking entitlement approvals and/or building permits. The number one priority among these was to “update the General Plan,” followed by “Update the Zoning Code”, “establish design standards for historic structures and adjacent structures,” and to achieve “increased efficiency and customer satisfaction” through clearer, easier to use General Plan policies. The proposed General Plan addresses these two ways: through its web-based, more concise format and through more specific policies and implementation measures leading to updated, internally consistent development standards and design guidelines. Perhaps most importantly, the proposed General Plan includes a new “Strategic Implementation Program” which links General Plan priorities with the annual financial planning process and sets five-year priorities, updated annually, to guide fiscal decisions.

*Proposed Land Use Changes.* Most of the proposed General Plan’s land use changes would be located in several Focus Areas. These changes are summarized in **Attachment 2**. Most of the potential land use changes grew out of input received at Focus Area workshops and preliminary Council direction. A few were included by the Planning Commission at property owners’ requests. The General Plan consultant will review the list of changes at the meeting and provide additional background. The proposed land use changes are generally intended to provide greater flexibility in land uses, help revitalize older commercial areas, promote mixed

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uses where appropriate, help meet the City's housing needs, allow increased commercial floor area in limited areas, or to encourage tourist-serving uses. For example, some specific land use changes recommended by the Planning Commission include:

1. **Shorecliffs Golf Course, 501 Avenida Vaquero.** This six-acre portion of the golf course consists of a clubhouse, parking lot and driving range. The site backs up to Interstate 5 and adjoins low- and medium-density housing. The Housing Element identifies potential rezoning from Coastal and Recreation Serving (CRC2) to Residential - Medium Density. The property's current zoning would allow a 500 room hotel; however the owner's representative has expressed interest in rezoning to Residential - High Density, possibly to accommodate market-rate senior housing. The Planning Commission supported a change to High Density Residential use since the use characteristics would be similar to a hotel, it could help meet City housing needs, and traffic modeling did not show significant traffic impacts resulting from high density residential land use.



**Figure 1.** 501 Avenida Vaquero, Shorecliffs Golf Course

2. **City Hall, 100 Avenida Presidio.** City plans call for the eventual relocation of City Hall from this site to a multi-story, City-owned building in the Rancho San Clemente Business Park at 910 Calle



**Figure 2:** 100 Avenida Presidio, City Hall

Negocio. The Housing Element identifies potential rezoning of this site from Civic Center (CVC) to Residential - Medium Density with Affordable Housing Overlay (RM-AH) to help meet housing needs. The Commission supported rezoning for residential use, since the site adjoins residential condominiums, houses and senior

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apartments and could be compatible with those uses. Neighbors have expressed concerns with geologic stability, parking availability and traffic associated with a change of land use and/or redevelopment. The site’s current “Civic” zoning would allow redevelopment with day care homes, government offices, public safety facilities, and projects initiated by outside agencies (e.g. utilities), without rezoning. There is evidence of relatively recent soil movement from upper bank onto City Hall parking lot during winter storms. Any new development, whether the property retains its existing land use or is changed to a residential land use, would require detailed, site specific engineering geology studies to determine development feasibility and required mitigation, where appropriate. New development would be required to provide all required parking on site and to evaluate traffic impacts to hilly streets with limited sight distance. Street improvements may be required. The site is close to Interstate 5. Noise impacts would need to be mitigated through proper wall, window and door construction. Existing storm and sanitary sewers appear adequate for new development; water infrastructure may require new main from La Esperanza to provide a “looped” water system.

3. **130-162 Avenida Rosa:** There are nine contiguous lots in the Downtown area, designated “Mixed Use”, and located on what is predominantly a local residential street, shown in Figure 3. The Planning Commission recommends that these lots be designated for Medium Density Residential Use to reflect existing use patterns in the neighborhood, because residential is a more compatible use here than Mixed Use, and because the change would reflect similar zoning boundaries on the north side of Downtown, between Avenidas Miramar and Serra.



Figure 3 - 130-162 Avenida Rosa

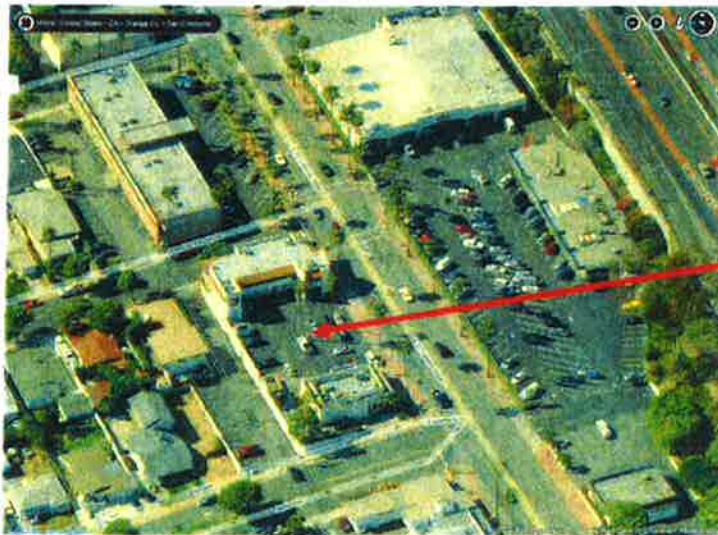


4. **Pico Plaza.** This site is located in “Pico Plaza” and is located in what is essentially a commercial corridor and district. The Housing Element identifies potential rezoning from Community Commercial (CC2) to Neighborhood Commercial with an Affordable Housing Overlay (NC 2-AH), or Mixed Use with Affordable Housing Overlay (MU

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5.1-AH) It is considered an “underutilized” commercial center with the potential for rezoning and more intensive, possibly mixed commercial and residential uses.

*Land Use Change Requests Not Recommended.* Two property-owner requested land use changes were not recommended by the Planning Commission. The first, at 910 and 918 South El Camino Real, is a property owner request that his property – developed with retail/office buildings and parking – be rezoned from Neighborhood Commercial to Mixed Use. These NC2-zoned properties on the west side of South El Camino Real between Esplanade and West Avenida Cadiz were to remain Neighborhood Commercial and be “bookended” with mixed-use (MU 5.1) zoned properties, as shown in the *Draft General Plan Land Use Element, Figure LU-3B, “Mixed Use Areas.”* The Consultant’s objective was to maintain a node of neighborhood-serving commercial uses, across from the Ralphs market, to meet small scale, neighborhood commercial needs of adjacent neighborhoods while expanding the area for potential mixed use development (retail, office and residential) nearby. The Commission supported this approach and consequently, did not support the requested change, **Attachment 5**.



**Figure 5.** 910 and 918 South El Camino Real

**Site**

**N**

The second was a request from Capistrano Shores Mobile Home Park to change the Park’s designation from Open Space, Privately Owned to another designation that would make the mobile home park a legal, conforming land use. Park residents assert that such an action is warranted due to inadequate property owner notice of City land use and zoning actions in 1993. The City Attorney and staff determined that previous City actions to designate the property as Open Space were legal and that the Mobile Home Park’s assertions were without merit. The Planning Commission did not support changing the current Open Space designation. The matter is being addressed outside the General Plan process.

*Special Issues.* The General Plan process was noteworthy for the relatively high degree of consensus between GPAC and the Planning Commission across a broad

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range of issues and policy areas. However, one issue emerged that generated considerable discussion and GPAC recommendation that differed markedly from that of the Planning Commission – the issue of limiting Downtown Core buildings to two stories.

*Two- and Three-Story Downtown Buildings.* GPAC recommended changing long-standing, 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 to a maximum of two stories. The Planning Commission heard public testimony, considered the GPAC's recommendations and discussed the issue at length. 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 with commercial on the ground floor, housing above, and allow for on-site parking. Ultimately, the Commission recommended continuing to allow three-story, mixed use buildings Downtown and added new urban design policies and implementation measures to preserve pedestrian-scale, ensure three-story buildings would be developed in a manner which is compatible with Downtown's Spanish Village by the Sea character, and provide owners of one- and two-story buildings with incentives to improve properties without increasing lot coverage or floor area. These new policies are on pages UD-10 and UD-11 of the Draft Urban Design Element, Policies UD-5.11, UD-5.12, UD 5.13, UD 5.14, UD 5.15 and Urban Design Implementation Measures 1, 2, 3, 4, 8, 11, 16, 17, 20, 21 and 22.

*Design review: Spanish Colonial Revival architecture, "Other Spanish" and "Surf Zone" architecture.* In 2010, the Council initiated a discussion of whether Spanish Colonial Revival Architecture is to be applied to development projects outside the Architectural Overlay district, and if so, how and where. This was in response to concerns that the existing General Plan and Design Guidelines lacked clarity and could result in confusion, increased costs and delays. The proposed General Plan addresses this issue through several policies and implementation measures, specifically Policies UD-5.05 through UD 5.09. The proposed General Plan redefines where, and under what circumstances, Spanish Colonial Revival architecture applies. It calls for updated Design Guidelines to clarify other architectural styles, like "Spanish" and "Surf Zone" architecture and where these apply to new development. Additions or changes to buildings in the Architectural Overlay with distinctive, noteworthy architecture, such as Mid-Century Modern, should reinforce existing design style and need not follow Spanish Colonial Revival architectural style. Los Molinos architecture should be creative and eclectic, rather than conform to a uniform theme or style.

*Trees and views.* The Draft General Plan contains policies and implementation measures to protect views from public properties (e.g. ocean views from I-5 and along major scenic corridors) and protect and enhance the "urban forest," as recommended by both GPAC and the Planning Commission and as called for by the City's adopted 2010 Sustainability Action Plan and the Draft 2012 Climate Action Plan. GPAC and the Planning Commission discussed but did not support including policies regarding private view protection due in part to the difficulty of enforcement.



The Plan's main focus is on trees on public property such as parks, municipal golf course, reservoirs, streets or other public places, as noted in Urban Design Element (UDE) Policies UD 6.01 through UD 6.08, and Implementation Measures UD 20 through 28. Mobility Element Policies M-1.25 through M-1.35, on page M-6, address public views and scenic corridors. The Planning Commission recommended the City Council postpone any action on trees and private view preservation to allow a full vetting of the issue as part of the preparation of a tree ordinance, as called for by UDE Implementation Measure 23.

### ***Related General***

***Plan Documents:*** At the outset of the General Plan update process, Council directed that a Bicycle and Pedestrian Master Plan (BPMP) and a Climate Action Plan (CAP) be prepared to inform the new General Plan by providing the technical background for new policies and implementation measures. The Draft BPMP's policies were incorporated directly into the Draft Mobility Element sections on Non-Automotive Transportation and Implementation measures, consistent with Council direction. A third document – the Final Environmental Impact Report – is being prepared and will be available for Council review and action at a future meeting. These related documents are discussed below.

*Environmental Impact Report.* At its July 24<sup>th</sup> meeting, the Commission reviewed and considered the Draft Environmental Impact Report (DEIR) and Appendices. A Final Environmental Impact Report (FEIR) is being prepared and includes the analysis in the DEIR, plus the additional mandatory responses to comments, mitigation monitoring program and statement of overriding considerations. The EIR evaluates the environmental effects of the "Proposed Project" – the original land use concepts that grew out of early public workshops and endorsed by the Council *for purposes of environmental review*, plus three general plan alternatives for purposes of environmental analysis. The Planning Commission recommended that Council approve the "Alternative Land Use" alternative. These relationships are summarized in Table 7-1 on Page 7-5 of the DEIR and summarized below:

- 1) Proposed Project
- 2) "No Project/1993 Adopted General Plan"
- 3) "Alternative Land Use"
- 4) "Reduced Intensity"

The *Proposed Project* is described starting on page 3-1 of the Draft EIR. It represents a starting point for discussion purposes and environmental analysis. It is based on early input from public workshops and intended to address a broad range of community goals, including maintaining and enhancing economic vitality, environmental quality and overall quality of life.

The *No Project* alternative, the current General Plan, adopted in 1993, would remain in effect with no changes to land use or policies. All proposed changes in land use, policies or implementation measures would not occur. This alternative would not include adoption of the BPMP or CAP. Based on the "theoretical capacity" of the

current General Plan, the City could accommodate development of a total of up to 26,545 dwelling units – about 500 dwelling more than existing in 2013; and up to about 10.5 Million Square Feet of non-residential floor area (retail, office, Industrial and Institutional) – or about 2.5 MSF more than existing. Theoretical capacity does not take into account residual land values, better known as “economic realities.”

The *Alternative Land Use* alternative is similar to the “Proposed Project” except that no increase in the maximum floor area ratio (i.e. the amount of floor area which could be developed per site area) in the Rancho San Clemente Business Park would occur. Development intensities prescribed in the adopted General Plan would still apply to this Focus Area. This alternative would result in substantial reductions of impacts related to air quality, greenhouse gas (GHG) emissions, noise and traffic. However, these impacts would remain significant, even after mitigation.

The *Reduced Intensity* alternative was selected to reduce significant and unavoidable impacts related to air quality, (GHG emissions, noise, and traffic. It would reduce development intensity at General Plan buildout (2028) by 10 percent for residential uses and by 25 percent for non-residential uses. The reductions would require Zoning Ordinance changes to reduce development capacity and would apply Citywide.

*Growth Evaluation.* The DEIR identifies the maximum *theoretical* development impacts of the Draft General Plan alternatives. The alternatives assume residential and non-residential growth levels that are not achievable due to development costs, zoning and architectural review requirements, real estate market demands and site constraints. Estimated buildout capacities typically exceed actual market forecasts to identify unlikely “worst case” impacts and provide flexibility in responding to “real” and dynamic market demands that are likely to be experienced. Actual growth levels are likely to be significantly lower than projected, based on observed growth trends. Past growth projections are a good indicator of future growth. Under the California Environmental Quality Act, EIRs must evaluate growth by comparing potential growth to actual existing conditions, not what current land use policies allow. Moreover, EIRs must evaluate maximum potential development levels, not necessarily development that is likely or feasible based on residual land values, real estate market demand, development or site constraints and other externalities.

For example, the 1993 General Plan EIR forecast a “theoretical” commercial/industrial buildout capacity of approximately 11.8 Million square feet (MSF) by 2010. Citywide, San Clemente now has approximately 8 MSF of retail/office/industrial floor area, about *one-third* (32 percent) less than what was forecasted. The proposed General Plan, “Alternative Land Use” alternative assumes a theoretical, maximum non-residential development capacity of up to 15.7 MSF square feet. The “practical” or policy-based development capacity is likely to be about 32 percent less, or 10.6 Million square feet. Of this, 1.5 Million square feet of additional office/industrial floor area is now possible in the Rancho San Clemente Business Park alone, under current standards, without any General Plan changes. Additional capacity is also available in the approved Marblehead Coastal mixed-use

development and other scattered locations throughout the City, without any General Plan changes.

*Theoretical v. Policy-Based Growth Forecasts.* Consequently, the “delta” or difference between the City’s total existing, non-residential floor area and what is a feasible, policy-based, non-residential growth capacity is 15.7-5.0 MSF = 10.7 MSF, less existing RSC Business Park capacity of approximately 1.5 MSF, for a more realistic “policy” buildout of 9.2 MSF – equivalent to adding about 1.2 MSF of retail/office/industrial floor area, mostly in the Focus Areas in the Downtown Core, along El Camino Real, Pico Plaza, Camino De Los Mares and other areas already designated for non-residential uses. It should also be noted that the DEIR assumes the theoretical buildout of the Overlay uses in Camino De Los Mares and Pico Plaza. These overlays would require the preparation of new specific plans or other master planning tools and significant cooperation among multiple property owners to be realized. Without meeting these prerequisites, development would continue to follow underlying land uses and standards in these areas as provided in the current General Plan.

*Unavoidable Significant Impacts.* The EIR concludes that air quality (including greenhouse gases), noise and traffic impacts will be significant and unavoidable under all alternatives. This is due largely to the fact that air quality, noise and traffic impacts are affected by regional factors beyond the City’s control. Nevertheless, extensive mitigation measures are included to reduce environmental impacts to the maximum extent possible, consistent with recommendations in the *Sustainability Action Plan* and the *Climate Action Plan*. This is a Program EIR and addresses potential impacts at a broad, community-wide level. New development would still require environmental review to identify site specific impacts and appropriate mitigation measures.

*Bicycle and Pedestrian Master Plan.* The BPMP includes policies (“Policy Framework”, Chapter 2) and potential improvement projects (“Candidate Projects”, Chapter 3) that will promote cycling and walking. It is intended as an implementation tool of the new General Plan and its policies have been entirely incorporated into the Mobility Element. KTU+A prepared the Plan, following extensive public outreach including workshops, public survey and meeting with local bicycling experts, including the local bicycle advocacy group, PEDal. As directed by Council, the Master Plan includes sections of Los Angeles County’s “Model Design Manual for Living Streets.” This “shared” public document includes authoritative, best practices in transportation planning for “complete streets”, addressing pedestrians’, bicyclists’ and public transit users’ needs into both the Master Plan and General Plan.

*Climate Action Plan.* The CAP includes emission reduction measures, implementation and monitoring policies to reduce community-wide Greenhouse Gas Emissions, and meet California state legislation mandates. The CAP has identified 10 actions to meet a target GHG emissions reduction of 15% by 2020 and 40% by 2030. This is consistent with AB 32 and EO-3-05, the California Global Warming Solutions Act. The 2012 San Clemente CAP was developed under the premise that

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local governments can play an integral role in reducing greenhouse gas emissions in an effort to address global climate change.

*Coastal Commission Review.* In response to City requests made in 2012, the California Coastal Commission (CCC) recently provided preliminary comments on the Draft Coastal Element. The Commission staff recommended removing some of the detail in Draft General Plan Policies C-1.03 and C-1.04 which will then be added to the City's Local Coastal Land Use Plan following General Plan adoption. The CCC staff also recommends additions to some of our draft landscape and water quality policies. The changes appear to be minor and staff does not anticipate difficulty in addressing them prior to final Council action.

*What's Next.* After tonight's questions, public testimony and discussion, Council members may wish to provide comments and direction to the consultant and staff. At the next Council meeting, the consultant and staff will respond to Council questions and direction, including possible changes or additions. A Strategic Implementation Program, listing General Plan Implementation priorities, is following the Draft General Plan. It is being reviewed by staff in various City departments and is anticipated to come to the Council later, following Planning Commission review.

The General Plan is, by definition, a broad policy document that addresses community issues comprehensively over a 15- to 20-year timeframe. To implement the General Plan, the City must also amend detailed planning documents and standards, including the Zoning Map and Ordinance, Design Guidelines and various specific plans and area plans. Specific follow-up steps in implementing the newly adopted General Plan include:

1. Posting the new web-based, adopted Centennial General Plan;
2. Approving the Strategic Implementation Program;
3. Integrating the Strategic Implementation Program into the City Budget Process;
4. Amending the Zoning Map and Ordinance for consistency with the General Plan;
5. Preparing and adopting the Local Coastal Program and securing Coastal Commission approval;
6. Updating the Housing Element;
7. Amending various specific plans, particularly the Pier Bowl and West Pico Corridor Specific Plans and the Master Landscape Plan for Scenic Corridors;
8. Revising the Design Guidelines; and
9. Developing a Tree Ordinance

***Recommended***

**Action:** Receive presentation, hear public testimony and provide direction to consultants and/or staff.

***Attachments:***

1. Planning Commission Resolutions
2. Map of Planning Commission Recommended Land Use Changes
3. General Plan Guiding Principles

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4. Draft General Plan Evaluation
5. Property Owner Letter

***Transmitted Separately:***

6. City Council Hearing Draft Centennial General Plan, August 22, 2013
7. Draft Environmental Impact Report, July 2013
8. Draft Bicycle and Pedestrian Master Plan, 2013
9. Draft Climate Action Plan, April 2012

***Notification:***

The following parties were notified of this meeting: a) owners of properties being considered for land use changes, b) interested agencies, individuals and community groups, and c) City departments and department heads. An ad describing the purposes of the meeting was published in a local newspaper, consistent with standard City procedures, and the DEIR was sent to the State Clearinghouse for routing to responsible and trustee agencies.

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**RESOLUTION NO. PC 13-024**

**A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF  
SAN CLEMENTE, CALIFORNIA, RECOMMENDING CITY COUNCIL CERTIFICATION  
OF AN ENVIRONMENTAL IMPACT REPORT AND APPROVAL OF THE REVISED  
CITY COUNCIL HEARING DRAFT CENTENNIAL GENERAL PLAN, APPLICATIONS  
GPA 13-043 AND DHP 13-045**

**WHEREAS**, the City's current General Plan, with the exception of the Housing Element which was updated in July 2011, was adopted in 1993; and

**WHEREAS**, with approval of Contract CO9-66 with the Planning Center, DC&E in November 2009, the City Council initiated the preparation of a new "Centennial" General Plan to comprehensively update and replace the 1993 General Plan, and to keep the City's General Plan current and relevant to changing community visions, needs, and conditions; and

**WHEREAS**, the City sought to engage a wide range of community participation in and support for preparation of a new general plan by conducting extensive public outreach to identify community values, issues, and priorities, including the July 2009 Vision San Clemente Community Survey, the December 2009 Vision and Strategic Plan, and six general plan public workshops; and

**WHEREAS**, citizens, property and business owners, interested groups and agencies were notified of general plan meetings and topics through legal advertisements in a local newspaper of general circulation, through newspaper articles, public workshop invitations, through City website notices regarding public meetings of the City Council, General Plan Advisory Committee, the Planning and Beaches Parks and Recreation Commission and Coastal Advisory Committee, and through direct mailings to property and business owners and community groups; and

**WHEREAS**, the City Council appointed the General Plan Advisory Committee (GPAC) to reflect a broad range of community interests and input, and the GPAC reviewed and recommended a new "Preliminary Draft General Plan" as a result of its findings and deliberations during 29 public meetings held from February, 2010 through May, 2011; and

**WHEREAS**, based on GPAC's recommendations, public input, planning consultant and staff recommendations and the Commission's findings and deliberations during 40 public meetings held from February, 2011 through August, 2013, the Commission prepared a "City Council Hearing Draft Centennial General Plan" or "Draft"; and

**WHEREAS**, the Centennial General Plan has been prepared and designed in a manner to support its widespread use and availability as a "web-based general plan", and will be posted and maintained on the City's internet site for public use; and

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**WHEREAS**, the Draft complies with California Government Codes 65353 and 65354 regarding general plan noticing and adoption procedures; and

**WHEREAS**, the Commission considered a Draft Environmental Impact Report which identified potential environmental impacts of the proposed City Council Draft Centennial General Plan, including mitigation measures and alternatives to the proposed “project”, pursuant to the requirements of the California Environmental Quality Act (CEQA); and

**WHEREAS**, at a duly noticed public hearing on August 7, 2013, the Commission conducted a public hearing in City Council Chambers, 100 Avenida Presidio, San Clemente, California, to consider recommending City Council action on the Draft Centennial General Plan, Environmental Impact Report and related planning documents (City Planning Applications GPA 13-043 and DHP 13-405); and

**NOW, THEREFORE**, the Planning Commission of the City of San Clemente hereby resolves as follows:

**Section 1. Findings.** Based upon its deliberations, the Commission makes the following findings:

A. The proposed City Council Hearing Draft Centennial General Plan (“Draft”), as shown in **Exhibit A**, dated July 3, 2013, with the revisions listed in **Exhibit B**, will promote the public health, safety and welfare by updating general plan goals, policies and implementation measures to reflect community values, needs and conditions.

B. The proposed Draft consists of 12 new “elements” or chapters and with the exception of the Housing Element, which is updated and adopted separately, meets California Government Code requirements for the content and scope of general plans.

C. The proposed Draft is a long-range, comprehensive policy document which is internally consistent and which is intended to guide public and private land use, transportation, economic development, resource preservation, urban design and other public policy actions through 2028, the 100<sup>th</sup> anniversary of San Clemente’s incorporation as a city.

D. The proposed Draft incorporates GPAC recommendations, public input, consultant and staff recommendations, and reflects the Commission’s detailed review, direction and independent judgment regarding land use, circulation and transportation, economic development, environmental protection, recreation, public safety and services, coastal issues, historic preservation, natural resources, urban design, and governance and growth management policies.

7B-15

**Section 2. Environmental Determination.**

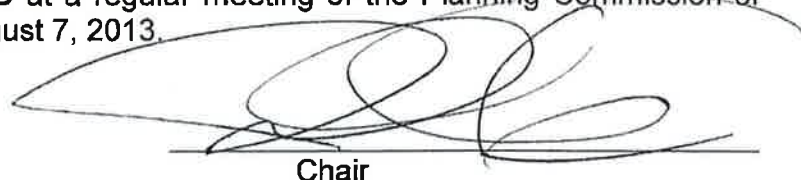
A. The City provided a Notice of Preparation and held an Environmental Impact Report (EIR) Scoping Meeting on April 25, 2013, pursuant to the requirements of the California Environmental Quality Act (CEQA), and the Draft Environmental Impact Report ("DEIR") addresses issues and questions raised at the Scoping Meeting.

B. The DEIR was published on the City's internet site, a copy was placed in the San Clemente Public Library, and distributed for citizen and public agency review, pursuant to CEQA Guidelines.

C. The Commission has reviewed and considered the Draft Centennial General Plan Environmental Impact Report, as shown in **Exhibit C**, and based on its deliberations, determined the DEIR adequately addresses the project's potential environmental impacts and complies with requirements of the California Environmental Quality Act (CEQA) and CEQA Guidelines.

D. The Commission hereby recommends the City Council certify the Environmental Impact Report for the City Council Hearing Draft Centennial General Plan.

**PASSED AND ADOPTED** at a regular meeting of the Planning Commission of the City of San Clemente on August 7, 2013.



Chair

**TO WIT:**

**I HEREBY CERTIFY** that the foregoing resolution was duly adopted at a regular meeting of the Planning Commission of the City of San Clemente on August 7, 2013, and carried by the following roll call vote:

**AYES: COMMISSIONERS: Ruehlin, Kaupp, Darden, Brown, Crandell, Ward, Eggleston**

**NOES: COMMISSIONERS:**

**ABSTAIN: COMMISSIONERS:**

**ABSENT: COMMISSIONERS:**



Jim Pechous, City Planner and Secretary of the Planning Commission

7B-16



# Exhibit A

The proposed City Council Hearing Draft Centennial General Plan dated July 3, 2013 is on file at the Community Development Department, Planning Division, City file number GPA 13-043.

# Exhibit B

**August 6, 2013**

**City of San Clemente  
Centennial General Plan  
City Council Hearing Draft Errata, Changes and Additions**

**A. GENERAL PLAN**

**Coastal Element**

Page C-15. Policy headings are missing for policies C-3.01-3.04. Add headings as follows:

1. C-3.01. Visual Character and Aesthetic Resources Preservation.
2. C-3.02. Scenic View Corridors and Public Views
3. C-3.03. Architectural, Historical, Archaeological and Cultural Resource Preservation and Restoration.
4. C-3.04. Development Review.

**Growth Management Element**

Page GM-5. Policy GM-2.07 ends with "; and". Replace with "."

**Historic Preservation Element**

5. Page HP-4, Policy HP-2.02. Revise to read:

***HP-2.02. New Development.*** We require that all new single-family and multi-family residential development abutting historic resources, and new commercial and multi-family development of three or more units 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.

**Land Use Element**

6. Page LU-4, Table LU-1. The table columns "Proposed Maximum Density/Intensity (FAR)" and "Existing Maximum Density" are reversed and need to be "flipped." As it reads now, it says there's "No change" to existing. "Existing Maximum Density/Intensity" should be the heading for the first column on the left. For example, in the first row, Residential Very Low (RVL), the *existing* maximum density is 1 unit per 20 gross acres or per parcel, whichever is smaller. The "proposed Maximum Density/Intensity (FAR)" should read "No change", logically meaning it is the same

density as existing. Also, change "Existing Maximum Density" to "1993 General Plan Maximum Density". "Flipping" the first two column headings should apply to the entire table – the content below the headings stays where it is. Add table headings to the top of each page of the table for quick reference.

7. Page LU-4, Table LU-1. Update the table to reflect the variations of building heights for the various new Neighborhood Commercial (NC) designations. Note that the former NC-1, 2 and 3 categories have been renamed to NC-1.1, 1.2 and 1.3 to accommodate the new categories that were created for the new FARs along El Camino Real, which are now designated NC 2 and NC 3. (see attached)
8. Page LU-16. To resolve possible conflicts between policies LU-5.01 and LU-5.03 re: expansion of "conforming" auto related uses (p. LU-16), revise Policy LU-5.01 to read:

***LU-5.01. Existing Automobile-Related Service and Repair Uses along El Camino Real.*** We consider automobile-related service and repair uses located along El Camino Real, existing as of the date of adoption of this General Plan, to be conforming land uses which may continue. Expansion of such uses or structures shall not be allowed. Modification of such facilities shall be designed to convey a high quality architectural and landscape character, consistent with the overall character and image of the City as specified in the Urban Design Element.

9. Page LU-16. Policy LU-5.02. Revise policy to allow new car rental businesses on El Camino Real if the new business is limited to an office use and with a limit of five (5) rental cars on site at any time.
10. Figure LU-1. Change City Hall land use designation from "Civic" (CVC) to "Residential, Medium-Density with Affordable Housing Overlay" (RM-AH).
11. Figure LU-1. Change site next to Calle Lago site to Light Industrial (LI) with a mixed use overlay.
12. Figure LU-1. Change Shorecliffs Golf Course site to Residential High-Density.
13. Figure LU-2B: update to reflect Planning Commission recommendation to restore the Mixed Use designation to Coronado Lane.
14. Create new figure(s) (2A-2E) to reflect varying maximum FARs for Neighborhood Commercial uses. (see attached)
15. Update figures and Element text references to reflect new numbering due to the addition of Neighborhood Commercial figures.

## **Mobility Element**

16. Page M-5, Policy M-1.17. Update section f. to read:
  - f. Encourage and where possible, require undergrounding or stealthing of overhead utility lines and equipment, cellular facilities and related ground-mounted structures.
17. Page M-6, Policy M-1.24. Remove items m. and n.
18. Add a policy similar to the City of Newport Beach's policy regarding basic transportation infrastructure decisions on normal and not "peak" seasons. Policy should be included in the Mobility and Complete Streets Element and referred to in the DEIR.
19. Page M-6. There is a gap in policy numbering between policies 1.25 and 1.27. Update policy numbers accordingly.

20. Page M-17. Implementation Measure 12. Eliminate the first sentence. It is redundant with Implementation Measure 14.
21. Figure M-2, Scenic Corridors Map. Revise to ensure consistency with wording in the Master Landscape Plan for Scenic Corridors.

### Natural Resources Element

22. Page NR-4. Add "ordinance" to the end of Policy NR-2.01.
23. Page NR-5. Add the following policy to the Aesthetic Resources section:

**NR 2.09. Public View Corridors.** The City will preserve and improve the view corridors, as designated in Figure \_\_\_\_ (Figure to be added showing designated sections of View Corridors) and encourage other agencies with jurisdiction to do so. Specifically, in its capital improvement programs and discretionary approvals, the City will seek to ensure that:

  - A. Development projects shall require a view analysis to ensure they do not negatively impact the view corridor.
  - B. Utilities, traffic signals, and public and private signs and lights shall not obstruct or clutter views, consistent with safety needs.
  - C. Where important vistas of distant landscape features occur along streets, street trees shall be selected and planted so as to facilitate viewing of the distant features.
24. Page NR-5, Aesthetic Resources section. Add a new policy to identify locations of designated public view corridors, including the 4 identified in the Pier Bowl Specific Plan (Avenida Del Mar, Avenida Pico, Linda Lane, and Avenida Victoria) and along I-5. Staff to research and confirm currently designated public view corridors, including potential that Avenida Vista Hermosa has been previously designated.
25. Page NR-7, Policy NR-4.02. Revise policy as follows:

**NR-4.02. Offshore Oil Drilling and Support Facilities.** We oppose offshore oil drilling and Liquefied Natural Gas facilities, and prohibit on-shore support facilities for such extraction uses.
26. Page NR-14, Implementation Measures, Aesthetic Resources. Add the following:
  - 10) Conduct a Visual Resource Assessment to identify Public View Corridors and specific sections of the Corridors meriting designation and consider expanding the list of the designated View Corridors as a result of the Assessment's finding.
27. Page NR-14 through NR-15. Renumber the remaining implementation measures in the Natural Resources Element.
28. Page NR-15.

### Public Services, Facilities and Utilities Element

29. Page PS-7, first paragraph, line 10 under "Water and Wastewater": change "Talia" to "Talega".

70-30

## Safety Element

30. Page S-6. Policy S-4.02 reads as an incomplete sentence. Add "streets" to the end of the policy.
31. Page S-6. General Plan Information. Update list of figures to reflect the combination of Figures S-4 and S-5 into one figure. Rename Figure S-4 to "Future Noise Contour Map" and delete Figure S-5.
32. Renumber Figure S-6 to S-5.

## Urban Design Element

33. Page UD-14, Implementation Measures, Compatibility. Add the following measure:
  - 8) Consider amending the Design Guidelines to address compatibility between buildings that back onto alleys adjacent to South El Camino Real, specifically addressing transition areas and the interface between commercial or mixed-use and residential uses.

## Glossary

34. Canyonization. Revise as follows:

**Canyonization.** A canyon-like effect created when blocks of buildings with multiple stories located along facing sides of a street overwhelm the pedestrian experience. A combination of setbacks on upper floors, landscaping and other design treatments can minimize or eliminate this effect. "Canyonization" is often considered to be incompatible with a positive pedestrian experience or village character in San Clemente, but can be used as a design tool to enhance the pedestrian experience.

35. Downtown Core. Update figure and revise to read:

**Downtown Core.** A subarea of Downtown and the Del Mar/T-Zone Focus Area, that includes those areas along both sides of El Camino Real between Avenida Palizada and Avenida Presidio/Avenida Rosa, and along both sides of Avenida Del Mar between and El Camino Real and Calle Seville, as shown in the Figure below.

36. Income, Above-Moderate, Extremely-Low, Low, Median, Moderate, and Very-Low. Revise as follows:

**Income, Above-Moderate.** A household whose income exceeds 120 percent of the County median income.

**Income, Extremely-Low.** "Extremely Low Income Household" shall mean persons and families whose household income does not exceed the qualifying limits for Extremely Low Income Households as established and amended from time to time in California Health & Safety Code §50106, as such limits are published annually by the California Department of Housing and Community Development.

**Income, Low.** "Low Income Household" shall mean persons and families whose household income does not exceed the qualifying limits for lower income families as established and amended from time to time pursuant to Section 8 of the United States Housing Act of 1937, as such limits are published annually by the California

Department of Housing and Community Development, pursuant to Section 50079.5 of the California Health and Safety Code.

**Income, Median.** "Median Income" shall mean the median household income for the County of Orange, as published annually by the State of California Department of Housing and Community Development.

**Income, Moderate.** "Moderate Income Household" shall mean persons or families whose gross incomes do not exceed 120% of the Median Income adjusted for family size in accordance with adjustment factors adopted by the United States Department of Housing and Urban Development, as published annually by the California Department of Housing and Community Development, pursuant to Section 50093 of the California Health and Safety Code.

**Income, Very-Low.** "Very Low Income Household" shall mean persons and families whose household income does not exceed the qualifying limits for Very Low Income Households as established and amended from time to time pursuant to §10105(a) of the California Health & Safety Code, as such limits are published annually by the California Department of Housing and Community Development.

37. Mixed Use, Horizontal. Revise to read as follows:

**Mixed Use, Horizontal.** Mixed use, horizontal: Two or more different types of uses are placed next to each other, planned as a unit, and connected together with pedestrian and vehicular access. For instance, a subdivision containing single-family dwellings that is adjacent to a neighborhood commercial development and office complex.

38. Definitions of "Minor Remodel" and "Major Remodel". Revise to be consistent with the Zoning Ordinance.

39. Definitions of "View Corridor" and "Scenic Corridor". Revise as follows:

**Scenic Corridor.** A scenic corridor is a linear segment of major or minor streets, as described in the Master Landscape Plan for Scenic Corridors. Scenic corridors are designated to: 1) identify scenic highways and local arterials, 2) describe significant visual linkages between the resources and amenities of San Clemente, and 3) establish objective design and landscaping criteria to maintain quality visual experiences along such corridors through appropriate landscaping, enhancement and protection of public views. "Major" and "Minor" scenic corridors shall correspond to the Master Landscape Plan for Scenic Corridor's definitions of "Major Urban/Recreation Corridor" and "Minor Urban/Recreation Corridor", respectively.

**Public View Corridor (also, "Designated Public View Corridor").** A view from a public right-of-way, public facility or other publicly-owned use area which is specifically designated in the General Plan and which provides the public at large with views of the Pacific Ocean, shoreline, coastal ridgelines, coastal canyons or other visual resources. Approximate boundaries of a view corridor are identified using a motorist's, cyclist's or pedestrian's line of vision and are typically defined or enframed by landforms, structures and vegetation.

## B. DRAFT EIR

40. Chapter 1, Page 1-23, item 3-5. Provide the correct name of Regional Water Quality Control Board.

7B-22

41. Chapter 5, Page 5.6-37. Delete "highway pricing".
42. Chapter 5, Section 5.14.3. Add an explanation of the method the traffic model used to analyze traffic, i.e. using normal, average traffic volumes rather than summer or peak demand periods.
43. Chapter 5, Section 5.14.8. Add mitigation measure to clarify that the City will no longer use results from roadway segment analysis to determine LOS levels for its intersections once multimodal results are available.
44. Chapter 7. Clarify exactly what is meant by "Alternative Land Use" and "Reduced Intensity Alternative" alternatives and what general plan objectives would not be met under these scenarios.
45. Table 7-1. Revise population number for the "No Project/1993 Adopted General Plan Alternative" to read "75,220".

\*\*\*

# Exhibit C

The proposed City Council Hearing Draft Centennial General Plan Environmental Impact Report dated July 2013 is on file at the Community Development Department, Planning Division, City file number DHP 13-045.



**RESOLUTION NO. PC 13-025**

**A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF  
SAN CLEMENTE, CALIFORNIA, RECOMMENDING CITY COUNCIL APPROVAL OF  
THE DRAFT BICYCLE AND PEDESTRIAN MASTER PLAN, APPLICATION  
GPA 13-043**

**WHEREAS**, On June 1, 2010, the City Council approved Contract C10-32, by and between the City of San Clemente and KTU+A, providing for the development of a Bicycle and Pedestrian Master Plan "Master Plan"; and

**WHEREAS**, the purposes of the Master Plan were to identify the bicyclist and pedestrian transportation needs in San Clemente, provide recommendations to improve the overall walking and biking environments, and to integrate San Clemente's bikeway network with the Southern Orange County area's regional bikeway system; and

**WHEREAS**, Council directed that the Bicycle and Pedestrian Master Plan be developed currently with a new general plan to allow the general plan process to better assess the Community's bicyclist and pedestrian needs and to develop relevant policies and implementation actions to address those needs; and

**WHEREAS**, To encourage public input and participation in the planning process, the project scope of work utilized several public outreach methods, including involvement of the bicycle advocacy group PEDal in the selection of the consultant and review of the draft Plan, an on-line survey, Focus Area Workshops, General Plan Advisory Committee review and advertised public meetings before the Planning Commission and City Council; and

**WHEREAS**, citizens, property and business owners, interested groups and agencies were notified of general plan meetings and topics through legal advertisements in a local newspaper of general circulation, through newspaper articles and workshop invitations, and through City website notices regarding public meetings of the General Plan Advisory Committee, the Planning Commission and the City Council; and

**WHEREAS**, at a public meeting on January 17, 2012, the City Council directed that the Master Plan be fully integrated with the General Plan to ensure consistency between the documents and to comply with the California Complete Streets Act, AB 1358, which took effect January 2011; and

**WHEREAS**, based on GPAC's review and recommendations, public input, Planning Commission review and direction, and planning consultant and staff recommendations received during numerous public meetings held between June 2010 and June 2013, the Commission endorsed a revised Bicycle and Pedestrian Master Plan and fully incorporated Chapter Two of the Master Plan, "Policy Framework," into the draft General Plan Multi-Modal and Complete Streets Element; and

70-25

**WHEREAS**, Chapter Two of the 2013 Bicycle and Pedestrian Master Plan was updated to reflect the most recent Planning Commission direction on the Draft General Multi-Modal and Complete Streets Element, as shown in Attachment 2, and taken together with the other chapters in the Master Plan that were reviewed and endorsed by the Commission on June 26, 2013, the Master Plan is now ready for final Commission action; and

**WHEREAS**, at a duly noticed public hearing on August 7, 2013, the Commission conducted a public hearing in City Council Chambers, 100 Avenida Presidio, San Clemente, California, to consider recommending City Council action on the 2013 Bicycle and Pedestrian Master Plan, City Council Hearing Draft Centennial General Plan, Environmental Impact Report, Climate Action Plan and related planning documents; and

**NOW, THEREFORE**, the Planning Commission of the City of San Clemente hereby resolves as follows:

**Section 1. Findings.** Based upon its deliberations, the Commission makes the following findings:

1. The proposed 2013 Draft Bicycle and Pedestrian Master Plan, **Exhibit A**, will promote the public health, safety and welfare by providing technical background, policies, candidate projects and design standards to help meet bicyclist and pedestrian transportation needs and to coordinate such projects with General Plan implementation and Capital Improvement Programs.
2. The Commission hereby finds that the 2013 Bicycle and Pedestrian Master Plan (BPMP) promotes public health, safety and welfare by addressing the community's non-motorized transportation needs and goals, and that the updated Chapter Two of the BPMP, "Policy Framework", shown in **Exhibit B**, has been fully incorporated into the Draft Multi-Modal and Complete Streets Element.
3. The 2013 Bicycle and Pedestrian Master Plan incorporates GPAC recommendations, public input, consultant and staff recommendations, and reflects the Commission's detailed review, direction and independent judgment regarding non-motorized transportation needs, existing and proposed circulation and transportation services and facilities, land use factors, economic development, design and other factors related to bicycle and pedestrian movement and infrastructure.

**Section 2. Environmental Determination.**

1. The City provided a Notice of Preparation and held an Environmental Impact Report (EIR) Scoping Meeting on April 25, 2013, pursuant to the requirements of the California Environmental Quality Act (CEQA), and the Draft EIR addresses issues and questions raised at the Scoping Meeting.

7B-26

2. The Commission has reviewed and considered the Draft Environmental Impact Report, as shown in **Exhibit C**, and based on its deliberations, determined the DEIR adequately addresses the 2013 Bicycle and Pedestrian Master Plan's potential environmental impacts and complies with requirements of the California Environmental Quality Act (CEQA) and CEQA Guidelines.

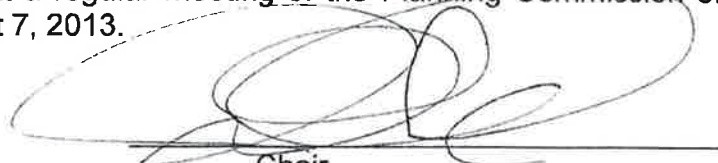
3. The Commission hereby recommends the City Council certify the Environmental Impact Report for the 2013 Bicycle and Pedestrian Master Plan.

**Section 3. Bicycle and Pedestrian Master Plan.**

1. The Commission hereby recommends the City Council approve the Draft Bicycle and Pedestrian Master Plan, as shown in **Exhibit A**, with the revisions shown in **Exhibit B** to be incorporated into the final Draft for City Council action.

2. The Commission recommends that the City Council include in its resolution of approval a provision granting the City Manager or his designee the authority to make amendments administratively, without a public hearing, to the Bicycle and Pedestrian Master Plan for the following reasons: 1) to reflect multi-modal improvements made in the community (i.e. updating tables, figures, and candidate projects); and 2) to remain consistent with state and/or local law.

**PASSED AND ADOPTED** at a regular meeting of the Planning Commission of the City of San Clemente on August 7, 2013.

  
Chair

**TO WIT:**

I HEREBY CERTIFY that the foregoing resolution was duly adopted at a regular meeting of the Planning Commission of the City of San Clemente on August 7, 2013, and carried by the following roll call vote:

**AYES:** COMMISSIONERS: Ruehlin, Kaupp, Darden, Brown, Crandell, Ward, Eggleston

**NOES:** COMMISSIONERS:

**ABSTAIN:** COMMISSIONERS:

**ABSENT:** COMMISSIONERS:

  
Jim Pechous, City Planner and Secretary of the Planning Commission

7B-27

# Exhibit A

Bicycle and Pedestrian Master Plan.

# Exhibit B

Changes incorporated into the City Council  
Draft.

**RESOLUTION NO. PC 13-026**

**A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF  
SAN CLEMENTE, CALIFORNIA, RECOMMENDING CITY COUNCIL APPROVAL OF  
THE DRAFT CLIMATE ACTION PLAN**

**WHEREAS**, California's Global Warming Solutions Act, or AB 32, requires cities and counties to reduce greenhouse gas emissions statewide to 1990 levels by the year 2020; and

**WHEREAS**, On September 6, 2011, the City Council approved Contract C11-38, by and between the City of San Clemente and Krout and Associates, for completion of a Climate Action Plan; and

**WHEREAS**, the purposes of the Climate Action Plan (CAP) are to establish baseline environmental conditions in San Clemente, conduct an inventory of greenhouse gas (GHG) emissions, help reduce GHG emissions, promote more efficient energy use, inform and support environment policies in the City's General Plan, and establish a long range, comprehensive plan for environmentally and economically sustainable growth; and

**WHEREAS**, In 2010, the City of San Clemente adopted a Sustainability Action Plan, which includes policies and programs to help meet current and future resource needs through conservation and more efficient resource use; and

**WHEREAS**, The CAP further implements the City of San Clemente's sustainability goals by focusing on the reduction of Greenhouse Gas Emissions over time and on measures to help reduce potential impacts of global climate change, including reduced air quality, diminished water quality and supplies, higher seasonal temperatures, sea level rise, coastal erosion and potential losses of protected species and habitats; and

**WHEREAS**, the Draft CAP was reviewed by the General Plan Advisory Committee (GPAC) at a public meeting on March 14, 2012, and was subsequently revised to incorporate GPAC-recommended changes and additions; and

**WHEREAS**, at a public meeting on April 18, 2012, the Planning Commission considered GPAC and public comments, reviewed and endorsed the Draft CAP; and

**WHEREAS**, at a duly noticed public hearing on August 7, 2013, the Commission conducted a public hearing in City Council Chambers, 100 Avenida Presidio, San Clemente, California, to consider recommending City Council action on the Draft Climate Action Plan, 2013 Bicycle and Pedestrian Master Plan, City Council Hearing Draft Centennial General Plan, and Draft Environmental Impact Report; and

7B-30

**NOW, THEREFORE**, the Planning Commission of the City of San Clemente hereby resolves as follows:

**Section 1. Findings.** Based upon its deliberations, the Commission makes the following findings:

1. The Commission hereby finds that the Draft Climate Action Plan (CAP), as shown in **Exhibit A**, promotes public health, safety and welfare by helping to protect, maintain and improve the community's environmental quality, and to provide the technical background to inform the Draft General Plan and to move the City toward an environmentally and economically sustainable growth model.
2. The CAP contains San Clemente's long-range, comprehensive strategy to anticipate future environmental conditions and needs and to help reduce municipal and community emissions, consistent with State and Federal law including air and water quality, and complies with State law, specifically AB 32 and SB 375.
3. The CAP is consistent with the City Council Hearing Draft Centennial General Plan and will help advance San Clemente's General Plan goals to guide responsible growth, protect environmental resources and promote sustainable economic growth.

**Section 2. Environmental Determination.**

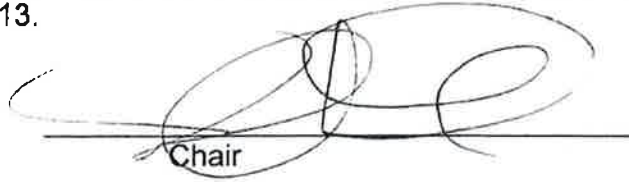
1. The City provided a Notice of Preparation and held an Environmental Impact Report (EIR) Scoping Meeting on April 25, 2013, pursuant to the requirements of the California Environmental Quality Act (CEQA), and the Draft EIR addresses issues and questions raised at the Scoping Meeting.
2. A Draft Environmental Impact Report (DEIR) was prepared, published, and distributed for public and agency review, pursuant to CEQA Guidelines and the DEIR addressed potential environmental impacts of the proposed Draft CAP.
3. The Commission has reviewed and considered the Draft Environmental Impact Report, as shown in **Exhibit B**, and based on its deliberations, determined the DEIR adequately addresses the Draft Climate Action Plan's potential environmental impacts and complies with requirements of the California Environmental Quality Act (CEQA) and CEQA Guidelines.

**Section 3. Climate Action Plan.**

1. The Commission hereby recommends the City Council approve the Draft Climate Action Plan, as shown in **Exhibit A**.

70-31

**PASSED AND ADOPTED** at a regular meeting of the Planning Commission of the City of San Clemente on August 7, 2013.



Chair

**TO WIT:**

I **HEREBY CERTIFY** that the foregoing resolution was duly adopted at a regular meeting of the Planning Commission of the City of San Clemente on August 7, 2013, and carried by the following roll call vote:

**AYES:**           **COMMISSIONERS:** Ruehlin, Kaupp, Darden, Brown, Crandell, Ward, Eggleston

**NOES:**           **COMMISSIONERS:**

**ABSTAIN:**       **COMMISSIONERS:**

**ABSENT:**       **COMMISSIONERS:**



Jim Pechous, City Planner and  
Secretary of the Planning Commission

7B-32



# Exhibit A

The proposed City Council Draft Climate Action Plan.

# Exhibit B

The proposed City Council Hearing Draft Centennial General Plan Environmental Impact Report dated July 2013 is on file at the Community Development Department, Planning Division, City file number DHP 13-045.

# ATTACHMENT 2



## PUBLIC HEARING DRAFT CENTENNIAL GENERAL PLAN

PROPOSED LAND USE CHANGES  
September 18, 2013



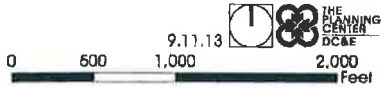
**PROPOSED GENERAL PLAN LAND USE**

- Very Low Density Res. 1DU/20 AC
- Low Density Res. 7 DU/AC
- Medium Low Density Res. 10 DU/AC
- Medium Density Res. 24 DU/AC
- High Density Res. 38 DU/AC
- Mixed Use
- Regional Commercial 0.50 FAR
- Community Commercial 0.50 FAR
- Neighborhood Commercial
- Light Industrial 0.50 FAR
- Heavy Industrial 0.75 FAR
- Institutional
- Public
- Coastal and Recreation Serving
- Open Space- Publicly Owned
- Open Space- Privately Owned

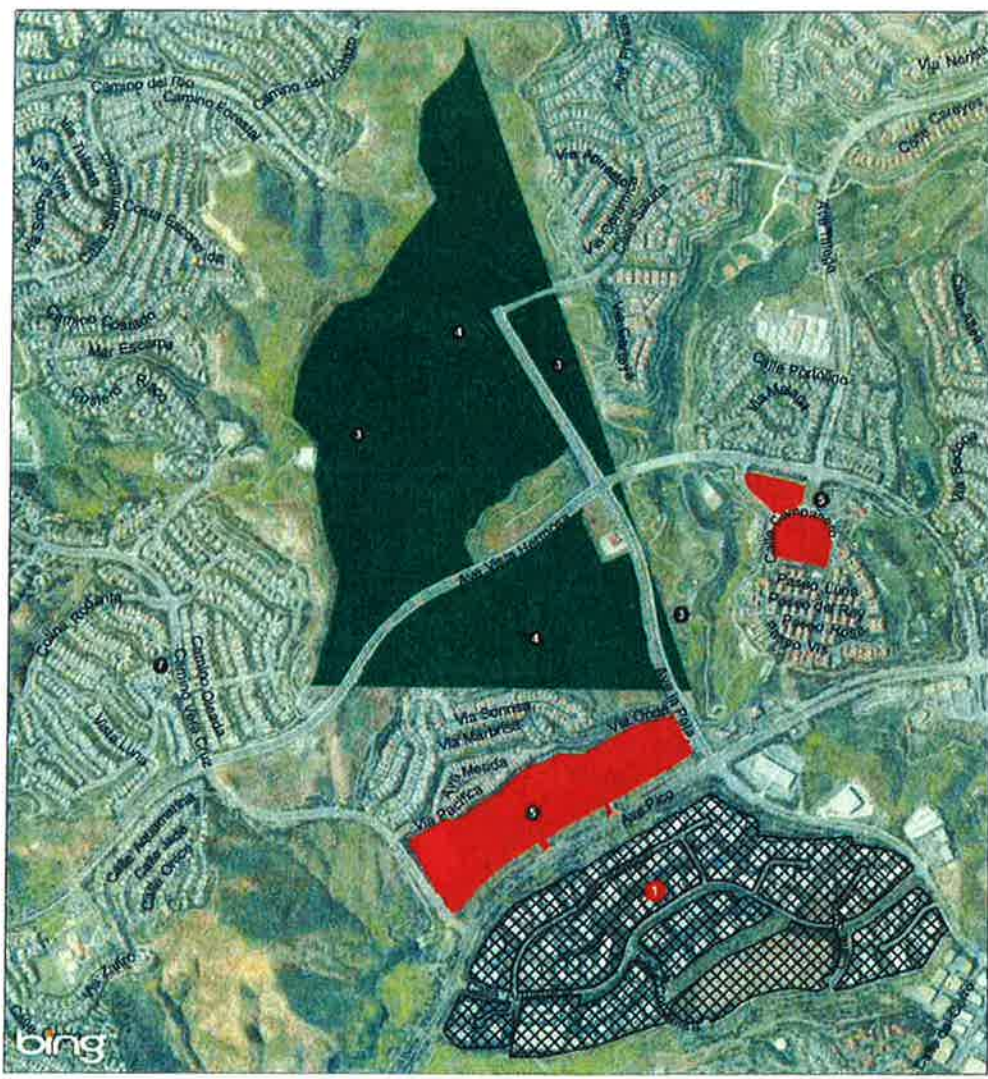
**Overlays**

- Mixed Use Overlay (1.0 F.A.R.)
- Professional Business Overlay (0.75 F.A.R.)
- Medical Office Overlay (0.75 F.A.R.)

- Proposed Land Use Changes
- Proposed Land Use Changes not supported by Planning Commission
- ⊗ Area of Proposed Land Use Changes not supported by Planning Commission

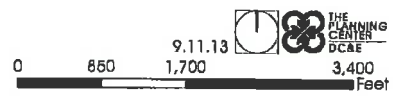


TB-35



**PUBLIC HEARING DRAFT  
CENTENNIAL GENERAL PLAN**  
 PROPOSED LAND USE CHANGES  
 September 10, 2013

- PROPOSED GENERAL PLAN LAND USE**
- Very Low Density Res. 1 DU/20 AC
  - Low Density Res. 7 DU/AC
  - Medium Low Density Res. 10 DU/AC
  - Medium Density Res. 24 DU/AC
  - High Density Res. 36 DU/AC
  - Mixed Use
  - Regional Commercial 0.50 FAR
  - Community Commercial 0.50 FAR
  - Neighborhood Commercial
  - Light Industrial 0.50 FAR
  - Heavy Industrial 0.75 FAR
  - Institutional
  - Public
  - Coastal and Recreation Serving
  - Open Space- Publicly Owned
  - Open Space- Privately Owned
- Overlays**
- Mixed Use Overlay (1.0 F.A.R.)
  - Professional Business Overlay (0.75 F.A.R.)
  - Medical Office Overlay (0.75 F.A.R.)
- Proposed Land Use Changes
- Proposed Land Use Changes not supported by Planning Commission
- ▨ Area of Proposed Land Use Changes not supported by Planning Commission



7B-36



# PUBLIC HEARING DRAFT CENTENNIAL GENERAL PLAN

son clemente  
centennial

PROPOSED LAND USE CHANGES  
September 18, 2013

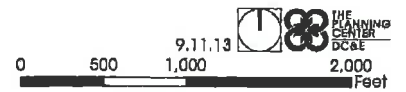
## PROPOSED GENERAL PLAN LAND USE

- Very Low Density Res. 1 DU/20 AC
- Low Density Res. 7 DU/AC
- Medium Low Density Res. 10 DU/AC
- Medium Density Res. 24 DU/AC
- High Density Res. 36 DU/AC
- Mixed Use
- Regional Commercial 0.50 FAR
- Community Commercial 0.50 FAR
- Neighborhood Commercial
- Light Industrial 0.50 FAR
- Heavy Industrial 0.75 FAR
- Institutional
- Public
- Coastal and Recreation Serving
- Open Space- Publicly Owned
- Open Space- Privately Owned

## Overlays

- Mixed Use Overlay (1.0 F.A.R.)
- Professional Business Overlay (0.75 F.A.R.)
- Medical Office Overlay (0.75 F.A.R.)

- Proposed Land Use Changes
- Proposed Land Use Changes not supported by Planning Commission
- Area of Proposed Land Use Changes not supported by Planning Commission



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**PUBLIC HEARING DRAFT  
CENTENNIAL GENERAL PLAN**  
 PROPOSED LAND USE CHANGES  
 September 18, 2013

**PROPOSED GENERAL PLAN LAND USE**

- Very Low Density Res. 1 DU/20 AC
- Low Density Res. 7 DU/AC
- Medium Low Density Res. 10 DU/AC
- Medium Density Res. 24 DU/AC
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- ▣ Area of Proposed Land Use Changes not supported by Planning Commission



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# PUBLIC HEARING DRAFT CENTENNIAL GENERAL PLAN

PROPOSED LAND USE CHANGES  
September 18, 2013

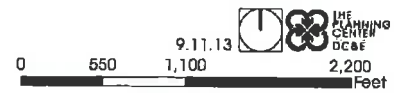
## PROPOSED GENERAL PLAN LAND USE

- Very Low Density Res. 1 DU/20 AC
- Low Density Res. 7 DU/AC
- Medium Low Density Res. 10 DU/AC
- Medium Density Res. 24 DU/AC
- High Density Res. 36 DU/AC
- Mixed Use
- Regional Commercial 0.50 FAR
- Community Commercial 0.50 FAR
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- Light Industrial 0.50 FAR
- Heavy Industrial 0.75 FAR
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- Public
- Coastal and Recreation Serving
- Open Space- Publicly Owned
- Open Space- Privately Owned

## Overlays

- Mixed Use Overlay (1.0 F.A.R.)
- Professional Business Overlay (0.75 F.A.R.)
- Medical Office Overlay (0.75 F.A.R.)

- Proposed Land Use Changes
- Proposed Land Use Changes not supported by Planning Commission
- Area of Proposed Land Use Changes not supported by Planning Commission



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## LIST OF PLANNING COMMISSION RECOMMENDED LAND USE CHANGES

### ● Land Use Changes:

1. Creates new Medical Office Overlay south of Interstate 5 that increases the maximum floor area ratio (FAR) for areas designated Community Commercial from 0.50 to 1.00 north of Camino Mira Costa and 0.75 to the south to accommodate medical office expansion with supporting retail. Underlying Community Commercial land use designation remains in place to allow current uses and standards to continue.
2. Changes land use designation from Commercial (Coastal and Recreation Serving), which allows hotel and ancillary facilities, to High Density Residential to help meet state-mandated housing element requirements.
3. Renaming of Open Space land use designations. Zoning districts and allowable uses will not change.
4. Changed designation from Public to Open Space-Publicly Owned to better reflect current or intended use.
5. Renaming of Commercial land use designation, from Community Commercial 2 (CC2) to Community Commercial. No change to allowable use or density standards.
6. Changed designation from Civic (CVC) to Residential Medium Density with Affordable Housing Overlay.
7. No land use change. Technical cleanup of parcel data.
8. Changed from Regional Commercial to Community Commercial to reflect the existing land use.
9. Added Professional Business Overlay on top of Community Commercial land use designation in the area adjacent to I-5. Addition would allow a shift of primary uses from retail to office, allow for an institutional campus anchor, concentrate retail uses along Pico, and increase the maximum FAR to 0.75 and would require a specific plan or similar master planning tool. Current allowable uses and development standards apply for underlying land use designation.



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New Land Use Element also requires future development in this area to include potential for a future rail transit station and to ensure consistency with the affordable housing overlay identified in the Housing Element.

10. Creates a Mixed Use Overlay for a portion of the site on Calle Lago and the adjacent site to allow for a horizontal or vertical mix of commercial and residential uses while allowing industrial uses per the underlying Light Industrial land use designation.
11. Changed from Industrial 2 to Open Space-Publicly Owned to reflect existing and intended use.
12. Changed from Industrial 3 to Open Space-Publicly Owned to reflect existing and intended use.
13. Renaming of Mixed Use land use designations. Allowable uses and standards are not intended to change.
14. Renaming of Mixed Use land use designations. Allowable uses and standards are not intended to change. General Plan will provide greater flexibility for uses not located along El Camino Real or Avenida del Mar. GPAC has recommended limiting the number of stories along El Camino Real and Avenida del Mar to 2 stories. Planning Commission recommends leaving current General Plan policies about the number of stories in place.
15. Renaming of Mixed Use land use designations. Allowable uses and standards are not intended to change.
16. Renaming of Mixed Use land use designations. Allowable uses and standards are not intended to change.
17. Changed from Mixed Use to Open Space-Publicly Owned to reflect existing and intended use.
18. Changed from Mixed Use to Public land use designation to reflect existing and intended use.
19. Added Affordable Housing Overlay on top of current Institutional land use designation.
20. Changed from Mixed Use to Residential Medium Density to reflect existing land uses.

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21. Changed from Residential Medium Density to Mixed Use designation at El Portal to allow horizontal or vertical mix of commercial and residential uses.
22. Provides Mixed Use designation (changed from Neighborhood Commercial) on the west side of El Camino Real to encourage the horizontal and vertical mix of residential, retail, and office uses, and maximize views of the Pacific Ocean while preserving public views from Interstate 5. Also increased FAR for Neighborhood Commercial uses north of Avenida Cadiz from 0.35 to 0.75 and south of Avenida Cadiz from 0.35 to 0.50 (including the two blocks on the west side between Avenida Cadiz and Esplanade).
23. Changed from Neighborhood Commercial to Residential Medium Density to reflect existing land uses.
24. Changed from Open Space-Privately Owned to Open Space-Publicly Owned for accuracy.
25. Changed from Residential High Density to Public to reflect existing land use.
26. Changed from Residential Low Density to Community Commercial with Professional Business Overlay to reflect current land use and to further the intent of the Overlay as described in #9 above.
27. Changed from Residential Low Density to Open Space-Privately Owned to reflect existing land use.
28. Changed from Residential Low Density to Residential Medium Density to reflect existing land use.
29. Changed from Residential Medium Density to Neighborhood Commercial to reflect existing land use.
30. Changed from Right-of-Way (ROW) to Mixed Use 3.1 to reflect intended land use.
31. Increased FAR from 0.35 to 0.50 for Neighborhood Commercial land use designation along North El Camino Real.
32. Changed from Neighborhood Commercial with Affordable Housing Overlay to Mixed Use.

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33. Changed from Mixed Use to Residential Medium Density designation to reflect existing use.
34. Changed from Residential Low Medium Density to Residential Medium Density with Affordable Housing Overlay.

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**● Additional proposed Land Use Changes that were not supported by Planning Commission:**

1. Previous consultant and GPAC recommendation to increase the maximum floor area ratio (FAR) for a portion of Rancho San Clemente Business Park to 0.75 (from 0.50).
2. Consultant and GPAC recommendation to change portion of Coronado Land from Mixed Use to High Density Residential.
3. Property owner request to consider Mixed Use Designation at 910 and 918 S. El Camino Real instead of Neighborhood Commercial.

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**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 and 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 decision-making 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 Preservation.** Preserve and restore historic resources to showcase the city's authentic, local identity and catalyze economic activity.

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the Spanish Village by the Sea

## Memorandum

Date July 8, 2013  
To Jeff Hook  
From Brian Judd  
Subject Draft General Plan Evaluation

This memo summarizes how the Draft Centennial General Plan, as endorsed by the Planning Commission, responds to the project objectives originally identified at the outset of the general plan process and in the Key Issues memo that was distributed to the General Plan Advisory Committee (GPAC) and City Council in September 2010.

### Project Objectives:

- *To provide a new General Plan that establishes the goals and policies to create a built environment that fosters the enjoyment, financial stability, and well-being of the entire community.*

This objective is essentially an overarching purpose of the General Plan and is addressed throughout the entire document. The Centennial General Plan is designed to meet much different community needs than the 1993 General Plan. It emphasizes the need to preserve and enhance quality of life, while allowing for environmentally sound development and reinvestment through infill, remodeling and limited intensification.

- *To craft a General Plan that is a living, web-based document, designed to adjust continuously to new opportunities and challenges.*

The web-based document is well underway and will allow for continuous improvement. Furthermore, implementation of the General Plan will be achieved in a more methodical, verifiable way. Implementation will use the short-term Strategic Implementation Plan (SIP). That plan will be evaluated on an annual basis to provide flexibility to respond to changing economic and fiscal conditions. The General Plan will also be integrated with the City's award-winning Long Term Financial Plan (LTFP).



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- *To integrate environmental analysis in the early planning phases, creating a self-mitigating General Plan, to the extent feasible.*

The preliminary evaluation of environmental constraints was incorporated into the land use and design process during the development of land use alternatives for the Focus Areas. Furthermore, as directed by AB 32, we evaluated GHG reducing strategies through the Bicycle and Pedestrian Master Plan (BPMP) and Climate Action Plan (CAP) planning processes prior to and in conjunction with various General Plan elements. Environmentally, the Draft Centennial General Plan seeks to avoid or to reduce potential impacts through its policies and implementation measures that are designed to prevent or mitigate impacts before they occur. For example, multi-modal transportation policies seek to reduce potential traffic impacts of new development by promoting cycling, walking and public transit for short, in-town trips.

- *To create a plan that promotes sustainable economic vitality and fiscal responsibility.*

The Plan does this by allowing limited floor area ratio (FAR) increases in the El Camino Real, Avenida Pico and Calle Estrella corridors, setting new policies to encourage businesses with more flexible zoning and development standards and by emphasizing the interrelations of multi-modal transportation, historic preservation, and our beach culture with economic vitality. Furthermore, with an overarching emphasis on enhancing San Clemente's quality of life, the General Plan promotes a "complete community"—one that provides housing, jobs, education, shopping and services, culture, and recreation for people at all ages and socioeconomic levels. Moreover, it provides opportunities for those residents and businesses willing to improve themselves and create wealth, and invest in the community.

- *To identify and plan new opportunities for infill growth in key focus areas of the City. Opportunities must reflect the City's vision and be consistent with the Guiding Principles (below) established early on during the planning process:*
  - **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.*

The primary goal of the Urban Design Element is "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." The goals and policies of the Urban Design Element, combined with the Focus Area policies of the Land Use Element provide a strong policy foundation in support of this goal. Furthermore, implementation measures would direct the City to improve its design review

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standards and process to make it more predictable, better reflect the community's values and produce better quality design. With new policies, the City intends to give incentives for Downtown property owners to improve, not demolish, their one- and two-story buildings.

- **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.*

Extensive attention has been paid to this principle throughout the General Plan, including the Arts and Culture Section of the Public Services, Facilities and Utilities (PSFU) Element; the Historic Preservation Element; and the various Focus Area sections of the Land Use Element. For example, the Plan includes policies for art in public places, promotion of local art and heritage, and closure of streets for public events.

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

Like the 1993 General Plan, the Centennial General Plan provides extensive policy direction for a wide range of safety issues, as required by state law. In addition, the new Plan includes new policies about sea level rise; Police Department review of new uses that may be associated with high levels of noise, nighttime activities or crime; and safe bicycle and pedestrian environments.

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

The new General Plan contains numerous goals and policies aimed at protecting and enhancing the beach and ocean environments. Specifically, the Plan calls for the protection, enhancement and restoration of sand, beach facilities improvement and maintenance, improvement of the two Focus Areas located along the coast (Pier Bowl and North Beach), and the enhancement of the South El Camino Real Corridor, which is intended to capitalize on its existing beach and surf culture.

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

New sections about Education and Technology were added to the General Plan in the PSFU Element and Economic Development Element, respectively. In addition, a Professional Office Overlay was added to the Los Molinos Focus Area to allow for institutional uses that could include an educational campus. Furthermore, one implementation measure would direct the City to meet with higher education administrators, trade school organizations and local businesses to better understand the opportunities to

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attract an educational or occupational training anchor in the Pico Plaza area of Los Molinos. Another measure would direct the City to promote the idea of attracting a higher educational facility or other educational/vocational training institution in the Los Molinos Focus Area.

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

Extensive attention has been given to this objective as seen by the commitment of City Council to develop a Bicycle and Pedestrian Master Plan (BPMP) and its integration with the Mobility and Complete Streets Element. Chapter 2 (Policy Framework) and Chapter 3 (Candidate Projects) were incorporated directly into the new General Plan. The General Plan and BPMP intend to link inland San Clemente (Talega) with the beach along a separated bike and pedestrian way. In addition to the Mobility and Complete Streets Element, the Focus Area sections of the Land Use Element and the Urban Design Element contain numerous policies regarding bicycle parking and other end-of-trip support facilities for bicyclists, pedestrians and public transit users. Trails are also addressed in the Open Space and Trails section of the Beaches, Parks and Recreation Element.

- **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.*

The new General Plan contains a number of goals and policies related to the protection and enhancement of biological, scenic, aesthetic, coastal, and open space resources. More specifically, designated public view corridors have been updated; storm water and urban runoff policies have been updated to reflect best management practices, including the improvement of on-site water detention to prevent or detain storm runoff; and land use strategies to improve the City's jobs to housing balance combined with policies that seek to improve bicycle, pedestrian and transit ridership are intended to reduce vehicle trips and emissions, which in turn leads to better air quality for San Clemente and the region.

- **Fiscal Sustainability.** *Practice economically and fiscally responsible municipal decision making to avoid shifting today's costs to future generations.*

The Governance Element, particularly the Municipal Finance section, and the Economic Development Element further this principle. In addition, the new General Plan provides an explicit link to the LTFP. With adoption of the new Plan, the City intends to adopt an Economic Development Strategy to guide allocation of public resources and to implement the long-term goals

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of the General Plan and to emphasize mid- and long-term development of the local economy, rather than focusing on individual projects.

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

This was the underlying principle of the entirety of the Economic Development Element and was instrumental in the development of land use alternatives for most of the Focus Areas. In addition to the Economic Development Strategy above, it seeks to improve employment centers in Rancho San Clemente, Los Molinos and Camino de Los Mares; establish and maintain a favorable balance between tourism's costs and benefits and manage tourism to create a net positive impact on the community's quality of life; and strengthen the identity and function of the 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.

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

The new General Plan supports continued preservation and protection of our historic resources. It does this by calling for new historic preservation guidelines, considering establishment of a North Beach Historic District, and restoring and adaptively reusing the historic Miramar Theater and Bowling Alley. Please refer to the entirety of the Historical Preservation Element, particularly the Heritage Promotion and Historic Preservation for Economic Development sections. Also refer to the Architecture and Landscaping section of the Urban Design Element.

- *To support mixed use development where it is compatible with surrounding uses.*

The Land Use Plan includes all of the areas previously identified for mixed use development in the currently adopted General Plan and adds mixed use areas in the South El Camino Real (W. of I-5) and North El Camino Real areas. The purposes of this are to expand the number and type of dwellings near jobs and services, to increase the supply of affordable housing, and to increase economic vitality near Downtown.

- *To reconcile General Plan buildout projections with regional and subregional estimates for growth.*

The Land Use Plan ensures that the General Plan provides enough capacity to accommodate SCAG projections for housing and employment in San Clemente. With respect to employment, the General Plan provides flexibility as to where

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*San Clemente's Vision for the Future*

projected employment growth could be accommodated—primarily in the Rancho San Clemente Business Park, Los Molinos and Camino de Los Mares Focus Areas.

- *To incorporate housing sites identified in the adopted Housing Element with the Land Use Element.*

Eight specific areas are included for possible land use changes and eventual rezoning to promote housing construction. These are reflected in the Land Use Plan.

- *To ensure consistency with AB 32, SB 375 and other recent mandates.*

This was done in the preparation of a Climate Action Plan and Bicycle and Pedestrian Master Plan. All recent mandates have been reviewed and incorporated into the General Plan and accompanying implementation documents (e.g., the Bicycle and Pedestrian Master Plan and Climate Action Plan).

- *To incorporate new goals, policies, and programs that balance multiple modes of transportation and meet the requirements of the Complete Streets Act.*

Combined with the Bicycle and Pedestrian Master Plan, the entirety of the Mobility and Complete Streets Element meets this objective through comprehensive goals, policies and implementation measures.

- *To ensure that roadway design, transit systems, and non-motorized transportation systems respond to the full range of transportation needs of the places that they are serving or attempting to connect.*

While much attention is paid to the mobility of people, bicyclists, drivers and transit riders in the General Plan, the new Plan also requires that facilities that support these users must be designed to protect or enhance the character and function of the places that they serve. Roadway systems, for example, must be designed to be compatible with nearby neighborhood serving uses. Landscape and streetscape improvements are called for along many corridors and bike routes. Designated gateways have been established and updated to signify arrival to San Clemente's special places and districts. In addition, the City will be adopting a design manual based on the Model Design Manual for Living Streets.

**Key Issues Identified by GPAC:**

1. *2005 Downtown Vision Plan – The Land Use Plan should reflect the degree to which the Downtown Vision Plan is considered relevant. Several elements, such as land use, urban design, and economic development, will contain policies and implementation for relevant portions of the Downtown Vision Plan.*

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the San Clemente Vision 2040

Many of the most important components of the Downtown Vision Plan were incorporated into the new Land Use Plan. Recommendations were carried forward (in General Plan goal, policy and implementation form) that address historical preservation, compatibility with surrounding residential neighborhoods, creating a "champion" for Downtown, protecting view corridors, enhancing the bicycle and pedestrian environment, improving signage and wayfinding, parking strategies, improvement of alleyways, enhancing gateways, consideration of a transit circulator, etc. Notable exceptions included the design concepts for the "catalytic projects" in North Beach and South El Camino Real which related to development projects that were ultimately not approved.

2. *Higher Education – General Plan policies and implementation will identify the degree to which and how San Clemente should encourage and seek out opportunities for higher education to locate in the city. However, the Land Use Plan will need to consider which areas would be appropriate for higher education facilities.*

The Pico Plaza area of the Los Molinos Focus Area encourages an institutionally anchored office area with the addition of the Professional Business Overlay. Please refer to the discussion above about how the General Plan furthers the principle of Education.

3. *Rancho Mission Viejo/TRW Land – The Land Use Plan could include any areas of Rancho Mission Viejo Preserve/TRW land if there is a strong community desire to eventually include such areas in the City's Sphere of Influence and/or annex them. If a strong community desire is not evident prior to finalization of the Land Use Plan then these areas would not be included. However, if the community decides in the future to pursue annexation of these areas, the City would amend the General Plan and as part of the process to amend the Sphere of Influence area. It should be noted that the City would not have land use authority, despite the area being shown in the Sphere of Influence until such time that the area is annexed to the City. Even with annexation, the City's land use authority would be limited due to a binding development agreement between Rancho Mission Viejo and the County of Orange.*

Growth Management Element policies and implementation measures move the City forward to consider expanding its sphere of influence and seek to protect the City's interests as the Ranch Plan moves forward with development.

4. *Toll Road/No Toll Road – The traffic analysis for the EIR will assess both scenarios. The analysis also considers the potential traffic effects the Toll Road could have on surface streets, such as Avenida Pico or Avenida Vista Hermosa. In the past, the Community has opposed a connection between the Toll Road and Avenida Pico.*
5. *Coastal Element – According to Coastal Commission staff, the General Plan's coastal element will have to include impacts of sea-level rise, low-cost*



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*accommodations, and hotel conversions to timeshare. These issues will be addressed during the preparation of the General Plan elements.*

While the Coastal Element addresses sea level rise, it does not currently address the issues of low-cost accommodations or hotel conversions to timeshares. Through ongoing discussions with Coastal Commission staff, we will address these issues as part of the Local Coastal Plan and in the upcoming General Plan Housing Element Update.

6. *Architectural Overlay – Should it be expanded? How should Spanish Colonial Revival (SCR) architecture be applied next to historic structures? The Urban Design Element addresses these and related questions.*

This issue was specifically addressed with the GPAC and Planning Commission and is reflected accordingly in the draft General Plan. Spanish Colonial Revival architecture would be required in the Del Mar/T-Zone, North Beach, and Pier Bowl areas. Spanish architecture would be required along North El Camino Real between North Beach and the T-Zone and along South El Camino Real between the T-Zone and Avenida Valencia.

7. *I-5 Rail Tunnel – There appeared to be general support among the GPAC and Planning Commission to include a policy in the Circulation Element indicating City's support for relocating tracks from the beach if pursued by OCTA in future. Development of the Land Use Plan should not preclude establishing a rail station at Pico in the future.*

The new Plan includes a policy which supports relocating the tracks and a policy that encourages that future development in the Pico Plaza area reserve a portion of the site for a future rail station.

8. *Neighborhood Electric Vehicles (NEVs) –Where and when should they be required, allowed or incentivized? Should they be used to offset parking requirements? The Circulation Element could include policies and implementation measures relative to NEVs.*

The General Plan supports their use but does not specifically address where and when they should be required, allowed or incentivized. It does, however, indicate that routes and parking areas should be identified following adoption of the Plan.

9. *City Gateways – How should I-5 ramps and other entry points be treated? The focus area workshops have already begun to address land use and urban design considerations for gateways. The land use, urban design, and circulation elements will include policies and implementation measures for gateways.*

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We expanded the number and importance of Gateways, with new standards for their design and maintenance. Please refer to the Gateways section of the Urban Design Element and Focus Areas sections of the Land Use Element.

10. *Camp Pendleton (compliance with SB 1468) – This legislation requires that the General Plan consider impacts of growth and development on military readiness and mission compatibility. The consultant team has already met with Camp Pendleton and will continue to involve the military during the preparation and review of the General Plan. The legislation contains specific requirements that the Land Use Circulation, and Conservation Elements will address.*

The General Plan includes several policies regarding coordination and collaboration with the base. Please refer to Growth Management policies GM-1.06 and GM-1.07 and Implementation Measure 2. The Safety Element also identifies policies for coordination with the base on noise and vibration (Policy S-4.07) and emergency preparedness and response (S-5.02).

11. *Affordable Housing – The Land Use Plan will consider affordable housing sites per the City's adopted Housing Element, especially sites identified for affordable housing development: 140 La Esperanza (Presidio and freeway); Pico Plaza; 101 Calafia/Ave Presidente; Calle del Cerro/Vista Montana; and 2651 Calle Frontera.*

Refer to the Land Use Plan.

12. *Tree Preservation/Urban Forest – The Urban Design and Natural Resources Elements of the General Plan include policies and programs that address the preservation of mature trees and/or the creation of an urban forest. Ultimately, implementation will likely require the development of a tree preservation ordinance and master plan of trees or urban forest master plan.*

The General Plan now includes an entire section devoted to Urban Forest/Trees and an implementation measure directing the City to develop and adopt a Tree Ordinance. Goals and policies focus on expanding San Clemente's tree canopy, preserving mature trees, establishing priorities for tree planting and establishing partnerships to improve neighborhood street trees.

13. *Private View Preservation – While the current General Plan currently contains policies regarding the preservation of public views, it is silent on private view preservation. The City Council has directed staff to consider this issue during the General Plan process. A background report will be presented to GPAC for consideration.*

The GPAC considered the matter of public and private view preservation and ultimately recommended that the General Plan not consider private view preservation until a Tree Ordinance is adopted. The Planning Commission did not support protecting private views in the new General Plan. It supported



retaining existing public view corridors and adding Avenida Del Mar and I-5 within City Limits to the Master List of Scenic Corridors. The Commission also included language in the Natural Resources Element calling for the City to "preserve designated public view corridors to the ocean."

14. *Economic/Revitalization Policies – Many of the ideas generated during GPAC and community workshop discussions focus on improving or revitalizing commercial areas of the City. We need to discuss the role of the City in making these changes happen. Strategies could include removing regulatory barriers, incentivizing development through limited density increases, improving the public realm (landscaping, sidewalks, streetscape, etc.) to encourage development, etc.*

Some of these strategies were incorporated into various sections of the General Plan, particularly in the Focus Areas that include portions of El Camino Real (North Beach/NECR, Del Mar/T-Zone and SECR (W. and E. of I-5). Also refer to the Economic Development Element and Urban Design Element. The new Plan directs the development of an Economic Development Strategy, which guides the allocation of public resources and sets priorities among these strategies, and the appointment of someone responsible for economic development in San Clemente.

15. *Tourism – What role should it play in the economy and what programs and policies should be implemented for tourism?*

General Plan 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. Please refer to the Tourism section of the Economic Development Element. While the GPAC supported prioritizing year-round overnight tourism over seasonal, day-trip tourism for its economic benefits relative to costs, the Planning Commission recommended giving equal priority to the two types of tourism.

16. *Public Art Program – The Urban Design, Land Use and/or other Elements could provide policies requiring, supporting or encouraging public art or art in public places.*

Refer to the Arts and Culture section and Implementation Measures of the PSFU Element. Some of the Focus Area sections of the Land Use Element and Gateways section of the Urban Design Element contain policies that encourage, support and promote public art. Also, the PSFU Element includes an implementation measure to "establish an Art in Public Places Ordinance and include a funding mechanism."

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17. *Performing Arts Facilities – The General Plan elements could provide policies that support the development of new facilities or that allow for joint use of existing facilities to support the performing arts. An implementation program through the City, a private organization or nonprofit foundation would likely be necessary to make this happen.*

See Policy LU-10.02 (Miramar Theater Rehabilitation), which encourages the rehabilitation and adaptive reuse of the historic Miramar Theatre as a movie theater, performing arts center or other high quality cultural use.

18. *Dark Skies – Given that natural open space areas, the military base and ocean surround the city on three sides, there are opportunities to reduce lighting glare and protect and enhance evening sky viewing. The General Plan could include policy for the creation of a Dark Sky ordinance or other implementation programs.*

In response, the General Plan now includes an entire section devoted to the protection and enhancement of Dark Skies in San Clemente. Policies focus on lighting standards and public education. A number of implementation measures provide more specific direction for improving current City standards, seeking funding for lighting upgrades, and establishing lighting zones that recognize area's varying safety, aesthetic, and environmental contexts are also included.

19. *Multi-Modal Levels of Services – The Circulation Element currently evaluates Level of Service (LOS) based on vehicle operations within intersections and roadway links. Some transportation models claim to offer LOS for multi-modals. How should the City assure that all modes of transportation are reflected in the General Plan and the environmental analysis? The circulation element and the EIR will include level of service measures for pedestrians, bicycles, and public transit; not only automobiles.*

Policy 1.03 of the Mobility and Complete Streets Element states: "When the City determines there is a suitable tool available, we will measure and evaluate roadway performance from a multi-modal, Complete Streets perspective."

20. *Technology – This issue has been raised at both City Council and GPAC meetings and relates to the Education and Information guiding principle. The General Plan could provide policies regarding the provision of necessary infrastructure and improving the ability to communicate, both internally and externally.*

The new General Plan recognizes the importance of continuously improving and maintaining San Clemente's technology and communications infrastructure. It also provides policies aimed at improving communications with stakeholders and recognizes that technology and communications are an integral component of the City's overall economic development strategy. Please refer to the

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Technology section of the Economic Development Element and the Communications section of the Governance Element.

21. *Governance – This relates to how the City conducts its business. The General Plan can provide the policy basis for finance, decision-making, communication, implementation, and external factors. This also relates to our need to better understand how policies and programs get implemented. Policy language should be unambiguous and clearly indicate level of commitment.*

A new Governance Element was added to the General Plan and includes policies that link the General Plan with the Vision, LTFP and shorter term implementation plans and budgeting; provide the basis for municipal finance decisions; and enhance communication with the public and outside organizations and agencies.

22. *Cover Freeway – While a study to analyze the feasibility of this concept is not part of the General Plan project, we could consider policy or interim direction to pursue it.*

GPAC voted not to address this issue.

23. *Permaculture – As stated by GPAC member Gary Headrick, permaculture principles provide a way of thinking that enables people to establish highly productive environments that provide for food, energy, shelter, and other material and non-material needs. So what can General Plan policy do to encourage this philosophy? Many have expressed interest in a community garden. Perhaps the GPAC, with guidance from Gary, can help provide some ideas.*

Energy conversation policies and implementation measures are included in the Natural Resources Element. Community garden policies are included in the Health and Wellness section of the Beaches, Parks and Recreation Element.

24. *Bike & Pedestrian Master Plan (BPMP) – A parallel effort is already underway. The General Plan team is coordinating with this effort and has already combined their efforts with some of our focus area workshops. The BPMP team will be presenting at an upcoming GPAC meeting.*

A draft document has been prepared and reviewed with GPAC and Planning Commission, and its findings, draft policies and implementation actions (Chapter 2) were incorporated into the Draft Mobility and Complete Streets Element.

25. *Climate Action Plan – The City is in the process of defining a scope of work and retaining a consultant for this effort. It will be important to get this effort started right away to ensure close collaboration with the General Plan.*

A draft document has been prepared and reviewed with GPAC and Planning Commission, and its findings, draft policies and implementation actions were



incorporated into various draft elements, including Public Services, Facilities and Utilities, Land Use and Natural Resources Elements.

26. *Park Master Plan (1999) – As we develop new General Plan policy recommendations, we will need to assess the necessity to update this master plan.*

This is a key implementation measure of the Beaches, Parks and Recreation Element.

27. *Master Landscape Plan for Scenic Highways (1992) – The current plan seems to be outdated and does not address all of El Camino Real and is primarily focused on Ranchlands. The new General Plan will likely include policies that necessitate its update.*

See Implementation Measure 21 of the Urban Design Element, which directs the update of this document.

28. *Tree Preservation Ordinance.*

The new Urban Forest section and accompanying implementation measures of the Urban Design Element directs the City to adopt such an ordinance.

29. *Elimination or Consolidation of Non-General Plan Topics (e.g., Nuclear Element) – given the number of elements in the current General Plan and the possibility of creating a web-based plan, we will explore the elimination and/or consolidation of elements.*

See the Public Review Draft Table of Contents for a summary of the organization of the Plan.

30. *Elimination of Non-Required Standards (too specific) – Elimination of Public Benefit – Move to Zoning Code. Pier Bowl Specific Plan inconsistencies with GP, for example.*

The General Plan document avoids, where practical, to duplicate information that is already contained (and more appropriately so) in other plans or ordinances. Duplication of this information among documents has led to a situation that is difficult to manage and inconsistencies among the documents.

31. *Management of Short-Term or Detailed Information and Standards in the General Plan – The current General Plan contains a lot of detail that may be better suited, or already included, in ordinances, master plans or other implementing programs. We will provide a thorough review of the appropriateness of detail included in the General Plan and suggest alternative ways of integrating or linking long term visions, goals and policies with shorter term implementation efforts, programs and ordinances.*



This has been completed with the new draft General Plan. While implementation measures are currently included within the General Plan Elements, these will be moved into a Strategic Implementation Plan that will be adopted separately from the General Plan, prior to City Council adoption.

- 32. *Update Specific Plans with New General Plan – as we evaluate changes with the new General Plan, we will identify potential inconsistencies with current specific plans. The City will need to resolve these inconsistencies with updates to the specific plans following adoption of the General Plan.*

The General Plan includes several implementation measures that direct the City to update the West Pico and Rancho San Clemente (business park area) specific plans to ensure consistency with the new direction provided by the General Plan. It also directs the City to either update or eliminate the Pier Bowl Specific Plan and prepare a new specific plan or similar tool to master plan the North Beach area.

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## ATTACHMENT 5

### **Rajesh J. Kadakia, M.D., FACEP, ABIHM**

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May 30<sup>th</sup>, 2012

Mr. Jeffrey Hook  
Principal Planner  
100 Avenida Presidio  
San Clemente, CA 92672

Respected Mr. Hook,

I am writing by request of Mr. Jim Holloway and Mr. Cliff Jones of the planning department to provide our input regarding the general plan update and rezoning that is affecting our properties on 910 and 918 S. El Camino Real.

Having recently completed a full remodel on our medical office building at 910 S. El Camino Real (San Clemente Medi-Center), it had come to our attention that 910 & 918 S. El Camino Real have not been considered for the proposed mix use (MU) rezoning in the general plan, while the properties directly north and south of these parcels on El Camino Real are scheduled to also be rezoned to MU.

At the time, we had worked closely with Brenda at the City, but Mr. Cliff Jones later told us that the request had been handed over to you and that you have been swamped with a lot of work – understandably – and for us to communicate via letter.

As practicing physicians in San Clemente for over 30 years, it has always been our commitment to the city staff and to the citizens of the City of San Clemente to provide the highest and best use and quality for any project or business that we operate or build within the city. With that commitment in mind, and as developers, our team has worked intimately with the planning department staff on each of our projects with favorable results.

It is our request that our properties be included in the proposed mixed use (MU) zones being contemplated in the new general plan. While we do recognize that the floor area ratio (FAR) is rising from .35 to .50 in both parcels, there is a tremendous added value and opportunity for us as developers and owners to build with MU zoning in the future, allowing an FAR of 1.0. As El Camino Real expands and becomes denser over time, the additional housing demand near the downtown area needs to be met as the entire area is already built-out. Our goal is to build upscale, high-density housing with ground level commercial and or retail to meet the economic demand that the area will have in the future.

Not only that, but you have our commitment that we will respect the wishes of the planning department and the public in what should be built there. By rezoning the

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Darshana R. Kadakia, M.D. FCCP, ABIHM  
Owner, San Clemente Medi-Center & Taco Bell

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Neil R. Kadakia  
Vice President, Greens Global

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