



STAFF REPORT SAN CLEMENTE PLANNING COMMISSION

Date: April 22, 2015

PLANNER: Christopher Wright, Associate Planner

SUBJECT: **General Plan Amendment 15-049:** An introduction to amendments to the Centennial General Plan that address cleanups, make clarifications, and make several City Council directed land use changes.

INTRODUCTION

At this meeting, staff is introducing draft amendments to the Centennial General Plan. A separate staff report presents revised updates of commercial and mixed-use zones, being processed in conjunction with the General Plan amendments. Staff recommends the Planning Commission open the public hearing, hear staff's presentation, take public testimony, provide discussion and direction to staff, and continue the public hearing to a date certain.

BACKGROUND

On February 3, 2015, the City Council initiated General Plan Amendment (GPA) 15-049 to address cleanup items, make clarifications, and change land use designations and standards to resolve issues in seven "clarification areas." In addition, the City Council directed staff to expedite zoning updates of commercial and mixed-use zones to minimize delays to development projects. The seven clarification areas are:

1. Talega Neighborhood Commercial area at south end of Camino La Pedriza
2. Mixed Use areas in 1600 block of North El Camino Real
3. New Mixed Use Overlay in North Beach near Los Molinos area
4. Mixed Use (MU4.1) area on Coronado Lane in the Pier Bowl
5. Mixed Use (MU1) area near El Portal
6. Mixed Use area (3.1) adjacent to the Downtown Core ("T-Zone").
7. New Mixed Use area (MU3.2) on west side of South El Camino Real

Refer to Attachment 1 for meeting minutes and a summary of City Council direction for the seven locations. On March 18, 2015, the Planning Commission held a study session to discuss preliminary draft amendments. The discussion was primarily centered on staff's approach for limiting building mass to two stories in the MU3.2 area, including a new "height ceiling" measurement from El Camino Real (see Attachment 2 for the study session staff report and Attachment 3 for meeting minutes). The Commission had concerns and questions regarding definitions of "plate line" and "plate height" and methods for measuring plate height. An analysis of these issues is provided in the zoning update staff report for this meeting.

Public comments

Staff received a letter from Mr. Nick Buchanan in favor of amendments that increase two-story height limits for projects in the MU3.2 area, where Mr. Buchanan owns property and is pursuing a mixed-use project. In addition, a position paper has been received from the Architectural Guild of South Orange County that provides an analysis and position regarding changes to height limits and measurements (see Attachment 5 for public comments).

DISCUSSION

The Draft Resolution (Attachment 4) amends several sections and elements of the Centennial General Plan. Exhibit A provides a description of proposed land use changes in table format. Also, maps are provided to identify the location of the changes. Exhibit B provides the proposed amendments in “track changes” format. The attached Resolution continues to be a “preliminary draft” because additional work is needed to: A) modify or add maps, B) finish writing amendments, and C) to complete an environmental assessment. At this time, the proposed General Plan Amendment includes the following sections and elements:

- Table of Contents
- Land Use Element
- Urban Design Element
- Historic Preservation Element
- Safety
- Pubic Services, Facilities, and Utilities Element

With the exception of the Land Use and Urban Design Elements, the proposed amendments involve minor cleanup items and clarifications. With this in mind, the focus of this report is on substantive amendments to the Land Use and Urban Design Elements. Also, within Exhibit B, staff identifies policy and map amendments that are being drafted and will be proposed at the next meeting.

Land Use Element***Amendments to Land Use Maps***

A majority of the proposed land use changes (21 of 30 types of changes) are to cleanup errors, clarify policy intent, and reverse unintended changes made in the 2014 General Plan Update. The other nine types of land use changes are proposed in response to Council direction at its February 3rd meeting. The Council directed changes are identified in the right table column “Type of Change.” At the next hearing, staff will present updated land use maps that incorporate land use changes and fix errors. Also, maps are being reformatted to identify land use designations and boundaries more clearly.

Amendments to MU3.1 area (adjacent to Downtown)

Exhibit B adds and rewords text in Land Use Table LU-1 to clarify that stand-alone residential uses are allowed outside the Downtown and Pedestrian Overlay, as the Council directed. At the study session, staff also proposed a change in how density or Floor Area Ratio standards are applied. The change would limit density based on lot size rather than whether a project is commercial or mixed use. After further consideration, staff supports existing standards.

Amendments to MU3.2 area

- Prohibits stand-alone residential uses. Two changes are proposed. First, Policy LU-3.05, "Stand Alone Residential Uses", is amended to exclude the MU3.2 area. Second, Policy LU-13.03, "Corridor Residential Development", is removed.
- Limits projects to two stories where buildings face South El Camino Real. Currently, three stories are allowed.
- Removes a story number limit for building elements that do not face El Camino Real. This would allow a third story and/or basement to be built into the slope that extends downward from S. El Camino Real to the alley along the rear property line. And, this provides flexibility for split-level floors and other design elements that maximize floor area on a sloped property.
- Applies new "height ceiling" limits to the maximum plate line height and top-of-roof height, measured from the midpoint of the front lot line (S. El Camino Real). This would ensure projects are limited to two stories along El Camino Real.
- Increases two-story height limits to accommodate current construction methods and market trends for commercial space. The two-story plate line height limit would increase four feet from 27 feet to 30 feet. And, the top-of-roof height limit would increase two feet from 33 feet to 35 feet. Staff conducted research on appropriate two-story height limits for building codes and typical market demands and concluded a height increase has merit. The height limits are more restrictive than recommended for current building practices. Overall, with a reduction from three stories to two, the proposed amendments make height standards more restrictive along S. El Camino Real.

Mixed Use Overlay amendments

- Aligns land use designations with lot lines.
- Clarifies standards for the Mixed Use Overlay by adding them to the land use table (LU-1).
- Eliminates the Light Industrial designation (Li-1) and renames designation (Li-2) as Light Industrial (LI). With the Council directed changes, there would no longer be Light Industrial (Li-1) designated areas with a 0.35 FAR so the designation is unnecessary.
- Increases the maximum Floor Area Ratio (FAR) of the underlying Light Industrial designation from .35 to .50 (consistent with existing uses) and increases the maximum FAR of the Mixed Use Overlay from 1.0 to 2.0. There is precedent for a 2.0 maximum FAR. Prior to the 2014 General Plan Update, about half of the

Overlay area was Mixed Use 3 (now named as MU3.1) with a 2.0 maximum mixed use FAR.

Other Land Use Element Changes

- Removes mention of the Zoning Ordinance from Policy LU-3.04, "Upper Floors." The policy addresses set backs for second and third floors to minimize building height and bulk. The policy also mentions the Design Guidelines and Specific Plans as tools for implementing the policy. Staff believes the Design Guidelines are the most practical and flexible means of limiting building mass and encouraging building articulation. If the Zoning Code is amended to implement this policy, it could have unintended consequences to have rigid and specific limits that generally apply to projects, providing less flexibility during the review process.
- Amends Policy LU-1.05, "Multi-Family Residential Projects", to remove mention of a specific landscaping standard that should be studied further and addressed in the Zoning Code rather than in the General Plan. The policy requires 50 percent of a street side yard to be landscaped.
- Adds missing Public land use designation to land use table LU-1.
- Updates standards for the Medical Office Overlay to reflect policy intent. The land use table shows the maximum allowed FAR is .75. In the 2014 General Plan update, the Overlay was to have a 1.0 maximum FAR North of Camino Mira Costa. The proposed amendments fix this inconsistency.
- Restores the Community Commercial (CC3) land use designation.

Urban Design Element

In the 2014 General Plan Update, the Architectural Design Overlay was to be extended along El Camino Real from Downtown to North Beach and from Downtown to the El Camino Real/Interstate-5 Interchange. This is not reflected in Policy UD-5.07 that describes an extension along North El Camino Real from Avenida Palizada to El Portal. Exhibit B updates policy to reflect the intended Overlay boundaries.

ENVIRONMENTAL REVIEW/COMPLIANCE (CEQA):

The Planning Division is conducting an environmental assessment per the California Environmental Quality Act. Prior to the next public hearing, the assessment and any necessary environmental documents will be completed and made available to the public.

CALIFORNIA COASTAL COMMISSION REVIEW

The proposed land use changes are being discussed with the Coastal Commission and are being considered in the ongoing process to adopt a Local Coastal Program.

RECOMMENDATION

STAFF RECOMMENDS THAT the Planning Commission continue this matter to a date certain with the public hearing held open, due to additional staff work required for completing amendments and environmental processing.

Attachments:

1. February 3, 2015, City Council meeting minutes and policy direction
2. Planning Commission study session memorandum March 18, 2015
3. Planning Commission study session minutes March 18, 2015
4. Draft Resolution
Exhibit A: Map of General Plan land use changes
Exhibit B: Draft General Plan amendments
5. Public comments

7. **PUBLIC HEARINGS**

A. **General Plan Clarifications and Amendment Initiation**

Public Hearing to consider General Plan Clarifications and Amendment Initiation.

City Planner Pechous and Associate Planner Wright narrated a PowerPoint presentation entitled "General Plan Clarifications and Amendment Initiation" and responded to Council inquiries. A hard copy of the PowerPoint is on file in the City Clerk Department.

MEETING RECESSED

Council recessed at 7:43 p.m., and reconvened at 7:55 p.m., with all members present.

Mayor Hamm opened the Public Hearing.

Alba McKinley, San Clemente, read a letter from John McKinley concerning his property in the Pier Bowl area; opined the MU4 zoning should remain for Coronado Lane; noted that a hotel exists on the property and indicated concern that rezoning the property to high-density residential would render the property non-conforming. A copy of the letter, dated February 2, 2015, is on file in the City Clerk Department.

Nick Buchanan, San Clemente, stated that he purchased an abandoned gas station on South El Camino Real; opined that changing the allowable building height from 45' to 30' would preclude the ability to construct a quality building and urged that the rules not be changed.

Larry Culbertson, San Clemente, suggested that Mixed Use in the T zone will worsen the parking situation and will hinder the goal of enhancing the pedestrian nature of the downtown.

Michael Luna, San Clemente, noted that zoning in the southern portion of El Camino Real currently allows a building height of 33', but staff is proposing a 30' height limitation; opined that a 30' height is insufficient to allow a two-story structure with quality architecture; recommended that Council uphold the recommendations of the General Plan Advisory Committee.

Bob Conrad, San Clemente, spoke in support of Mr. Buchanan's proposal for the property at the corner of Esplanade and El Camino Real; urged Council to retain the current height limit due to his belief that it will serve as a catalyst for future area improvements.

Mark McGuire, San Clemente, opined that the FAR for the North Beach self storage site was intended to be .5, noting that a .35 FAR would be below the property's current FAR; opined that the mid-block area on El Camino Real was never proposed to be reduced from a maximum 2.0 FAR to 1.0 FAR; stated that the FAR for the mixed use overlay was not incorporated in the Land Use Map and asserted that Brian Judd, of The Planning Center, indicated that the density/intensity standards for the mixed use overlay would be consistent with the MU3.1 designation.

Shawn Danesh, San Clemente, owner of 1430 South El Camino Real, spoke on the design and financing challenges that would be encountered if Council were to lower the height limit to 30'.



There being no others wishing to speak, Mayor Hamm closed the Public Hearing.

Council initiated a General Plan amendment to clean up errors and ambiguities and clarify land uses for the below areas:



Location	Motion
<p style="text-align: center;">1 Talega Neighborhood Commercial</p>	<p>MOTION BY COUNCILMEMBER DONCHAK, SECOND BY COUNCILMEMBER BROWN, CARRIED 5-0, to initiate a General Plan Amendment that would modify the Neighborhood Commercial land use to private open space.</p>
<p style="text-align: center;">2 MU for 1600 Block of North El Camino Real</p>	<p>MOTION BY COUNCILMEMBER BROWN, SECOND BY COUNCILMEMBER DONCHAK, CARRIED 5-0, to initiate a General Plan Amendment that would modify the area shown as MU2 to MU 3.1 to restore this land use designation over the north end of the block between the streets Calle Lago and Los Molinos.</p>
<p style="text-align: center;">3 MU Overlay in North Beach near Los Molinos</p>	<p>MOTION BY COUNCILMEMBER BROWN, SECOND BY COUNCILMEMBER DONCHAK, CARRIED 5-0, to initiate a General Plan Amendment that would:</p> <ul style="list-style-type: none"> A. Amend or clarify that the industrial land use has a FAR of .5. B. Amend the maximum FAR for the MU Overlay to 2.0. <p style="text-align: right;"><i>Motion continued on following page</i></p>

<p>4 MU on Coronado Lane in the Pier Bowl</p>	<p>MOTION BY COUNCILMEMBER BROWN, SECOND BY COUNCILMEMBER WARD, CARRIED 5-0, to initiate a General Plan Amendment that would modify the Mixed Use land use on Coronado Lane to High Density Residential.</p>
<p>5 MU near El Portal</p>	<p>MOTION BY MAYOR HAMM, SECOND BY MAYOR PRO TEM BAKER, CARRIED 5-0, to initiate a General Plan Amendment that would modify the MU3.1 land use on the east side of El Camino Real to NC2.</p> <p>MOTION BY MAYOR HAMM, SECOND BY MAYOR PRO TEM BAKER, CARRIED 5-0, to initiate a General Plan Amendment that would modify the MU3.1 land use to Medium Density Residential.</p>
<p>6 MU areas in the Downtown</p>	<p>MOTION BY MAYOR PRO TEM BAKER, SECOND BY COUNCILMEMBER DONCHAK, CARRIED 5-0, to initiate a General Plan Amendment that would modify the MU3 to clarify the intent to allow standalone residential.</p> <p>MOTION BY MAYOR HAMM, SECOND BY COUNCILMEMBER WARD, CARRIED 5-0, to initiate a General Plan Amendment that would modify the height standard for the MU3 land use to reflect building height and scale policies in the downtown.</p>
<p>7 New MU on South El Camino Real</p>	<p>Councilmember Brown announced that he would recuse himself from deliberations on Location 7 because he owns property within 500' of the area in question; left the Chambers at 9:02 p.m.</p> <p>MOTION BY MAYOR HAMM, SECOND BY COUNCILMEMBER WARD, CARRIED 3-1-1 (COUNCILMEMBER DONCHAK VOTING NOE and COUNCILMEMBER BROWN ABSTAINING) to NOT initiate a General Plan Amendment that would modify the MU land use standard to allow standalone residential uses.</p> <p>MOTION BY COUNCILMEMBER DONCHAK, SECOND BY MAYOR HAMM, CARRIED 4-0-1 (COUNCILMEMBER BROWN ABSTAINING), to initiate a General Plan Amendment that would modify the MU land use standard for the west side of El Camino Real to specify height limit to two stories along El Camino Real and three along the alley.</p> <p>Councilmember Brown returned to the dais at 9:22 p.m.</p>

Land Use Issues Clarified by the City Council on February 3, 2015

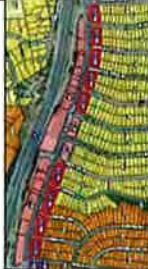
Location(s)	1993 General Plan Land Use	2014 General Plan Land Use	Issues clarified by Council on 2/3/2015	2/3/15 Council direction for General Plan amendments
<p>1 Talega Neighborhood Commercial area at south end of Camino La Pedriza</p> 	<p>Neighborhood Commercial with .35 maximum Floor Area Ratio (FAR).</p>	<p>For a portion of the area (NC-1.2 area on Figure LU-2E), the limit on number of allowed stories was reduced from three to two. All other standards and uses were kept.</p>	<p>There was Council interest in changing the land use to Private Open Space. The site has Gnatcatcher habitat, a protected species, and a toll road extension is no longer expected which is needed for the site to be a viable commercial zoned property. Therefore, commercial development is unlikely.</p>	<p>Amend the Neighborhood Commercial to private open space</p>
<p>2 Mixed Use areas in 1600 block of North El Camino Real on east side of street</p> 	<p>The north end of the block was Mixed Use 3 (MU3) with maximum Floor Area Ratio (FAR): 1.0 without residential/2.0 with residential. The south end was Mixed Use 2 (MU2) with maximum FAR: .5 FAR without residential/1.5 with residential. Similar land uses on the west side of El Camino Real.</p>	<p>MU3 designation renamed as MU3.1. The entire block is now shown as MU2 on Figure LU-3A. This means the MU3 area was changed to MU2, which has a lower FAR. The west side of El Camino Real did not change.</p>	<p>This may have been an unintended change.</p>	<p>Amend the area shown as MU2 to MU3.1 to restore this land use designation over the north end of the block</p>

Land Use Issues Clarified by the City Council on February 3, 2015

Location(s)	1993 General Plan Land Use	2014 General Plan Land Use	Issues clarified by Council on 2/3/2015	2/3/15 Council direction for General Plan amendments
<p>3 New Mixed Use overlay (MU) in North Beach near Los Molinos area</p> 	<p>Light Industrial (.35 FAR) on Calle Lago properties and Mixed Use 3 (MU3) on property behind El Camino Real. The MU3 designation has a 2.0 maximum FAR standards for mixed use. Most of the area had a Pedestrian overlay and Architectural overlay.</p>	<p>MU3 area changed to Light Industrial. Mixed Use overlay added to Light Industrial underlying designation. The Mixed Use overlay is to allow a horizontal or vertical mix of commercial and residential uses. Pedestrian and Architectural overlays were expanded to properties along Calle Lago. The maximum FAR for Light Industrial uses (no residential) may have been increased to .5 to reflect existing development but this is unclear.</p>	<p>The overlay was added to provide an option for mixed use while allowing existing industrial uses and development to remain "conforming." There are two issues: A) It is unclear if the maximum FAR increased to .5 on the underlying Light Industrial uses that front Calle Lago. In the 1993 General Plan, the maximum FAR is .35. During the General Plan update process, a property owner requested for the maximum FAR to be .5 so existing industrial uses and development are "conforming." This FAR is in character with adjacent properties in the Los Molinos area with a .5 maximum FAR for industrial uses. B) The Mixed Use overlay and standards are not identified in the land use table. The land use map identifies a 1.0 maximum FAR for the Mixed Use overlay. In the 1993 General Plan, a portion of the area had a 2.0 maximum FAR. This applied to property in the overlay that does not front Calle Lago and El Camino Real</p>	<p>A) Amend the industrial land use to a FAR of .5; B) Amend the maximum FAR for the Mixed Use Overlay to 2.0</p>
<p>4 Properties shown as Mixed Use (MU4.1) on Coronado Lane in the Pier Bowl (see Attachment 6)</p> 	<p>Mixed Use 4.1 (MU4.1) with Pedestrian overlay and Architectural overlay. Maximum Floor Area Ratio: 1.0 to 2.0.</p>	<p>Land use designation shown as Mixed Use 4 (MU4) with similar standards.</p>	<p>The properties are identified as Mixed Use (MU4.1). The land use standards did not change. The area was previously identified as Mixed Use. There was discussion about changing the land use to Residential High Density. The General Plan Advisory Committee recommended for the land use to be changed to Residential High Density. There was some opposition to the change from residents in the area that wanted it to remain as mixed use. The Planning Commission recommended for the area to remain as mixed use, which allows residential, commercial, or a horizontal or vertical mix of residential and commercial uses.</p>	<p>Amend the MU on Coronado Lane to Residential High (RH).</p>

2/3/2015	2/3/15 Council direction for General Plan amendments
<p>Neighborhood</p> <p>two issues:</p> <p>g standing</p> <p>automotive use and</p> <p>he goal in the</p> <p>nation to encourage</p> <p>making the underlying</p> <p>Camino Real was</p> <p>North El Camino Real).</p> <p>Draft versions of the</p> <p>ning Commission.</p> <p>mixed use</p> <p>tion inasmuch as it</p> <p>lcial development, or</p> <p>as vertical or</p> <p>3, the City Council</p> <p>ghborhood</p>	<p>A) Amend MU3.1 on the East Side of ECR to NC2</p> <p>B) Amend MU3.1 to Residential Medium</p>
<p>ht standards are</p> <p>ts with a mixture of</p> <p>no standards</p> <p>or "convertible"</p> <p>to accommodate</p> <p>inversion to</p> <p>sed on market</p> <p>LU-11.01, "we allow</p> <p>or the mix of uses</p> <p>le flexibility, changes</p> <p>itory height standards</p> <p>ed on the lot size</p> <p>llow taller and larger</p> <p>id that is in character</p> <p>a, such as the historic</p>	<p>A) Amend the MU3.1 to allow standalone residential uses.</p> <p>B) Amend standards to limit the scale and height of projects based on lot size. Currently, standards are based on whether a project is commercial or mixed use.</p> <p>C) Amend story height standards to be more restrictive.</p>

Land Use Issues Clarified by the City Council on February 3, 2015

Location(s)	1993 General Plan Land Use	2014 General Plan Land Use	Issues clarified by Council on 2/3/2015	2/3/15 Council direction for General Plan amendments
<p>7 New Mixed Use area (MU3.2) on South El Camino Real (west side).</p> 	<p>Neighborhood Commercial (NC2) with .35 maximum Floor Area Ratio (FAR)</p>	<p>New Mixed Use 3.2 (MU3.2) designation with maximum FAR: 1.0 without residential/1.5 with residential 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.</p>	<p>There are two issues: A) There are no density, story number, or story height standards specified for standalone residential projects, which is inconsistent with Policy LU-13.01, "we require that sites developed exclusively for residential use are designed..."; B) The General Plan changed the land use from Neighborhood Commercial NC2 with a .35 FAR to MU3.2 with a 1.5 FAR for mixed use to encourage revitalization of this area. Land Use table in the General Plan specifies that three story projects (with residential uses) are allowed. This new standard does not reflect discussions during GPAC, Planning Commission, and City Council hearings, where there was support for two story buildings on El Camino Real and for a 3rd story on the alley side when the third story can be tucked into the slope. The building height and FAR standards in the General Plan could allow three story buildings off ECR and four levels off the alley which has compatibility issues with adjacent residences across the alley.</p>	<p>A) Amend policies so stand alone residential is not allowed in the MU3.2 area. B) Amend standards to limit the size of projects based on lot size. Currently, standards are based on whether a project is commercial or mixed use. C) Amend standards to limit the mass and height of projects to two stories along El Camino Real and three stories along the alley with an allowance for additional height and mass below the grade of the alley (basements).</p>



Memorandum Planning Division

March 18, 2015

To: Planning Commission
From: Christopher Wright, Associate Planner
Subject: General Plan Amendment
Copies: Jim Pechous, City Planner

Introduction

Two memorandums are provided for this study session. This memorandum provides an introduction of General Plan amendments, initiated by the Council last month, and a revised schedule for the Zoning Ordinance update. The second memorandum provides information to discuss zoning updates of mixed use and commercial zones.

Recommendation

Staff recommends that the Planning Commission provide input on staff's approach for updating mixed use and neighborhood commercial standards. The City Council directed staff to expedite zoning updates in areas where developers are waiting for the adoption of new standards in order to process projects. Due to the expedited schedule, only one study session is planned to introduce the updates. With limited time for discussion, staff requests Commissioners to individually ask questions after the meeting about other issues, as much as possible.

Background

On February 3, 2015, the City Council initiated a General Plan Amendment and approved a new approach and timeline for updating the Zoning Ordinance. See Attachment 1 for meeting minutes.

Scheduling

The City Council directed staff to expedite zoning updates that will minimize delays to development projects. This will be achieved by updating mixed use and neighborhood commercial areas first. The majority of the land use changes made in the General Plan occurred west of Interstate-5 in mixed use and neighborhood commercial areas. Therefore, the Zoning Ordinance update is most likely to delay newly proposed projects in these locations. For this reason, zoning updates of these areas are being completed first as Phase 1. Phase 2 will include other zoning

changes to make the Zoning Ordinance consistent with the General Plan. See Attachment 2 for details.

General Plan Amendment

The Council questioned whether the General Plan accurately reflects several land use changes and standards the Council intended or wants now. On February 3, 2015, the Council clarified those issues and initiated a General Plan Amendment (GPA). The GPA is to cleanup errors, make clarifications, and change land use designations or standards in seven areas (“clarification areas”), based on direction provided on the various land use issues. These areas are identified below (see Attachment 3 for details and Council direction for each area):

1. Talega Neighborhood Commercial area at south end of Camino La Pedriza (see Attachment 4 for a map)
2. Mixed Use areas in 1600 block of North El Camino Real (Attachment 5)
3. New Mixed Use Overlay in North Beach near Los Molinos area (Attachment 6)
4. Mixed Use (MU4.1) area on Coronado Lane in the Pier Bowl (Attachment 7)
5. Mixed Use (MU1) area near El Portal (Attachment 8)
6. Mixed Use area (3.1) adjacent to the Downtown Core (“T-Zone”). This includes several properties on blocks located between Palizada and Cabrillo, Avenida Granada and Avenida Rosa, and on east side of Avenida De La Estrella (Attachment 9)
7. New Mixed Use area (MU3.2) on west side of South El Camino Real (Attachment 10)

The GPA will be completed in conjunction with Phase 1 zoning updates of mixed use and neighborhood commercial areas.

Discussion

The GPA is discussed below in five parts:

1. General overview of amendments;
2. Land use maps
3. Revisions for new Mixed Use Overlay and underlying Light Industrial designation
4. Revisions for MU3.1 area
5. Revisions for MU3.2 area

General overview

Several text and table changes are needed to correct typos, clarify ambiguous text, identify missing land use standards and designations, and address other issues. In other instances, changes must be made to maps, land use standards, or policies to make the Council directed land use changes.

Land use maps

Staff will update land use maps to reflect Council direction received at the February 3rd meeting. Also, maps will be amended to cleanup and clarify several other issues. Lastly, staff will improve map formatting to be more user-friendly and informative. Attachment 11 is a map of areas where this work is to occur. With the exception of the MU3.1 and MU3.2 areas, land use maps must be amended to make Council directed changes for areas 1, 2, 4, and 5, identified above.

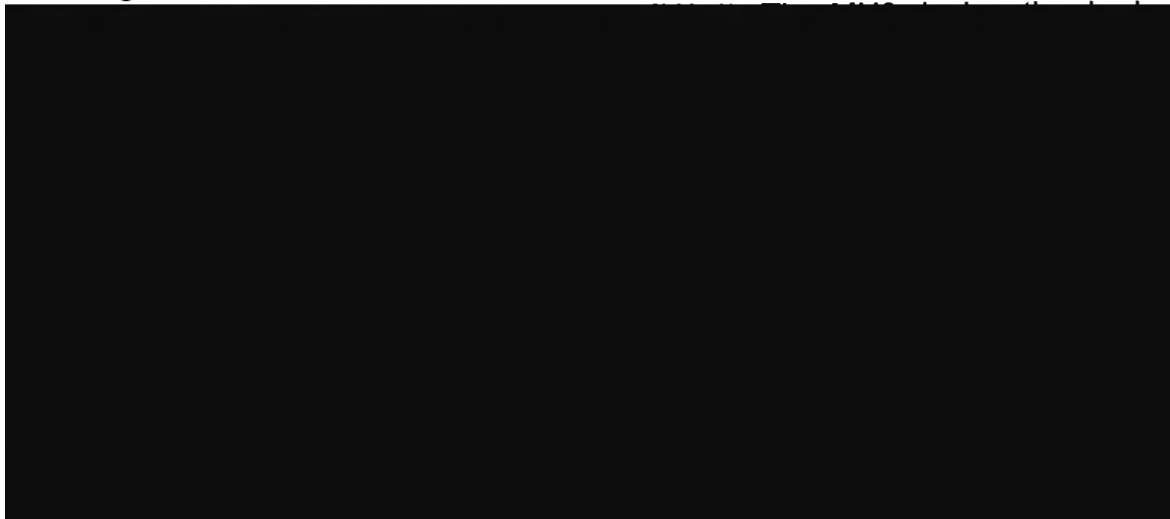
Revisions for new Mixed Use Overlay – See Attachment 6 for map

Council direction

Mixed Use Overlay should have a maximum Floor Area Ratio (FAR) of 2.0 and the underlying Light Industrial Designation should have a maximum FAR of 0.5.

Proposed approach for Mixed Use Overlay

- Amend land use maps.
- Add a table row for the Mixed Use Overlay
- Per Council direction, establish a 2.0 maximum FAR standard.
- Apply MU3.1 standards (as amended below) to the Mixed Use overlay. With the exception of properties fronting Calle Lago, the Overlay area was designated as MU3 in the 1993 General Plan. In the Centennial General Plan,



Revisions for MU3.1 area – See Attachment 9 for map

Council direction

1. Allow stand-alone residential uses without requiring buildings and sites to be designed for easier “conversion” to commercial or mixed-use projects over time.
2. Limit the size and scale of projects based on lot size, not on the type of project (e.g. residential, commercial, mixed use). This allows larger buildings on larger lots where building mass can be broken into smaller pieces with more articulation and creative site planning since more lot area is available.
3. Reduce the maximum allowed height so projects have a scale that is similar to the historic Bartlet building. Council supported height limit reductions shown in Table 1 below.

Proposed approach for MU3.1 area

- Amend Table LU-1 to clarify stand-alone residential uses are permitted.
- Define “stand-alone residential” in the glossary.
- Establish two categories of FAR, story number, and height standards, based on two lot sizes: lots 12,000 square feet and larger, and lots smaller than 12,000 square feet. The Council supported this approach on February 3rd. For lots 12,000 square feet and larger, projects could have a maximum 2.0 FAR with three stories. For sites smaller than 12,000 square feet, projects could have a maximum 1.0 FAR with two stories. The Zoning Ordinance uses similar categories to apply standards per lot size.
- Establish the height standards the Council supported, shown in Table 1, below.

Table 1 – Height limits Council supported on February 3rd

Number of stories	Existing height limits	Changes Council supported
Two	26 feet plate line, 33 feet top-of-roof	23 feet plate line, 30 feet top-of-roof
Three	37 feet plate line, 45 feet top-of-roof	34 feet plate line, 42 feet top-of-roof

See Attachment 12 for a preliminary draft of amendments.

Revisions for new MU3.2 area – See Attachment 10 for map

Council direction

1. Prohibit stand-alone residential uses.
2. Apply standards based on lot size, rather than the type of project (e.g. commercial, mixed use).

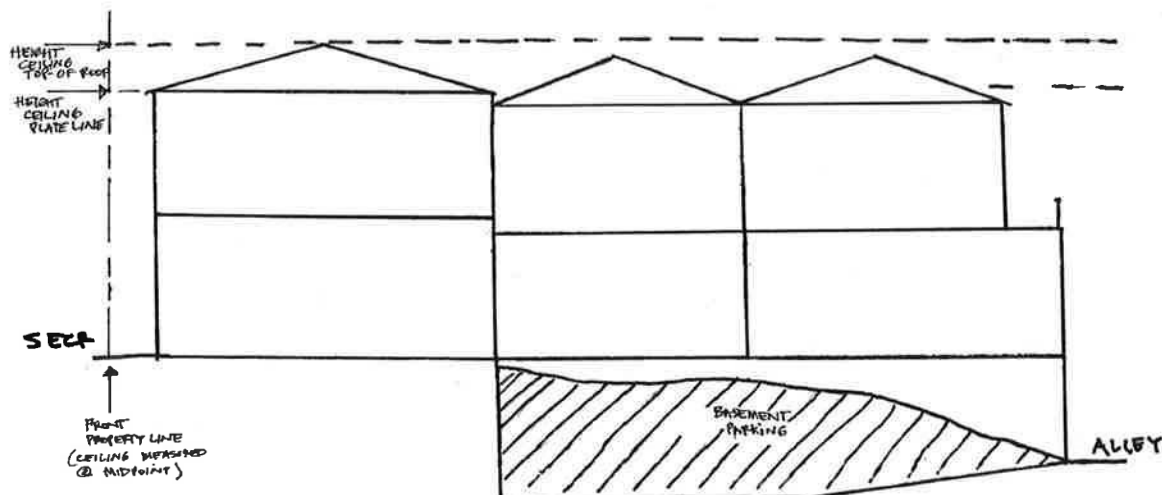
3. Establish more restrictive height limits to reduce the maximum allowed height of buildings from three stories of building mass to two stories along South El Camino Real frontage, while allowing a third story of building mass tucked underneath into slope along an alley. Basements and additional building height is acceptable below alley level, such as basements.
4. Similar to the MU3.1 area, Council supported a reduction of building heights (see Table 1).

Staff's approach for MU3.2 area

- Amend Policy LU-3.05, "Stand-Alone Residential Uses" to exclude the MU3.2 area so the use is not allowed.
- Restrict building size with height limitations, not a specific limit on the number of stories. Staff proposes to limit a building's height in two ways: 1) establish a two-story "height ceiling" that extends from El Camino Real side to the rear lot line, and 2) apply a three-story height average limit to each roof element (the city standard method). This would limit building mass to two stories El Camino Real but allow three stories along the alley, as long as roof elements fall below the height ceiling. Basements would also be possible below alley level. The height ceiling would be measured upwards from the midpoint of the front lot line (El Camino Real side). A height ceiling would apply to the plate line and top-of-roof. For more details on the proposed height ceiling, see the zoning update memorandum for this study session. Figure 1, below, shows how the height ceiling would apply.
- Establish two categories of FAR standards, based on two lot sizes: 12,000 square feet and larger, and lots smaller than 12,000 square feet. For lots 12,000 square feet and larger, projects could have a maximum density of 1.5 FAR. For sites smaller than 12,000 square feet, projects could have a 1.0 FAR.

See Attachment 12 for a preliminary draft of amendments.

Figure 1 – Height ceiling illustration



Public comments were received at the Council meeting, and since that date, regarding the infeasibility of constructing a two-story building according to current height limits and construction methods, while providing adequate interior ceilings and overhead mechanical space to fulfill market demands. Currently, the General Plan identifies a two-story height limit of 26 feet to top of plate-line and 33 feet to top-of-roof.

Through preliminary research, staff is finding that newly developed buildings provide retail suites with ceilings that are 12 feet and higher, measured from floor ceiling ("clear ceiling" space). Office suites often have clear ceilings of 10 feet and higher. There is typically 3 to 4 feet of overhead height needed for mechanical and structural materials between floors and the second floor and ceiling. Above the plate line (top of building wall), there should be about five feet of height for a roof structure that can be adequately broken into multiple gable and hip elements for interest, according to City Design Guidelines. In total, this would require a plate line height of 30 feet and top-of-roof height of 35 feet. This excludes architectural roof projections, such as towers, which can add architectural interest and are often encouraged.

With this information in mind, staff is considering whether to increase height limits to support buildings that can be feasible, attractive, and marketable, so General Plan goals can be achieved. It may be reasonable to consider increasing height limits in some areas of the City, if existing limits are proven infeasible. That said, staff is continuing to research this issue and will be meeting with the Architectural Guild of South Orange County to get feedback from local building and design professionals. At the study session, staff will provide more information on this issue and input received.

Attachments:

1. ~~New project approach and timeline~~
2. ~~Minutes of the February 3rd Council meeting (excerpted)~~
3. ~~Summary and description of "Council clarification areas"~~
4. ~~Map of Neighborhood Commercial area in Talega~~
5. ~~Maps of Mixed Use areas in 1600 block of N. El Camino Real~~
6. ~~Map of New Mixed Use Overlay~~
7. ~~Map of Mixed Use area (MU4) in Pier Bowl~~
8. ~~Map of Mixed Use area (MU1) near El Portal~~
9. ~~Map of Downtown Mixed Use (MU3.1) Area~~
10. ~~Map of Mixed Use area (MU3.2) South El Camino Real~~
11. ~~Map of pending land use changes and clarifications~~
12. ~~Preliminary draft of GPA for Mixed Use Overlay, MU3.1 area, and MU3.2 area~~

ATTACHMENT 3

These minutes will be considered for approval at the Planning Commission meeting of 04-08-15.

**MINUTES OF THE REGULAR STUDY SESSION
OF THE CITY OF SAN CLEMENTE
PLANNING COMMISSION
March 18, 2015 @ 6:00 p.m.
City Council Chambers
100 Avenida Presidio
San Clemente, CA 92672**

CALL TO ORDER

Chair Darden called the Regular Study Session of the Planning Commission of the City of



evaluated and left the meeting room. Chair pro tem Ruehlin chaired this portion of the meeting.

Christopher Wright, Associate Planner, summarized the staff report and displayed a map indicating proposed land use changes and clarifications. He recommended the Commission provide input.

Jim Hare, Consultant Planner, narrated a PowerPoint Presentation entitled, "Mixed Use/Commercial Zoning Amendments, dated March 18, 2015." In response to direction from City Council and to revise code to allow consideration of pending development proposals, staff is recommending the Commission consider proposed revisions to the MU 3.2 and Mu 3.1 Zones. The most noteworthy change is a proposal to revise the appropriate height limit and the method of measuring the height limit in order to accommodate building on sloped lots and ensure El Camino Real street frontage is limited to two-story buildings. He described the "Plate Line" and "Plate Height" methods of measurement to be used solely in the MU 3.2 Zone, and displayed proposed definitions to be added for guidance. Staff recommended the Commission hear and discuss the presentation and provide input and guidance.

In response to questions from the Commission, Consultant Planner Hare provided examples of uses for the back portions of lots; discussed how the plate line and height measurements will be calculated; agreed to consult with architects to ensure the definitions are clearly defined to avoid potential for individuals to find loopholes to circumvent the intent. He noted the plate line and height measurements will ensure clear demarcation lines and limit heights of buildings to two story structures along El Camino Real in the MU 3.2 Zone as per direction from the City Council.

Jim Pechous, City Planner, speculated that the revised design guidelines, which will provide guidelines on how the development of stepped lots, will be available in approximately a year's time; noted the intent of guidelines is to give architects/developers some flexibility and let the market decide how the space should be used; suggested a minimum first floor standard height, such as 18 feet, may be required for the first floor to ensure proper commercial use of the property and/or discourage three-story building within the 30 foot height limit.

Commissioner Crandell suggested staff consider creative methods, incentives, and exchanges to encourage variation of the 30 foot height limits along the street frontage to ensure a varied streetscape. A limited number of lots could be designated to allow 32 feet high buildings, with surrounding lots designated with 30, 28, etc., height limits so that the street frontage does not present with a solid 30 foot height building line. He suggested staff converse

with planning officials with the City of Newport Beach as they have volume calculations to ensure articulation of buildings.

Chair pro tem Ruehlin invited the public to provide input.

Cheryl Moe, architect and resident, recommended additional language to ensure strict compliance with plate line and height guidelines, especially with regard to roof decks; suggested allowing applicants to go higher if their parcels are larger and consider providing incentives in exchange for more amenities, including additional parking; encouraged increased density for development at North Beach to ensure a pedestrian atmosphere; thanked the City for their efforts to rehabilitate Ole Hanson Beach Club as the improvements will make the facility a very nice amenity for the community.

RECESS - Recess until 7:00 p.m.

Respectfully submitted,

Julia Darden, Chair

Attest:

Jim Pechous, City Planner

DRAFT

ATTACHMENT 4

RESOLUTION NO. PC _____

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF SAN CLEMENTE, CALIFORNIA, RECOMMENDING THE CITY COUNCIL APPROVE GENERAL PLAN AMENDMENT 15-049, AMENDING THE CITY OF SAN CLEMENTE CENTENNIAL GENERAL PLAN, TO ADDRESS CLEAN UP ITEMS, MAKE CLARIFICATIONS, AND CHANGE SEVERAL LAND USE DESIGNATIONS AND STANDARDS

WHEREAS, on February 13, 2014, the City Council approved and/or certified the following: A) Environmental Impact Report No. (SCH#2013041021), B) Final Centennial General Plan, dated February 2014, C) 2013 Bicycle and Pedestrian Master Plan, and D) Climate Action Plan, dated January 2014; and

WHEREAS, in approving the Centennial General Plan, the City complied with the procedural requirements of the Planning and Zoning Act including, but not limited to Government code Section 65352, 65352.2, 65352.3, 65355, and 65356; and

WHEREAS, the Centennial General Plan was 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. Within the "web-based General Plan", the document contains links to various documents and websites, provided for the public to navigate the contents of the General Plan or direct the public to outside sources of information for reference purposes. The "web-links" do not set forth objectives, principles, standards, and plan proposals, unless specified otherwise within the link or linked document. Unless specified as such, links may be modified without being subject to Government code Section 65352, 65352.2, 65352.3, 65355, and 65356, given the links in this circumstance are not "General Plan content", described in Government code Section 65302; and

WHEREAS, on February 3, 2015, the City Council initiated a General Plan Amendment (GPA) 15-049 to address cleanup items, make clarifications, add and improve maps, and make land use changes in several areas. Most of the proposed land use changes correct errors and clarify policy intent. In other instances, the City Council directed staff to initiate land use changes that address land use issues in seven areas. The land use changes are summarized and shown on maps, attached hereto as Exhibit A.

WHEREAS, on March 18, 2015, the Planning Commission had a study session discussion on General Plan Amendment 15-049 and provided comments and direction;

WHEREAS, on April 22, 2015, the Planning Commission held a duly noticed public hearing on amendments to the Centennial General Plan of the City of San Clemente and considered the written staff report, along with public testimony, and thereafter continued the matter with the public hearing held open to [date]; and,

WHEREAS, on [date], the Planning Commission held a duly noticed continued public hearing on amendments to the Centennial General Plan of the City of San Clemente, considered evidence presented by City staff including a draft Resolution and exhibits

attached thereto, and heard other interested parties and made a recommendation to the City Council as fully set forth herein; and,

WHEREAS, the Planning Commission, among other actions, made findings and recommended to the City Council that it adopt amendments to the Centennial General Plan of the City of San Clemente; and,

WHEREAS, on [date], the City Council held a duly noticed continued public hearing on amendments to the Centennial General Plan of the City of San Clemente, considered evidence presented by City staff including a draft Resolution and exhibits attached thereto, and heard other interested parties;

WHEREAS, the Planning Division completed an initial environmental assessment for the project in accordance with the California Environmental Quality Act (CEQA) and determined that, [determination].

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

Section 1: The Planning Division completed an initial environmental assessment for the project in accordance with the California Environmental Quality Act (CEQA) and determined that, [determination pending].

Section 2: With respect to General Plan Amendment (GPA) 15-049, the Planning Commission hereby makes the following findings:

- A. The proposed amendment is internally consistent with those portions of the General Plan which are not being amended, in that:
 - 1. several of the proposed amendments add missing standards (e.g. Mixed Use Overlay) and maps, correct errors, and make clarifications so the Centennial General Plan is more internally consistent and clear; and
 - 2. the majority of proposed land use changes (see Exhibit A for a list) are to reflect existing land uses, correct errors, incorporate previous General Plan amendments, and reverse unintended land use changes made at the time of General Plan adoption. In these instances, the amendments improve the consistency of the General Plan with policy intentions and goals. For example, GPA 15-049 changes the land use of several pocket common-owned open space slopes, pocket parks, pathways, and landscape medians, from various residential land use designations to Privately Owned Space (OS2), consistent with existing land uses; and
 - 3. the proposed amendment to the Mixed Use 3.1 (MU3.1) land use designation and standards allow for stand-alone residential uses, consistent with Policy LU-3.02 that promotes flexible standards: *“apply flexible development standards to respond to changing market demands, where it can be demonstrated that by doing so, the proposed development or land use will help achieve General Plan goals.”*

4. the proposed amendment to the Mixed Use 3.2 (MU3.2) land use designation and standards reduces the maximum height, massing, and scale of development along South El Camino Real by amending the land use table LU-1. This would reduce the potential for projects to obstruct ocean views from the Interstate-5 freeway, consistent with Land Use Element Policy LU-13.05, Views, "*New development shall be designed to minimize obstructions of ocean views from the I-5 freeway.*" The proposed amendment also prohibits stand-alone residential uses by striking Policy LU-13.03, Corridor Residential Development, amending Policy LU-3.05, and updating the land use table (LU-1). The prohibition of stand-alone residential uses is consistent with goals for the South El Camino Real (West of Interstate-5) Focus Area: "*Create a transitional area between Interstate 5 and the Del Mar/T-Zone, featuring spectacular ocean views, attractive mixed-use housing with local-serving commercial uses, restaurants and hotels. The district strikes a balance between automobile, bicycle and pedestrian orientation and is well connected to adjacent neighborhoods.*" As amended, residential uses are allowed in conjunction with commercial uses in a mixed use development, and mixed-use housing is cited in the goal for the area, as shown above.
- B. The proposed amendment will not adversely affect the public health, safety, and welfare, in that:
1. the proposed amendment changes several land use designations and standards. The majority of the land uses changes are to reflect existing uses and development or reduce the allowed maximum density and use of property, such as a change from Mixed Use (MU1) to Residential Medium Density (RM), in which residential uses have less traffic generation than Mixed Use development. Such land use changes are expected to have reduce environmental impacts or be within thresholds of significance studied, documented, and mitigated within the certified EIR.
 2. [environmental determination and finding pending regarding land use changes in which a density increase is proposed. This includes amendments to the Mixed Use Overlay and underlying Light Industrial land use designation and the Mixed Use land use designation in the 1600 block of North El Camino Real (east side). The land uses changes are to reflect existing conditions, be in character with nearby land use designations, and reverse an unintended land use change of two lots fronting North El Camino Real]

Section 3: The Planning Commission recommends the City Council adopt General Plan Amendment 15-049, attached hereto as Exhibit B.

PASSED AND ADOPTED at a regular meeting of the Planning Commission of the City of San Clemente on [date], 2015.

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 [date], 2015, and carried by the following roll call vote:

AYES: COMMISSIONERS:
NOES: COMMISSIONERS:
ABSTAIN: COMMISSIONERS:
ABSENT: COMMISSIONERS:

Secretary of the Planning Commission

DRAFT

General Plan Amendment (GPA) 15-049
 Summary and map key of proposed land use and policy changes

#	Map pages	Existing General Plan Land Use and Policy	Proposed Land Use and Policy Changes	Type of change
1	2	The land use designation is Neighborhood Commercial (NC1.2, NC1.3). Some properties are within the Coastal Overlay	Changes land use designation from Neighborhood Commercial (NC1.2, NC1.3) to Privately Owned Open Space (OS2)	Council directed change : 2/3/15 meeting, Area 1
2	2,3,4,10,11,12	The land use designation is Light Industrial (Li-2). Some properties (west of Interstate-5) are within the Coastal Overlay	Renames the Light Industrial land use designations from LI-2 to LI. No change to allowable uses or standards	Clarification
3	2	The land use designation is Privately Owned Open Space (OS2)	Changes the land use designation to Light Industrial (LI). The land use map data is wrong for the parcel. It should be Light Industrial (LI), consistent with the previous General Plan and Specific Plan	Clean-up
4	1,2,3,4,5,6,7,8,10	The land use designation is Residential Medium Density (RL)	Changes the land use designation to Privately Open Space to reflect existing uses. The property is common area open space in a residential tract such as landscaped medians, pocket parks, hillside buffers, etc. Similar land use changes were made in the 2014 General Plan update to reflect existing uses, but some remanent parcels were missed. The proposed changes update the land use map further to include missed parcels	Clean-up
5	1,2,3,4,5,6	The land use designation is Residential Low Density (RML)	Same as above	Clean-up
6	1,2,3,6,7,8	The land use designation is Residential Medium Low Density (RM)	Same as above	Clean-up
7	7	The land use designation is Residential High Density (RH)	Same as above	Clean-up
8	7,8	The land use designation is shown as Privately Owned Open Space (OS2) on the land use map	Update the land use map to reflect a 2012 General Plan Amendment (GPA12-184) that changed the land use designation from Private Open Space (OS2) to Residential Low Density (RL). This was done to reflect the existing land use (a house) so it is conforming	Clean-up

**General Plan Amendment (GPA) 15-049
Summary and map key of proposed land use and policy changes**

#	Map pages	Existing General Plan Land Use and Policy	Proposed Land Use and Policy Changes	Type of change
9	3	The General Plan map shows the land use is Community Commercial (CC2). This is an error. in the 2014 General Plan update, there was no mention of a land use change. The intent was to maintain land use standards and allowed uses that reflect existing conditions. To do this, the designation should be NC1.3	Changes land use designation to Neighborhood Commercial (NC1.3). This reverses an unintended land use change in the 2014 General Plan update	Clean-up
10	3,4	The General Plan map shows the land use is Community Commercial (CC2). This is an error. in the 2014 General Plan update, there was no mention of a land use change. The intent was to maintain land use standards and allowed uses that reflect existing conditions. To do this, the designation should be NC1.2	Changes land use designation to Neighborhood Commercial (NC1.2). This reverses an unintended land use change in the 2014 General Plan update.	Clean-up
11	3	The General Plan map shows the land use is Community Commercial (CC2).	Changes the land use designation to Privately Open Space to reflect existing uses. The property is common area open space (landscaped median) in a residential tract or is an open space easement. Similar land use changes were made in the 2014 General Plan update to reflect existing uses, but some remanent parcels were missed. The proposed changes update the land use map further to include missed parcels	Clean-up
12	3,5,7,8	The land use designation is Residential Low Density (RL). There should also be a Private Open Space designation on a portion of the properties that follows the 1993 General Plan map, and in some instances, the Forster Ranch Specific Plan maps	Restores a Private Open Space land use designation or adjusts the boundary line for accuracy. This reverses an unintended land use change in the 2014 General Plan update	Clean-up
13	9,10,12	The land use designation is Community Commercial (CC2). The maximum allowed density or "Floor Area Ratio" (FAR) is shown as .75. This is an error. The FAR limit should be .50, consistent with the previous General Plan and current zoning standards. A density increase wasn't intended in the 2014 General Plan update. Some properties are within the Medical Office Overlay or Professional Business Overlay	Restores the CC2 Floor Area Ratio (FAR) standard to a maximum of .50. This reverses an unintended land use change in the 2014 General Plan update	Clean-up

**General Plan Amendment (GPA) 15-049
Summary and map key of proposed land use and policy changes**

#	Map pages	Existing General Plan Land Use and Policy	Proposed Land Use and Policy Changes	Type of change
14	9	The land use designation is Community Commercial (CC2). There is also a Medical Office Overlay. The land use table shows the maximum allowable FAR is .75 for the Medical Office Overlay. This is an error. In the 2014 General Plan update, the Overlay was to have a 1.0 maximum FAR north of Camino Mira Costa and this is not reflected in the General Plan	Makes changes in row 13, above, and updates the maximum FAR standard for the Medical Office Overlay to a be maximum of 1.0 north of Camino Mira Costa	Clean-up
15	9	The land use designation is Residential High Density (RH)	Adds Affordable Housing Overlay that was omitted from the map by mistake	Clean-up
16	10,12	The land use designation is Regional Commercial (RC). In the 2014 General Plan update, land use standards weren't updated to reflect land use changes. The hospital site (on Camino De Los Mares) was changed from RC2 to Community Commercial (CC2) but the 2.0 maximum FAR continues to be shown in the land use table. The Plaza San Clemente site (Marblehead Coastal Specific Plan) is the sole RC area in the City. The FAR limit should be .50 to reflect the development plan and the Specific Plan	Updates the Regional Commercial (RC) Floor Area Ratio standard to reflect Plaza San Clemente (in Marblehead Coastal Specific Plan). Also, the change is proposed to reflect a land use change in the 2014 General Plan update, which changed the hospital site (Camino De Los Mares) from Regional Commercial (RC2) to Community Commercial 2 (CC2)	Clean-up
17	10	The land use designation is Residential Low Density (RL)	Changes map to show a street to reflect existing use as Right-of-Way. The short street is in the Marblehead Coastal Specific Plan	Clean-up
18	11	Two land use designations are on the property: Mixed Use 3.1 land use designation and Light Industrial (LI-1). There are two designations because the land use boundary does not align with lot lines. The property also is within the Architectural Overlay, Pedestrian Overlay and Mixed Use Overlay. No standards are shown for the Mixed Use Overlay in the land use table	Proposed changes: 1) aligns land use designations with lot lines which changes a small Light Industrial area into Mixed Use 3.1 (MU3.1), 2) clarifies standards for the Mixed Use Overlay by adding them to the land use table, 3) renames and consolidates Light Industrial designations from LI-1 and LI-2 to LI, 3) increases the maximum Floor Area Ratio (FAR) of the underlying Light Industrial designation from .35 to .50 (consistent with existing uses) and increases the maximum FAR of the Mixed Use Overlay from 1.0 to 2.0 . .	Council directed change : 2/3/15 meeting, Area 3
19	11	Same as above	Same as above except the land use boundary is aligned to follow lot lines so a small portion of the lot is changed from Mixed Use 3.1 (MU3.1) to Light Industrial (LI).	Council directed change : 2/3/15 meeting, Area 3

**General Plan Amendment (GPA) 15-049
Summary and map key of proposed land use and policy changes**

#	Map pages	Existing General Plan Land Use and Policy	Proposed Land Use and Policy Changes	Type of change
20	11, 12	The land use designation is Light Industrial (LI-1) and the property is within the Mixed Use Overlay. No standards are shown for the Mixed Use Overlay	Same as above but no adjustment in land use boundaries	Council directed change : 2/3/15 meeting, Area 3
21	11	The land use designation is Mixed Use 2 (MU2). The properties are within the Architectural Overlay, Pedestrian Overlay, and Coastal Overlay. The land use designation was MU3.1 prior to the 2014 General Plan update	Restores the land use designation from Mixed Use 3.1 (MU3.1) designation by reversing the unintended change to MU2 in the 2014 General Plan update	Council directed change : 2/3/15 meeting, Area 2
22	11, 12, 15	Urban Design Element (Policy UD-5.07) extends the Architectural Overlay from Palizada street to El Portal. This is an error. The policy intent was to extend the Overlay along El Camino Real from downtown to the Overlay in North Beach and from downtown to the El Camino Real/Interstate-5 interchange. In these areas, the Overlay requires projects to have Spanish styled architecture, not limited to Spanish Colonial Revival style	Corrects the policy wording to reflect intended policy of extending the Overlay from downtown to North Beach and downtown and the El Camino Real/Interstate-5 interchange	Clean-up
23	12	The land use designation is Mixed Use 1 (MU1). The properties are within the Architectural Overlay and Coastal Overlay	Changes land use designation from Mixed Use 1 (MU1) to Residential Medium Density (RM)	Council directed change : 2/3/15 meeting, Area 5
24	12	The land use designation is Mixed Use 1 (MU1). The properties are within the Architectural Overlay and Coastal Overlay	Changes land use designation from Mixed Use 1 (MU1) to Neighborhood Commercial (NC2)	Council directed change : 2/3/15 meeting, Area 5
25	12	The land use designation is Community Commercial (CC2) with Professional Business Overlay (-PB). Prior to the 2014 General Plan update, the land use was Residential Low Density (RL). The land use change was made with an understanding that a CC2 designation would better reflect the current land use. However, there is a house on the site	Restores the land use designation to Residential Low Density (RL) to reflect existing uses and the character of a residential neighborhood	Clean-up
26	13	The land use designation is Residential Medium Density (RM). In the 2014 General Plan update, the site was to be added to the Affordable Housing Overlay	Adds Affordable Housing Overlay (-AH) that was not included on the map by mistake	Clean-up

**General Plan Amendment (GPA) 15-049
Summary and map key of proposed land use and policy changes**

#	Map pages	Existing General Plan Land Use and Policy	Proposed Land Use and Policy Changes	Type of change
27	13, 15	The land use designation is Mixed Use 3.1. Some properties are within the Architectural Overlay, Pedestrian Overlay and Coastal Overlay	Amends land use standards to clarify that stand-alone residential uses are allowed in the Mixed Use 3.1 (MU3.1) land use designation, outside the Pedestrian Overlay	Council directed change : 2/3/15 meeting, Area 6
28	14	The land use designation is Mixed Use 4 (MU4). Properties are within the Architectural Overlay, Pedestrian Overlay and Coastal Overlay	Changes the land use designation from Mixed Use 4 (MU4) to Residential High Density (RH)	Council directed change : 2/3/15 meeting, Area 4
29	13, 15	The land use designation is Mixed Use 3.2 (MU 3.2). No standards are specified for maximum density, number of stories, and height. These standards were not included in the 2014 General Plan update by mistake. Some properties are within the Architectural Overlay, Pedestrian Overlay and Coastal Overlay	Proposed changes: 1) restricts projects to two stories along El Camino Real while allowing a third story and basements underneath the downward slopes that extend rearward to the alley (currently three stories are allowed along El Camino Real, 2) apply new "height ceiling" limitations to ensure projects are a maximum of two stories along El Camino Real (measured from El Camino Real property line), 3) increases the two-story plate line height limit from 26 feet to 30 feet and increases the two-story top-of-roof height from 33 feet to 35 feet; to reflect current building practices and market conditions; 4) amends policy LU-3.05, amends table LU-1, and strikes policy LU-13.03 to clarify that stand-alone residential uses are prohibited, and 5) adds missing standards in the land use table LU-1 for clarification. No changes in density are proposed	Council directed change : 2/3/15 meeting, Area 7
30	16	The General Plan incorrectly shows the land use designation as Community Commercial (CC2). The previous General Plan designation (before 2014 General Plan update) and current zoning of the site was CC3. This designation and standards were to be maintained. The properties are within the Coastal Overlay	Restores Community Commercial (CC3) designation and standards that were unintentionally excluded from the 2014 General Plan update by mistake	Clean-up

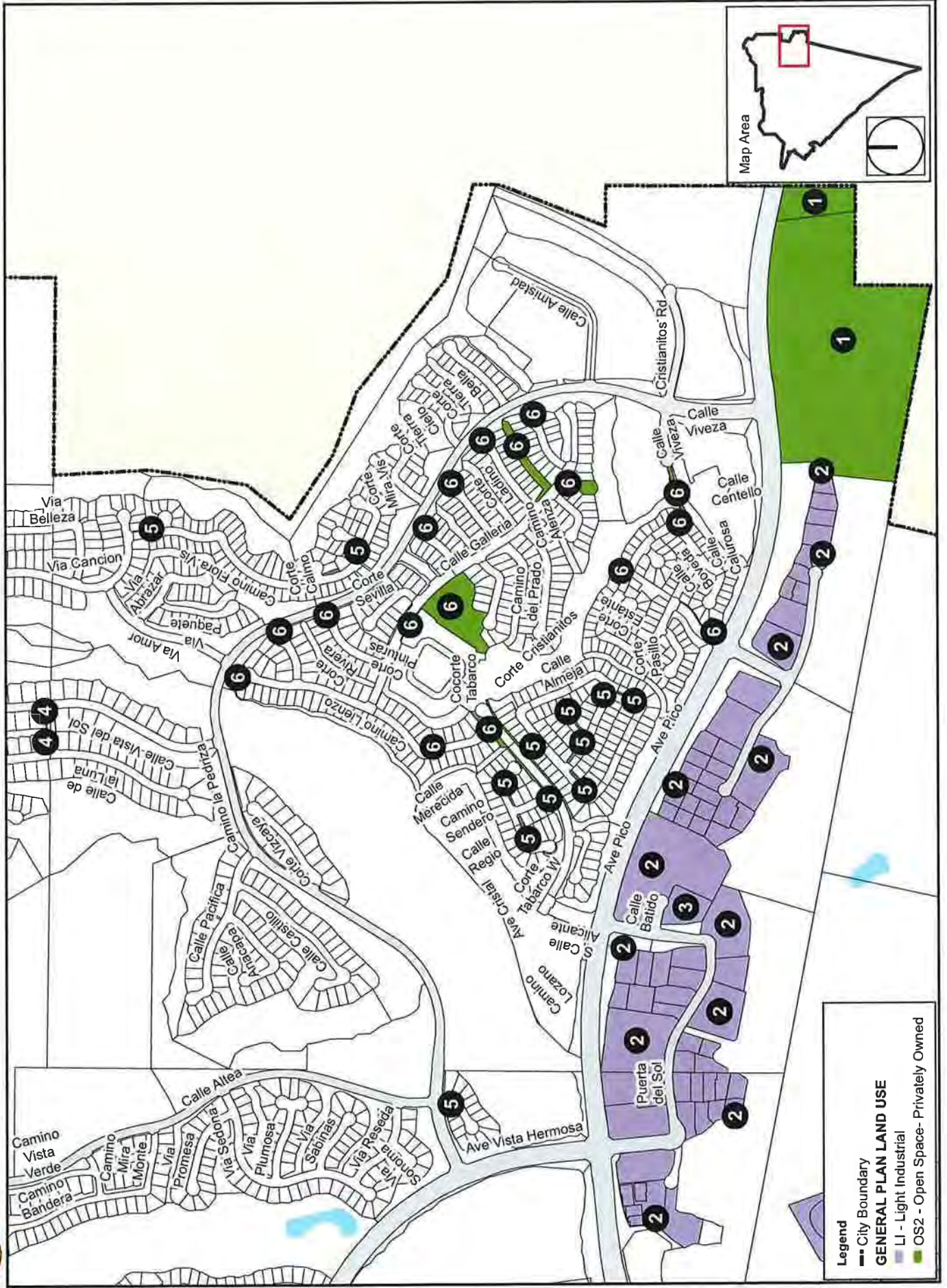


Centennial General Plan

GPA 15-049: Proposed Land Use & Policy Changes

(See map key for details)

Map 2

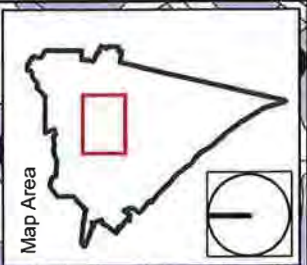
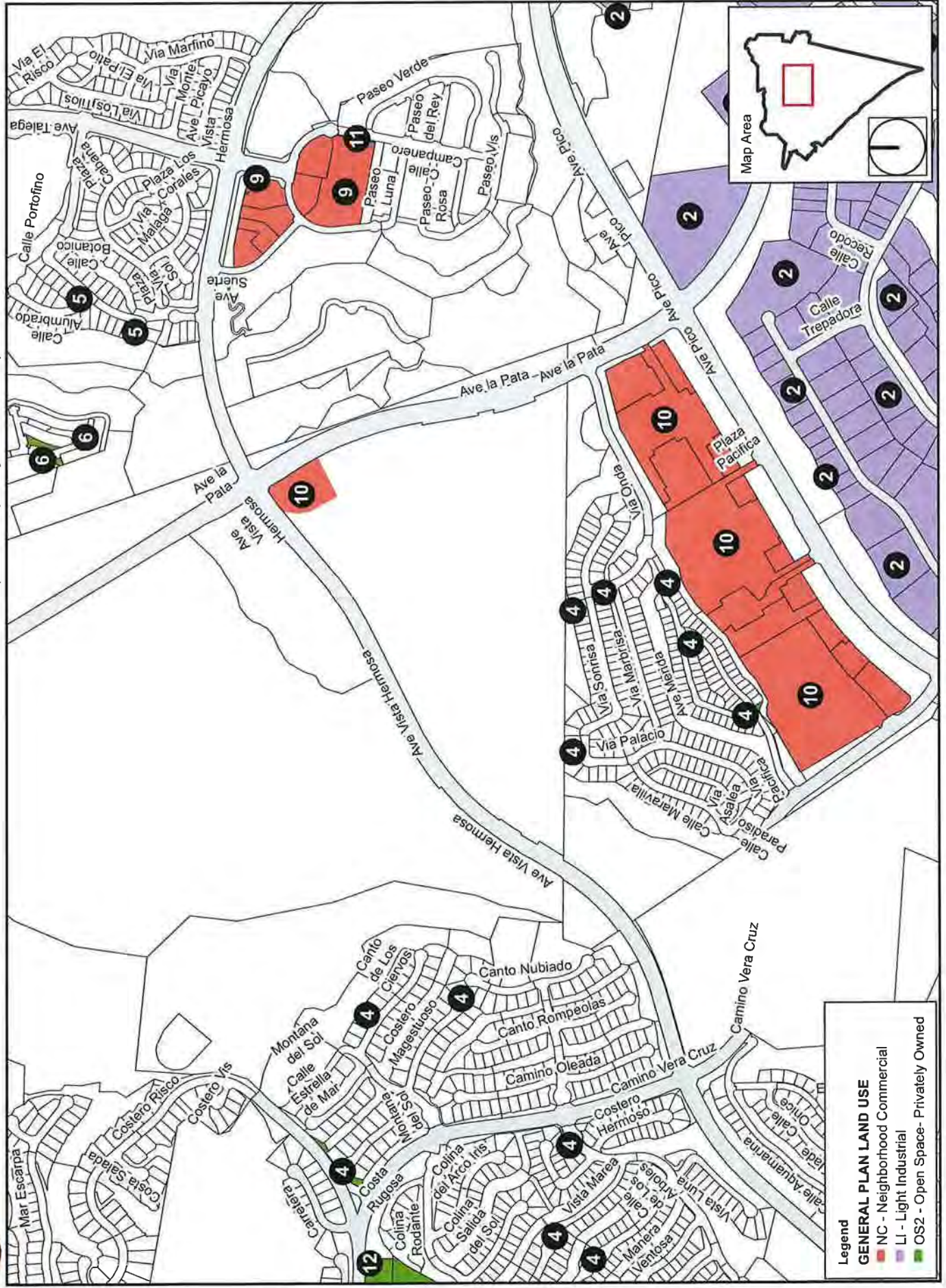




**Centennial General Plan
GPA15-049: Proposed Land Use & Policy Changes**

(See map key for details)

Map 3



Legend

GENERAL PLAN LAND USE

- NC - Neighborhood Commercial
- LI - Light Industrial
- OS2 - Open Space- Privately Owned

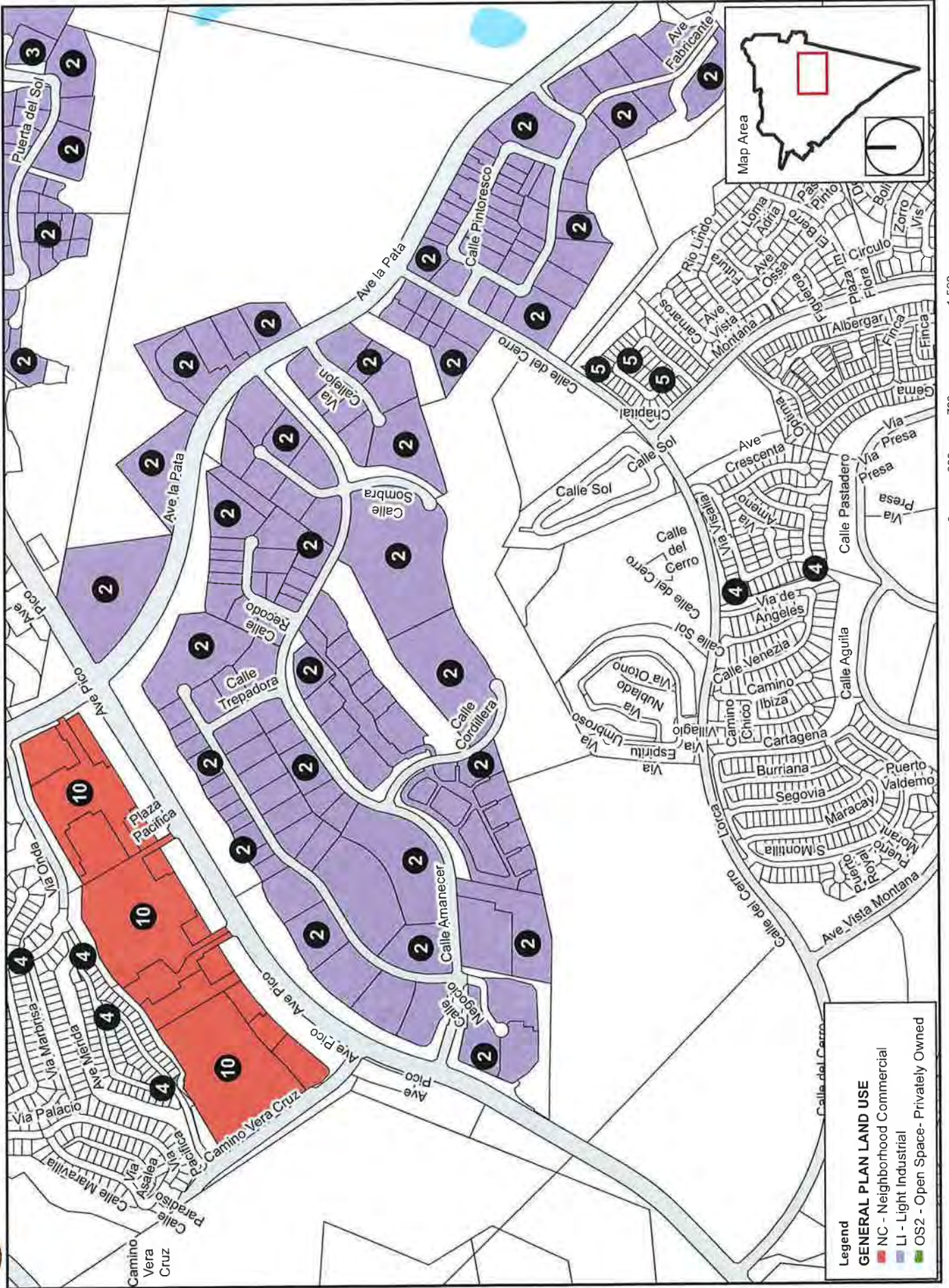
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**Centennial General Plan
GPA15-049: Proposed Land Use & Policy Changes**

Map 4

(See map key for details)





**Centennial General Plan
GPA15-049: Proposed Land Use & Policy Changes**

Map 5

(See map key for details)



Legend
GENERAL PLAN LAND USE
 OS2 - Open Space - Privately Owned

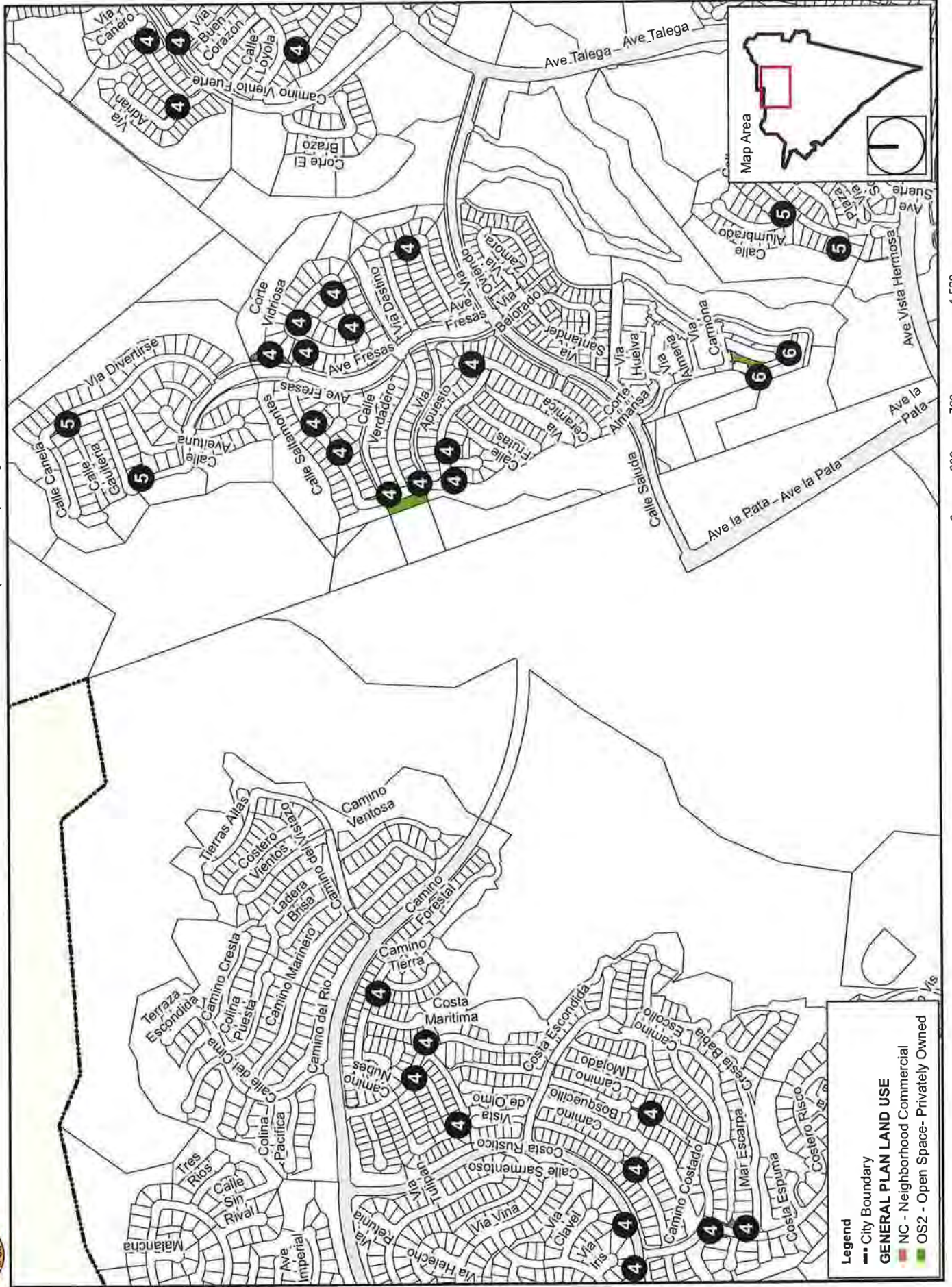
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**Centennial General Plan
GPA15-049: Proposed Land Use & Policy Changes**

Map 6

(See map key for details)



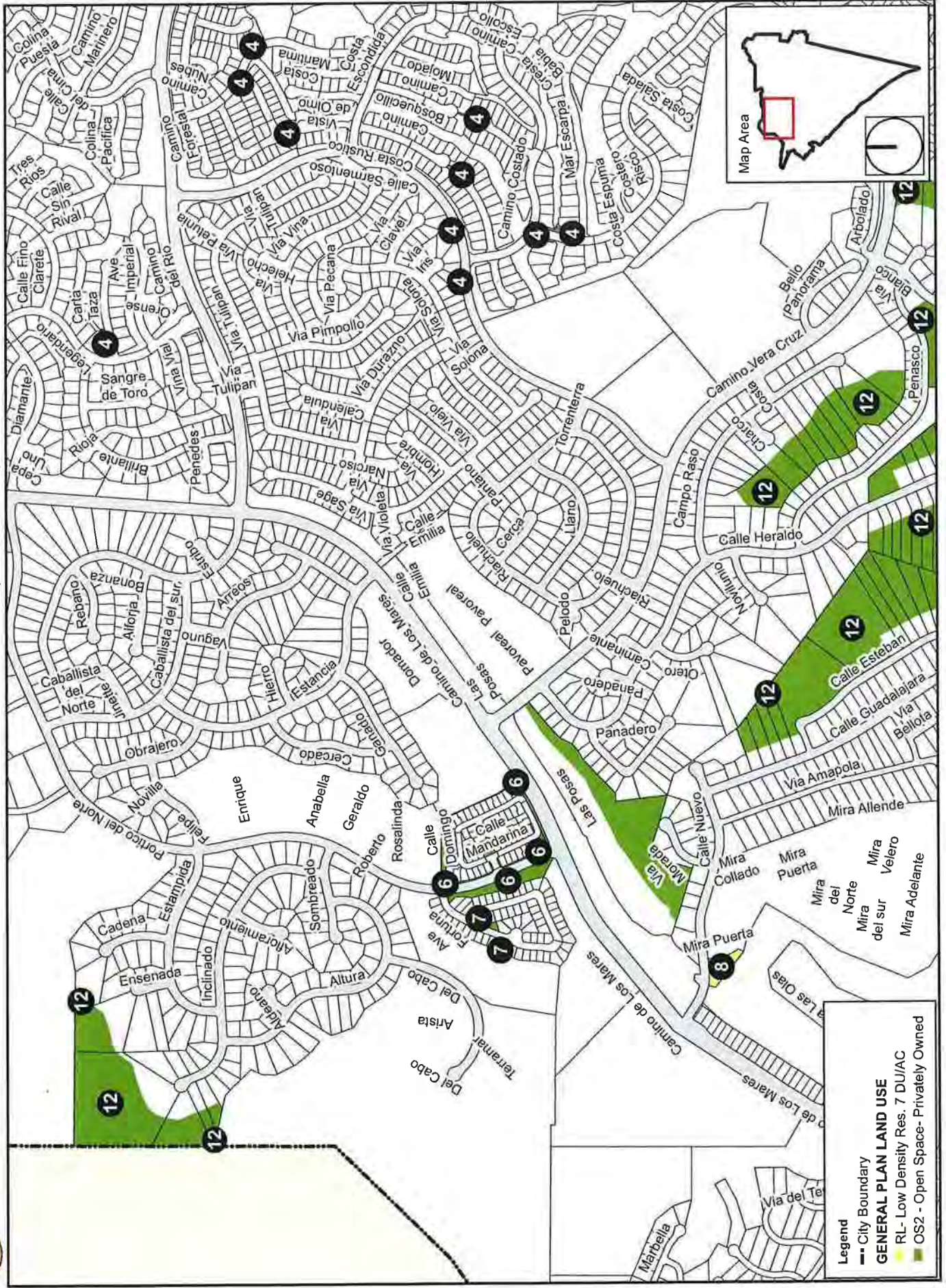


Centennial General Plan

GPA15-049: Proposed Land Use & Policy Changes

(See map key for details)

Map 7



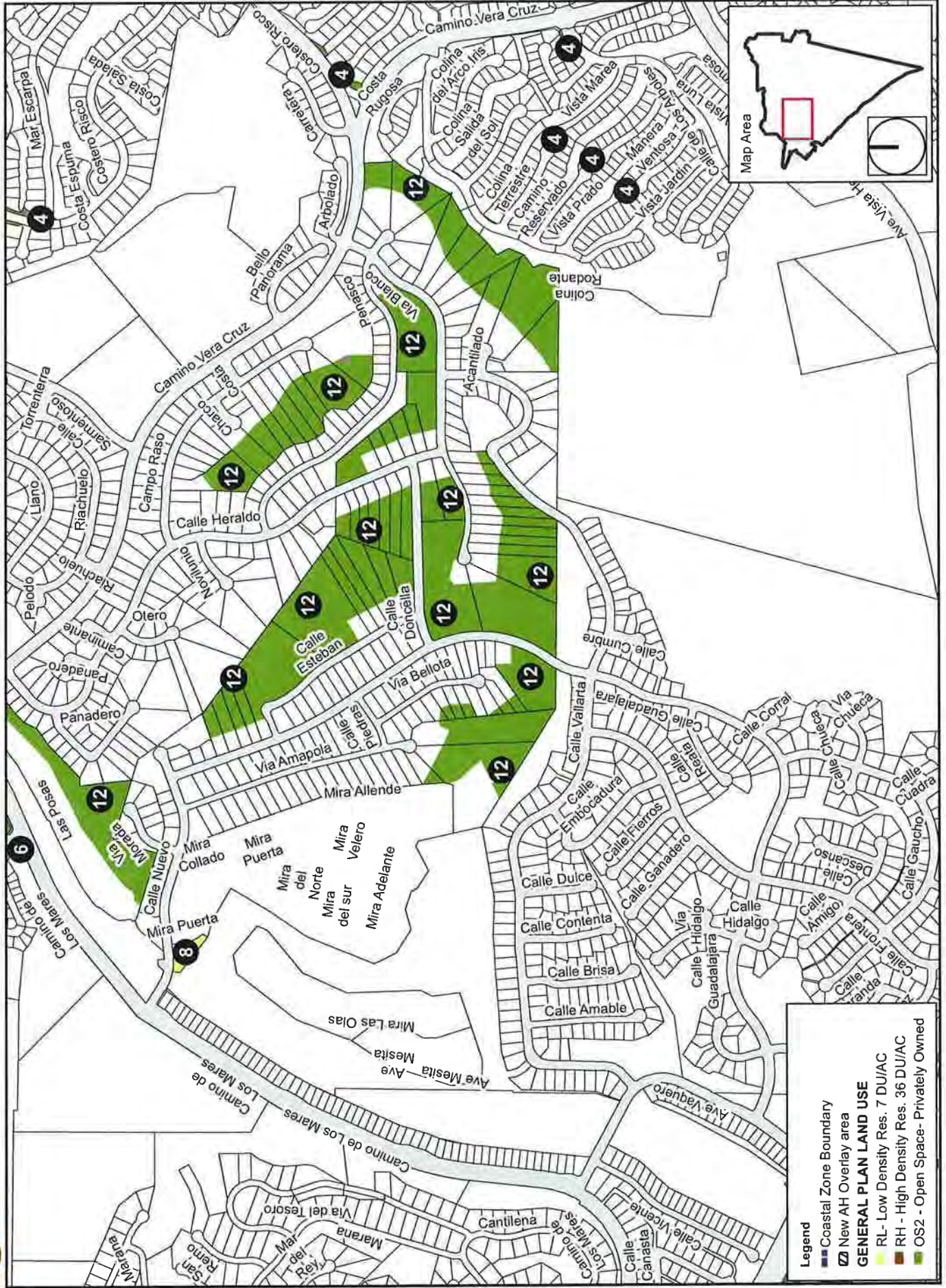


Centennial General Plan

GPA 15-049: Proposed Land Use & Policy Changes

(See map key for details)

Map 8



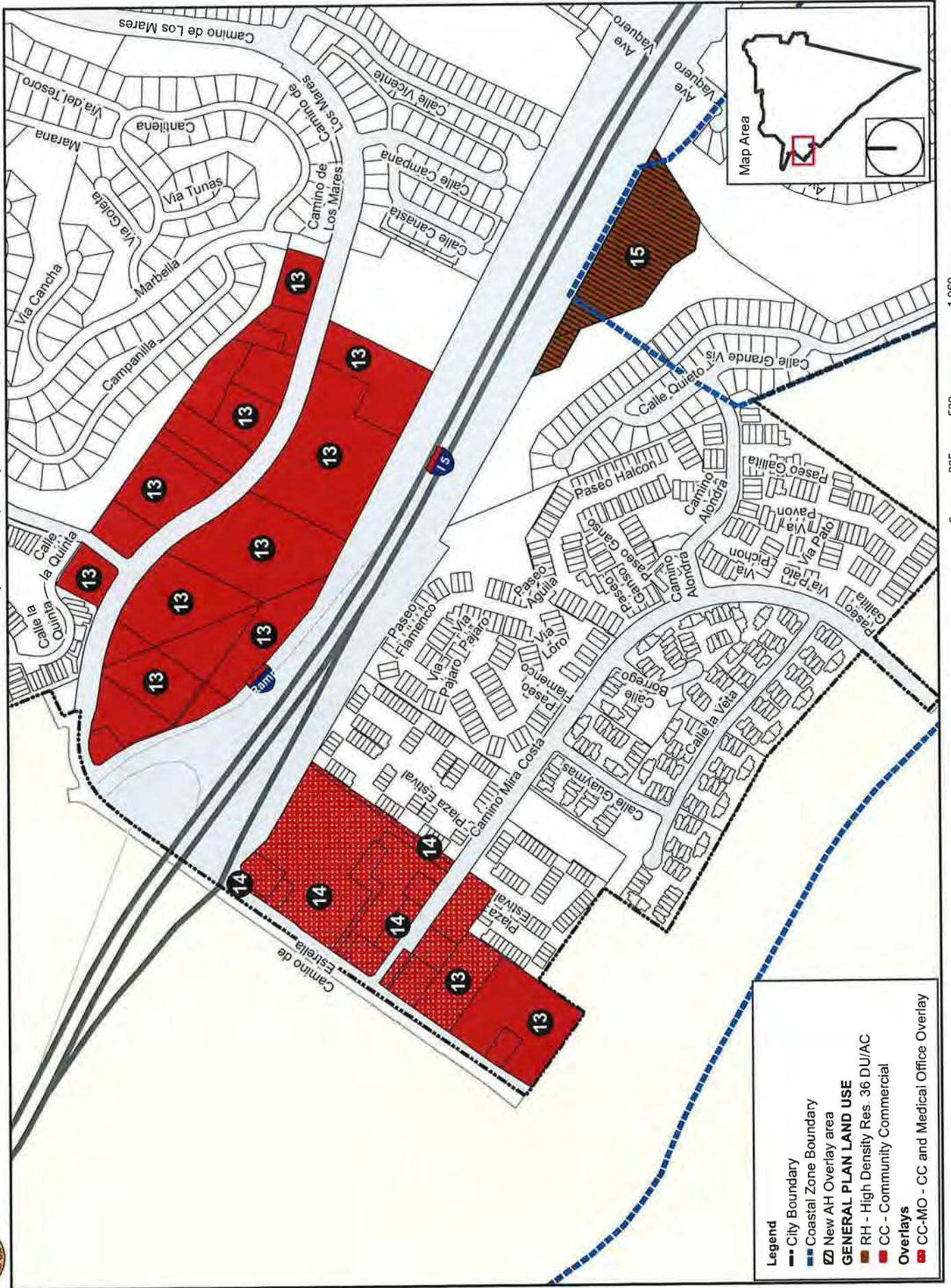


Centennial General Plan

GPA15-049: Proposed Land Use & Policy Changes

(See map key for details)

Map 9



Legend

- City Boundary
- Coastal Zone Boundary
- New AH Overlay area

GENERAL PLAN LAND USE

- RH - High Density Res. 36 DU/AC
- CC - Community Commercial

Overlays

- CC-MO - CC and Medical Office Overlay



Data Source: City of San Clemente
3/26/2015

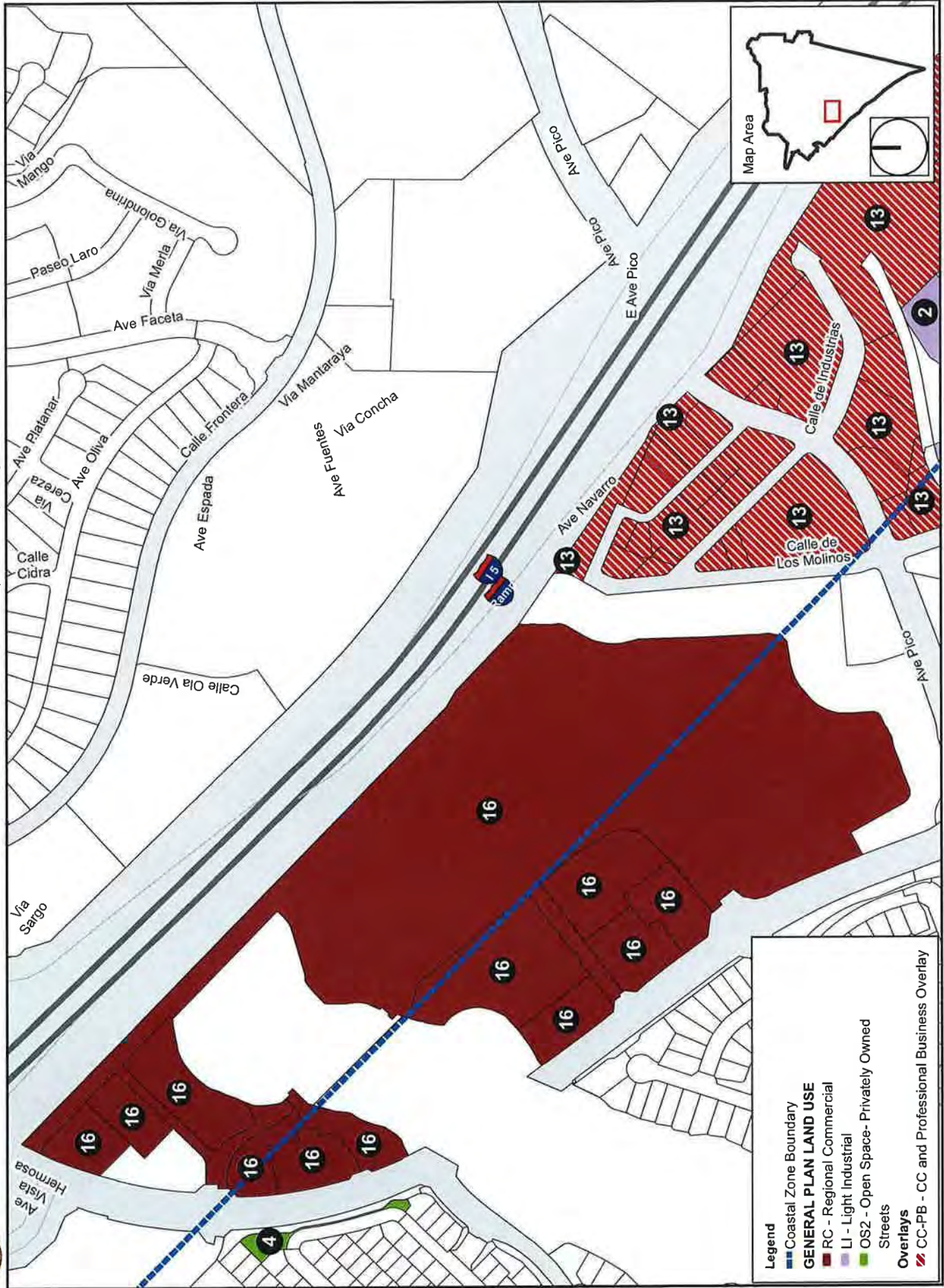


Centennial General Plan

GPA 15-049: Proposed Land Use & Policy Changes

(See map key for details)

Map 10



Legend

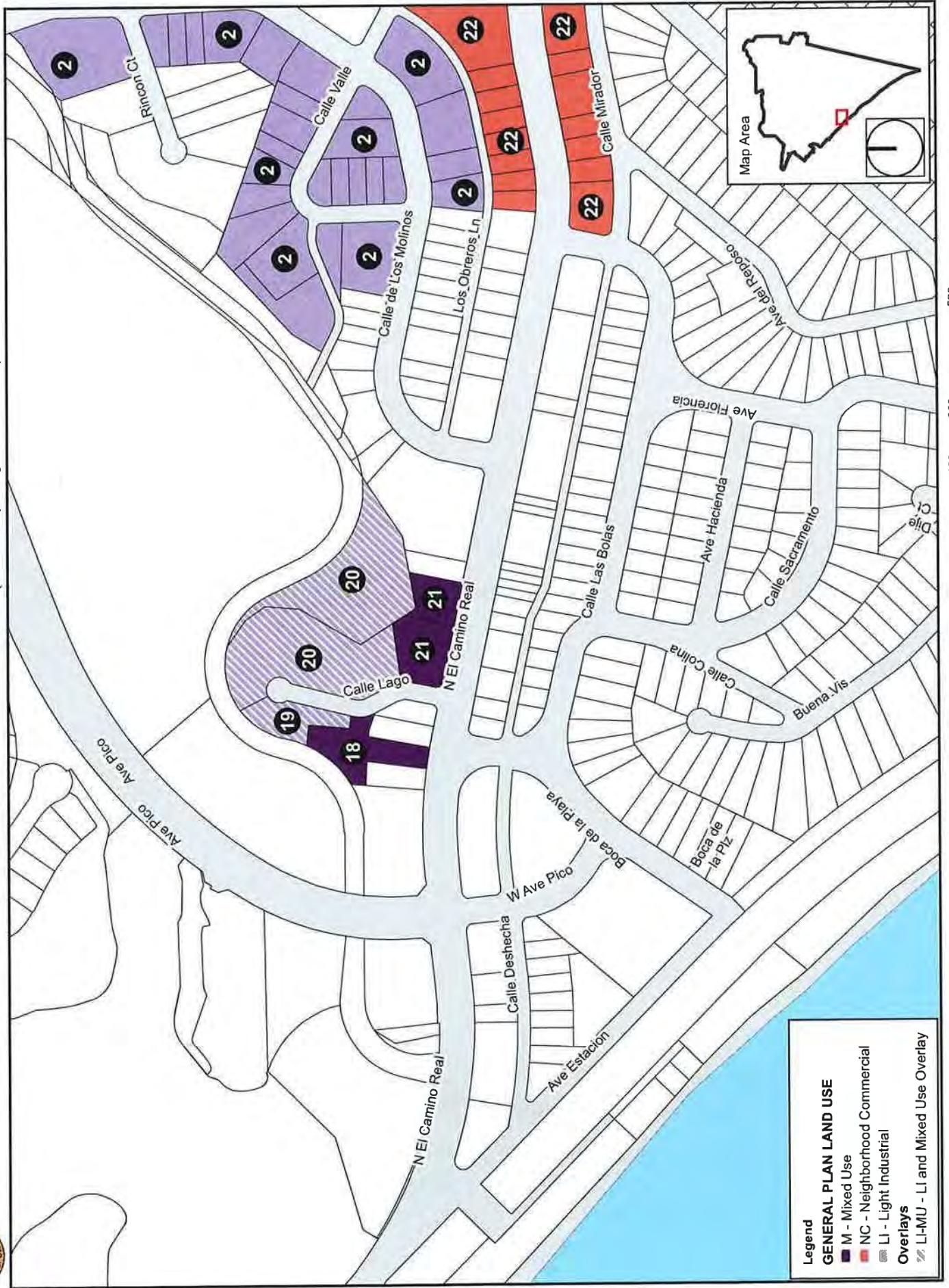
- Coastal Zone Boundary
- GENERAL PLAN LAND USE**
 - RC - Regional Commercial
 - LI - Light Industrial
 - OS2 - Open Space - Privately Owned
- Streets
- Overlays**
 - CC-PB - CC and Professional Business Overlay



**Centennial General Plan
GPA15-049: Proposed Land Use & Policy Changes**

(See map key for details)

Map 11



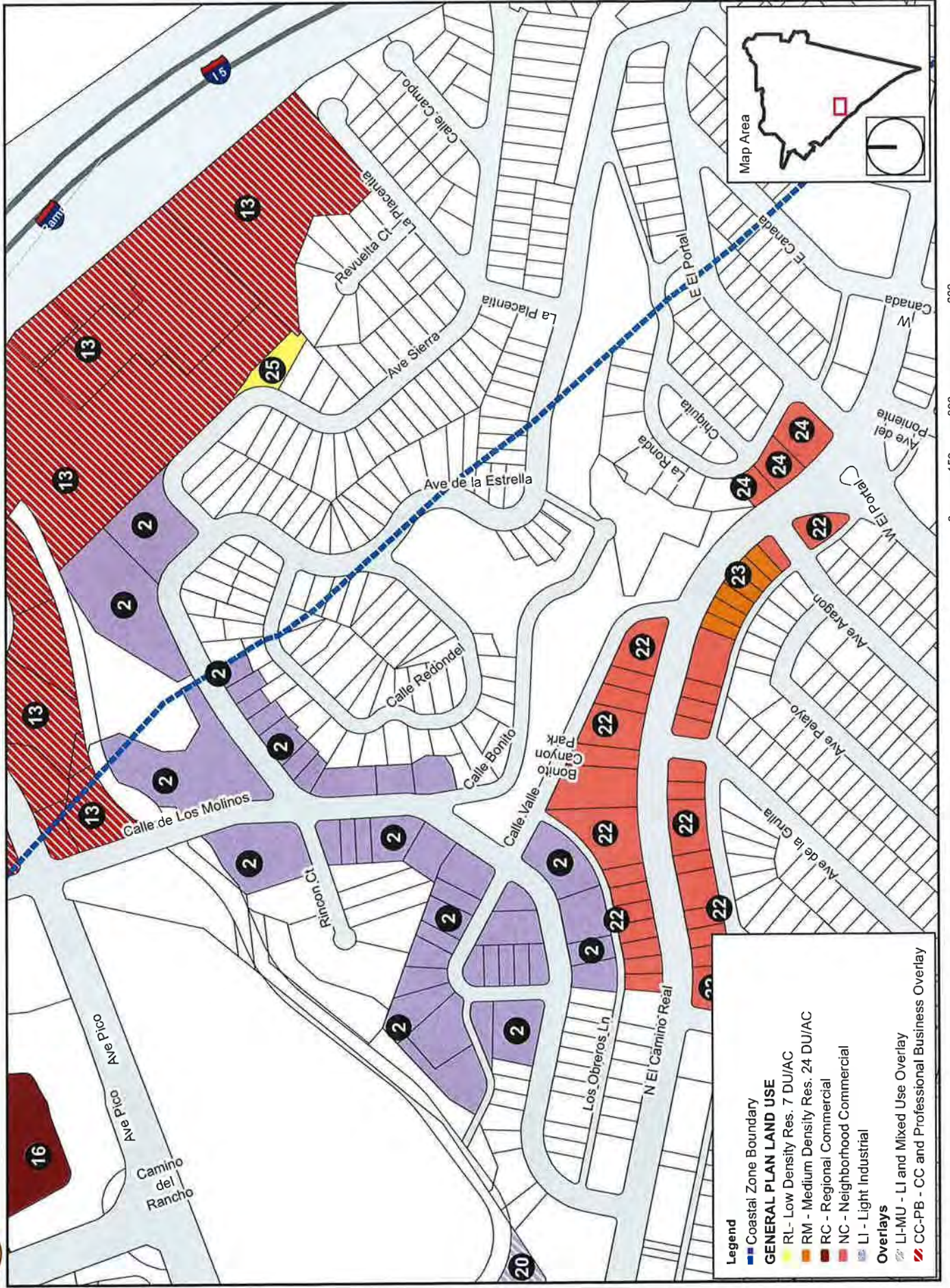


Centennial General Plan

GPA15-049: Proposed Land Use & Policy Changes

(See map key for details)

Map 12



Legend

- Coastal Zone Boundary

GENERAL PLAN LAND USE

- RL - Low Density Res. 7 DU/AC
- RM - Medium Density Res. 24 DU/AC
- RC - Regional Commercial
- NC - Neighborhood Commercial
- LI - Light Industrial

Overlays

- LI-MU - LI and Mixed Use Overlay
- CC-PB - CC and Professional Business Overlay



**Centennial General Plan
GPA15-049: Proposed Land Use & Policy Changes**

(See map key for details)

Map 13





**Centennial General Plan
GPA15-049: Proposed Land Use & Policy Changes**

Map 14

(See map key for details)



Legend
GENERAL PLAN LAND USE
 ■ RH - High Density Res. 36 DU/AC

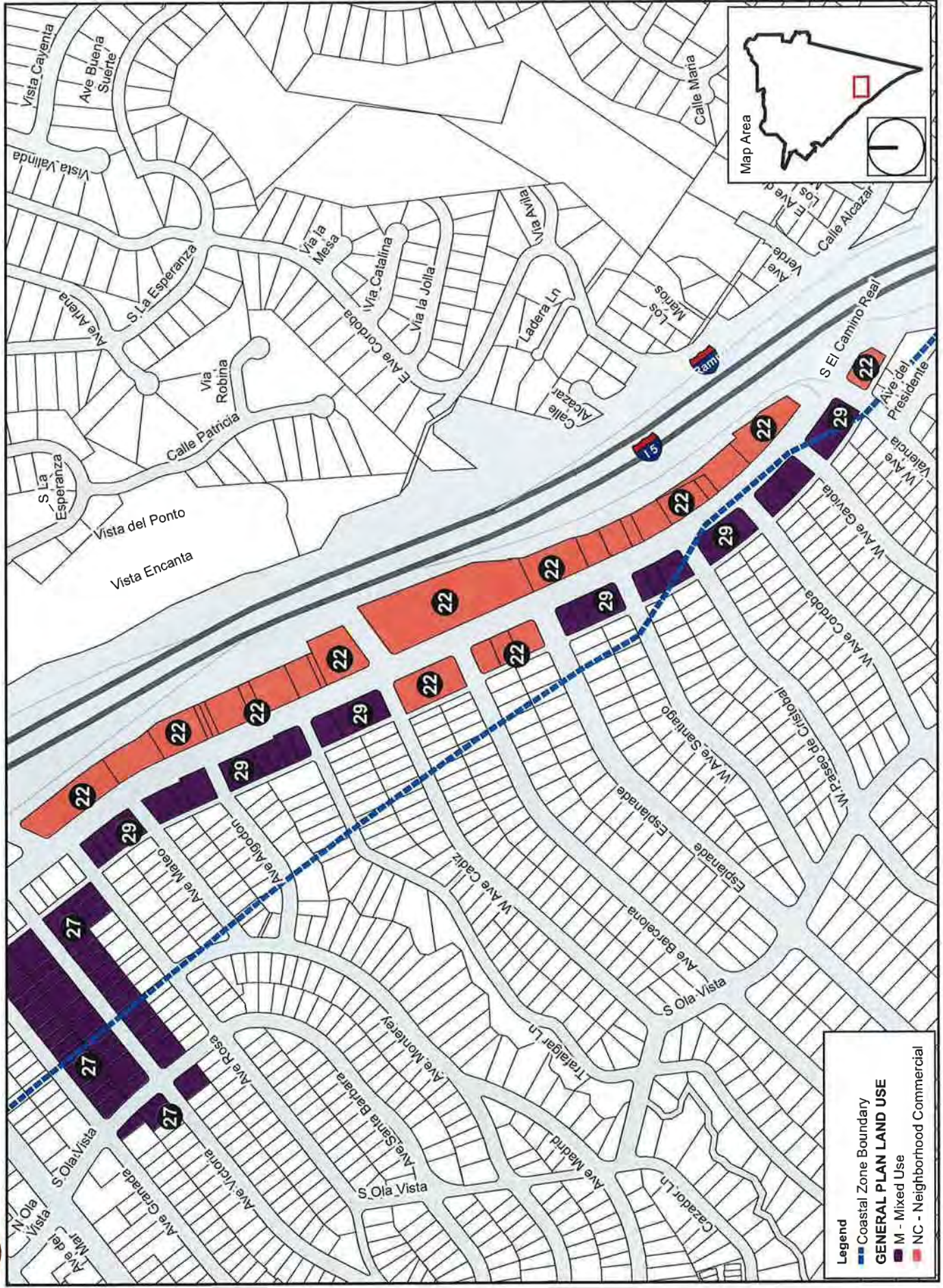
0 130 260 520 Feet
 Data Source: City of San Clemente 3/26/2015



**Centennial General Plan
GPA15-049: Proposed Land Use & Policy Changes**

Map 15

(See map key for details)



Legend

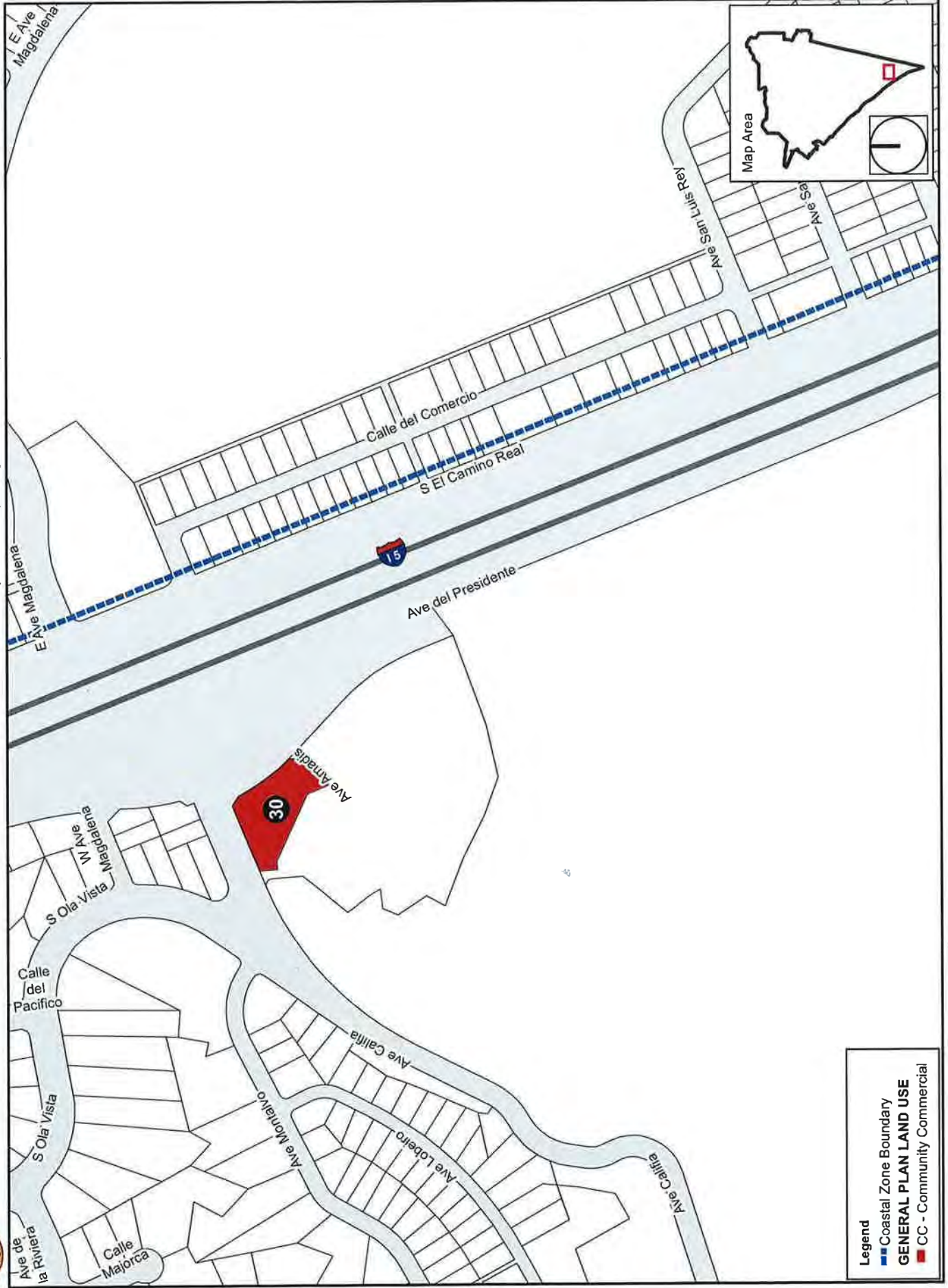
- Coastal Zone Boundary
- GENERAL PLAN LAND USE**
- M - Mixed Use
- NC - Neighborhood Commercial



**Centennial General Plan
GPA15-049: Proposed Land Use & Policy Changes**

Map 16

(See map key for details)



Legend

- Coastal Zone Boundary

GENERAL PLAN LAND USE

- CC - Community Commercial

0 130 260 520 Feet
Data Source: City of San Clemente 3/26/2015

EXHIBIT B

Section 1: The Table of Contents of the Centennial General Plan and are hereby amended as follows:

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List of Figures and Tables

Figures are provided at the end of the element

*****[Figure amendments are pending and will be presented at the next public hearing. Staff also is likely to propose new maps for inclusion]****

- Figure LU-1 Land Use Map **[to be amended]**
- Figure LU-2A Neighborhood Commercial (Shorecliffs) **[to be amended]**
- Figure LU-2B Neighborhood Commercial (North Beach/N. El Camino Real) **[to be amended]**
- Figure LU-2C Neighborhood Commercial (S. El Camino Real) **[to be amended]**
- Figure LU-2D Neighborhood Commercial (Avenida La Pata at Avenida Vista Hermosa and Avenida Pico) **[to be amended]**
- Figure LU-2E Neighborhood Commercial (Avenida Pico at Camino La Pedriza) **[to be amended]**
- Figure LU-3A Mixed Use Areas (North Beach/N. El Camino Real) **[to be amended]**
- Figure LU-3B Mixed Use Areas (Del Mar/T-Zone, Pier Bowl, S. El Camino Real, West of Interstate 5) **[to be amended]**
- Figure LU-3C Mixed Use Areas (S. El Camino Real, East of Interstate 5) **[to be amended]**
- Figure LU-4 Focus Areas **[to be amended]**
- Figure LU-5 Del Mar/T-Zone Mixed Use Guide
- Figure LU-6 Design Concept (S. El Camino Real, East of Interstate 5)
- Figure UD-1 Gateways **[add Architectural overlay location map]**
- Figure M-1 Roadway System Map
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- Figure M-3 Bikeways Map
- Figure NR-1 Aesthetic Resources
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- Figure C-1 Coastal Access Points
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- Figure S-1 Geologic, Seismic and Soil Hazards Map
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- Figure S-3 Tsunami Potential Inundation Map
- Figure S-4 Future Roadway and Rail Noise Contour Map **[add existing noise map]**
- Figure S-5 Critical Facilities
- Figure GM-1 Sphere of Influence
- Figure G-1 Decision Making System

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Section 2: The Land Use Element of the of the Centennial General Plan (**figures are pending and will be presented at the next public hearing**) is hereby amended as follows:



Sea View by Joyce Poisson

Land Use Element

The Land Use Element is an essential tool in achieving San Clemente's vision, as described in the "2009 Vision San Clemente Final Report" and "2009 Vision and Strategic Plan" for San Clemente. It is one of thirteen chapters, or "elements" that comprise the Centennial General Plan. Traditionally, the Land Use Element is considered the General Plan's most important policy document because it describes the allowed types and configurations of land uses and where they can be located, including residential, commercial, mixed-use, industrial, open space, recreation and public uses. In combination with the other elements, the Land Use Element guides how we plan, arrange, develop and conduct these land uses and serves as a key tool in ensuring a high quality of life for our citizens. Land use decisions have the potential to add value to our community in terms of safety, convenience, environmental quality, aesthetics and economic benefits.

To help guide land use and development-related decisions, this Element provides:

- 1) a Land Use Plan that graphically depicts where different types of land uses are allowed;

City of San Clemente Centennial General Plan, February 2014

- 2) a description of Land Use Designations that comprise the Land Use Plan, including density and development intensity standards;
- 3) a summary of population and employment buildout estimates for the City; and
- 4) goals and policies that help guide public and private land use actions.

The Land Use Element provides more detailed goals and policies for Focus Areas. Following the 1993 General Plan, which focused on managing growth and development in the City's inland Ranch areas, this General Plan focuses on land use changes in eight geographic areas and on maintaining and enhancing the overall quality of life San Clemente citizens and visitors enjoy.

PRIMARY GOALS: Achieve the City's Vision by establishing and maintaining balance of uses that provides:

- 1) a diversity of residential neighborhoods and housing opportunities;
- 2) distinct and vibrant commercial and industrial areas offering a range of retail, service and employment uses that complement rather than compete with one another;
- 3) a mix of passive and active recreational areas available to all of our residents, employees and visitors;
- 4) access to a host of historic, cultural and social amenities and resources;
- 5) protected open space and natural resource areas that offer solitude and a respite from urban life, recreation and views, diverse and healthy natural habitats for a variety of plant and animal species, and distinct community edges; and
- 6) a mix of public and institutional uses that provide lifelong learning opportunities, places of worship and City facilities offering a wide range of services and cultural amenities.

GOAL AND POLICY SECTIONS:

1. Land Use Plan
2. Residential Land Uses
3. Commercial Land Uses
4. Mixed Use Land Uses
5. Industrial Land Uses
6. Automobile-Related Land Uses
7. Public and Institutional Land Uses
8. Focus Areas
 - a. Camino de Los Mares
 - b. North Beach/North El Camino Real
 - c. Los Molinos
 - d. Rancho San Clemente and Talega Business Parks
 - e. Del Mar/T-Zone
 - f. Pier Bowl and Pier
 - g. South El Camino Real (West of Interstate 5)

h. South El Camino Real (East of Interstate 5)

ADDITIONAL LINKS

- [San Clemente Community Profile](#) [staff to provide link]
- [San Clemente Vision and Strategic Plan](#) [staff to provide link]
- [Zoning Code](#)
[<http://library.municode.com/index.aspx?clientId=16606&stateId=5&stateName=California>]
- [Government Code Section 65302\(a\) \(Requirement for Land Use Element\)](#)
[<http://codes.lp.findlaw.com/cacode/GOV/1/7/d1/3/5/s65302>]
- [Rancho San Clemente Specific Plan](#) [<http://san-clemente.org/sc/standard.aspx?pageid=443>]
- [West Pico Corridor Specific Plan](#) [<http://san-clemente.org/sc/standard.aspx?pageid=443>]
- [Pier Bowl Specific Plan](#) [<http://san-clemente.org/sc/standard.aspx?pageid=443>]
- [Talega Specific Plan](#) [<http://san-clemente.org/sc/standard.aspx?pageid=443>]
- [Marblehead Coastal Specific Plan](#) [<http://san-clemente.org/sc/standard.aspx?pageid=443>]
- [Rancho San Clemente Specific Plan](#) [<http://san-clemente.org/sc/standard.aspx?pageid=443>]
- [Forster Ranch Specific Plan](#) [<http://san-clemente.org/sc/standard.aspx?pageid=443>]

Land Use Plan

The [Land Use Plan](#) [[link to Land Use Plan figure](#)] for San Clemente accommodates the full range of uses existing in San Clemente in 2013, as well as uses to be allowed in areas where change is desired. The buildout of land uses contemplated in the 1993 Land Use Plan has essentially been realized. In 2013, most of the City's expansion areas are built out, with the exception of Marblehead Coastal, and growth will primarily occur on vacant infill parcels or through redevelopment. Consequently, this Land Use Plan anticipates that land use changes will be concentrated within eight [Focus Areas](#) [[link to Focus Area Page](#) which provides a map and list of Focus Areas and links to their respective goals and policies].

This land use plan builds upon a wealth of assets, including: many safe and attractive residential neighborhoods, a variety of commercial and coastal destinations that are unique to the region, unique historic resources that distinguish our community, visual and functional landmarks to our neighborhoods and districts, a thriving business and industrial sector, a historic downtown, convenient multi-modal transportation facilities and access to some of the best beach, ocean and open space resources that Southern California has to offer.

PRIMARY GOALS:

The Land Use Plan seeks to:

- 1) retain and enhance established residential neighborhoods, commercial and industrial districts, recreational resources, community-activity areas and amenities, and open spaces that improve the community's quality of life,

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- enhance the appeal of our many attractions, maintain our small-town character, and ensure long-term environmental and fiscal health;
- 2) provide for the revitalization, adaptive re-use, and improvement of deteriorated neighborhoods, historic buildings and districts;
 - 3) allow for some intensification of commercial and industrial districts, while preserving or enhancing their character;
 - 4) provide opportunities for new residential, commercial, and job-generating uses in targeted areas, within the capacities of existing infrastructure and public services;
 - 5) preserve and enhance coastal recreation, resources, access and amenities;
 - 6) protect and maintain significant environmental resources;
 - 7) protect and preserve significant historic resources;
 - 8) provide a diversity of land use areas that complement one another and are characterized by differing functional activities and intensities of use;
 - 9) locate commercial, public services, recreation, transit opportunities and jobs near residents and businesses; and
 - 10) Ensure our policies, programs and actions continue to celebrate and reinforce San Clemente's role as a unique and distinctive place in southern Orange County and in the greater Southern California region.

GENERAL PLAN FIGURES

[Figure LU-1, Land Use Plan](#)

[Figure LU-2a, Neighborhood Commercial \(Shorecliffs\)](#)

[Figure LU-2b, Neighborhood Commercial \(North Beach/N. El Camino Real\)](#)

[Figure LU-2c, Neighborhood Commercial \(S. El Camino Real\)](#)

[Figure LU-2d, Neighborhood Commercial \(Ave. La Pata at Ave. Vista Hermosa and Ave. Pico\)](#)

[Figure LU-2e, Neighborhood Commercial \(Ave. Pico at Camino La Pedriza\)](#)

[Figure LU-3a, Mixed Use Areas Map](#)

[Figure LU-3b, Mixed Use Areas Map](#)

[Figure LU-3c, Mixed Use Areas Map](#)

[Table LU-1, Land Use Designations \[link to Land Use Summary page\]](#)

[Table LU-2, General Plan Buildout Estimates \[link to Buildout Estimates page\]](#)

ADDITIONAL LINKS

- Specific Plans [<http://san-clemente.org/sc/standard.aspx?pageid=443>]
- San Clemente Vision and Strategic Plan [<http://san-clemente.org/sc/Standard.aspx?PageID=558>]

Table LU-1 General Plan Land Use Designations Summary Table				
Land Use Designations	Existing Maximum Density/ Intensity (FAR)	Proposed Maximum Density	Max. No. of Stories/ Building Height ¹	Intention
Residential				
Residential Very Low (RVL)	1 unit per 20 gross acres or per parcel, whichever is smaller	No-change	2 stories; 30 ft.	Single-family detached homes, typically in an estate setting
Residential Low (RL)	4.5 units per gross net acre 7.0 units per net gross acre	No-change	25 ft.	Single-family detached homes
Residential Medium Low (RML)	7.0 units per gross net acre 10.0 units per net gross acre	No-change	25 ft.	Single-family detached and attached homes, including clustered homes and townhomes
Residential Medium (RM)	15.0 units per gross net acre 24.0 units per net gross acre	No-change	25 ft.	Single-family detached and attached homes, including clustered homes and townhomes, and multifamily apartments
Residential High (RH)	24.0 units per gross net acre 36.0 units per net gross acre	No-change	45 ft.	Single-family attached homes, including townhomes and condominiums, and multifamily apartments
Commercial				
Neighborhood Serving (NC)	NC 1.1*: 0.35 Floor Area Ratio (FAR) NC 1.2*: 0.35 FAR NC 1.3*: 0.35 FAR	No-change No-change No-change	NC1.1: 1 story; TOR: 15 ft.; NC1.2: 2 stories; TOR: 33 ft.; PL: 26 ft.	Local-serving retail commercial, personal service, professional office, lodging, cultural facilities and eating and drinking

Table LU-1 General Plan Land Use Designations Summary Table				
Land Use Designations	Existing Maximum Density/ Intensity (FAR)	Proposed Maximum Density	Max. No. of Stories/ Building Height ¹	Intention
	<p><u>NC 2: 0.50 FAR</u></p> <p><u>NC 3: 0.75 FAR</u> <i>*formerly known as NC 1, NC 2 and NC 3</i></p>	<p>NC 2*: 0.50 FAR</p> <p>NC 3*: 0.75 FAR</p> <p><i>*new designations</i></p>	<p><u>NC1.3</u>: 3 stories; TOR: 45 ft.; PL: 37 ft.</p> <p><u>NC2</u>: 2 stories; TOR: 33 ft.; PL: 26 ft.</p> <p><u>NC3</u>: 3 stories; TOR: 45 ft.; PL: 37 ft.</p>	uses
Community Serving (CC)	<p><u>CC 1: 0.50 Floor Area Ratio (FAR)</u></p> <p><u>CC 2: 0.75-50 FAR</u>, If hospital use, 2.0 FAR</p> <p><u>CC3: .70 FAR</u></p>	No change	<p><u>CC1</u>: 2 stories; TOR: 33 ft.; PL: 26 ft.</p> <p><u>CC2</u>: 3 stories; TOR: 45 ft.; PL: 37 ft.</p> <p>If hospital use: 4 stories TOR: 54 ft.; PL: 45 ft.</p> <p><u>CC3</u>: <u>TOR: 45 ft.;</u> <u>PL: 37 ft.</u></p>	More intense development of local-serving retail commercial; personal service; professional office; hospital, medical offices, congregate care, and related uses; lodging; cultural uses and eating and drinking uses
Regional Serving (RC)	0.50- 2.00 FAR	No change	<p>3 stories TOR: 45 ft. PL: 37 ft.</p> <p>Exceptions granted for a theater and/or clocktower (62 ft. for highest architectural projection; PL: 55 ft.).</p>	Regional-serving retail commercial, entertainment, dining, financial and professional offices
Coastal and Recreation Serving (CRC)	1.00-1.50 FAR	No change	Per existing building height at street elevation	Coastal-oriented retail commercial, recreation, dining, and lodging
Light Industrial (LI)	<p>LI 1: 0.35 FAR</p> <p>LI 2: 0.50 FAR</p>	No change	2 stories or 3 stories with office; 45 ft.	A mixture of business park, research and development,

Table LU-1 General Plan Land Use Designations Summary Table				
Land Use Designations	Existing Maximum Density/ Intensity (FAR)	Proposed Maximum Density	Max. No. of Stories/ Building Height ¹	Intention
	<i>*formerly known as I1 and I2</i>		<i>*Refer to Talega, Rancho San Clemente and West Pico Specific Plans for individual areas.</i>	professional offices, light industrial uses such as light assembly and manufacturing, and supportive retail. Limited retail and service commercial uses supporting these areas are allowed
Heavy Industrial (HI)	0.75 <u>Floor Area Ratio (FAR)</u>	No change	2 stories; 35 ft. <i>*Refer to Rancho San Clemente and West Pico Specific Plans for individual areas.</i>	Industrial uses including vehicle storage, manufacturing, warehousing, and wholesaling
Mixed Use				
MU 1 <i>*formerly MU 1-1</i>	0.35 FAR without residential 1.0 FAR with residential >24.0–36.0 dwelling units per acre	No change.	Commercial projects: 2 stories; TOR: 33 ft.; PL: 26 ft. Mixed-use projects: 3 stories; TOR: 45 ft.; PL: 37 ft.	A vertical or horizontal mix of Neighborhood Serving (NC) and Community Serving (CC). Attached and multifamily housing is permitted on the second floor or higher
MU 2	<u>36.0 dwelling units per acre</u> <u>Commercial projects:</u> 0.50 FAR without residential <u>Mixed Use:</u> 1.5 FAR with residential >24.0–36.0 dwelling units per acre	No change	Commercial projects: 2 stories; TOR: 33 ft.; PL: 26 ft. Mixed use projects: 3 stories; TOR: 45 ft.; PL: 37 ft.	A vertical or horizontal mix of Neighborhood Serving <u>Commercial</u> (NC), Community Serving <u>Commercial</u> (CC), and multifamily housing

Table LU-1 General Plan Land Use Designations Summary Table				
Land Use Designations	Existing Maximum Density/ Intensity (FAR)	Proposed Maximum Density	Max. No. of Stories/ Building Height ¹	Intention
MU 3.0	<p>24.0 units per net acre 36.0 units per gross acre 24.0-36.0 dwelling units per acre</p> <p><u>Commercial projects:</u> 1.00 Floor Area Ratio (FAR) without residential</p> <p><u>Mixed use projects:</u> 2.00 FAR with residential</p>	No change	<p>Commercial and Mixed-Use projects:</p> <p>2 stories*; TOR: 33 ft.*; PL: 26 ft.</p> <p>*City Council exception possible to allow third story with TOR: 35 ft. on sites with sloping topography.</p>	<p>Applies to Downtown Core.</p> <p>A vertical or horizontal mix of Neighborhood Serving <u>Commercial</u> (NC) and Community Serving <u>Commercial</u> (CC). Attached and multifamily housing is permitted on the second floor or higher.</p>
MU 3.1 <i>*formerly MU-3</i>	<p><u>Stand-alone residential use or residential maximum for mixed use projects:</u></p> <p>24.0 units per net acre 36.0 units per gross acre</p> <p><u>Commercial projects:</u> 1.00 FAR without residential</p> <p><u>Mixed use projects:</u> 2.00 FAR with residential</p> <p>>24.0-36.0 dwelling units per acre</p>	No change	<p><u>Residential and Commercial projects:</u> 2 stories; TOR: 33ft; PL: 26ft</p> <p>For mixed use projects <u>on</u>with lots greater than 12,000 sf: 3 stories TOR: 45 ft. PL: 37 ft.</p> <p>Mixed use projects 2 stories; TOR: 33 ft.; PL: 26 ft.</p> <p>(An <u>e</u>Exception with <u>Conditional Use Permit</u>: for 3 stories, TOR: 45 ft., PL: 37 ft. may be granted through CUP.)</p>	<p>Applies to Downtown Area outside of Downtown Core.</p> <p>A vertical or horizontal mix of Neighborhood Serving <u>Commercial</u> (NC), Community Serving <u>Commercial</u> (CC), and multifamily housing. <u>Also, outside the Pedestrian Overlay, stand-alone residential uses are allowed</u></p>
MU 3.2 <i>*New designation</i>	<p>Designation does not exist. <u>10 units per net acre</u> <u>24.0 units per gross acre</u></p> <p><u>Commercial</u></p>	<p>1.00 FAR without residential 1.50 FAR with residential >10.0-24.0</p>	<p>2 stories without residential; TOR: 33 ft.; PL: 26 ft. 3 stories with residential; TOR: 45 ft.;</p>	<p>A vertical or horizontal mix of Neighborhood Serving <u>Commercial</u> (NC) and attached and multifamily housing</p>

Table LU-1 General Plan Land Use Designations Summary Table				
Land Use Designations	Existing Maximum Density/ Intensity (FAR)	Proposed Maximum Density	Max. No. of Stories/ Building Height ¹	Intention
	<p><u>projects:</u> 1.00 FAR without residential</p> <p><u>Mixed use projects:</u> 1.50 FAR with residential</p>	dwelling units-per acre	<p><u>PL: 37 ft.</u> <u>Two stories of building mass facing S. El Camino Real</u></p> <p><u>Average height limit; Top-of-Roof: 45 ft Plate Line: 37 ft.</u></p> <p><u>Height ceiling limit above elevation of front lot line (El Camino Real frontage), measured at midpoint; Top-of-Roof: 35 ft. Plate Line: 30 ft.</u></p> <p><u>See S. El Camino Real Focus Area for additional policies.</u></p>	
MU 4 <i>*formerly MU 4.1</i>	<p><u>24.0 units per net acre</u> <u>36.0 units per gross acre</u> <u>36.0 dwelling units per acre</u></p> <p><u>Commercial or mixed use projects:</u> 1.00-2.00 FAR</p> <p>>24.0–36.0 dwelling units per acre</p>	No change	30 feet	A vertical or horizontal mix of Neighborhood Serving <u>Commercial</u> (NC) and Community Serving <u>Commercial</u> (CC). Attached and <u>m</u> Multifamily housing is permitted on the second floor or higher
MU 5 <i>*formerly MU 5.1</i>	<p><u>Commercial projects:</u> 0.35 FAR</p> <p><u>Residential projects:</u> <u>24.0 units per net acre</u> <u>36.0 units per gross acre</u> >24.0–36.0 dwelling units per acre</p>	No change	<p>Commercial projects:</p> <p>2 stories; TOR: 33ft.; PL: 26 ft.</p> <p>Residential projects:</p> <p>2 stories; TOR: 33 ft. PL: 26 ft.</p>	Neighborhood Serving <u>Commercial</u> (NC) commercial uses and or attached and - multifamily housing

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Table LU-1 General Plan Land Use Designations Summary Table				
Land Use Designations	Existing Maximum Density/ Intensity (FAR)	Proposed Maximum Density	Max. No. of Stories/ Building Height ¹	Intention
Public and Institutional				
Civic Center (CVC)	0.35 FAR	No change	2 stories; TOR: 33ft; PL: 26 ft.	Government offices
Institutional (INST)	FAR/density not specified	No change	To be determined on an individual basis.	Private institutions and religious facilities
Public (P)	<u>FAR/density not specified</u>		<u>To be determined on an individual basis</u>	<u>Government offices, utilities, schools, public and private parking</u>
Open Space				
Open Space (OS 1) (Public)	N/A	N/A	To be determined on an individual basis.	Publicly owned existing and dedicated parklands, passive open space areas, recreational facilities, and golf courses
Open Space (OS 2) (Private)	N/A	N/A	To be determined on an individual basis.	Privately owned parklands, recreational facilities, passive open space areas and golf courses
Overlays				
Architectural Design (-A)	As specified in underlying land use designation.	No change	As specified in the underlying land use zone.	Uses permitted by the underlying land use category; must be designed in accordance with Spanish Colonial Revival standards <u>Spanish-styled architecture that follows specific Design Guidelines and standards</u> pursuant to the Urban Design Element, Design Guidelines and Zoning Code
Affordable Housing (-AH)	As specified in underlying land use designation.	No change		Refer to goals and policies of the Housing Element

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Table LU-1 General Plan Land Use Designations Summary Table				
Land Use Designations	Existing Maximum Density/ Intensity (FAR)	Proposed Maximum Density	Max. No. of Stories/ Building Height ¹	Intention
Central Business (-CB)	As specified in underlying land use designation.	No change		
Coastal (-CZ)	As specified in underlying land use designation.	No change	As specified in the underlying land use zone.	Refer to goals and policies of the Coastal Element and standards in the Local Coastal Plan (LCP)
Emergency Shelter (-ES)	As specified in underlying land use designation. Does not exist		Two stories/25 feet	In this district, Emergency Shelters are allowed by right, pursuant to SCMC Ch. 17.56.180. Allows emergency shelters to meet State goals and policies for homeless service needs pursuant to limitations in the Zoning Code
Medical Office Overlay (-MO)	Medical office uses: North of Mira Costa: .75 FAR. South of Mira Costa: 1.0 FAR. Requires Master Plan Does not exist.	0.75 FAR No change to underlying use (Community Commercial); adds option with Master Plan	As specified in the underlying land use zone.	Provides additional medical office capacity with Master Plan. Ancillary retail and service uses allowed. Community Commercial uses are still permitted as underlying land use (Community Commercial).
Mixed Use Overlay (-MU)	24.0 units per gross acre 36.0 units per net acre Commercial projects: 1.00 FAR Mixed use projects: 2.00 FAR		Commercial projects: 2 stories; TOR: 33ft; PL: 26ft For mixed use projects with lots greater than 12,000 sf: 3 stories TOR: 45 ft. PL: 37 ft. Mixed use projects	A vertical or horizontal mix of Neighborhood Serving Commercial (NC), Community Serving Commercial (CC), and multifamily housing. The Overlay provides an option for such uses, while allowing existing industrial uses and development to remain conforming.

Table LU-1 General Plan Land Use Designations Summary Table				
Land Use Designations	Existing Maximum Density/ Intensity (FAR)	Proposed Maximum Density	Max. No. of Stories/ Building Height ¹	Intention
			<p><u>2 stories;</u> <u>TOR: 33 ft.;</u> <u>PL: 26 ft.</u></p> <p><u>(Exception with Conditional Use Permit: 3 stories, TOR: 45 ft., PL: 37 ft.)</u></p>	
Pedestrian (-P)	As specified in underlying land use designation.	No change	As specified in the underlying land use zone.	<p>Uses permitted by the underlying land use category; offices located to the rear of ground floor retail and second floor and higher, limited street front use; refer to applicable design standards in the Urban Design Element, Design Guidelines and Zoning Code.</p> <p>The Pedestrian Overlay is applied to commercial and mixed-use areas to Promotes the development of pedestrian-oriented land uses, building and site designs. Refer to the <u>Urban Design Element, Design Guidelines, and Zoning Code</u></p>
Planned Residential District (-PRD)	As specified in underlying land use designation.	No change		Provides flexible <u>land use</u> regulations to foster creative design, environmental sensitivity, variety, innovation, and amenities

Land Use Designations	Existing Maximum Density/ Intensity (FAR)	Proposed Maximum Density	Max. No. of Stories/ Building Height ¹	Intention
Professional Business Overlay (-PB)	Office and institutional uses: .75 FAR with Master Plan Does not exist.	0.75 FAR No change to underlying use (Community Commercial); add option with Master Plan	As specified in the underlying land use zone.	Provides additional office capacity and institutional uses (e.g., small university, college or trade school) with Master Plan. Ancillary retail and service uses allowed. Community Commercial uses are still permitted as underlying land use (<u>Community Commercial</u>).

Note: Land uses densities and standards within adopted Specific Plan areas are guided by the Specific Plans. The General Plan Land Use Plan for these areas is only intended for graphic purposes.

¹ Refer to Zoning Code (San Clemente Municipal Code Title 17) for allowances to have certain architectural details project above the height limit and the applicable review processes required.

Residential Land Uses

San Clemente is home to diverse residential neighborhoods, from the planned communities of Talega, Forster Ranch, Rancho San Clemente and Marblehead to the older neighborhoods and subdivisions generally located along the east side of Interstate 5 and the areas west to the Pacific Ocean. Neighborhoods offer a number of single-family and multifamily housing opportunities in a number of settings (e.g., along golf courses, overlooking the Pacific Ocean, in master planned communities with amenities like swimming pools and tennis courts, or in mixed use developments).

While the [Focus Areas](#) [link to the Focus Areas page] section of the General Plan provides more specific direction for neighborhoods within these areas, this section of the Land Use Element provides overall direction for residential land uses throughout the City.

Additional policies related to housing, including housing for those with special needs, such as senior citizens and the physically challenged, are included in the [Housing Element](#) [link to separately adopted Housing Element pdf; this element was not prepared with the rest of the General Plan].

GOAL:

Achieve a mix of residential neighborhoods and housing types that meets the diverse economic and physical needs of residents, that is compatible with existing

neighborhoods and the surrounding environmental setting, and that reflects community expectations for high quality.

POLICIES:

LU-1.01. **General.** We accommodate the development of a variety of housing types, styles, tenure and densities that are accessible to and meet preferences for different neighborhood types (e.g., mixed use pedestrian environments and traditional suburban neighborhoods), physical abilities and income levels, pursuant to the Land Use Plan [[link to the Land Use Plan page](#)] and Housing Element [[link to the pdf file](#)].

LU-1.02. **Access to Amenities.** We require residential developments to be designed to promote safe and convenient access to nearby commercial centers, community facilities, parks, open space, transit facilities, bikeways, trails and other amenities, as applicable.

LU-1.03. **Maintenance of Neighborhood Character.** We maintain elements of residential streets that unify and enhance the character of neighborhoods, including parkways, street trees, and compatible setbacks.

LU-1.04. **Single-Family Residential Uses.** We require that single-family houses and sites be designed to convey a high level of architectural and landscape quality in accordance with the Urban Design Element and Zoning Code, and in consideration of the following:

- a. Varied and distinct building elevations, facades, and masses (avoiding undifferentiated "box-like" structures);
- b. building scale and massing that is compatible with existing development;
- c. use of extensive site landscaping to complement the architectural designs of structures;
- d. reduced area and width of paving in front yards for driveway and garage access; and
- e. location and design of garages so that they do not dominate the appearance of the dwelling from the street.

LU-1.05. **Multi-Family Residential Uses.** We require that multi-family residential projects be designed to convey a high level of quality and distinctive neighborhood character in accordance with the Urban Design Element and Zoning Code. New multi-family housing development projects shall:

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- a. use building materials, colors, and forms which complement the neighborhood, while allowing flexibility for distinctive, high-quality design solutions;
- b. design all building elevations to convey the visual character of individual units rather than a single, continuous building mass and volume;
- c. visually hide or buffer subterranean parking garages;
- d. use a well-defined roofline;
- e. include separate, well-defined entries to convey the visual character of individual identity of each residential unit. Entries may be developed onto exterior facades, interior courtyards, and/or common areas;
- f. locate and design parking areas and garages to be architecturally integrated with and complementary to the main structure;
- g. use generous site landscaping, consistent with City Landscape Standards;
- h. include setbacks, consistent with the surrounding neighborhood, along the street frontage containing landscaping. Building entries shall be connected to public sidewalks to encourage safe and convenient pedestrian access; and
- i. minimize the total area of driveway paving in relation to landscaping. ~~At least than fifty (50) percent of the street yard shall be landscaped.~~
- j. provide on-site open space amenities that are accessible and of sufficient size to be usable by tenants, in common areas and/or with individual units pursuant to the Zoning Code.

LU-1.06. **Residential Infill.** We require that new residential development be compatible with adjacent structures and land uses and we require:

- a. mitigation of noise, traffic (automobile and truck), and lighting impacts of abutting commercial uses, where applicable;
- b. use of complementary building materials, colors, and forms, while allowing flexibility for distinguished design solutions.

LINKS TO OTHER GENERAL PLAN INFORMATION

- [Land Use Plan](#) [link to the Land Use Plan page]
- [Land Use Designations Table](#) [link to the Land Use Summary page]
- [Housing Element](#) [link to the pdf file]
- [Urban Design Element](#) [link to the UDE Homepage]

ADDITIONAL LINKS

- [Zoning Code Residential Districts](#)
[http://library.municode.com/HTML/16606/level2/TIT17ZO_CH17.32REZOST.html]

Commercial Land Uses

San Clemente offers a full spectrum of retail, service, professional, office, medical, tourist-related, and entertainment uses at a range of intensities to meet the daily needs of our residents and employees and attract visitors to our key destination areas. In addition to providing jobs, amenities and services, commercial uses generate tax revenues that are essential for maintaining our community's quality of life.

The City's key commercial areas are discussed in detail in the Focus Areas [\[link to Focus Areas page\]](#) section of the Land Use Element.

GOAL:

Achieve and maintain a healthy employment base with diverse retail, office, and service uses that: 1) meet citizens' needs; 2) help generate municipal revenues that improve quality of life; 3) are compatible with adjacent residential neighborhoods; and 4) support the goals and policies of the Economic Development Element [\[link to EDE Homepage\]](#).

POLICIES:

- LU-2.01. **Quality.** We require that new development protect community character by providing architecture, landscaping and urban design of equal or greater quality than surrounding development, and by respecting the architectural character and scale of adjacent buildings.
- LU-2.02. **Identification of Commercial Areas.** We require distinctive entry and informational signage, street trees, street furniture, pedestrian-scaled lighting, and other improvements to uniquely identify individual commercial districts, including: the Downtown Core, North Beach, South El Camino Real, Pico Plaza, Los Molinos, Camino de los Mares, Avenida Pico, Marblehead Coastal, Shorecliffs, and "La Pata" commercial district, which includes Talega, Plaza Pacifica, and the commercial properties at the intersection of Avenida La Pata and Avenida Vista Hermosa.
- LU-2.03. **Neighborhood Compatibility.** We require that commercial projects abutting residential neighborhoods be designed and operated to protect residents from the effects of noise, light, odors, vibration traffic, parking and other operational impacts.
- LU-2.04. **Maintenance.** We require proper maintenance of commercial areas to ensure they reflect community expectations for a quality environment and remain competitive with commercial facilities located outside of the City.

LU-2.05. ***Pedestrian, Bicycle and Transit Access.*** We require commercial projects to be designed to promote convenient access to and from nearby neighborhoods, transit facilities, bikeways, and other amenities.

LU-2.06. ***Multi-Use of Public Alleys.*** We consider alleys as multi-use public spaces that buffer commercial uses from residential areas and serve circulation, parking, utilities, loading areas and trash receptacles. They may also provide access to paseos, rear commercial entries, multiple storefronts and public use areas.

LU-2.07. ***Environmental Compatibility and Quality.*** We require commercial districts and uses to be compatible with their environmental setting, promote City environmental goals and be designed and operated to avoid or mitigate environmental impacts.

LU-2.08. ***Drive-Through Facilities.*** We regulate the locations of fast food outlets and drive-through restaurants by establishing standards for the spatial distribution of such uses.

LINKS TO GENERAL PLAN CONTENT

- [Land Use Plan](#) [link to Land Use Plan page]
- [Land Use Designations](#) [link to Land Use Summary page]
- [Focus Areas](#) [link to Focus Areas page]
- [Economic Development Element](#) [link to EDE homepage]

LINKS TO OTHER DATA AND BACKGROUND INFORMATION

- [Zoning Code Commercial Districts](#)
[http://library.municode.com/HTML/16606/level2/TIT17ZO_CH17.36COZOST.html]

Mixed Use

Mixed use zoning, as it is applied in San Clemente, refers to the vertical or horizontal mixing of commercial and residential uses. The Land Use Plan provides for the development of single or combined parcels for mixed commercial and residential development. Vertically mixed structures typically incorporate retail, office, and/or parking on the lower floors and residential units above. Areas that allow a horizontal mix also allow stand-alone uses and provide greater flexibility as to where specific uses are located on a site. While the Plan does not mandate the development of mixed-use projects, it does permit these in key commercial areas.

Areas designated as mixed use are concentrated in six of the eight Focus Areas of the General Plan: Los Molinos (Pico Plaza area), 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). The development standards that apply to Mixed Use zoning may vary by district. Several mixed-use zones are established, depending upon

the land use intensity, arrangement and relationship of residential and commercial uses on a site. These relationships are summarized in [Table LU-1 \[link to Land Use Plan Summary page\]](#) and graphically shown on [Figures LU-3a, LU-3b, and LU-3c \[links to figures\]](#). Mixed use zones create enhanced vitality and pedestrian activity in areas where residents have convenient access to retail, services, jobs and other amenities. They can also help reduce vehicle trips and associated air pollution, provide “built-in” customers for businesses and encourage development of convenient and affordable housing opportunities.

GOAL:

Promote and support development in areas designated for Mixed Use that is attractively designed, adds vitality and pedestrian activity, enhances economic opportunities, reduces vehicle trips and associated air pollution and offers convenient and affordable housing opportunities for all income levels.

POLICIES:

- LU-3.01. **Horizontal and Vertical Mix.** We permit a range of horizontally and vertically mixed uses appropriate to key areas of the City.
- LU-3.02. **Flexibility.** We apply flexible development standards to respond to changing market demands, where it can be demonstrated that by doing so, the proposed development or land use will help achieve General Plan goals.
- LU-3.03. **Ground Floor Retail.** In pedestrian-oriented environments, we require retail uses to be located on the ground floor to provide convenience and good visibility for shoppers. Whenever possible, we require off-street parking to be screened and located on the side or at the rear of buildings.
- LU-3.04. **Upper Floors.** Where buildings over two stories are allowed, we require building facades above the second floor to be set back from lower, street-facing facades to minimize building height and bulk, pursuant to the [Zoning Ordinance, Design Guidelines](#), and applicable Specific Plans.
- LU-3.05. **Stand Alone Residential Uses.** In Mixed Use areas outside the Pedestrian Overlay [\(excluding the MU3.2 area\)](#), stand alone residential uses are permitted. In these areas, we require stand alone dwellings to be compatible with adjacent commercial and mixed uses and with adjacent neighborhoods. Such developments shall:
 - a. buffer the residential use from abutting commercial uses;
 - b. adequately mitigate the noise, traffic, parking (automobile and truck), and lighting impacts of abutting commercial use;

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- c. locate and design dwellings to provide adequate security and privacy for residents; and
- d. minimize, to the extent practical, adverse impacts on the integrity and continuity of nearby commercial uses by considering the long term needs of commercial and residential uses, such as commercial loading, solid waste and recycling storage, private open space, landscape buffers, noise and odors.

LINKS TO GENERAL PLAN INFORMATION

- [Land Use Plan](#) [link to Land Use Plan page]
- [Land Use Designations](#) [link to Land Use Summary page]
- [Focus Areas](#) [link to Focus Areas page]

ADDITIONAL LINKS

- [Zoning Code Mixed Use Districts](#)
[http://library.municode.com/HTML/16606/level2/TIT17ZO_CH17.40MIEZOST.html]

Industrial Land Uses

Industrial uses in San Clemente are concentrated in three areas: the [Rancho San Clemente Business Park](#) [link to this Focus Area page] and [Los Molinos Focus Area](#) [link to this Focus Area page] Areas, and the [Talega Specific Plan](#) [<http://san-clemente.org/sc/standard.aspx?pageid=443>] Area.

A wide range of employment-generating land uses are provided within these areas, including manufacturing, research and development, offices, and in designated areas, automobile, truck, boat, RV and motorcycle sales and services. The allowable mix and intensity of uses within these areas provide significant job opportunities for residents and allows development to respond to changing market conditions and commercial space needs. The industrial areas also allow a range of compatible or complementary, non-industrial uses that benefit from the location and type of facilities, such as restaurants, religious facilities, specialized schools, emergency shelters, and other public assembly uses.

For specific guidance for the areas, please refer to their respective Focus Areas and applicable Specific Plan documents identified below.

GOAL:

Create and maintain diverse employment opportunities located in areas that provide strategic advantages for employers to locate in San Clemente, provide head-of-household jobs, generate municipal revenues, and improve quality of life, while minimizing impacts on surrounding neighborhoods.

POLICIES:

All General Plan guidance for Industrial Land Uses and their surrounding areas are contained within the Land Use Designations descriptions and in the Focus Areas noted below. Additional guidance for these areas is provided by Specific Plans for each area.

LINKS TO GENERAL PLAN INFORMATION

- [Land Use Plan](#) [link to the Land Use Plan page]
- [Land Use Designations](#) [link to the table]
- [Rancho San Clemente Business Park Focus Area](#) [link to this Focus Area page]
- [Los Molinos Focus Area](#) [link to this Focus Area page]
- [Economic Development Element](#) [link to the EDE Homepage]

ADDITIONAL LINKS

- [Rancho San Clemente Specific Plan](#)
[<http://san-clemente.org/sc/standard.aspx?pageid=443>]
- [Los Molinos Specific Plan \(area formerly included in the West Pico Specific Plan\)](#)
[until new SP is prepared, link to W. Pico SP; to be provided by staff][<http://san-clemente.org/sc/standard.aspx?pageid=443>]
- [Talega Specific Plan](#) [<http://san-clemente.org/sc/standard.aspx?pageid=443>]

Automobile-Related Land Uses

Given San Clemente's location along Interstate 5, the main route between Orange and San Diego Counties, San Clemente has a long history of providing automobile-oriented services, particularly along the historic El Camino Real Corridor.

El Camino Real has long provided various automotive repair services, auto-related retail businesses and fueling stations for San Clemente residents, employees, visitors and travelers. As residential neighborhoods adjacent to the corridor developed, concerns increased about the compatibility of automobile-related uses along El Camino Real with adjacent neighborhoods and with the surrounding community character.

The long range intent for automobile-related uses is that these uses are gradually relocated from El Camino Real to industrial areas and business parks in the City. In the meantime, General Plan policies allow automobile-related uses that are existing at the time of adoption of this General Plan to continue. The policies are intended to improve the compatibility of such uses with surrounding uses.

GOAL:

Encourage the relocation of automobile-related uses to industrially-designated lands and business parks and permit the continuation of automobile-related uses, existing as of the date of adoption of this General Plan, that do not detract from the aesthetics, character and function of the surrounding area.

POLICIES:

LU-5.01. ***New Fueling Stations and Supporting Service Facilities.*** We permit the development of new fueling stations and support facilities in commercial and business park districts, provided they are:

- a. 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; and
- b. Limited to a single corner of a street intersection and located at a limited number of key activity intersections, as designated in the Specific Plans for the Ranches.
- c. Consistent with the Zoning Ordinance and Design Guidelines.

LU-5.02. ***Existing Fueling Stations and Supporting Service Facilities.*** We permit the continuation of fueling stations and supporting service facilities existing as of the date of adoption of this General Plan and located along major streets and highways. Expansion or 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.

LU-5.03. ***New Automobile-Related Service and Repair Uses.*** We permit the development of automobile-related service and repair uses (e.g., tire shops, lube and tune, and other similar uses) in certain commercial and business park districts and designated sites within specific plan areas. Such uses 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. New car rental businesses on El Camino Real are allowed if the new business is limited to an office use and up to five (5) rental cars on site at any time.

LU-5.04. ***El Camino Real and Other Mixed Use and Pedestrian-Oriented Areas.*** With the exception of automobile-related parts sales with no onsite installation of parts, we prohibit new and major expansions of automobile-related uses along El Camino Real and in other commercial and mixed-use areas of the City designated to promote pedestrian activity.

LU-5.05. ***Existing Auto 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.

LINKS TO GENERAL PLAN INFORMATION

- Urban Design Element [[link to UDE Homepage](#)]

LINKS TO OTHER DATA AND BACKGROUND INFORMATION

- [Zoning Code Commercial Districts](http://library.municode.com/HTML/16606/level2/TIT17ZO_CH17.36COZOST.html)
[http://library.municode.com/HTML/16606/level2/TIT17ZO_CH17.36COZOST.html]
- [Talega Specific Plan](http://san-clemente.org/sc/standard.aspx?pageid=443) [http://san-clemente.org/sc/standard.aspx?pageid=443]
- [Rancho San Clemente Specific Plan](http://san-clemente.org/sc/standard.aspx?pageid=443)
[http://san-clemente.org/sc/standard.aspx?pageid=443]
- [West Pico Specific Plan](http://san-clemente.org/sc/standard.aspx?pageid=443) [http://san-clemente.org/sc/standard.aspx?pageid=443]

Public and Institutional Land Uses

Public and institutional uses include governmental offices, hospitals, social services, recreational and cultural facilities, schools and libraries. To effectively serve the public, such uses are located throughout the City.

GOAL:

Provide a variety of public and institutional uses, such as governmental, administrative, recreation, cultural, religious, social services and educational uses that help meet the broader community's needs and that are designed to be compatible with surrounding neighborhoods, and with the architectural character of the areas in which they are located.

POLICIES:

- LU-6.01. **Existing and New Uses.** We allow the continuation of public recreational, cultural (libraries, museums, etc.), educational, institutional (governmental, police, fire, etc.), and health and social service uses at their locations as of the date of adoption of this General Plan. We also allow the development of new Public and Institutional uses in areas designated as Institutional and in other land use zones where they complement and are compatible with adjacent land uses.
- LU-6.02. **New Private and Non-profit Uses.** We allow compatible private and non-profit recreation, cultural, educational, institutional, and health and social services and other similar uses in areas designated for commercial or business park uses.
- LU-6.03. **Religious Facilities.** We allow for the continuation of existing and development of new religious facilities in any land use zone where they are compatible with adjacent uses.
- LU-6.04. **Child and Adult Day Care.** We allow for the continuation of existing and development of new child and adult day-care facilities in any land use zone where they are compatible with adjacent uses.
- LU-6.05. **Public Buildings and Sites.** We establish standards for City-owned facilities and coordinate with other public agencies to ensure that public

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buildings and sites are designed to be compatible in scale, mass, character, and architecture with adjacent buildings and to ensure they follow design standards in this General Plan and in the Design Guidelines for the district or neighborhood in which they are located, including the use of landscaped setbacks, walls, and other appropriate elements to mitigate operational and visual impacts on adjacent land uses.

LINKS TO GENERAL PLAN INFORMATION

- [Land Use Plan \[link to Land Use Plan page\]](#)
- [Land Use Designations \[link to Land Use Summary page\]](#)

ADDITIONAL LINKS

- [Zoning Ordinance, Public Zones and Standards \[http://library.municode.com/HTML/16606/level2/TIT17ZO_CH17.48PUZOST.html#TOPTITLE\]](#)

Focus Areas

San Clemente is known as the “Spanish Village by the Sea” and is comprised of various neighborhoods and communities that vary in terms of their uses, types of development and architectural character. When the City began the process of preparing a new General Plan in 2009, the community identified eight Focus Areas considered to have the most potential for change. These areas are identified below and their locations are depicted on the [Focus Area Locations Map \[link to Figure LU-3\]](#).

Focus Area policies provide specific direction above and beyond those policies that are applicable Citywide. Additional direction is provided in the Zoning Code, Design Guidelines and applicable Specific Plans.

GOAL AND POLICY SECTIONS:

9. [Camino de Los Mares](#)
10. [Rancho San Clemente Business Park](#)
11. [Los Molinos](#)
12. [North Beach/North El Camino Real](#)
13. [Del Mar/T-Zone and Downtown Core](#)
14. [Pier Bowl and Pier](#)
15. [South El Camino Real \(West of Interstate 5\)](#)
16. [South El Camino Real \(East of Interstate 5\)](#)

GENERAL PLAN FIGURES

- [Focus Area Locations Map \[link to Figure LU-3\]](#)

LINKS TO REFERENCE MATERIALS AND BACKGROUND INFORMATION

- [Focus Areas Land Use Alternatives Package](#) [staff to provide link to pdf]
- [Rancho San Clemente Specific Plan](http://san-clemente.org/sc/standard.aspx?pageid=443) [http://san-clemente.org/sc/standard.aspx?pageid=443]
- [West Pico Corridor Specific Plan](http://san-clemente.org/sc/standard.aspx?pageid=443) [http://san-clemente.org/sc/standard.aspx?pageid=443]
- [Pier Bowl Specific Plan](http://san-clemente.org/sc/standard.aspx?pageid=443) [http://san-clemente.org/sc/standard.aspx?pageid=443]
- [San Clemente Vision and Strategic Plan](http://san-clemente.org/sc/standard.aspx?pageid=558) [http://san-clemente.org/sc/standard.aspx?pageid=558]
- [San Clemente Community Profile](http://san-clemente.org/sc/Services/Planning/Centennial/SCProfile_FINAL.pdf) [http://san-clemente.org/sc/Services/Planning/Centennial/SCProfile_FINAL.pdf]

Camino de Los Mares Focus Area

As the City's northern gateway from Interstate 5, the Camino de Los Mares Focus Area serves as one of the primary community commercial areas and is also a medical office hub. The area extends along Camino de Estrella from Avenida Vaquero and underneath Interstate 5 to Vista Del Mar at the border with Dana Point. It offers retail sales and commercial services for the local community and surrounding neighborhoods and medical services for south Orange County.

While the area will continue to provide retail and commercial services for residents, the area is also envisioned to provide expanded opportunities for medical offices and services that respond to changing patient needs and demands, and to a rapidly changing health care industry.

GOAL

Maintain and improve the Area as a community hub that provides diverse retail opportunities and commercial services for local residents and high quality medical services and related employment opportunities for San Clemente and surrounding communities.

POLICIES

- LU-7.01. **Commercial Areas.** We support the continuation and enhancement of commercial centers that meet the needs of community residents, are compatible with adjacent residential neighborhoods, and are well-maintained.
- LU-7.02. **Medical Office Uses.** We support the expansion of health care facilities and related medical offices that are consistent with the Land Use Plan and Zoning Code and are compatible with surrounding neighborhoods.

LU-7.03. **Collaboration with Health Care Providers.** We collaborate with local health care providers and facilities to understand their changing requirements and help meet the needs of our residents.

LU-7.04. **Entryways and Landscaped Corridors.** We maintain entryways and an attractive, well-defined landscaped edge along Caminos Estrella and de Los Mares to signify arrival to the City of San Clemente and the Camino de Los Mares area.

LU-7.05. **Bike and Pedestrian Environment.** We provide a high quality bicycle and pedestrian environment with “living street [link to Glossary]” designs, consistent landscaping, lighting, sidewalks, bikeways and trails, consistent with the Bicycle and Pedestrian Master Plan, Tree Ordinance and Design Guidelines.

LU-7.06. **Design Treatment.** Within the Camino de los Mares Focus Area, development projects, including major remodels, shall have a Spanish architectural design, consistent with the Design Guidelines.

LINKS TO OTHER GENERAL PLAN CONTENT

- [Medical Office Overlay Designation](#) [link to Land Use Summary page]
- [Urban Design Element, Architecture and Landscaping](#) [link to Architecture and Landscaping section]

ADDITIONAL LINKS

- [Bicycle and Pedestrian Master Plan](#) [staff to provide link to pdf]
- [Design Guidelines](http://san-clemente.org/sc/standard.aspx?pageid=438) [http://san-clemente.org/sc/standard.aspx?pageid=438]

Rancho San Clemente and Talega Business Parks Focus Area

The Rancho San Clemente and Talega Business Parks are the primary hub for large-scale industrial and office uses, and for vehicle (to include marine) sales and services. It is located in a choice location for those businesses seeking access to both Orange County and San Diego County markets. The area is developed in accordance with the Rancho San Clemente and Talega Specific Plans and is defined by the developable areas along Avenida Pico between Calle Amanacer and Camino Celosia and on both sides of Avenida La Pata, between Avenida Pico and the San Diego County border. The area allows a variety of office and industrial uses to be developed and grow in an area where such uses do not conflict with residential neighborhoods.

While most of this Focus Area is built out, several large vacant, developable parcels remain in 2013. This General Plan provides for additional intensity and development potential that can attract and accommodate new businesses and allow business expansion.

GOAL:

Maintain and promote the Rancho San Clemente and Talega Business Parks as a premier office and industrial location for start-up businesses, expanding businesses, and for businesses relocating to San Clemente.

POLICIES:

- LU-8.01. **Priorities.** Pursuant to the [Economic Development Strategy*](#), we assign a high priority to those initiatives, investments, and development approvals that contribute to our vision of the Rancho San Clemente Business Park as a premier office and industrial employment center that capitalizes on San Clemente’s access to the Orange County and San Diego County markets.
- LU-8.02. **Vehicle Sales and Services.** We permit vehicle sales and services consistent with the Rancho San Clemente Business Park Specific Plan.
- LU-8.03. **Existing Businesses and Property Owners.** We periodically survey property owners and businesses to understand and plan for their needs so that businesses can remain and flourish in San Clemente.
- LU-8.04. **Partnerships.** We collaborate with the Rancho San Clemente Business Park Association, Talega Merchants Association, San Clemente Chamber of Commerce, other business groups, and the Orange County Workforce Investment Board to implement the General Plan and Specific Plan, to respond to changing property owner, business owner and workforce needs, and to help ensure the long-term success of the Business Park.
- LU-8.05. **Development Monitoring and Maintenance.** We monitor development to ensure anticipated Business Park buildout and infrastructure capacities are not exceeded.
- LU-8.06. **Bike and Pedestrian Environment.** We provide a high quality bicycle and pedestrian environment with “living street [\[link to Glossary\]](#)” designs, consistent landscaping, lighting, sidewalks, traffic calming measures, bikeways and trails, consistent with the Bicycle and Pedestrian Master Plan, Tree Ordinance and Design Guidelines.

LINKS TO GENERAL PLAN INFORMATION

- [Economic Development Element \[link to EDE Homepage\]](#)
- [Competitive Employment Centers \[link to EDE, Competitive Employment Centers section\]](#)

ADDITIONAL LINKS

- [Rancho San Clemente Business Park Specific Plan \[staff to provide pdf link\]](#)
- [Economic Development Strategy*](#)

**Note: the Economic Development Strategy is one of the priority implementation programs for the Economic Development Element.*

Los Molinos

The Los Molinos Focus Area is a special industrial district in the community. It celebrates its history as the industrial center for the surfing industry, local arts and crafts, and as an area where business incubation is encouraged. At the same time, the area continues to allow successful small businesses to maintain and expand their operations. Los Molinos is primarily an industrial and commercial neighborhood located north of the western end of North El Camino Real, bounded on the east by Interstate 5, on the west by the Avenida Pico and Marblehead Coastal, on the north by Marblehead Coastal, and on the south by Los Obreros lane and residential neighborhoods.

The area generally west of Calle Industrias and southeast of Avenida Pico is primarily an industrial area. It is envisioned as the heart of a thriving, creative business incubator district that builds upon its industrial and surf heritage. Vehicle and marine sales and services are also accommodated in this Area. The largely commercial area east of Calle Industrias and adjacent to Interstate 5 is envisioned as an institution-anchored employment center offering learning, employment and housing opportunities.

GOAL:

A vibrant business incubator district that respects, protects, and builds upon the area's eclectic character and land uses, and that provides new educational and employment opportunities for San Clemente's residents and employees.

POLICIES:

- LU-9.01. ***Existing Industrial Property Owners and Businesses.*** Recognizing the industrial heritage of the area and its economic benefits to the community, we allow property owners and business to maintain and expand their operations, consistent with the General Plan and Zoning Code.
- LU-9.02. ***Los Molinos Public/Private Partnership.*** We routinely communicate and collaborate with existing property owners and businesses to understand their needs, identify strategies to improve their businesses and properties, and ensure compliance with City standards and regulations.
- LU-9.03. ***Institutional, Residential and Office Uses.*** We encourage the transition of the Pico Plaza commercial center through means of a Professional/Office Overlay [[link to Land Use Summary Page](#)] that requires a master plan for employment and or educational/institutional uses. The Pico Plaza is also identified in the Housing

Element as having potential for mixed, residential and commercial uses with an affordable housing component. Existing uses, including residential uses that are consistent with the underlying Community Commercial land use designation, will continue to be allowed.

LU-9.04. **Transit Opportunities.** As part of planning efforts to redevelop the existing Pico Plaza commercial center, we encourage the reservation of an adequate portion of the site to accommodate a transportation center in the event that coastal railroad tracks are relocated inland.

LU-9.05. **Bike and Pedestrian Environment.** We provide a high quality bicycle and pedestrian environment with “living street [\[link to glossary\]](#)” designs, consistent landscaping, lighting, sidewalks, traffic calming measures, bikeways and trails, consistent with the Bicycle and Pedestrian Master Plan, Tree Ordinance and Design Guidelines.

LU-9.06. **Design Treatment.** We encourage an eclectic mix of architectural styles, colors, materials, landscaping and public art throughout the area, consistent with City Design Guidelines and the Urban Design Element.

LU-9.07. **Nearby Residential Neighborhoods.** We work with property owners, businesses and nearby residents to avoid, and where they possible, resolve conflicts between industrial operations and residents’ quality of life.

LU-9.08. **Entryways/Corridor Landscaping.** We maintain entryways and an attractive, well-defined landscaped edge along Avenida Pico and Calle de Los Molinos to signify arrival to the City of San Clemente and the Los Molinos area.

LINKS TO OTHER GENERAL PLAN INFORMATION

- [Economic Development Element \[link to EDE Homepage\]](#)
- [Urban Design Element, Architecture and Landscaping \[link to Architecture and Landscaping section\]](#)

ADDITIONAL LINKS

- [West Pico Specific Plan* \[http://san-clemente.org/sc/standard.aspx?pageid=443\]](http://san-clemente.org/sc/standard.aspx?pageid=443)
- [Bicycle and Pedestrian Master Plan \[staff to provide pdf link\]](#)
- [Design Guidelines \[http://san-clemente.org/sc/standard.aspx?pageid=438\]](http://san-clemente.org/sc/standard.aspx?pageid=438)

North Beach/North El Camino Real Focus Area

The North Beach/North El Camino Real Focus Area is a unique, community- and coastal visitor-oriented entertainment hub and recreation area. It is an important City gateway along the historic El Camino Real/Pacific Coast Highway from beach cities to the north. The area’s on-going revitalization is based on the community’s desire to preserve and

enhance its key assets. The Area's assets include: views of the ocean, convenient beach access, a rich inventory of historic buildings, access to passive and active recreational amenities and numerous visitor-serving shops and services.

With access to the Metrolink rail station, the Beach Trail, numerous bikeways and pedestrian paths, and the historic El Camino Real corridor that connects many of the City's activity areas, the NB/NECR area is a key multimodal transportation hub. There is a health-giving balance between automobile, bicycle and pedestrian orientation, and the Area is well connected to adjacent neighborhoods.

GOAL:

Re-establish and maintain a vibrant community- and visitor-serving, mixed use entertainment center which capitalizes on its proximity to the beach and significant historic resources.

POLICIES:

- LU-10.01. **Historic Preservation.** We preserve North Beach historic resources, through measures such as considering the establishment of a historic district, ensuring new development is consistent with the Historic Preservation and Urban Design Elements, providing historic preservation incentives and enforcing the protective measures of the Zoning Ordinance.
- LU-10.02. **Miramar Theater Rehabilitation.** We encourage the rehabilitation and adaptive reuse of the historic Miramar Theatre.
- LU-10.03. **Gateways.** We enhance and maintain attractive gateways and informational signage signifying arrival to the North Beach/North El Camino Real area at the following locations along North El Camino Real: 1) the northern entrance to North Beach, 2) the historic entryways to Max Berg Plaza Park at El Portal, and 3) the southern entryway to the area at Avenida Palizada.
- LU-10.04. **Beach Access.** We preserve and enhance safe, convenient pedestrian, vehicle, and bicycle linkages to the shoreline for community and visitor access.
- LU-10.05. **Ocean Views.** We preserve the General Plan-designated public view corridor from Avenida Pico through North Beach and encourage new development along El Camino Real to take advantage of ocean vistas.
- LU-10.06. **Quality Development.** We require that site, building and landscape development be of high quality design and materials and that promote pedestrian activity, in accordance with the Urban Design Element, North Beach Specific Plan and Zoning Ordinance.

- LU-10.07. **Public Streetscape.** We provide a distinctive visual and physical environment for the public streetscape, in accordance with the Urban Design Element, including standards for the consistent use of street trees, landscaping, street furniture (benches, trash receptacles, news racks, etc.), decorative street and crosswalk paving, pedestrian-scaled lighting, public and entry signage and other appropriate streetscape elements.
- LU-10.08. **Maintenance.** We work to achieve a built environment that is clean and well-maintained through coordination with property owners, local businesses and residents and adequately staffed code enforcement.
- LU-10.09. **Bike and Pedestrian Environment.** We provide a high quality bicycle and pedestrian environment with “living street [\[link to Glossary\]](#)” designs, consistent landscaping, lighting, sidewalks, traffic calming measures, bikeways and trails, consistent with the Bicycle and Pedestrian Master Plan, Tree Ordinance and Design Guidelines.
- LU-10.10. **Alleys/Paseos.** We consider improvements to our alleyways to provide automobile and electric vehicle access as well as alternative pedestrian and bicycle routes, where appropriate.
- LU-10.11. **Parking Opportunities.** Through a combination of parking standards, provision of public parking spaces and incentives, we ensure adequate parking for residents, employees and visitors.
- LU-10.12. **Shared Parking.** We encourage the development of shared parking facilities and shared parking management techniques.
- LU-10.13. **Parking Incentives.** We use parking incentives (e.g., subsidies or provision of public parking) to stimulate historic preservation or other public purposes and reserve the right to subsidize parking to provide community-wide economic benefits.
- LU-10.14. **Parks and Recreation.** Consistent with the Parks and Recreation Element and North Beach Specific Plan*, we provide ample recreational facilities and programs for residents and visitors.
- LU-10.15. **Automobile-Related Land Uses.** We support the conversion of automobile-related land uses in the area to conforming uses, such as recreation, entertainment and retail sales. We prohibit new automobile-related uses and proactively work with property owners of existing automobile-related land uses to improve the appearance and compatibility of such properties.

LU-10.16. **Residential Buffers.** While entertainment and cultural uses are focuses of the Area’s revitalization, we require new development to be compatible with nearby residential uses through horizontal distance requirements and building and site design standards established by the Zoning Ordinance and Specific Plan.

LU-10.17. **Art in Public and Private Places.** We encourage the incorporation of art in public and private spaces that reflects the area’s historic and small town beach character.

LU-10.18. **Partnerships.** We create public-private business partnerships to develop City owned property and encourage the development of privately-owned land and to help transform the district into an active, mixed-use, recreation and entertainment hub.

LU-10.19. **Property Improvements.** We encourage property owners to renovate or upgrade their properties through a combination of incentives, grants and other programs (e.g., façade improvement programs).

LINKS TO OTHER GENERAL PLAN INFORMATION

- [Economic Development Element \[link to EDE Homepage\]](#)
- [Historic Preservation Element \[link to HPE Homepage\]](#)
- [Urban Design Element, Architecture and Landscaping \[link to Architecture and Landscaping section\]](#)

ADDITIONAL LINKS

- [North Beach Specific Plan \[link unavailable until specific plan is prepared and adopted\]](#)
- [Bicycle and Pedestrian Master Plan \[staff to provide pdf link\]](#)
- [Design Guidelines \[http://san-clemente.org/sc/standard.aspx?pageid=438\]](http://san-clemente.org/sc/standard.aspx?pageid=438)

**Note: the North Beach Specific Plan has not been created and is one of the priority implementation programs for the Land Use Element.*

Del Mar/T-Zone Focus Area and Downtown Core

The [Del Mar/T-Zone \[link to Del Mar/T-Zone Focus Area and Downtown Core map\]](#) is the City’s historic core and the heart of the Downtown area. It is the City’s most diverse, pedestrian-oriented commercial district, offering retail shops, commercial services, eating and drinking places, offices and dwellings – a true mixed-use district. It is, as stated in the General Plan Guiding Principles, “the heart of the Spanish Village by the Sea—it is everybody’s neighborhood.” As a successful retail, restaurant and entertainment center, it attracts locals and visitors with activities throughout the day and evening and with festive street fairs and festivals throughout the year. The Area exhibits a balance between economic and cultural vitality and village character through its Spanish Colonial Revival architecture, pedestrian-orientation and ocean views that

provide a unique sense of place. The retail core is well connected to residential neighborhoods within and adjacent to the area, and it serves as one of the primary community gathering places.

The vision for the T-Zone is to maintain its overall character, scale and massing of buildings, while creating opportunities for improvements, enhancements and refinements to the physical environment.

GOAL:

Preserve and where appropriate, improve the Del Mar/T-Zone so that it serves as the symbolic, functional, historic and physical center of the City; emphasizing its use as a pedestrian-oriented commercial and residential "village" providing for the needs of residents and visitors.

POLICIES:

- LU-11.01. **Historic Preservation.** We preserve historic resources in the Del Mar/T-Zone area by implementing policies and programs in the Historic Preservation Element, providing historic preservation incentives, and by enforcing the Zoning Ordinance. Development and redevelopment within the Area should exhibit high quality design and materials, linking it to the City's historical roots and reinforcing its role as the heart of San Clemente.
- LU-11.02. **Land Uses.** We prioritize and guide land uses, particularly retail uses, to the locations identified in the [Del Mar/T-Zone Mixed Use Guide \[link to Figure LU-4\]](#) and consistent with the Land Use Plan and Zoning Ordinance.
- LU-11.03. **Flexibility.** We allow flexibility to accommodate market changes for the mix of uses identified in the [Del Mar/T-Zone Mixed Use Guide \[link to Figure LU-4\]](#), if doing so promotes achieving the Area's vision and improves livability, reduces vehicular trips, creates community gathering places and activity nodes, or helps strengthen the its character and identity.
- LU-11.04. **Outdoor Dining.** We encourage the development of outdoor dining and other similar uses which do not impede pedestrian use of the sidewalks.
- LU-11.05. **Bike and Pedestrian Environment.** We provide a high quality bicycle and pedestrian environment with "living street [\[link to glossary\]](#)" designs, consistent landscaping, lighting, sidewalks, traffic calming measures, bikeways and trails, consistent with the Bicycle and Pedestrian Master Plan, Tree Ordinance and Design Guidelines.
- LU-11.06. **Public Streetscape.** We maintain a distinctive visual and physical environment for the Del Mar/T-Zone area's public streetscape, in accordance

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with the Urban Design Element, including the use of consistent street trees, landscape (planters), street furniture (benches, trash receptacles, news racks, etc.), street and crosswalk paving, pedestrian-scaled lighting, public and entry signage, and other appropriate elements

LU-11.07. **Access Between Buildings.** Where feasible, we require new development to link buildings and sites with adjacent development and public alleys through the use of walkways or paseos, in addition to street-abutting sidewalks.

LU-11.08. **Parking.** We provide adequate and accessible parking for visitors, employees and residents through a comprehensive program of: 1) paseos and signage that provide better linkage between parking lots, structures and the core commercial area; 2) more efficient use of the public and private parking facilities around the district that improve circulation and district patronage; 3) provision of adequate off-street parking for employees; 4) the identification of shared use opportunities; and 5) enforcement of parking standards.

LU-11.09. **Public Spaces and Plazas.** We provide public spaces, such as courtyards, plazas and paseos, flexible parkways and streets for community gatherings and civic events through a combination of development standards, incentives and the use of public property (e.g., adjacent to community facilities or the temporary use of Avenida Del Mar).

LU-11.10. **Unique Commercial Character.** We encourage unique, locally-based businesses and services that help maintain and enhance Downtown's unique village character (define term).

LU-11.11. **Art in Public and Private Places.** We encourage the incorporation of art in public and private spaces that reflects the area's historic and small town beach character.

LINKS TO OTHER GENERAL PLAN INFORMATION

- [Figure LU-4, Del Mar/T-Zone Mixed Use Guide \[link to pdf figure\]](#)
- [Economic Development Element \[link to EDE Homepage\]](#)
- [Historic Preservation Element \[link to HPE Homepage\]](#)
- [Urban Design Element \[link to UDE Homepage\]](#)
- [Urban Design Element, Architecture and Landscaping \[link to Architecture and Landscaping section\]](#)
- [Architectural Overlay \[link to Land Use Summary page\]](#)

ADDITIONAL LINKS

- [Economic Development Strategy*](#)
- [Design Guidelines \[http://san-clemente.org/sc/standard.aspx?pageid=438\]](http://san-clemente.org/sc/standard.aspx?pageid=438)

Pier Bowl and Pier Focus Area

The Pier Bowl and Pier is a high activity, pedestrian-oriented, coastal activity center serving residents and visitors. It capitalizes on its exceptional ocean views, ocean-side location, and abutting historic Municipal Pier. The former home of the City's founder, Ole Hanson (now the [Casa Romantica Cultural Center and Gardens](http://www.casaromantica.org/) [link to <http://www.casaromantica.org/>]) is located here, plus many other historic resources. The Pier Bowl and Pier is another key destination area of the City with a rich heritage.

The Pier Bowl and Pier is defined by its exceptional beach experience, rich history, nearby amenities and its own Amtrak/Metrolink station. It is an ocean-side recreation area with a mix of housing types, lodging beach- and community-serving retail uses, small-scale supporting services, and strong connections to other the Del Mar/T-Zone and North Beach areas. One of the City's most recognizable landmarks—the San Clemente Municipal Pier—is a destination in its own right, offering dining, sightseeing, fishing and other recreation opportunities.

In addition to the General Plan Land Use Plan, development in the area is guided by the [Pier Bowl Specific Plan](http://san-clemente.org/sc/standard.aspx?pageid=443) [<http://san-clemente.org/sc/standard.aspx?pageid=443>].**

GOAL:

Preserve and where appropriate, revitalize the Area to maintain an attractive and easily accessible, pedestrian-oriented center of resident and visitor activities which capitalizes on its history and coastal location, and which embodies much of the small-town, beach-oriented lifestyle enjoyed by San Clemente residents.

POLICIES:

- LU-12.01. **Views/Scenic Corridors.** We preserve public view corridors consistent with the [Urban Design Element](#) [link to [UDE Homepage](#)]. Ocean views are among the most valued assets in the Pier Bowl and Pier area. New development should take advantage of, and not detract from, these important view corridors.
- LU-12.02. **Infill Development.** We accommodate development that is compatible with coastal-oriented and community-serving commercial uses (including overnight accommodations), mixed residential and commercial uses, residential uses, and public recreational uses whose function or scale are compatible with the Area's recreational character.
- LU-12.03. **Parking.** To address parking constraints during peak season and peak hour demand, we give high priority to parking strategies that reexamine improved efficiencies at existing parking lots, encourage shared parking, explore greater use of and access to remote parking facilities, and minimize impacts to existing view corridors. We avoid structures as parking solutions.

LU-12.04. **Connectivity to the Del Mar/T-Zone.** We provide effective visual and transportation connections to the Del Mar/T-Zone area with visual cues such as signage, landscaping and lighting and work with property owners and businesses to provide transit options for visitors seeking to visit both the Pier Bowl, Pier and Del Mar/T-Zone destinations.

LU-12.05. **Wayfinding Signage.** We provide clear wayfinding signage at key locations throughout the area (e.g., train station, Pier Bowl and Pier parking lot, Casa Romantica, etc.) to direct visitors to local amenities

LU-12.06. **Historical Resource Preservation and Character.** We preserve Pier Bowl and Pier historic resources and historic character through enforcement of the policies of the Historical Preservation and Urban Design Elements and enforcement of the Zoning Ordinance, including the Spanish Colonial Revival Architectural Overlay.

LU-12.07. **Economic Development.** We leverage Del Mar/T-Zone and Pier Bowl and Pier economic development efforts and special events to enhance regional appeal and encourage visitors to visit both destinations. The City will support efforts to develop tools that aid in the Area's revitalization.

LU-12.08. **Public Streetscape.** We provide a distinctive visual and physical environment for the Pier Bowl's public streetscape in accordance with the Urban Design Element, including the use of consistent street trees, landscape (planters), street furniture (benches, trash receptacles, news racks, etc.), street and crosswalk paving, pedestrian-scaled lighting, public and entry signage, and other appropriate elements.

LU-12.09. **Bike and Pedestrian Environment.** We provide a high quality bicycle and pedestrian environment with "living street [\[link to Glossary\]](#)" designs, consistent landscaping, lighting, sidewalks, traffic calming measures, bikeways and trails, consistent with the Bicycle and Pedestrian Master Plan, Tree Ordinance and Design Guidelines.

LU-12.10. **Art in Public and Private Places.** We encourage the incorporation of art in public and private spaces that reflects the Area's surf heritage and historic, small town beach and maritime character.

LINKS TO OTHER GENERAL PLAN INFORMATION

- [Economic Development Element \[link to EDE Homepage\]](#)
- [Historic Preservation Element \[link to HPE Homepage\]](#)
- [Urban Design Element, Architecture and Landscaping \[link to Architecture and Landscaping section\]](#)

ADDITIONAL LINKS

- [Economic Development Strategy*](#)
- [Pier Bowl Specific Plan**](http://san-clemente.org/sc/standard.aspx?pageid=443) [http://san-clemente.org/sc/standard.aspx?pageid=443]
- [Design Guidelines](http://san-clemente.org/sc/standard.aspx?pageid=438) [http://san-clemente.org/sc/standard.aspx?pageid=438]

**Note: the Economic Development Strategy is one of the priority implementation programs for the Economic Development Element.*

***Note: the Pier Bowl Specific Plan must be amended to ensure consistency with the General Plan and is one of the priority implementation measures for the new General Plan.*

South El Camino Real (West of Interstate 5)

The South El Camino Real Area extends along El Camino Real, west of Interstate 5, from Avenida Rosa to Avenida Valencia and the Interstate 5 overpass. Interstate 5 borders the Area on the east and residential neighborhoods border it on the west.

This portion of the South El Camino Real (SECR-W) Area is envisioned as a transitional corridor from the Del Mar/T-Zone Area to the I-5 freeway that provides employment and residential opportunities anchored by neighborhood-serving retail uses. Unlike the Del Mar/T-Zone, which offers a unique retail experience tailored to both residents and visitors, the SECR-W area caters primarily to residents' retail and commercial service needs. The area is anchored by a grocery store serving this area of San Clemente and a concentration of neighborhood retail uses between Avenida Cadiz and Esplanade, the center of SECR-W. New development, including mixed use and residential uses on the west side of the corridor, are designed to maximize views of the Pacific Ocean.

GOAL:

Create a transitional area between Interstate 5 and the Del Mar/T-Zone, featuring spectacular ocean views, attractive mixed-use housing with local-serving commercial uses, restaurants and hotels. The district strikes a balance between automobile, bicycle and pedestrian orientation and is well connected to adjacent neighborhoods.

POLICIES:

LU-13.01. **Alleys/Paseos.** We consider improvements to our alleyways to provide automobile and electric vehicle access as well as alternative pedestrian and bicycle routes, where appropriate.

LU-13.02. **Bike and Pedestrian Environment.** We provide a high quality bicycle and pedestrian environment with "living street [link to Glossary]" designs, consistent landscaping, lighting, sidewalks, traffic calming measures, bikeways and trails,

consistent with the Bicycle and Pedestrian Master Plan, Tree Ordinance and Design Guidelines.

~~LU 13.03. **Corridor Residential Development.** We require that sites developed exclusively for residential use are designed to convey a high level of quality in accordance with the Urban Design Element, Zoning Ordinance and Design Guidelines and incorporate features to ensure compatibility with adjacent commercial uses and adjacent neighborhoods, including the following:~~

- ~~a. buffer residential use from abutting commercial uses;~~
- ~~b. mitigate the noise, traffic (automobile and truck), and lighting impacts of abutting commercial uses;~~
- ~~c. locate and design dwellings to provide adequate security and privacy for tenants; and~~
- ~~d. preserve the economic viability and continuity of nearby commercial uses through consideration of residential and business needs, hours of operation, delivery and parking requirements in reviewing development requests.~~

~~LU 13.04.~~LU-13.03. **Automobile-Related Uses.** We support the conversion of [automobile-related uses](#) [link to glossary] in the area to legal, conforming uses. We prohibit new automobile-related uses and proactively work with property owners of existing automobile-related uses to improve their properties' appearance and compatibility.

~~LU 13.05.~~LU-13.04. **Views.** New development shall be designed to minimize obstructions of ocean views from the I-5 freeway.

~~LU 13.06.~~LU-13.05. **Screening buildings.** We require new development to provide visual screening and/or architectural treatments on rear building facades and rooftops to buffer views from adjacent and hillside neighborhoods.

~~LU 13.07.~~LU-13.06. **Gateways.** We enhance and maintain gateways that are designed to be safe for pedestrians, bicyclists and motorists, well-landscaped and litter-free. These gateways signify arrival to the Area at the following locations along South El Camino Real: 1) the southern entrance at the I-5 freeway off-ramp and Avenida Valencia, 2) Avenida Presidio, the gateway between South El Camino Real and the Del Mar/T-Zone, and 3) the intersection of South El Camino Real and Esplanade, signifying the core neighborhood commercial area.

~~LU 13.08.~~LU-13.07. **Art in Public and Private Places.** We encourage the incorporation of art in public and private spaces that reflects the City's heritage and small town beach character.

~~LU-13.09.~~LU-13.08. **Outdoor Areas/Public Space.** We work with property owners and developers to identify opportunities for providing usable outdoor areas and public spaces for visual relief from the built environment and areas for gathering.

LINKS TO OTHER GENERAL PLAN INFORMATION

- [Urban Design Element \[link to UDE Homepage\]](#)
- [Urban Design Element, Architecture and Landscaping \[link to Architecture and Landscaping section\]](#)
- [Gateways \[link to UDE, Gateways page\]](#)

ADDITIONAL LINKS

- [Bicycle and Pedestrian Master Plan \[staff to provide link to pdf\]](#)
- [Design Guidelines \[http://san-clemente.org/sc/standard.aspx?pageid=438\]](http://san-clemente.org/sc/standard.aspx?pageid=438)

South El Camino Real Focus Area (East of Interstate 5)

This Area, along South El Camino Real, is located east of the southernmost I-5 overpass and extends to the southern City limits near Avenida Santa Margarita. It is characterized by a mix of restaurants, small hotels, offices and residential uses. Areas furthest south have a more residential character, with larger multi-family buildings lining El Camino Real and small, mostly detached houses on streets to the east. Overall, its proximity to prime surfing locations and the presence of various surf-related businesses give the Area a decidedly casual and eclectic atmosphere.

The South El Camino Real, East of Interstate 5 (SECR-E) area is envisioned as a visitor and local-serving corridor that serves as a hub to a wealth of outdoor recreation (e.g. San Clemente State Park and San Onofre State Beach, world-class surf spots, San Luis Rey Park, San Clemente Golf Course, San Mateo Campgrounds, the old PCH bikeway and other attractions).

GOAL:

Create a coastal visitor- and community-serving corridor that welcomes travelers and celebrates the City's surf history and culture and a vibrant, mix of shops, dwellings, services and public spaces easily accessed by pedestrians and bicyclists.

POLICIES:

LU-14.01. **Gateways.** We maintain attractive gateways signifying arrival and reflecting the eclectic character of the Area at the following locations along the corridor: 1) the northbound I-5 freeway off-ramp near Avenida San Juan, 2) the I-5 freeway on/off ramp midway between Avenida San Gabriel and Avenida Magdalena, and 3) the southern entrance to the area between the City boundary and Avenida Santa Margarita.

LU-14.02. **Architecture at Gateways.** We require new development in gateway areas to provide attractive, high quality architecture, and visual screening and/or architectural treatments on all sides of buildings to provide attractive, welcoming City gateways.

LU-14.03. **Surf Culture Design.** We acknowledge and promote the South El Camino Real's eclectic, surfing heritage by encouraging a wide range of architectural styles and materials, including "surf culture" architectural style, consistent with the City's Design Guidelines.

LU-14.04. **Economic Development Strategies.** We support economic strategies that capitalize on the Area's surf and active sports heritage and culture and on the Area's access to significant open space and recreation resources, pursuant to the City's overall Economic Development Strategy [link to implementation program].

LU-14.05. **Bike and Pedestrian Environment.** We provide a high quality bicycle and pedestrian environment with "living street [link to glossary]" designs, consistent landscaping, lighting, sidewalks, traffic calming measures, bikeways and trails, consistent with the Bicycle and Pedestrian Master Plan, Tree Ordinance and Design Guidelines.

LU-14.06. **Transportation Improvements.** We support transportation improvements in the area that enhance the safety, convenience and appearance of bicycle and pedestrian facilities and that minimize adverse impacts on adjacent neighborhood streets and parking, pursuant to the Mobility Element and Bicycle and Pedestrian Master Plan. (Figure LU-5, Design Concept) [link to Figure LU-5]

LU-14.07. **Corridor Residential Development.** We require that sites developed exclusively for residential use are designed to convey a high level of quality in accordance with the Urban Design Element, Zoning Ordinance and Design Guidelines and require the incorporation of features to ensure their compatibility with adjacent commercial uses and adjacent neighborhoods, including the following:

- a. buffer the residential from abutting commercial uses;
- b. adequately mitigate the noise, traffic (automobile and truck), and lighting impacts of abutting commercial use;
- c. design and site units to provide adequate security and privacy for tenants;
and
- d. prevent adverse impacts on the integrity and continuity of other commercial uses.

- e. (for sites developed exclusively for multi-family uses) provide on-site recreation and open space amenities which are designed and sized to be accessible to and usable by tenants

LU-14.08. **Automobile-Related Uses.** We support the conversion of [nonconforming](#) [link to Zoning Ordinance section regarding nonconforming uses, http://library.municode.com/HTML/16606/level2/TIT17ZO_CH17.72NOSTUS.html#TOPTITLE] automobile-related uses in the area to legal, conforming uses. With the exception of automobile-related parts sales with no installation of parts, we prohibit new and major expansions of automobile-related uses along El Camino Real and in other commercial and mixed-use areas of the City designated to promote pedestrian activity. We proactively work with property and business owners of existing automobile-related uses to improve their properties' appearance and compatibility.

LU-14.09. **Art in Public and Private Places.** We encourage the incorporation of art in public and private spaces that reflects the Area's surf heritage and eclectic, small town beach character.

LINKS TO GENERAL PLAN INFORMATION

- [Figure LU-5, South El Camino Real \(East of Interstate 5\) Design Concept](#) [link to pdf]
- [Urban Design Element](#) [link to UDE Homepage]
- [Urban Design Element, Architecture and Landscaping](#) [link to Architecture and Landscaping section]

ADDITIONAL LINKS

- [Bicycle and Pedestrian Master Plan](#) [staff to provide link to pdf]
- [Design Guidelines](http://san-clemente.org/sc/standard.aspx?pageid=438) [http://san-clemente.org/sc/standard.aspx?pageid=438]
- [Economic Development Strategy](#)
- [Zoning Ordinance, Nonconforming Structures and Uses](http://library.municode.com/HTML/16606/level2/TIT17ZO_CH17.72NOSTUS.html#TOPTITLE) [http://library.municode.com/HTML/16606/level2/TIT17ZO_CH17.72NOSTUS.html#TOPTITLE]

Land Use Implementation Measures

1. Update the Zoning Ordinance, Zoning Map, Local Coastal Program and specific plans to ensure consistency with the Centennial General Plan. Key land use related areas to be revised include, but are not limited to:
 - a. Zoning district changes to reflect General Plan land use changes.
 - b. Mixed use districts development standards to reflect land use changes in the Focus Areas.
 - c. Consideration of form-based standards for Avenida del Mar and El Camino Real, with emphasis on the commercial core in the T-Zone.

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- d. New development standards for Professional Business and Medical Office Overlays.
- e. New standards to reflect the increases in Floor Area Ratios (FARs) in commercial areas along El Camino Real.
- f. Amending the Forster Ranch Specific Plan to change the zoning of the former hotel site from CRC2 to RH and to require the property be used for senior housing. Establish design standards for automobile repair, fueling stations, outdoor storage, and similar uses which provide for their physical and visual compatibility with the district in which they are located; including standards for building character and design, materials, colors, landscape, signage, lighting, and other pertinent elements.
- g. Consider a community-serving shuttle or trolley type transit system that connects San Clemente's key destination areas (e.g., North Beach, Del Mar/T-Zone, Marblehead, Pier Bowl and Pier) and residential areas with public transit and bicycle routes.
- h. Evaluate the locations of fast food outlets and drive-through restaurants and where applicable, establish standards for the spatial distribution of such uses.

CAMINO DE LOS MARES

- 2. Meet with medical office professionals and hospital administration to better understand their needs and use of City resources and to help them better accomplish their goals and objectives.

RANCHO SAN CLEMENTE AND TALEGA BUSINESS PARKS

- 3. Update the Rancho San Clemente Business Park Specific Plan to strengthen policies to encourage light manufacturing and business-oriented uses, and to protect employment-oriented businesses.
- 4. Amend the Zoning Ordinance, Design Guidelines and Rancho San Clemente Specific Plan to accommodate automobile, truck, motorcycle, watercraft, and RV sales and services.

LOS MOLINOS

- 5. Update the West Pico Specific Plan to reflect the vision, land uses and policies for the Los Molinos Focus Area.
 - a. Foster and support local efforts to attract arts and design businesses to the Los Molinos district.

City of San Clemente Centennial General Plan, February 2014

- b. Meet with higher education administrators, trade school organizations and local businesses to better understand the opportunities to attract an educational or occupational training anchor in the Professional Business Overlay area.
- c. Work with U.S. Postal Service to explore opportunities to relocate the post office located on Avenida Pico to a more appropriate location to provide opportunities for improved circulation and new development opportunities with a master plan for the Pico Plaza area.

DEL MAR/T-ZONE

- 6. Identify opportunities (e.g., sites and programming) for new or improved public spaces along or near Avenida Del Mar to provide areas for socializing or relaxing.
- 7. Develop new flexible use standards in the Zoning Ordinance to accommodate changing market demands. Consideration should be given, however, to preserving “experiential retail uses” in key shopping areas along Avenida Del Mar and El Camino Real. Future changes in use must be sensitive to adjacent residential uses. [Experiential retail uses are those that enhance consumer interaction, drive repeat visits and purchases, and create distinction. This experience can only be achieved in “brick and mortar” retail establishments—not online.]

NORTH BEACH/NORTH EL CAMINO REAL

- 8. Prepare a specific plan, zoning overlay or similar planning mechanism for North Beach to reflect the changes in the North Beach/North El Camino Real Focus Area.
- 9. Consider establishing a historic district to ensure new and remodeled buildings are architecturally compatible with the area’s Spanish Colonial Revival character, provide historic preservation incentives, and enforce historic preservation measures in the Zoning Ordinance.
- 10. Consider improvements to our alleyways and paseos to provide alternative pedestrian and bicycle routes.

PIER BOWL AND PIER

- 11. Update the Pier Bowl Specific Plan for consistency with the new General Plan or retire the Plan by relocating its unique development standards to the Zoning Ordinance, including residential building heights.
- 12. Develop strategies to improve transit, pedestrian and bicycle access and reduce congestion, possibly including shuttle services and bicycle facilities.

13. Working with the Chamber of Commerce, Downtown Business Association, Pier Bowl Merchants' Association, property owners, businesses and other groups, support efforts to develop economic development tools to aid in the area's continued revitalization.

SOUTH EL CAMINO REAL (WEST OF INTERSTATE 5)

14. Meet with developers who specialize in mixed use and residential infill development to better understand changing opportunities and constraints (physical, regulatory and financial).
15. Create new development standards for mixed use, ~~including stand-alone corridor residential uses.~~
16. Develop a Downtown Improvement Plan to improve sidewalk quality and consistency and to encourage the construction and expansion of public spaces such as courtyards, plazas and paseos.
17. Consider traffic calming strategies in the area.
18. Staff will prepare and implement a public view corridor plan that will be used to help maintain and restore ocean views from the I-5 Freeway, by reviewing development for its visual effects, including, but not limited to new buildings, signs, and noise walls.

SOUTH EL CAMINO REAL (EAST OF INTERSTATE 5)

19. Develop a new streetscape and landscaping plan and Safe Routes to School program to implement the Mobility and Complete Streets Element and Bicycle Pedestrian Master Plan.

Section 3: Urban Design Element Policy UD-5.07 of the Centennial General Plan is hereby amended as follows:

UD-5.07. **Other Spanish Architecture.** New buildings and major building remodels ~~on El Camino Real between Avenida Palizada and El Portal~~ may utilize either Spanish Colonial Revival or other Spanish Architecture on North El Camino Real between West Avenida Palizada and Calle Los Bolas, and on South El Camino Real between Avenida Rosa and Interstate-5, per the Design Guidelines.

Section 4: Urban Design Element Policy UD-5.11 of the Centennial General Plan is hereby amended as follows:

UD-5.11. **Building Height and Stories in the Downtown Core.** In the Downtown Core, building height shall not exceed 33 feet or two stories. On sloping sites, the City Council may grant an exception to ~~all~~ allow three-story buildings up to 35 feet in height. To grant an exception, the City Council must make each of these findings:

- a. The proposed building façade, as viewed from the public sidewalk located immediately adjacent to the site, would not exceed 35 feet or two stories.
- b. The site's topography allows a "stepped" building design to reduce apparent height, especially when viewed from Avenida Del Mar or El Camino Real.
- c. The proposed building's design is consistent with Design Guidelines and the General Plan Urban Design Element's requirements.
- d. The development project is consistent with the Zoning Ordinance.

Section 5: Historic Preservation Element Implementation Measure No. 23 of the Centennial General Plan is hereby amended as follows:

23. Working with the property owner, citizens, San Clemente Historical Society, schools, performing arts, business and other community groups, adopt a Capital Improvement CIP program (CIP) to assist in the rehabilitation of the Miramar Theatre.

Section 6: Safety Element Policy S-3.06 of the Centennial General Plan is hereby amended as follows:

S-3.01. **Balance Between Goals.** We balance the need for fire safety and defensible landscape perimeters with biological and open space preservation ~~goals, where applicable~~, consistent with the Coastal Conservation Plan, where applicable.

Section 7: Safety Element Policy S-4.01 of the Centennial General Plan is hereby amended as follows:

S-4.01. **Street Design.** We consider noise impacts when designing new streets.

Section 8: Add Policy BPR-4.09 to the Beaches, Parks, and Recreation Element of the Centennial General Plan, incorporating and referencing the City Council's adoption of Ordinance No. 1475 on January 22, 2008, and voter approval of the "Measure V" initiative, as follows:

[this item is pending]

Section 9: Safety Element Implementation Measure No. 16 of the Centennial General Plan is hereby amended as follows:

16. Regularly review, ~~and update,~~ ~~exercise and revise~~ and implement the San Clemente Multi-Hazard Emergency Plan with appropriate best practices related to the community's natural and human-made hazards.

Section 10: Public Services, Facilities, and Utilities Element Policies PS-5.08 and PS-5.09 of the Centennial General Plan are hereby amended as follows:

PSFU-5.08. **Recycled Water.** We encourage, and in some cases require, the use of recycled water when available through a Mandatory Use Ordinance. ~~The City will continue to expand its recycled water program and seek new and improved technologies and best practices to use water more efficiently.~~

PSFU-5.09. **Efficient Water Usage.** The City will continue to expand its recycled water program and seek new and improved technologies and best practices to use water more efficiently.

Section 11: The Glossary of the Centennial General Plan is hereby amended as follows:

[pending definitions of plate height, plate line, Crime Prevention Through Environmental Design (referenced in Policy S-7.07), Active Subscription Service)

1010 S El Camino Real Partners, LLC

101 S El Camino Real

Suite 205

San Clemente, CA 92672

March 20, 2015

Chris Wright

Associate Planner

Community Development Department

City of San Clemente

910 Calle Negocio, Suite 100

San Clemente, CA 92673

RE: Santiago Mixed-use project, 1010 S. El Camino Real

Retail and office ceiling heights

Dear Chris,

Thank you for taking the time to meet with Michael Luna and me a couple of weeks ago regarding our concerns and thoughts on proposed building heights for the new MU 3.2 zoning language along S El Camino Real.

While we believe that the language as proposed in the recently approved General Plan as drafted with a Top of Roof height of 45 feet is a great initiative to incentivize the development of the area, is good urban design and is consistent with mixed-use corridors in other southern California's Cities, we would like to be pro-active and try to at least protect our ability to provide good viable retail and office space along El Camino Real.

The Bartlett Building that was cited as an example in recent staff reports is problematic in that both the ground floor retail and second story office space at 12 foot (10 to 10 ½ foot clear if a dropped ceiling or AC duct work were to be installed) in the retail space and 7 foot 11 inches clear in the office space is significantly lower than what current market trends demand today. It is worth noting that the Bartlett Building could not be built the way it is today to meet current codes – not only is it not parked, it does

not comply with San Clemente's design guidelines (especially the setbacks), it has operable windows on the property line among other things, but current title 24 requirements would almost certainly require ventilation and ductwork that would change the character of the retail space.

Any regional or national tenant today has minimum requirements for new spaces as part of their search for prospective sites. These include minimum traffic counts, parking spaces, signage opportunities and ceiling heights.

Typically standard office space minimums are 10 foot clear to the soffit of the ceiling for very standard office space with much higher ceilings being demanded by creative office tenants or more upscale users. Retail tenants typically demand a minimum of 13 foot clear, but for narrower or shallower spaces or for more creative or dramatic spaces they go much higher – often to double volume – with 18 to 20 foot high ceilings. Ceiling height is so important that most Cities have minimum ceiling heights written into their local ordinances to ensure viable vibrant retail. As an example the City of San Diego has a minimum retail height of 20 feet for buildings containing ground-floor active commercial uses within their Neighborhood Mixed-Use Centers (see Exhibit A from San Diego's Planned District Ordinance), which after accounting for structure and mechanical systems will give 15 to 16 foot clear ceilings.

It is important to note that the underside of the ceiling that is visible to someone in the space below hides mechanical ductwork for AC and ventilation, fire sprinkler systems, recessed lighting and in mixed-use buildings it will often be used for plumbing for the units above. This typically requires at least 24 inches of space below the floor structure, adding another 18 to 24 inches (see exhibit B – mechanical ductwork, plumbing and fire sprinkler systems) to the building's section.

I have also attached a few photos of a very attractive and successful Spanish style building in the City of Pasadena that has a very successful coffee shop and bakery on the ground floor called Urth Café. The ceiling heights are very high, but it creates a very dramatic and inviting space (see exhibit C).

As the developer of the project I am acutely aware that the location of my property of S El Camino Real is a good distance from the Downtown center of San Clemente, so the space will need to be especially attractive to attract prospective tenants. The last thing we want is for the space to remain dark because we cannot attract viable tenants. For this reason I want to ensure that I am able to offer clear ceiling heights in the retail of at least 14 to 15 feet and second floor office space of at least 11 feet clear.

So for a two story building with 14 foot clear retail spaces and 11 foot clear office spaces we would need 14' plus 24" for mechanical, plus 18" for structure, plus 11' clear for the office, plus another 24" for ductwork, plus another 18" for the trusses to get to a top of wall plate height of around 32 feet. At least 5 more feet would be needed to accommodate a sloped roof which is required to make for an interesting Spanish design. The net result is we would need approximately 32 feet to the top of the wall plate and 37 feet to the top of the roof to be able to provide interesting high end retail and office space.

As the property owner and developer we hope that the City sees the benefit of attractive and viable retail and office space that will allow us to attract good tenants who will in turn bring jobs and tax revenue to our community, rather than having sub-standard space that wouldn't lease and remain dark

– a result that is not an option for me as the developer and hopefully not something the City wants either.

As the project developer, I am very invested in our community and want to see this be a successful project as I am certain it will be a huge enhancement over the existing vacant site it is today.

Sincerely



NICK BUCHANAN

Nick Buchanan

Copy: James Makshanoff – City Manager
Michael Luna – Michael Luna Architect

Exhibit A

Minimum retail ceiling heights in San Diego

Source: City of San Diego Planned District Ordinance 2013

San Diego Municipal Code Chapter 15: Planned Districts

(6-2013)

Ch. Art. Div.

15 6 3

(e) Ground-floor Heights

The minimum ground-floor height for buildings, measured from the average *grade* of the adjoining public sidewalk, in increments of no more than 100 feet along a *development* frontage, to the finished elevation of the second *floor*, shall be the average of:

- (1) 12 feet for buildings containing ground-floor residential uses;
- (2) 15 feet, but not less than 13 feet, for buildings containing ground-floor non-residential uses; and**
- (3) 20 feet, but not less than 18 feet, for buildings containing ground-floor active commercial uses within the Neighborhood Mixed-Use Centers or along *main streets*, with the exception of the Little Italy Neighborhood Center, which may have a 15-foot minimum ground-floor height.**

(f) Commercial Space Depth

The minimum depths of commercial, ground-floor spaces shall be:

- (1) 25 feet along 75 percent of the commercial space frontage along a public *street*; or
- (2) 40 feet along 75 percent of the commercial space frontage along *main streets*; and
- (3) 15 feet along the remaining 25 percent of the commercial frontage if needed to accommodate other internal functions of the building.

Exhibit B



Exhibit C







Architectural Guild of South Orange County
Dana Point San Clemente San Juan Capistrano

**Advice to the City of San Clemente
regarding Building Heights for the
Proposed MU3.2 Zone**

Prepared by the
Architectural Guild of South Orange County
April 13, 2015

PROLOGUE

The Architectural Guild of South Orange County is a non-profit business league comprised of architects, landscape architects and professional land planners, residing or working in the cities of Dana Point, San Clemente or San Juan Capistrano. Our mission is to be a design expert resource, to advocate, to inspire, to educate and to inform the public and municipalities regarding planning, design and building to enrich the quality of life for the communities we serve.

- To provide a better understanding of what these professionals provide for our communities.
- To provide for a professional unified voice concerning governmental policies which affect our communities.
- To influence governmental policies which affect the design professions.
- To promote better communication between local government and the building professions.
- To provide a resource of design expertise to our communities and municipalities.
- To mentor students and interns in the architecture, landscape architecture and land planning disciplines.

It should be noted that, as with all professional organizations, individual members come from varying backgrounds and not all will be in uniform agreement with particular items. Nonetheless, all interested members have had an opportunity to review this advice and their input has, to the greatest extent feasible, been included herein.

On or about March 1, 2015, the Architectural Guild of South Orange County was approached by Christopher Wright of the City of San Clemente Planning Division with a request for input regarding appropriate building heights for the proposed MU3.2 zone which will be located in a limited area on the west side of El Camino Real, south of Del Mar. A subcommittee of the guild was formed and on March 12, 2015, Cheryl Moe and Cindy Fleming, representing the Guild met with Christopher Wright and Jim Hare, representing the City. Guild members Moe, Fleming and Dennis DeSilva attended the Planning Commission Study Session on March 18, 2015.

MU3.2 ZONE

The MU3.2 zone has been directed by the San Clemente City Council as a part of clarifications and amendments to the Centennial General Plan adopted in February 2014 and to conform the zoning ordinance.

The MU3.2 zone is applied to a ½ block wide by 8 block long area fronting El Camino Real between Avenida Rosa and Avenida Cadiz, and between Avenida Esplanade and Avenida Valencia. The zone extends only to the alley west of El Camino Real. The zone is being established to encourage commercial mixed use development in this area and to prohibit residential-only development. The MU3.2 zone will require each development to provide commercial space on the El Camino Real street frontage, though it will not preclude residential uses to also be located on this level. The affected lots typically slope from the El Camino Real frontage downward to the alley. At the maximum slope differential, the alley is

approximately 20' below the El Camino Real street level. Residential single and multi-family zones are established adjacent on the west side of the alley.

The City Council's intent is to limit the buildings on El Camino Real to two stories while allowing a third story when it can be tucked below due to the grade differential at the alley. Height limits are to be measured from the center of the front property line abutting El Camino Real. Current height limits identified in the General Plan sets a second story plate height limit at 26 feet, with a roof height limit at 33 feet. These limits would set horizontal 'lids' on the height of development in this zone, extending to the rear property line. Although the methodology is expected to remain, the City Council has received comments that the proposed heights are too low to support current commercial retail requirements.

HEIGHT DISCUSSION

The task set before the Architectural Guild is to suggest maximum plate height, roof height and if there should be any allowances for extended height above these limits. The City representatives were very specific that the scope for the Architectural Guild is limited to the issue of appropriate height limits to support mixed use with commercial/retail on the ground floor street frontage and office or residential uses on the second floor.

All great cities in the world achieve walkable, vibrant street life and neighborhood convenience by combining commercial and residential uses in the same buildings. To create a comfortable, successful street level space, adequate height must be provided to allow for visibility into businesses, natural light penetration and a comfortable pedestrian experience.

Setting a height limit without also defining a story limit will inevitably result in more stories squeezed into the height limit. Although this might initially seem advantageous to a developer, the result is squashed retail and residential spaces that rent for less and end up being less successful. Setting appropriate height limits *and* story limits will encourage more successful development overall. (See Appendix A, "It's the Ceiling Heights, for One Thing".)

Low ceilings make for uninviting spaces. They feel cramped, are less visible from the street and tend to rent for less. Higher ceilings feel spacious, airy and more comfortable. Studies have proven that low ceiling heights are more conducive to study or analytics and close tasks performed while seated whereas high ceilings are more conducive to creativity, social activity and promote sales in retail settings.

So how low is too low and how high is too high? Many retailers consider 16 to 24 feet essential to the success of their stores. Large store chains demand these heights but small stores find the higher ceiling heights beneficial in terms of visibility, natural light penetration, availability of display space and feeling of spaciousness, all of which drive sales. Even at street level pedestrian walks, flat canopies can feel oppressive if lower than 10'-12'. Quality residential development looks for 9'-0" ceilings.

Of course there is a balance that is required. Developers must balance the requirements of land costs, parking, and construction costs with local demand and potential rent rates. Allowing for flexibility over the life of the development to allow for shifting demand and to allow for neighborhood commercial /retail to develop may help. (See Appendix B, "Avoiding Retail Vacancies with Flexible Retail / Residential Design" and Appendix C, "Ten Principals for Rebuilding Neighborhood Retail".)

It is also important to look at what neighboring cities are doing. If a retailer cannot find what he needs, he will surely be looking in adjacent cities. For San Clemente, that means Dana Point and San Juan Capistrano. Since San Juan Capistrano has, at least for the moment, squashed virtually any new development and seems bent on stifling its downtown retailers, we really must look at what Dana Point is doing. The relatively new Dana Point Town Center Plan was formulated specifically to encourage mixed use development. Here, 18' street level floor to floor heights are required and maximum building height is 40' and 3 stories. (See Appendix D)

The City of Santa Ana's handling of its commercial mixed use zone may also be of interest. (See Appendix E)

ADVICE

The following advice reflects a majority voice of interested Guild members. An individual Guild member suggested street level floor to floor heights as low as 13'-6" with 10' ceilings.

Recommendation: A street level floor to floor minimum height of 18' will allow for a minimum ceiling height of 14' with roughly 2' for structure and 2' for the larger mechanical distribution currently required. This allows for optimal small retail ceiling heights. Street side canopies should be allowed to extend over public sidewalks and may vary in height to allow for clerestory windows into commercial units and intimate café seating where desired.

Commercial / retail units are not likely to extend full depth in many cases and may not include the entire frontage width in some developments, at least initially. The 18' floor to floor street level height requirement is encouraged for the entire street level regardless of use to allow for flexibility and future retail expansion. Minimally, the 18' floor to floor should extend no less than 30' from the street front wall of the building. Residential uses on the street level and behind the commercial uses may include common use areas and perhaps even some residential units.

Above street level, floor to floor residential plate height is encouraged to be 9' where flat ceilings are proposed but could be lower where cathedral ceilings are incorporated.

For a two-story structure the overall second floor plate line should be limited to 30' but could be as low as 27'. An additional 6' to 8' should be given for a sloped roof and various roof elements. The overall maximum height of the building would be no greater than 36' for two stories.

Two levels of parking stacked behind the street level commercial space should be counted as a single story.

If a third story is allowed at the rear of the property, an additional 11'-12' is required. For this scenario, the overall building height should be extended to 48' max. from the mean alley elevation but no more than the height of the plane established by the maximum building height established on El Camino Real.

CAUTIONS & ADDITIONAL SUGGESTIONS

The height of new building developments must be sensitive to established single family residential development on the west side of the alley with respect to privacy and shadow encroachment. It is recommended that a shadow and view study be performed on new development in the MU3.2 zone.

There is concern for roof decks that could potentially look into adjacent single family residence back yards and windows. It is suggested that roof decks be held away from the building perimeter to eliminate views from the roof decks into private areas of single family residences and yards.

Any appurtenances (stairways, elevators, shade structures, etc.) on roof decks should be limited to the overall building height limit maximum.

Mixed use developments must provide adequate parking so that adjacent residential zones are not impacted by spill-over. Similarly, loading zones must be designed and located so as not to block resident access. Trash services should be coordinated to minimize number of runs down the alley per week; i.e. combine resident trash pick-up with one of the mixed use trash pick-up times.

It is overwhelmingly felt that the City must participate in a parking solution for the downtown areas. One of our members suggested that El Camino Real could benefit from a 'Road Diet'; reducing lanes to one in each direction, with a center lane for turns and emergency access. This provides more space for parking access and is proven to enhance safety. A number of the Guild members thought this might be a good idea. (See Appendix F for more information.)



Architectural Guild of South Orange County
Dana Point San Clemente San Juan Capistrano

Appendix A

Why Can't New Buildings be as Nice as Old Buildings? It's the Ceiling Heights, for One Thing

By David Baker, FAIA

One of the main things people like about older San Francisco buildings is the taller ceiling heights, both at the ground floor and the upper stories.

At the ground floor, ceiling heights are a critical part of what makes a retail space inviting and what makes a building feel comfortable for pedestrians on the sidewalk next to it. Many people have fond memories of old-fashioned retail establishments



with high ceilings and generous natural light here in San Francisco. Typically, the older ground-floor retail spaces were a story and a half tall. And indeed, many of these places still exist and contribute to our beloved older neighborhood commercial streets.

Low ceilings make uninviting spaces that rent for less, feel cramped, are less visible from the street, and don't allow commercial uses to easily flourish. For just these reasons, in new suburban malls and shopping centers, retailers consider ceiling heights of 16 to 24 feet essential to the success of the stores. And that is exactly what they build.

Of course, taller ceiling heights are also required for light industrial uses to be located on the ground floor of a building.

Tall ceiling heights are just as important on the

upper floors of a residential building. Pre-World War II apartments in San Francisco have a well-deserved reputation for feeling spacious and being filled with light. High ceilings are the design element most often mentioned when people talk about what is special about San Francisco's historic apartments. These rooms often have ceilings as high as twelve feet, compared with standard ceiling heights on new construction today of eight feet. Instead of "gracious," an adjective we hear more often describing these spaces is "mean."

The squashed ceiling heights, found at both ground floors and upper floors of newer buildings, make it very hard to achieve the feelings of space and grace appreciated so much in traditional buildings. Whether people are consciously aware of this fact or not, it has a profound impact on the comfort one feels in them.

These issues don't come up in the suburbs, where all buildings are more or less single story and where working, shopping, and living are separated into "zones" that people drive between. In a city, where activities are mixed vertically in the same building, it is critical to livability that multistory buildings be designed to feel comfortable.

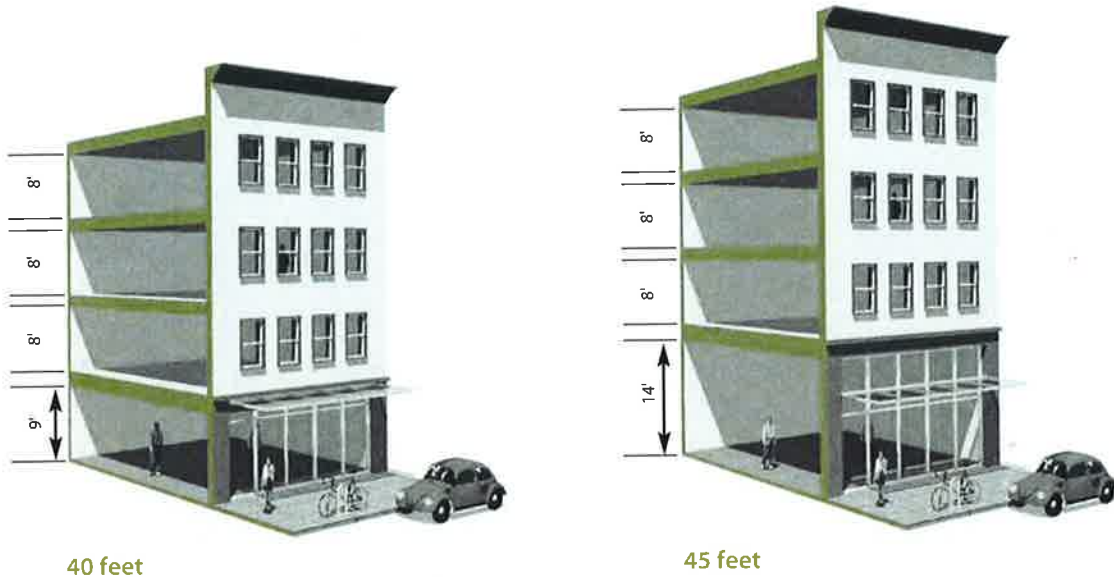
Why can't we design new buildings with the higher floor-to-ceiling heights that we find on most older buildings? Both the answer and the solution lie in the relationship between the Planning Code and the Building Code.

GOVERNMENT CODES AFFECT BUILT FORM IN UNINTENDED, AND SOMETIMES NEGATIVE, WAYS

The design of new buildings in San Francisco is influenced by two sets of overlapping rules: first, the local San Francisco Planning Code, written and administered by the San Francisco Planning Department; and second, the national Uniform Building Code (UBC), administered by the San Francisco Building Department but written by the International Congress of Building Officials. Not surprisingly, these two codes have been written in isolation from each other. The interaction between these codes unintentionally pushes buildings into a format of low ceiling heights at both the ground floor and upper floors, even when this is not desired

CASE STUDY 1

40 FOOT EXISTING ZONING



Retail street in multi-family use zones (does not apply to RH-1 or RH-2 residential districts)

Typical uses: 3-story residential apartments or condos over ground floor retail

Construction Type: 4 stories of wood frame

Most residential neighborhoods in San Francisco are zoned in the Planning Code for a 40-foot height limit. This discussion does not apply to single or two-family residential districts, but to those retail streets that are zoned for multi-family residential yet still have a 40-foot height limit.

The minimum allowable floor-to-ceiling height in the Building Code is generally 8 feet, to which floor thicknesses of one to two feet must be added. In such districts, it is possible to construct a maximum of 4 stories. Assuming 3 upper stories with the minimum ceiling heights, and some additional cornice or parapet at the roof level, there is enough height within the zoning limit for a ground floor with approximately a 9-foot high ceiling.

If the Planning Code were changed so that these 40-foot height limit zones became instead 45-foot height-limit zones, and the number of stories were restricted in the Planning Code to 4, this could result in a 14-foot high ground floor—what many of our nice old buildings have—although still with low 8-foot high ceilings in the upper stories. These upper stories would still feel too cramped to be gracious, but at least the part of the building that touches the sidewalk would feel comfortable, and tend to attract the wonderful service uses—neighborhood shops and restaurants and cafes—we want to patronize. Alternatively, some forms of light manufacturing can be accommodated in a ground floor of 14 feet that simply is not possible in a 9-foot ceiling height.

Few neighbors in multifamily districts would be able to recognize the difference between 40 feet and 45 feet, and in fact, older buildings already exceed 40 feet in many cases. But the difference in the quality of space both within the building and in the public realm outside the building is dramatic. Instead of concentrating on this “magical” 40-foot limit, the public interest would be better served by increasing this height a modest 5 feet to create the conditions that would result in better ground-floor spaces.

by neighbors, city planners, developers, architects, or the future residents of the building.

Presented here are case studies analyzing the effects of 40-foot, 50-foot, and 65-foot Planning Code height limits on urban form, given the Building Code strictures which also must be met. In each case, the question is asked, what simple adjustments can be made to the Planning Code to achieve the “highest and best” interior building

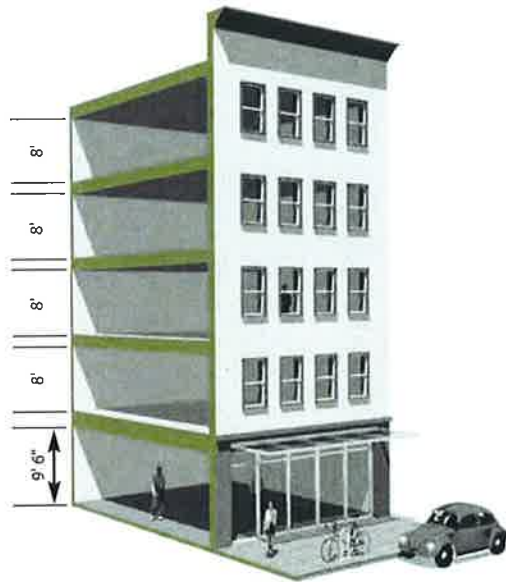
spaces and exterior pedestrian realm? This article proposes aligning the requirements of the Planning Code with those of the Building Code in order to increase the quality of the environment both within new buildings and in the public realm around them.

Such a change would require no change in the Building Code but would instead calibrate the Planning Code to the Building Code.

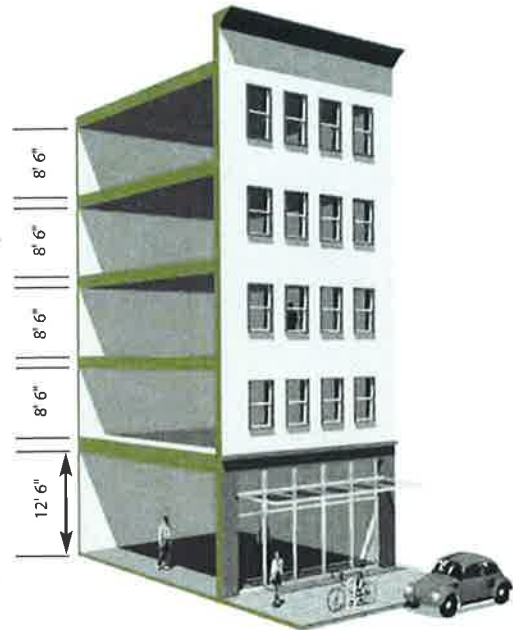
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CASE STUDY 2

50 FOOT EXISTING ZONING



50 feet



55 feet

Uses: 4 story residential over ground floor retail

Construction Type: 4 stories of wood frame over concrete slab between the ground floor and upper floors

In some slightly denser neighborhoods, parts of the Mission District, and along some retail streets such as Geary in parts of the Western Addition, as well as some other areas, height limits are 50 feet. With four stories of 8-foot ceiling heights on the upper levels, a 50-foot tall building can now have a 10-foot high ceiling height on the ground floor and still remain within the 50-foot limit. However, for buildings over 50 feet in height, the Building Code requires the structure between the ground floor and the upper floors to be concrete. Raising the overall height modestly—as in the previous 40-foot example—is more difficult because adding height under the Planning Code means that under the Building Code a whole different, more-expensive construction type is required (such as light-steel construction for the entire building). The solution is to either revert to 4 stories in 45 feet (see previous example, p. 9) or up-zone to 5 stories in 55 feet, acknowledging that the construction costs will be higher. If the former alternative is chosen, the developer and the city lose the benefit of an extra story of desperately needed housing. If the latter alternative is chosen, the developer (and ultimately the resident of the housing), pays a small premium for a more expensive but superior construction method.

RECOMMENDATIONS

All the great cities of the world achieve walkable, vital street life and convenience in daily life by mixing different uses in the same building. The vast majority of the new development that takes place in San Francisco is going to have multiple stories. To make that development comfortable from the street, we would do best to build extra-tall ground floor spaces, whether they are for shopping or for doing other work. And to make the upper

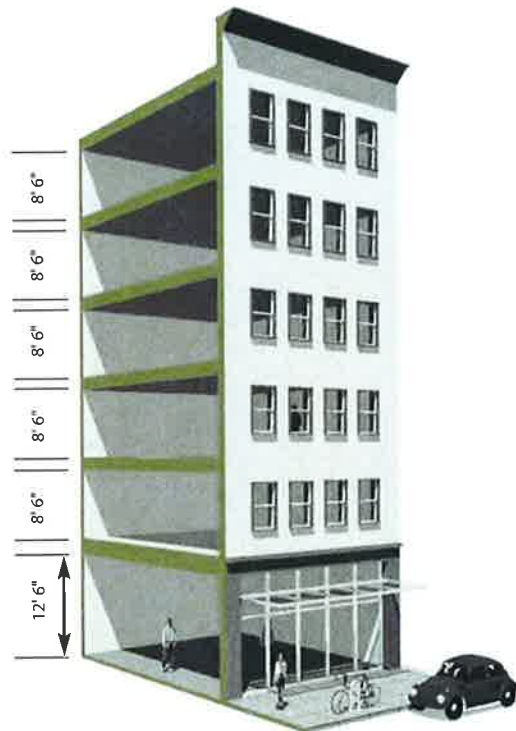
stories gracious and comfortable, we would do best building taller ceiling heights as well.

In order to do this, the Planning Code needs to regulate not just the total height of the buildings, but the allowable number of floors as well, either by requiring minimum ceiling heights that are taller than the Building Code currently requires or simply setting a maximum number of floors that can be built within a given building height.

If we reduce the number of floors that can be

CASE STUDY 3

65 FOOT EXISTING ZONING



65 feet

Uses: 5 story residential over ground floor retail

Construction Type: 6 stories of concrete or light steel, or 5 stories of "special wood framing" over one story of concrete

Some older areas of the city, such as the Tenderloin and parts of Polk Guich, as well as others, are zoned at a 65-foot height limit. A 65-foot height limit allows an additional floor of residential and a greater ground-level height than does the 50-foot height limit. The lower level can then become a generous height for retail or light industrial uses. In addition, since the ceiling structure of that floor is concrete, it provides excellent sound and fire safety isolation for residences above. A 65-foot height limit allows both the apartment ceiling heights in the upper stories to be greater than the minimum and also have graciously scaled retail below. Note that the Tenderloin is precisely one of those older neighborhoods that has both active street level activity and gracious apartments above, the combination of which have earned the Tenderloin the sobriquet "our Parisian district."

This is a case where the Planning Code height limit allows a high ground floor without losing an upper story.

built within each of the current height districts, one side effect would be the reduction of the total density of new buildings—thereby restricting housing supply and forcing development "somewhere else," meaning the periphery of the region. The better answer is to slightly bump up the height limits, while allowing the same number of stories we allow today.

If nothing else, it is in the public interest to set a minimum ceiling height on the ground level,

which has the most direct impact on the quality of the public realm, as experienced by pedestrians. *

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Architectural Guild of South Orange County
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Appendix B

From UL Magazine

Avoiding Retail Vacancies with Flexible Retail/Residential Design

By **Will Macht**
June 16, 2014



The proximity of the DART light-rail line, more frequent bus service, and the presence of retail shops lining Fifth Street, with rental housing above, help create a more urban environment for Oaks 5th Street Crossing in Garland, Texas. (Jonathan Brown)

Small cities that have become suburbs of larger ones often have city centers that have waned—and city governments that seek to revitalize them with mixed uses. If these city centers do not have existing viable retail cores, the introduction of the kinds of retail shops that mix with more urban housing becomes difficult.

Retailers are reluctant to open stores in places without a critical mass of other stores and shoppers. Retail space built under housing is more difficult and expensive to develop than either space alone. Lenders are especially wary of having vacant stores below rental housing. Housing developers are reluctant to hold, lease, and operate small retail spaces that are peripheral to their principal development business. Retail spaces must comply with more stringent zoning and building code requirements, require more durable materials and storefronts, and cost more to build. And architects strain to accommodate both the taller ceiling heights and parking requirements associated with retail space and the predominant housing components in such projects. Residential units on ground floors also face additional challenges with limited privacy and security at grade level.

Now architects at Dallas-based JHP Architecture/Urban Design have convinced developers and city agencies in two suburban cities in the Dallas/Fort Worth metropolitan area to experiment with a more flexible model for at-grade residential space that can more easily be converted to retail use as the market matures over a longer time frame.



The development is only 300 feet (91 m) from the Downtown Garland DART light-rail station. (GoogleEarth)

5th Street Crossing

High Street Residential, a subsidiary of Dallas developer Trammell Crow Company, and Garland, an older city of 230,000 people 12 miles (19 km) northeast of Dallas, developed what is now known as Oaks 5th Street Crossing, a transit-oriented development (TOD) project on a 2.75-acre (1.1 ha) downtown site on the block just northwest of the city hall and only 300 feet (91 m) from the Downtown Garland station of the Dallas Area Rapid Transit (DART) light-rail line. The project, now owned by Oaks Properties, is directly west of the Granville Arts Center and close to the Nicholson Memorial Library System's Central Library and Richland Community College's Garland campus.

The public/private partnership developed 189 rental residential units and a 330-space shared parking structure. The 200-foot-long (60 m) parking facility runs east–west in the center of the site with two linear 60-foot-wide (18 m) parking bays juxtaposed on opposing sloped floors to accommodate circulation. That orientation reduced the width of the parking entrance to 30 feet (9 m) so as to minimally interrupt the retail space built to activate Fifth Street. The three levels of residential units line the periphery of the site, with the parking structure dividing the site into two internal courtyards, one with a swimming pool.



The problem of small initial retail demand was solved by reducing the depth of retail space to 30 feet (9 m), less than half the building depth, with residential units filling the other half and opening onto the internal courtyards. The shallow depths also shielded the parking structure from view. (Mark Olsen)

The planning and design problem was that the periphery of the site provides frontage for more than 1,300 linear feet (400 m) of retail shops at grade level. With an apartment building depth of 70 feet (21 m), that creates more than 90,000 square feet (8,400 sq m) of potential retail space—more than the location and market can support. At the same time, while the retail market develops, more than 85 percent of the ground-level space would need to be filled by residential units, with all the security and privacy challenges confronting such space, before it could be converted to retail use at some uncertain time in the future. The developer believed that the market could support less than 12,000 square feet (1,100 sq m) of retail space at the time of completion.

Part of JHP's solution was to reduce the depth of retail space to 30 feet (9 m), less than half the building depth, with residential units filling the other half and opening onto the internal courtyards. Furthermore, the firm concentrated retail space along Fifth Street across from the Granville Arts Center. The shallow depths also shielded the parking structure from view.



At Union at Carrollton Square, a courtyard with a bronze sculpture is publicly accessible through a controlled arcade. (JHP)

Transition from the Street

JHP saw the main challenge being managing a seamless transition of spaces from the public realm of the street to a semipublic realm of the sidewalk to a private realm of the shop or a residence. Ground-floor retail space would provide a superior interface with the community and give the building an active and lively presence at the street.

At the street edge, the firm designed diagonal parking spaces interrupted frequently by 20-foot-long (6 m) planting islands. Accessible, convenient short-term parking is important for retailers and creates a protective barrier from the automobile traffic on the street. Next, 15 feet (4.6 m) of hardscape and landscape was provided to reinforce the urban edge and to allow al fresco café dining and pedestrian movement. Older retail districts usually do not have that much transition space, but suburban redevelopment, with more room to work with, can enhance such space to make it more attractive for shoppers, diners, and residents.



To help ensure privacy and safety for residents, some doorways were elevated and store windows were reduced to a more residential scale. (JHP)

While such a hierarchy of diagonal parking, landscape, and hardscape can work for retailers, the larger question is whether it can also work for initial residential use of those smaller retail units. In a traditional garden apartment complex, JHP contends, residents feel more secure with strict separation between the public and private realms, but in more urban areas, ground-floor residential space normally cannot provide such separation. JHP believes that strict separation is not a viable concept in urban projects because the private and semipublic realms must interact with the street to allow residents to fully realize the benefits of living in a vibrant mixed-use urban neighborhood.

But would the convenience and protection of on-street diagonal parking along with semipublic hardscape and landscape be enough to ensure privacy and safety for residents? In order to enhance this potential, JHP resorted to a number of techniques in its two projects. Some doorways to the spaces were elevated and are reached by short stairs and stoops. Store windows were reduced in size to a more residential scale. Foundation planters were sited to create more private separations for the spaces from each other and from the street. Street furniture was used to direct pedestrian traffic closer to the curb. One wonders whether small entry courtyards could have been used in a manner similar to that at Manhattan brownstone buildings.

While these exterior modifications can help make ground-floor units more attractive to residents, the fact they are on the ground floor has its own appeal. For example, residents and their pets can reach units and parking without having to use an elevator. Home offices are more accessible to daytime visitors. Ground-floor spaces can have significantly taller ceilings, which might accommodate small loft spaces and, when the market improves, retail conversion. Floors can be solid concrete, lending more permanence and providing more choices for floor finishes for residents. Balconies of units on the second floor can provide covered arcades for ground-floor units.



Architects used strategically placed engineered wood beams and columns to create open and flexible retail spaces within the modules while significantly reducing construction costs. (JHP)

Retail in Flexible Sizes

Another problem with convertible retail or residential space is its size. Not all retailers can fit into a space that can accommodate a small residential unit. Others may need the flexibility to expand if they do well, or to contract if they do not. Fixed demising walls can unduly constrain needed flexibility. JHP provided flexibility by building retail units in modular sizes that can expand or contract while still fitting in with the housing modules above. They determined that neighborhood-scale, flexible retail spaces could share a 30-foot (9 m) depth and be built in modular frontage widths of 24, 36, and 48 feet (7, 11, 15 m). These 720-, 864-, and 1,420-square-foot (67, 80, 132 sq m) sizes could accommodate most prospective retail tenants while being more attractive for developers, retailers, and communities because they offer lower rents, require less parking, and integrate well into a mixed retail/residential development that seeks to cater to the smaller service, café, and specialty businesses that residents hope will serve their urban neighborhoods.

Building at such small sizes can incorporate strategies to reduce costs for design, construction, and tenant improvements. Retail construction costs rise with the use of steel structures or elevated concrete podium designs that are common in urban mixed-use buildings. JHP devised a method to use only less-expensive wood-frame construction. The parking at Oaks 5th Street Crossing is in a central bar structure that has no housing above or retail below, lowering fire protection and ventilation costs. JHP designed the structures using strategically placed engineered wood beams and columns to create open and flexible retail spaces within the modules while significantly reducing construction cost. In addition to increasing permissible spans, the depth of the engineered wood members can allow space for air intake equipment for retail spaces, which must occur at the front of the building. This method can also create a wider spandrel that is high enough to accommodate signs for the shops.

A more cost-effective way of creating flexibility in the space is building ten-foot-wide (3 m) wood headers beneath party walls. This allows retail tenants to knock out the drywall and link retail spaces, as well as limits the number of structural columns, further reducing cost. Sleeves under the slab leading to the plumbing cores can later accommodate grease trap locations beneath the front parking, allowing the space to

house cafés and restaurants without demolition and disruption to install the traps. Floor-to-ceiling glazing systems can be easily modified to increase the size of front openings of cafés.



Solid materials, tall ceilings, frequent pilasters, divided glazing systems, special light fixtures, and a covered facade articulate spaces that can be either retail or residential. (JHP)

Public/Private Partnerships

To the extent that such projects are public/private partnerships, the public partner may choose to lease ground-floor retail space until the time is ripe to convert it to office space. Garland is considering doing so in connection with the second phase of Oaks 5th Street Crossing in order to operate the space efficiently in conjunction with city hall across the street.

Union at Carrollton Square

In Carrollton, 14 miles (23 km) northwest of Dallas and a similar distance west of Garland, is Union at Carrollton Square, a TOD flex retail project developed by Trammell Crow Company as a catalyst to spur development in a neglected part of the city. It is positioned on six acres (2.4 ha) adjacent to the city's historic downtown district and the rail station on DART's Green Line expansion. The project, positioned at the first of three DART stops in Carrollton, includes 295 residential units, 10,500 square feet (980 sq m) of flex retail space, and a 460-space, five-level parking garage. The public/private partnership project is on a former lumberyard that the city acquired, and the city is funding the public improvements and the parking garage. Here, JHP plans 60-foot-deep (18 m) retail spaces using a combination of wood framing and steel columns, which yielded significant savings compared with a typical concrete podium.

Half the ground-floor space was programmed as live/work units planned for cost-effective conversion to retail space as needed. Solid materials, tall ceiling heights, frequent pilasters, divided glazing systems, special light fixtures, and a covered arcade articulate spaces that can be either retail or residential at the Union at Carrollton. A courtyard with a bronze sculpture is accessible to the public through a controlled arcade.

Public/private partnership projects such as these do not address the decline in smaller retailers occasioned by the domination and consolidation of large retailers or the explosive growth in online retailing. But they do offer an alternative location for all those who value the growth of mixed-use urban places and lifestyles in more walkable environments in revitalized suburban cities. Though the retail components of such places are small, they can still house services like cafés, pubs, and bistros that online alternatives cannot, as well as offer these businesses a means to expand. UL

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Architectural Guild of South Orange County
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Appendix C



Ten Principles for Rebuilding Neighborhood Retail



Urban Land
Institute

Ten Principles for Rebuilding Neighborhood Retail

Michael D. Beyard

Michael Pawlukiewicz

Alex Bond

The Urban Land Institute gratefully acknowledges the financial support of Bank of America in underwriting this project.

Bank of America.



ABOUT ULI—THE URBAN LAND INSTITUTE

ULI—the Urban Land Institute is a non-profit education and research institute that is supported by its members. Its mission is to provide responsible leadership in the use of land in order to enhance the total environment.

ULI sponsors education programs and forums to encourage an open international exchange of ideas and sharing of experiences; initiates research that anticipates emerging land use trends and issues and proposes creative solutions based on that research; provides advisory services; and publishes a wide variety of materials to disseminate information on land use and development. Established in 1936, the Institute today has more than 20,000 members and associates from some 70 countries representing the entire spectrum of the land use and development disciplines.

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President

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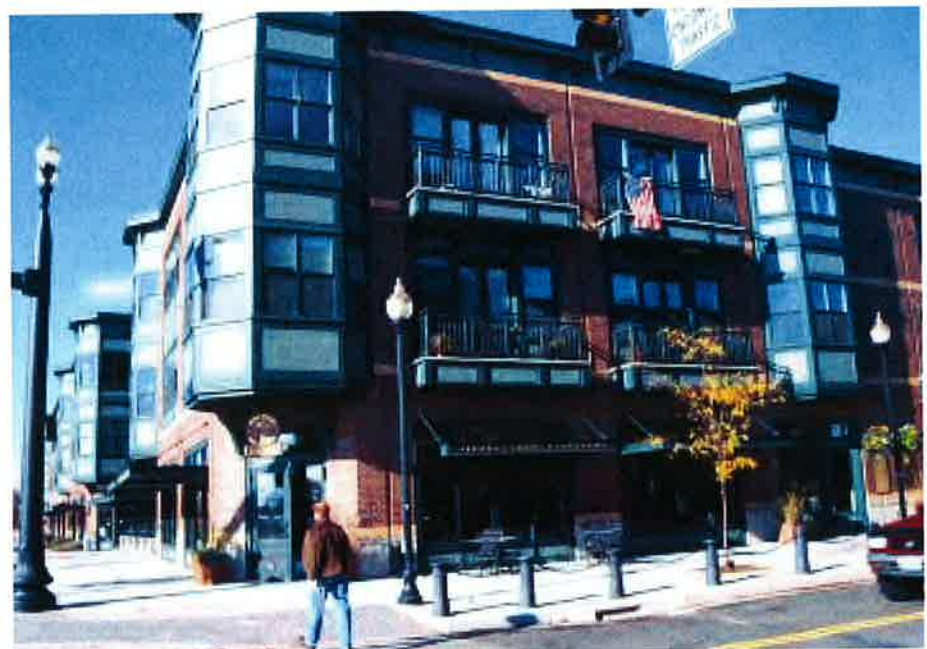
Introduction

Over the past five decades, retailing in urban neighborhoods has hollowed out, leaving most cities and inner-ring suburbs with too little to support healthy neighborhoods and strong communities. The results are apparent to anyone living in or visiting a 21st century city: commercial streets with deteriorating buildings, empty storefronts or marginal month-to-month tenants, an undersupply of essential goods and services, social problems, poor pedestrian environments and amenities, and untended streets and sidewalks.

The decline of neighborhood retailing has had a profound effect on the desirability of many urban neighborhoods and communities. The convenient availability of goods and services is a key factor that people consider when choosing a place to live, and neighborhoods without suitable retailing are dramatically weakened. Residents who can afford it, leave, and potential new residents choose to live somewhere else. In this type of environment, communities cannot be sustained over the long term.

The challenges of rebuilding persist not only in low-income neighborhoods, but also in many other urban locations where retailing never recovered from the shift of buying habits that led people to suburban shopping centers. Even in some of the most affluent communities—where first-generation, auto-oriented shopping streets have begun to urbanize and take on characteristics of urban shopping districts—redevelopment efforts are often stymied by NIMBYists

Orenco Station, Hillsboro, Oregon.





who object to the transition as well as to the changes in character, diversity, and density that the transition brings.

In all cases, rebuilding neighborhood retail streets is a difficult, lengthy, and complicated process. It differs significantly from developing a suburban shopping center or reestablishing downtown shopping districts, so innovative strategies must be employed to restore the neighborhood's vitality and competitiveness. Neighborhood retail streets are betwixt and between most communities' established retail locations, and they have been largely forgotten or purposely avoided for years by retailers, developers, and shoppers. The reasons are clear: misperceptions about the extent of urban buying power are widespread, retail opportunities are perceived to be greater elsewhere, and the many social problems faced by urban neighborhoods have proved difficult to solve.

As a result, even those who live near neighborhood shopping streets are often forced to travel outside their own neighborhoods to shop for goods and services that most others take for granted in their everyday lives.

Opportunities to reestablish retailing along neighborhood commercial streets are great. Through careful planning, new roles can be found for these streets to fill in today's marketplace to better serve neighborhood residents. But a word of

The Village at Shirlington in Arlington, Virginia, is a mix of 1940s neighborhood retail buildings and new retail and residential developments.

caution: Attempts to re-create past glories—a commonly voiced goal—rarely succeed because most urban neighborhoods have changed dramatically over the past few decades, and their position in the regional hierarchy of retail destinations has been marginalized by newer concentrations of retailing in wealthier neighborhoods with better access, visibility, parking, security, and retailing environments.

The large trade areas that many neighborhood streets once enjoyed have been cut off by newer centers, changes in retail merchandising have rendered obsolete much of the retail space along neighborhood streets, demographic shifts have reduced population densities and buying power, and a critical mass of retailers no longer exists along many of these streets. The result has been lower demand, high vacancies, a poor retail environment, and a failure to adapt to changed competitive circumstances. To achieve long-term sustainability, plans for rebuilding neighborhood shopping streets must recognize these changes and embrace solutions that are realistically market-based. It is not enough to base them solely on enlightened public policy goals or the community's wish list, no matter how well intentioned.

In spite of the challenges faced by neighborhood retail streets, their future is turning much brighter, and the Urban Land Institute believes that the timing is

Bloor West Village in Toronto, Ontario.



right to rebuild them. Numerous metropolitan trends are redirecting growth back into existing communities, which has positive implications for the rebirth of neighborhood retailing. Urban lifestyles are becoming more popular among empty nesters, singles, the elderly, and nontraditional households; immigrants are flocking to many neighborhood streets as low-cost places to open small businesses, stores, and restaurants; retailers are again interested in urban locations because their traditional suburban markets are saturated; states are increasingly concerned about the effects of sprawl and are instituting smart growth policies; pedestrian-oriented, streetfront retail environments are gaining favor with today's consumers; inner-city crime has declined dramatically in the past ten years; and local governments are using increasingly sophisticated planning, regulatory, and financial incentives to encourage market-based real estate investments in distressed urban neighborhoods.



The revitalization of Old Pasadena, California, incorporated new retail trends for shopping and entertainment in a historic main street environment.

But these positive trends alone are not enough to ensure that rebuilding will occur—even in affluent locations—since it takes far more time and effort to rebuild neighborhood retailing than it took to destroy it. The challenge for the public and private sectors is to work together aggressively to create the environment in which retailing can thrive. If this doesn't happen, retailing will continue to shun neighborhood streetfront locations and choose more competitive sites. Gaining the public sector's commitment is a difficult challenge because cities and states are faced with increasingly limited resources and many new and competing obligations. Nevertheless, ULI believes that ways must be found, as part of a long-term strategy, to get started today on the task of rebuilding retail services because the future prosperity of our metropolitan areas depends on it.

**New Haven,
Connecticut.**



Part of ULI's mission is to examine cutting-edge issues and propose creative solutions for improving the quality of land use and development. To that end, ULI sponsored a charrette on smart growth solutions to devise strategies to realistically restore the vitality of neighborhood shopping streets to create more livable environments and sustainable communities. In June 2003, during three days of intensive study of three neighborhood shopping streets in the greater Washington, D.C., area, teams of planning and development experts from around the country toured and studied

three very different types of neighborhood streets. The teams were made up of leading commercial developers, public planners, nonprofit developers, architects, economic consultants, and property advisers.

The three streets were chosen as representative of different types of urban neighborhood environments. H Street N.E., at the edge of a gentrifying neighborhood, is an elongated and dilapidated commercial arterial that until the 1960s was one of Washington's major shopping streets; upper Wisconsin Avenue N.W. is a discontinuous, poorly merchandised, and unsightly commercial street in the midst of one of Washington's wealthiest uptown neighborhoods; and the devastated commercial district surrounding the intersection of Charles Street and North Avenue in Baltimore is in one of the poorest and most crime-ridden neighborhoods in the city.

ULI teams were assigned to each strip and given the following tasks: to determine the critical issues and challenges that neighborhood streets face; to determine the most effective ways to rebuild neighborhood streets to ensure their long-term competitive position; and to set strategic principles to guide community residents, public planners, and developers in this effort. These principles were consolidated and refined by the three teams so that they could be applied universally to all types of neighborhood streets around the world. ULI had the support and participation of the two cities—Washington, D.C., and Baltimore, Maryland—in whose jurisdictions the streets are located. Each provided detailed background information, briefings, and tours for the ULI teams. After much deliberation, the teams adopted the following ten strategic principles to guide communities, developers, retailers, and residents in rebuilding their neighborhood retail streets.

Ten Principles for Rebuilding Neighborhood Retail

- 1 Great Streets Need Great Champions**
- 2 It Takes a Vision**
- 3 Think Residential**
- 4 Honor the Pedestrian**
- 5 Parking Is Power**
- 6 Merchandise and Lease Proactively**
- 7 Make It Happen**
- 8 Be Clean, Safe, and Friendly**
- 9 Extend Day into Night**
- 10 Manage for Change**

1

Great Streets Need Great Champions

Every revitalization project needs a champion—someone to initiate the process, fight to ensure it is done right, and follow through to completion. This is particularly true for rebuilding neighborhood retailing because of the length and complexity of the undertaking. In most situations, the champion will be a person (or a group of people) who is a committed, responsible stakeholder who recognizes the problem, has dreams of something better, and has the passion to overcome obstacles to achieve results. Without a champion, retail revitalization efforts will most likely get lost among competing needs in a community when it comes time to fight for attention and limited resources.

In some quarters, neighborhood revitalization efforts are seen as inherently public responsibilities that should be led exclusively by public representatives, because the private sector is often seen as unwilling, uninterested, or unable to do the job itself. Others believe that if a market exists, the private sector will find it and, without government help, lead the way through its own entrepreneurial efforts. ULI believes that, in most cases, neither extreme is an effective approach.

King Street,
Alexandria, Virginia.



Long-term success will come only when public/private partnerships are created that marry the public's planning, coordination, infrastructure, and public financing tools with the private sector's entrepreneurial savvy, development expertise, retailing know-how, and private capital. When new retail markets are just being formed, neither sector can achieve its goals without aggressive assistance from the other.

It doesn't matter whether the champion is from the public or private sector, but he or she must make sure that all the other stakeholders are included in the redevelopment effort.

- The champion can be a group or an individual. Possible group champions include a business improvement district (BID), corporation or partnership of businesses, community development group, financial institution, or neighborhood anchor such as a hospital or university.

- An individual champion can be a resident, a business or community group leader, an elected official such as a mayor or councilperson, a property owner, a retailer, or a city staff person.

- The champion should pull together a core group of involved stakeholders to form a public/private partnership entity to guide the rebuilding effort.

- The stakeholders are the people and groups who will be directly affected by the redevelopment and the decisions made by the public/private partnership. Ideally, they will transcend political turnover because the redevelopment effort will last through several election cycles. Politicians may be involved, of course, but they should be willing to remain involved if they lose future elections or choose not to run. Staying power is essential to long-term success.

- The champion should lead efforts to develop a process or mechanism to resolve conflicts among the stakeholders and reach consensus. Conflict is healthy, and the champion is ideally positioned to help resolve conflicts and make sure that potential problems and issues are debated and not avoided.



By building interest and commitment among diverse stakeholders, a champion can foster the development of a consensus vision for the street.

2 It Takes a Vision



Retailing has changed forever. Big-box stores and category killers; fortress malls; outlet, lifestyle, and power centers; catalogs; and the Internet are where today's consumers shop. The competition is fierce, and consumers want it all: low prices, endless variety, the latest designs, parking at the door, and an environment so entertaining that they go there even when they don't need to shop! How can neighborhood streets hope to compete? By providing goods and services tailored to the specific needs of each neighborhood in an environment that is convenient, service-oriented, pedestrian-scaled, and connected to the urban lifestyles of the neighborhood's residents.



The successful rebuilding of a neighborhood shopping street will be incremental, so it must be based on a shared vision that provides a strategic framework for imagining, analyzing, judging, and implementing each step along the way. The champion of a rebuilding effort is the one best positioned to pull together the diverse partnership of stakeholders to create the long-term vision for the street. Although the champion should make sure that no interests are left behind, the community's vision must be rooted in market realities. Too often, communities have followed the loudest voices and pursued plans that cannot be sus-

The visioning process can identify streetscape improvements that are needed, how tenants will be recruited, and other action items. A thorough visioning process will help ensure retailers that the city and property owners are committed to redeveloping a vibrant urban retail street.

tained economically, which inevitably leads to disappointment and failure. Recognize that there is often a great difference between what one group of stakeholders may want and what the market will support.

Reaching a shared vision requires facing the tough questions upfront, making sure everyone understands the realities of the situation, and setting short-, medium-, and long-range goals that are realistically attainable. There is no cookie-cutter solution that will be effective long term, and pie-in-the-sky doesn't qualify as vision, so it is essential to understand the reality of the street and what is possible before asking what it can become. There is a general rule: Strive to be what you really can be. Most urban streets cannot successfully become like a suburban mall, and it's doubtful that this would be a good idea even if it were possible. Each retail street needs to be individually crafted to reflect the community, people, lifestyle, and aspirations of its neighborhood because one-size visions do not fit all.

The first task of the public/private partnership is to make sure that the vision is shared. Property owners, residents, and nontraditional neighborhood anchors, such as churches, colleges, and hospitals, must buy in because they have the most at stake.

These players have a strong vested interest in the neighborhood environment because their success depends in part on desirability of their surroundings. Large employers should be actively recruited because they have important resources that can be brought to bear.

- Do not allow the rebuilding process to be “hijacked” by any one group or individual—even the residents. It is only natural that stakeholders have agendas; bringing these agendas into the open and aligning them are critical.

- Create momentum for the vision by assigning specific roles to each stakeholder and getting them to buy in to the plan. Getting stakeholders monetarily involved in the process may help to ensure their continued involvement and support.

- Identify negative influences that are hindering the redevelopment effort and neutralize or eliminate them as soon as possible; they could be a person, a building, or a neighborhood condition.

- Create an identity for the street that is inventive and reflects the neighborhood. Some neighborhood streets are already place-specific and have identities that can be reinforced or enhanced. In other cases, the identity is either nonexistent or negative—in which case, changing the perceived identity (or overcoming the nonidentity) will be one of the biggest challenges.

- Adapt the retail environment to serve and enhance the surrounding neighborhood. Serving a broader trade area may be important, but will usually be a secondary goal.

- Recognize that nearby competition not only will dramatically affect the market for your street, but will also affect the vision you have for its future.

- Hire a leasing professional from day one to coordinate management and recruitment of retail tenants. Recognize that retailers will “vote” on the soundness of the redevelopment’s vision by deciding whether to rent or not.



Visioning will help create and enhance an identity for the street that reflects the neighborhood.



M Street, Washington, D.C.

3

Think Residential



High-density single-family homes accommodate families and make neighborhoods more walkable.

Successful retail depends on successful residential neighborhoods. Retailing cannot survive in an environment of deteriorating neighborhood housing, declining population and homeownership rates, disinvestment, crime, and neglect. Most important, successful retail needs a growing number of high-quality residents because this is what retailers look for. High-quality residents are found in high-, medium-, and low-income brackets so, individually and as a group, residents need to take ownership of their streets and start changing the negatives in their neighborhoods so the environment is right to attract retailers.

Great streets are always surrounded by dense residential development. Where residential growth and revitalization is occurring, retail is primed to follow; it simply will not occur the other way around. Retailers will not be attracted to a neighborhood street, regardless of how much public money they get, unless they see the cash registers ringing, and this depends on the strength of the surrounding residential market.

Streets evolve over time, and the quality and amount of the residential development will dictate what type of retail tenant will be interested in leasing space. The typical pattern is for home-grown, startup businesses and creative enterprises looking for low-cost locations to move in first, followed by mass-market national stores and, if the neighborhood is very successful, by specialized higher-end retailers. The community should not expect the best stores to move in immediately, but to the extent that higher-quality residential development occurs, retailing will continue to improve.

- Increase homeownership (including condominium ownership) to stabilize the neighborhood and create more stakeholders and customers.
- Residential development creates a customer base for neighborhood-serving retail, especially grocery store and pharmacy anchors. It is important for such stores—which commonly are national chains and require the most parking—to conform to the urban character of the community.

■ Encourage mixed-use developments. A mix of housing and offices supports retail by creating more customers, supporting longer business hours, and bringing in rents up to 20 percent higher than would be likely in the same place without the mix of housing and office space. Office components provide daytime retail and restaurant demand, while residents add customers in the evening.

■ It isn't necessary to attract national retailers to be a success. Successful streets often have a mix of locally owned and operated vendors, especially specialty food stores (selling baked goods, ethnic foods, coffee, and wine), ethnic restaurants, pharmacies, art shops, antique stores, hardware stores, and service providers (laundry, video rental, garden). If you sit around waiting for Pottery Barn, nothing else is going to happen.

■ Recognize that although neighborhood residential development provides a strong shot in the arm for retailing, it does not provide the only source of demand.

■ Encourage mixed-income housing. A big challenge of retail is the recruitment of retail workers, and they need a convenient place to live. A stock of potential workers living close by enhances the attractiveness of the site for retailers.

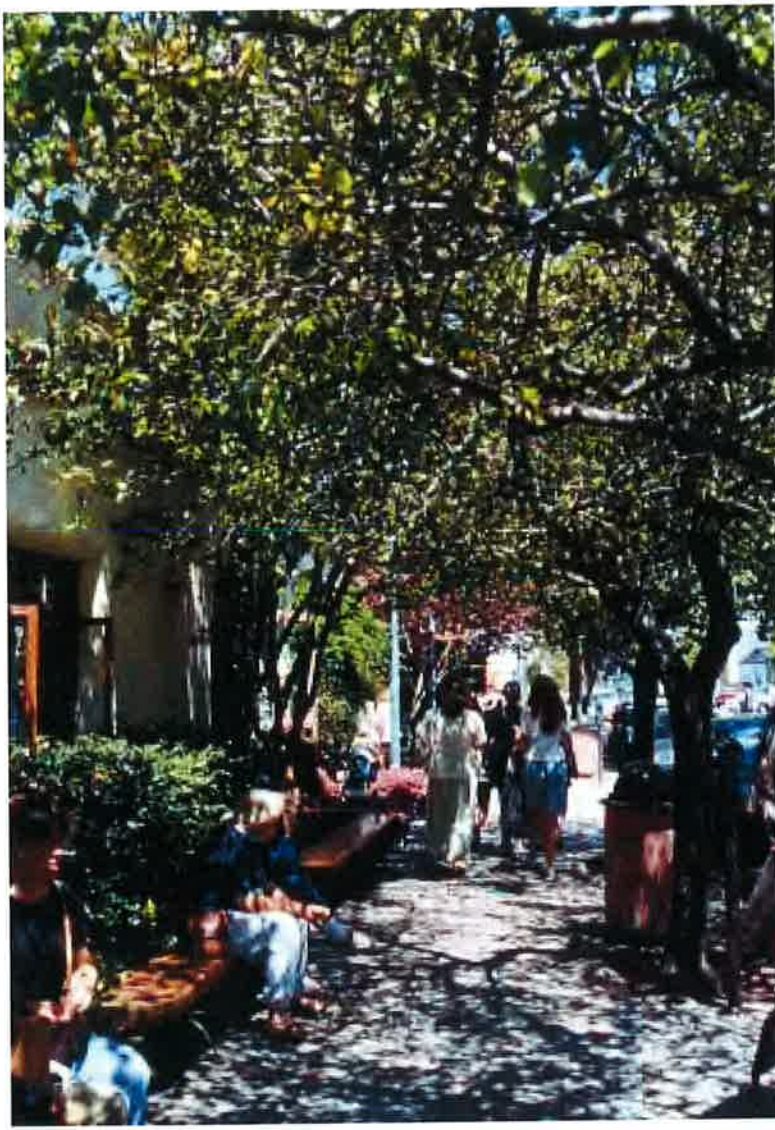
■ Ground floor space does not need to be all retail. If the neighborhood street is too long for shopping the entire length, retailing should be concentrated in designated blocks. Shoppers typically will walk for only three or four city blocks. Residential or office uses should predominate beyond a core walking area.

■ Don't underestimate the value of anchors on the street. They help the smaller, independent tenants succeed by drawing customers to the area.



Residential units above retail keep the street active around the clock, providing convenience for residents and sales volume for retailers.

4 Honor the Pedestrian



The era when anything developed in an urban neighborhood was considered to be better than nothing is over. Desperation has driven many communities to accept developments that are inappropriate for an urban street and antithetical to an enjoyable pedestrian experience. Suburban-style, pedestrian-deficient retailing with blank walls facing the sidewalk, parking lots that disrupt retail continuity, throw-away architectural quality, inappropriate building design and scale, and lack of pedestrian amenities are some of the most egregious mistakes that made many urban streets mean and decidedly unfriendly to shoppers.

Neighborhood retailing that is rebuilt in these ways has proved unsustainable, failed to generate ongoing improvements in retail quality or spin-off activity, and fallen short of attracting the level of customer loyalty from the neighborhood or beyond that is necessary for long-term growth. When pedestrians are not honored with a pleasant and enjoyable shopping experience, they usually choose competing locations that do a better job of creating such an environment.

The first goal for a neighborhood shopping street should be to satisfy the aspirations and enhance the lifestyles of a neighborhood's residents. Neighborhood retail should not be structured in a way that encourages commuters to move quickly through the neighborhood to reach other neighborhoods. Too often, neighborhood streets have evolved in ways that make it easier and more enjoyable for shoppers and commuters to travel to other neighborhoods than to stay and conveniently shop nearby.

BARRY ELBAS/ANIELS ARCHITECTURE

Pedestrian amenities entice shoppers to linger.

■ Don't let traffic engineers rule the streets. Accommodating traffic is only one of many goals for successful shopping streets. Retail streets must balance the needs of the pedestrian and the needs of the automobile. Traffic must be calmed, and pedestrian amenities must be added for successful shopping streets to be rebuilt.

■ Street width is an important determinant of retail success. In neighborhood locations, wide streets form a great barrier to success since they make it difficult to establish either an intimate neighborhood feel or a community connection.



Successful single-loaded retail streets are rare, so to improve chances for success, narrow the street or introduce a landscaped median that will tie the two sides of the street together into one retail experience and make it easier for customers to shop both sides of the street.

■ Recognize that street patterns also affect the pedestrian experience. In most cases, one-way streets should be converted to two-way streets to eliminate the raceway effect of one-way arterials and give the streets more of a neighborhood character.

■ Convenient parking must be designed to enhance the pedestrian experience and not detract from it. Traffic can be slowed by providing on-street parking—this type of configuration protects shoppers from speeding traffic, allows shoppers to park in front of the store, and creates a stronger connection to the street.

■ Encourage multiple entrances to shops so they are accessible from the front sidewalk as well as from off-street parking areas.

Landscaping and brick sidewalks—often on a modest scale—add significantly to a neighborhood's ambiance for pedestrians and shoppers as in West Chester, Pennsylvania.

- Pedestrian amenities should be added first along the blocks with the greatest concentration of retailing or those with the greatest potential. In some cases, neighborhood shopping streets are too long and some blocks may no longer be suited for retail. In such cases, clearly designate the blocks that are targeted for retailing and concentrate pedestrian amenities there first.
- Sidewalks should be wide enough to accommodate outdoor dining while providing enough room to allow an unimpeded pedestrian flow; tables should be permitted at the curb line to allow window shoppers to stroll next to the shop windows. Rebuilding sidewalks with brick or patterned concrete also can have a positive effect.
- Greening the street is necessary to make it more comfortable for pedestrians. Improvements should include tree canopies that provide shade from day one, green spaces where shoppers can linger and relax, and flowers and shrubs that enliven store fronts, tree boxes, light standards, and parking lots.

VISIBILITY

Transparency is critical. Buyers want to see inside the store—they want it to look safe, they want to see that it offers the goods or services they are interested in, and they want to feel comfortable that a salesperson is not hovering to accost them when they walk in the door. The best design provides visibility into the store and not just into a window display.

ARCHITECTURE

Buildings must look as though they belong in the neighborhood, especially in terms of scale, height, and character. Retail is most successful when it is on a single level, but offices and apartments work very well in levels over retail. The neighborhood vernacular should be expressed in the design of buildings. Good architecture improves the quality of

the neighborhood. In revitalization, it can serve as a model of good design. Flexible guidelines that allow variation within acceptable ranges may be best. Even convenience stores can be accommodated with good design standards. The standard retail bay in the United States is 30 feet wide by 60 to 90 feet deep. Multiples of this module can accommodate larger users, such as restaurants. Neighborhood retail often has regular turnover, and adherence to these standards can help find new users. Windows that offer visibility into the store are good advertising and contribute to comfort on entry. Awnings or recessed entries provide comfortable shelter from rain and sun.

LANDSCAPING

Designs for visibility and landscaping often conflict. Here again, the need for trans-

parency and visibility of retail takes precedence. However, in addition to meeting a community's consumer needs, a retail street can be a place to socialize or to relax and linger, especially when the hard urban edge is softened and enhanced with high-quality plant material. Outdoor dining is an instant indicator of safety and congeniality, but it needs a minimum sidewalk depth of ten to 12 feet for convenient pedestrian flow.

SIGNAGE, LIGHTING, AND STREET FURNITURE

As in other design media, quality sells—particularly over the long term. Signs, lighting, and street furniture (seating) are low-cost and highly visible ways of projecting a quality image. To ensure consistency and quality, adopt design guidelines that regulate the scale, typeface, materials, and other

design elements of signage, while at the same time encouraging flexibility and creativity. A critical consideration is whether to allow freestanding or hanging signs on buildings. Flush mounting is desirable because it doesn't intrude into the pedestrian zone, but the need for signage to be visible to motorists and pedestrians should contribute to decisions about sign guidelines. Differentiation in retail graphics is both an indicator of unique offerings and a brand identifier. A graphics scheme should not prohibit free expression, but should set standards to ensure long-term quality. Lighting and street furniture in complementary design families add character and safety—lighting for visibility and seating to attract people to the street.

*William B. Renner, EDSA /
Edward D. Stone, Jr. and Associates*



The city of San Rafael, California, encourages the development of housing as a way of bringing life—including evening activity and customers for merchants—to its commercial streets.

- Landscaping, street furniture, and other pedestrian amenities should be sensitively designed so as not to block retail sight lines for motorists or shoppers.
- High visibility for potential customers who are driving or walking by the stores is as important for retail success as easy accessibility and parking.
- Lighting should be bright enough to ensure security in the evening, but sodium vapor—often referred to as “slum lighting”—should be avoided in favor of white lighting, which renders more realistic colors, less sinister appearances, and a more inviting, comfortable, and reassuring feeling for shoppers.
- Set design standards and work with retailers regarding facade improvements, appropriate historic preservation measures, store signage, awnings, window displays, and advertising. These details indelibly frame the pedestrian experience.

5 Parking Is Power

Easy accessibility, high visibility, a sense of personal security, and adequate, convenient parking are all preconditions for successful retailing, and without them retail likely will fail, regardless of the sophistication of the shopping environment or the quality of the tenants.

FEDERAL REALTY INVESTMENT TRUST



At Bethesda Row in the Maryland suburbs of Washington, D.C., designers placed parking behind and to the side of buildings. This fosters a pedestrian-friendly environment and allows stores to utilize most of the road frontage.

A mix of parking accommodates different users. Short-term customers can park on the street, while shoppers planning a longer stay can park in the garage.



Parking is arguably the most important of these requirements because today's consumers, conditioned by their suburban shopping center experiences, expect nothing less than a guaranteed space close to their shopping destination every time they shop. Neighborhood streets that replicate the convenience and abundance of suburban parking—albeit in quite different configurations—will have solved one of the great dilemmas that urban shopping locations face. These are the challenges: How can communities squeeze enough

convenient parking into a pedestrian environment where it is not desirable to have large parking lots facing the street in front of the stores? How can communities configure parking in ways that are clearly organized so that shoppers can find spaces in multiple locations from block to block?

- Size the street's parking requirements realistically. Recognize that parking needs will usually be less along neighborhood shopping streets than in suburban shopping centers because some urban shoppers will arrive on foot or by transit, shuttle, or bicycle.

- Recognize that parking needs often change over time. If a neighborhood gets improved transit service, parking needs may decline. Conversely, the introduction of additional anchors, changes in tenant types, or a denser concentration of retailers as the street's popularity grows can increase the number of parking spaces needed.

- Provide spaces in a clear, evenly distributed supply of parking that includes on-street and off-street options. Encourage store employees to park away from store entrances.

- On-street parking is critical for some retailers' success because it is the most convenient type of parking and creates the steady turnover of shoppers needed by stop-and-go retailers like coffee shops, dry cleaners, and specialty food stores.

■ Metered parking—whether on- or off-street—should be designed to encourage people to use it. The time limits should be fairly enforced so that the needed turnover actually occurs, but don't go overboard. Customers will shop elsewhere if they are turned off by unreasonable and inflexible adherence to the rules.

■ Off-street parking needs to be highly visible from the street, but it should not dominate the landscape, break up the retail district into disjointed parts, or be located farther than one block from storefronts.

■ Parking should be user-friendly, starting with clear signage directing customers to individual lots and lighting that is configured to ensure their personal safety and provide a sophisticated ambiance that makes them feel comfortable at night.

■ Innovative parking designs—such as parking behind, above, or below the stores—should be considered in dense, high-value urban locations. If these configurations are used, parking must be seen as nonthreatening, as visible as possible, and easily accessible, or motorists will avoid it.

■ Shared parking should be planned to accommodate the parking needs of different groups of shoppers as they appear at different times of day. This will eliminate unnecessary spaces that otherwise would sit unused during periods of inactivity.

■ Transit (retailer-sponsored shuttles, bus, light rail, and subway) should be actively promoted by developers, retailers, and employers because it reduces parking needs, extends the street's trade area, and brings a greater diversity of demand.

■ Don't forget about bicycle parking. Bicycles are a growing part of the urban lifestyle and parking for them is cheap to build. The need for bicycle parking is especially important in college communities and in neighborhoods with young, highly educated, and sophisticated residents.



On-street parking along Clematis Street, West Palm Beach, Florida.



The parking garage at Seventh and Collins, Miami Beach, Florida.

6 Merchandise and Lease Proactively

Retailers are the soul of the neighborhood commercial street, so getting the right tenant mix and quality will give the street its unique character as well as the diversity of product offerings it needs to compete successfully with more established retail destinations. To achieve this mix, a neighborhood commercial street must be managed and operated like a shopping center—but recognize that having multiple landowners and operating in the public realm enormously complicate these tasks.

Finding tenants that meet all of these criteria is tough, especially in the early years of rebuilding when a critical mass of retailers is often absent and the environmental and social conditions along the street may not yet be optimal to achieve high sales levels. Complicating this task is the fact that the city cannot rely individually on landlords along neighborhood shopping streets to recruit appropriate high-quality tenants, since they are inclined—understandably—to lease their spaces to whomever is willing to pay the rent. It's not easy for a landlord to turn down a tenant because it does not fit within a street's overall leasing plan or add to its optimal tenant mix. Retailers also do not like to take risks, but if you have a coordinated merchandising plan and strive for a good tenant mix, the risk to retailers will be reduced.

To achieve higher sales, rents, and land values, landlords along the street need to band together and work proactively with the public sector to merchandise and

Bellevue, Washington.



lease their street in a coordinated and mutually supportive way.

- Establish a quasi-public retail leasing and management agency to plan and coordinate the street's leasing strategy, actively recruit tenants, and direct them to appropriate landlords and property owners so that leasing deals can be made privately. Recognize that the tighter the leasing control this agency has, the more quickly the street will evolve into a thriving retail destination.

■ As the first priority, hire a leasing and management professional to set up the leasing agency and direct its activities. This needs to be someone who can dynamically “sell” your street and neighborhood, and has a sophisticated understanding not only of retail leasing but also of shopping center management and public/private partnerships. The leasing professional should be part of the street’s planning and design team, so she/he not only understands the long-term vision of the project but also helps to shape it.

■ Develop a comprehensive leasing plan that is flexible and builds on the strengths and competitive advantages that the street and neighborhood already have. Recognize that the plan will need to be adjusted constantly to reflect changing market conditions.

■ Context matters. Tailor the leasing strategy to your community and its position in the regional retail hierarchy. Understand the characteristics of your market and location, know your customer and competition, and evaluate nearby retail streets and tenants to guide tenant recruitment.

■ Recognize what your street is now and what it can become, and market the space realistically with an eye to the future. Cookie-cutter stores are not attractions in and of themselves, but they do lend legitimacy to the location in the eyes of other retailers, and they have advertising clout that helps one-of-a-kind stores.

■ Lead the leasing effort with destination- and neighborhood-appropriate retailers. This will lay the foundation for more intense commercial activity as the street matures.

■ Initiate the leasing program along one or two blocks that have the greatest potential. Creating a successful retail nucleus to build around will give momentum to the project, stimulate the interest of other retailers, and form a critical mass that becomes a recognizable retail destination for neighborhood shoppers.

■ Besides coordinating the leasing program, the leasing and management professional should provide technical assistance to existing and prospective retailers. Financial assistance may also be desirable for facade improvement, building improvements to achieve code compliance, new signage, and the like. She or he should also coordinate maintaining the streetscape and making needed repairs if there is no business improvement district in place.

Shopping centers carefully choose tenants based on many factors, and neighborhood streets must do the same.

Tenants should:

■ **Fit into the street’s agreed-upon vision and leasing strategy;**

■ **Fill gaps in the street’s retail mix or reinforce specialized tenant concentrations;**

■ **Sell merchandise aimed at the street’s targeted customer markets;**

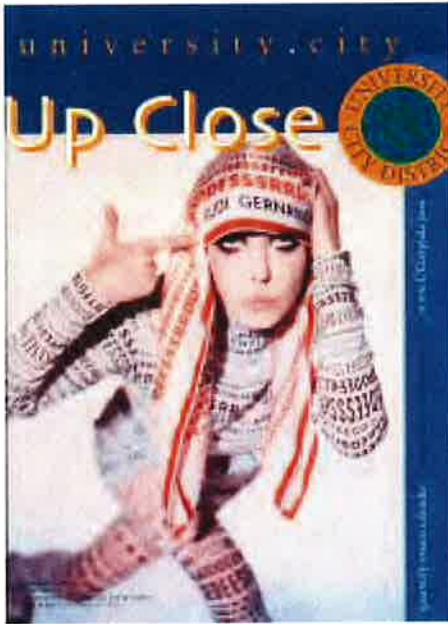
■ **Project the right image, aesthetic, and lifestyle orientation;**

■ **Fit within the physical limitations of the available space;**

■ **Be well managed and creditworthy; and**

■ **Be able to afford the rent!**

7 Make It Happen



Neighborhood retailing will not spontaneously regenerate. Miracles happen in the movies, but they rarely happen in real life. In many communities, market conditions that caused neighborhood commercial streets to decline are still in place, and it takes an aggressive commitment by the public sector in partnership with the private stakeholders to address negative influences before sustainable retail revitalization will occur.

Communities have powerful financial and regulatory tools to attract desired private investment capital if used judiciously. Some of these tools are “carrots” that create a positive investment climate, improve infrastructure, or reward investors who further community goals. Others are “sticks,” which may need to be used if carrots are not sufficiently convincing. Communities should be willing to use both to convince landowners, developers, and retailers that the revitalization efforts are in their interests. Willingness to exercise regulatory powers to achieve the stakeholders’ vision and protect it from negative influences projects a sense of momentum to the stakeholders and potential tenants and enhances the street’s appeal as a place to do business.



Produce markets, often sponsored by BIDs, add a lifestyle-oriented dimension to neighborhood shopping streets.

lend money to developers of nontraditional urban real estate projects and to neighborhood retailers. They are also likely to be more flexible in terms of what you can do with the money.

- Research carefully what public regulatory and financial tools are available to achieve your goals and what is required to qualify for them, then determine how you can use them as catalysts to make things happen when and where you want them to happen. Direct public resources to generate the maximum bang for the buck in terms of generating and leveraging private investment money.

- Develop a strong relationship with local financial institutions and non-profit organizations, and partner with them to achieve your goals. These organizations are likely to be more willing than national institutions to

■ Set up design guidelines and development standards to make sure that new developments as well as facade and other improvements are compatible with the planned character of the street. These standards can control not only aesthetics, but also such concerns as the types of stores that are acceptable, store operating hours, building scale and materials, building setbacks, and number of parking spaces required.

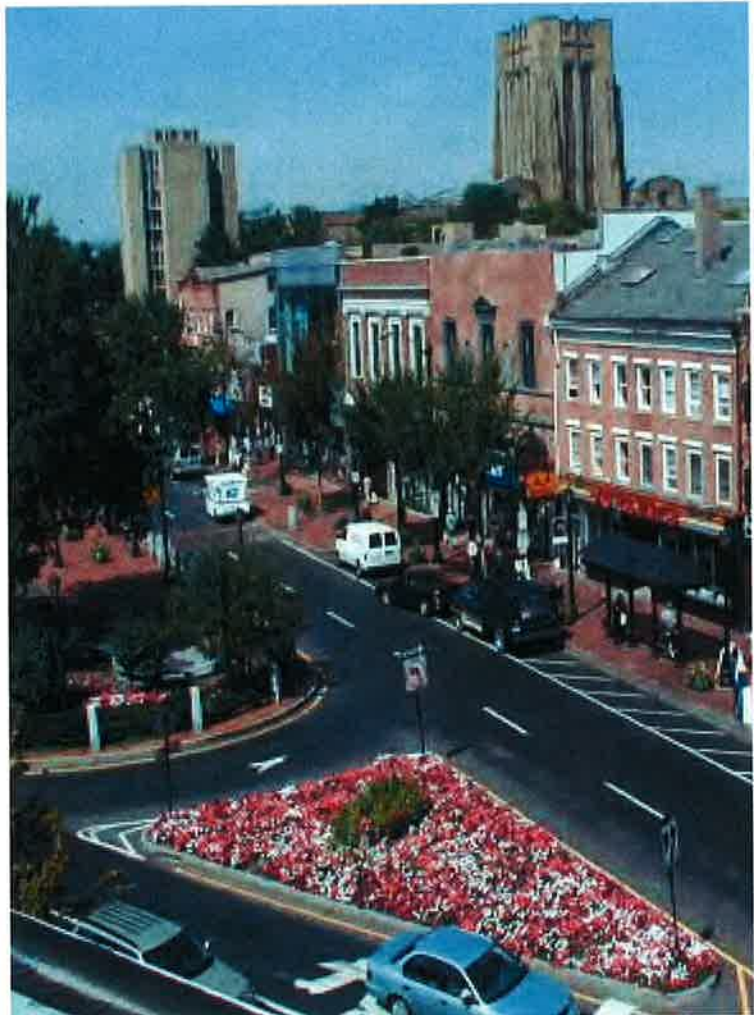
■ Business improvement districts are quite effective at enhancing both the business and physical environment for retailing and for engaging business owners in the revitalization process. Retailers, however, cannot fund BIDs alone; offices are needed to help pay for BID operations. BIDs or special taxing or assessment districts should be set up in the more established commercial streets where landowners and tenants can afford the incremental tax increase. These types of districts should be viewed more as revitalization tools than redevelopment tools.

■ Tax increment financing is best used in districts where major land holdings need to be rebuilt and where infrastructure is substandard or lacking.

■ “Demolition by neglect” statutes should be added to zoning and land development codes to deter landowners from letting their properties deteriorate to the point that they have to be torn down. Don’t be afraid to use eminent domain powers to take control of properties that are abandoned or neglected. These properties are a cancer, and cannot be allowed to spread blight throughout the neighborhood. However, before proceeding, have a full understanding of applicable laws in your state, and give the property owner adequate opportunity to correct the problem.

■ So-called friendly eminent domain can be useful with some property owners who may be willing to sell a deteriorated property to rid themselves of a problem. This can be an effective tool to assemble property required for a large-scale redevelopment project.

■ Use targeted requests for proposals or requests for qualifications to solicit interest in redeveloping key properties.



New Haven, Connecticut.

8

Be Clean, Safe, and Friendly



Successful BIDs keep standards for maintenance, cleanliness, and security high. They also organize activities and events that draw customers to the shopping street, as in Cleveland, Ohio's Playhouse Square.

If a neighborhood shopping street is clean, safe, and friendly, customers will be drawn to their favorite shops even though the street as a whole may still be in transition from failure to success. If even one of these characteristics is absent, some neighborhood residents will continue to shop elsewhere, and few commuters are likely to stop as they drive through. Achieving an acceptable comfort level for neighborhood shoppers, however, won't happen without a coordinated, holistic approach to addressing the street's underlying problems and deficiencies.

To solve these problems, an ongoing management entity for the street should be created to perform many of the tasks that a shopping center manager performs. This organization will need to manage the street in perpetuity, operate it like a

shopping center, protect its competitive position against more established retail locations, and ensure that it does not slip back into its old dysfunctional ways. A BID is an effective vehicle to act as the management entity because it has the support of the property owners and has a dedicated income stream to support its activities. If a BID is not available to fill the management role, it may fall to a group of business leaders, retailers, or city government representatives.



- Think of the street holistically. Work with the city to stringently enforce building health and safety codes to maintain the street's quality, appearance, and safety. But make sure the codes are flexible and suitable for older/historic buildings, and don't stymie undercapitalized but legitimate improvement efforts.

- Be the advocate for the neighborhood—lobby for scarce resources and ensure that commitments are fulfilled.

- Regularly check the pulse of property owners and retailers to keep on top of issues, concerns, and problems before they spin out of control.

■ Enact extra levies and assessments on property owners who neglect their property. This will encourage them to adhere to the neighborhood's standards.

■ Provide an extra layer of security along the street. Crime prevention and customer security are keys to bringing the shoppers back, so security guards need to be visible but benign, helpful, and unobtrusive.

■ Added police patrols also lend peace of mind for potential retailers and customers, particularly if the area had a bad reputation before redevelopment. But public resources are often stretched thin, and the police alone probably won't be able to solve the problem.

■ If homelessness and drug abuse are problems along the street, work closely with city agencies and neighborhood nonprofit organizations to address them. Social services, however, should not be clustered nearby.

■ Work with the city to make sure that street people don't overwhelm the street—although when street people begin moving to the area, it is an indication of success!

■ Security devices such as roll-down metal doors and window grilles should be eliminated or altered so they are see-through and provide visibility to the shop windows.

■ Plan holiday and other special events to give people an extra reason to visit and bond with the shopping district.



BID staff stand ready to offer assistance to stranded motorists in Birmingham, Alabama.



University City, Philadelphia, Pennsylvania.

9

Extend Day into Night

An artistic facade creates an inviting destination at night in the Manayunk district of Philadelphia.

Longer hours equal stronger sales, and strong sales define a successful shopping street. It's as simple as that! As revitalization accelerates and rents rise, retailers will be unable to survive unless business hours can be extended to capture more business. The way to do this is to identify, plan for, and tap multiple markets to keep the cash register jingling throughout the day and after the sun goes down. The evening is the hardest time to keep businesses open even though that's when people have time to shop, and it will take a healthy dose of imagination and hard work to achieve the mix of stores, coordinated hours, and

sense of security to create an environment where people are comfortable going out after dark.

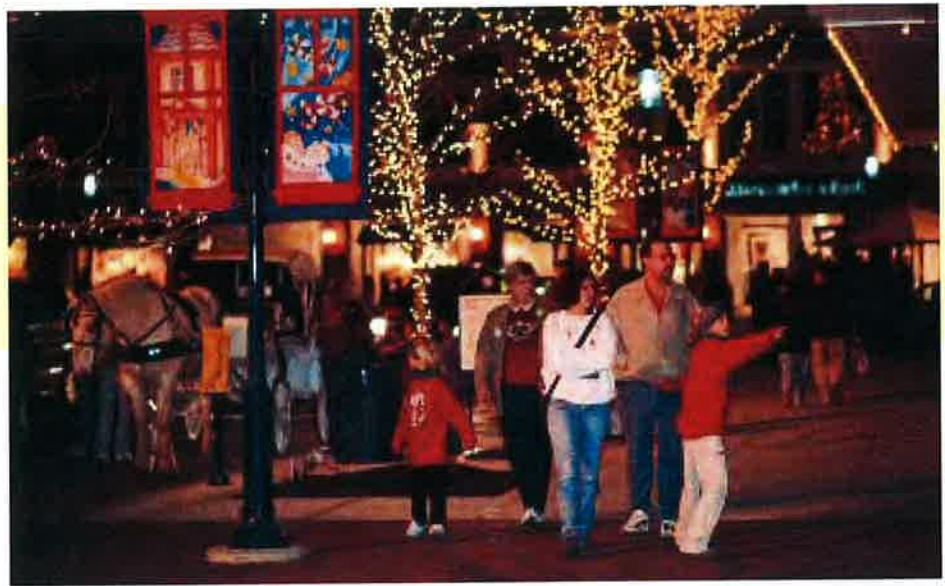
Different customers can be drawn to the street during different periods of the day, but the revitalization team must implement a comprehensive strategy to make it happen. Only in the strongest locations will vital retail streets evolve on their own. In the best of these locations, commuters, residents, and nearby workers can be drawn to the street in the morning for coffee or breakfast, to use neighborhood services, and to visit the gym. At midday, office and retail workers will eat lunch, run errands, and leisure shop. In the afternoon, residents and workers will go food shopping, stop at pubs and outdoor cafés, and use neighborhood services. As the evening progresses, neighborhood residents and visitors from other neighborhoods can be drawn out of the house to leisure shop, visit the gym, have dinner, go to the movies and theaters, and take advantage of the nightlife.

This is the ideal that neighborhood commercial streets should strive for. To achieve it requires that multiple



sources of demand be brought to the street to broaden the support for retailing.

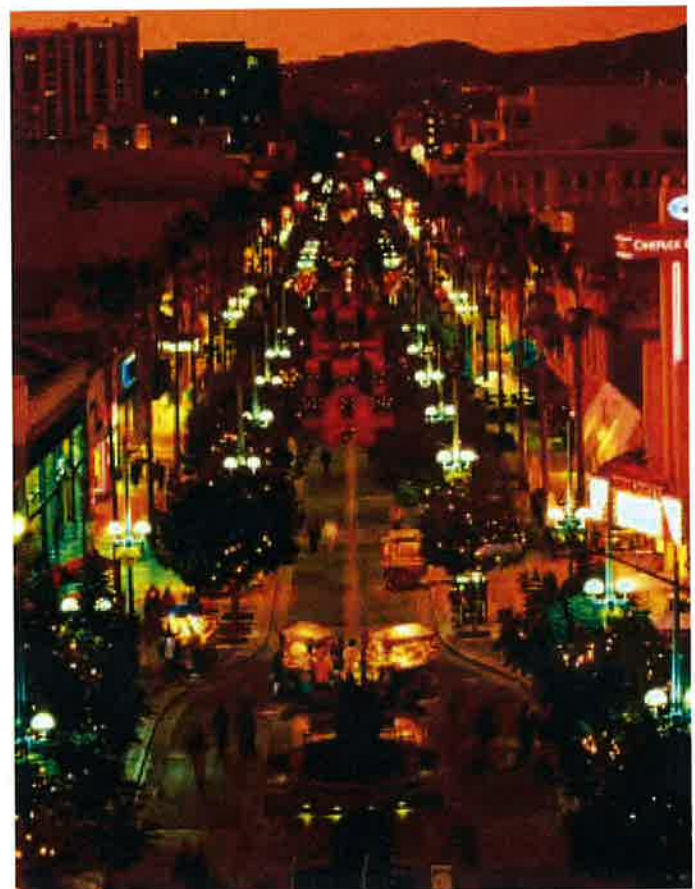
- Day and night, it's the density and mix of uses that extends the shopping day and creates an exciting urban feel to the street.
- Day and night, it's the proximity and continuity of diverse retailers that creates the opportunities for cross-shopping that makes the street a compelling retail destination.
- Office uses should be recruited because they are "demand anchors" for retailing along the street, especially in the morning and at noontime, if they are integrated with other activities along the street. If they are self-enclosed fortresses or if they disrupt the retail continuity, they will detract from rather than add to the street.
- Professional tenants such as doctors and lawyers are very desirable because they steadily attract visitors, employ office staff, and serve neighborhood residents—all of whom are potential shoppers.
- Civic, cultural, and entertainment anchors attract a high number of visitors and create the possibility for trip chaining and multiple purchases along the street. Nighttime uses such as restaurants, theaters, and cinemas can help compensate for smaller daytime populations such as office workers.
- Civic uses should be encouraged because they can be attuned to the neighborhood's demographics. A social security office, community center, youth activity center, or department of motor vehicles branch office serves the neighborhood while adding a steady stream of customers to the street.
- Educational facilities, such as university satellite campuses, should also be encouraged because they bring teachers, students, and educational workers to the neighborhood. A bonus is that they fill off-peak parking spaces.



DEVELOPMENT DESIGN GROUP

Signpost decorations, tree lights, and a handsome cab set the scene for an exciting evening during the winter holiday season. Holiday decorations and festivals are a great way to attract families to a shopping area during the evening hours.

As the sun sets, Third Street Promenade in Santa Monica, California, lights up. The well-lit pedestrian street remains active long after dark.



10

Manage for Change

Plan for the long term, but manage for constant change in the short term. Rebuilding a neighborhood retail street is a long reinvestment process, and market realities will undoubtedly continue to change throughout the ongoing life of the street. If the champion, the city, or the property owners are not prepared to support this dynamic in perpetuity—with both their efforts and their money—the revitalization project should not be undertaken. One-shot projects will fail, following a formula will fail, operating on autopilot will fail, and locking a street into an unchanging reality will fail as well. These truisms need to be recognized up front.

Rebuilding neighborhood retail should be planned comprehensively as an integral piece of the larger community that surrounds it, and it should be tailored to the realities of the area. Communities should focus their initial efforts on carefully chosen development nodes to maximize the impact of their efforts, create momentum, and foster faith in the project. As more resources become available, the focus should expand to neighboring blocks and streets. Individual strategies will vary widely because every street is different—each has its own set of problems and opportunities, each has a unique identity that can be capitalized on, and each will evolve over time as entrepreneurship grows. What usually begins

Clematis Street, West Palm Beach, Florida.



as a street with local retailers will likely attract regional and national stores as its success builds and its market is reestablished. And even after a critical mass of retailing is achieved, the street still must be constantly managed and nurtured, like a shopping center, to meet fickle consumer demands.

- Treat emerging retail districts as living, breathing entities. Build momentum by continuously putting energy into them, and they will create energy on their own.

- Like children, retail streets could grow and change without guidance, but we wouldn't like the results. If you doubt this conclusion, simply visit most of our cities' neighborhood shopping streets.

- Keep close tabs on the markets that you serve, and lease proactively to match the changing demands of these markets.

- Sometimes there is a need to "prune the deadwood" when leases run out. Even when a retailer may be willing to renew its lease, it may no longer fit into the vision or image of the area. In these cases, the space should be leased to a more suitable tenant. It is not unusual for a shopping center to remove 5 to 10 percent of its tenants every year to remain at the cutting edge of what its customers want. Neighborhood shopping streets need to be willing to do the same.

- Monitor emerging trends, problems, and conflicts closely so that they can be dealt with quickly. An ongoing conflict resolution process should be established to resolve conflicts among stakeholders.

- An ongoing central point of reference and clearinghouse for information should be operated to serve existing and potential customers, tenants, and investors.

- Representatives of the business community and citizen leaders should develop and nurture long-term relationships with public sector representatives who have responsibilities for the district to get an appropriate share of attention and funding. Public officials should likewise reach out to the business and citizen leaders. Strong two-way working relationships will help to achieve both public and private goals over the long term.



At Ohio State University, High Street, in Columbus, Ohio, is undergoing a revitalization that will include 250,000 square feet of retail, restaurant, and entertainment space.

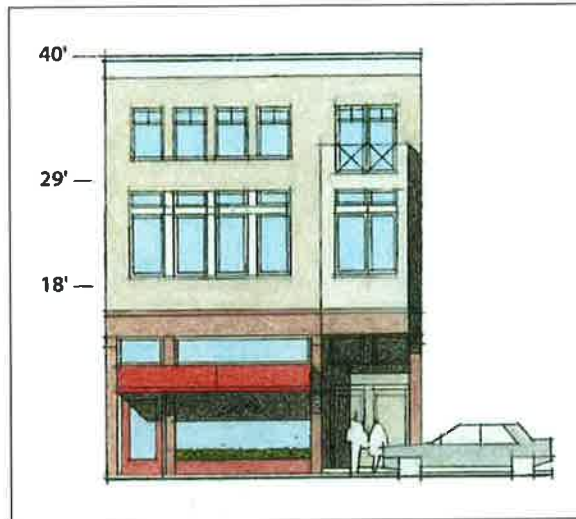


Architectural Guild of South Orange County
Dana Point San Clemente San Juan Capistrano

Appendix D

Maximum Building Height

Building height impacts the overall quality of the buildings in the Town Center and the groundfloor retail and upper floor residential uses, in particular. Height impacts not only the general identity and character of the Town Center, but also “blue water” views from upland residential areas. The Town Center Plan limits the height of buildings to 40 feet and three stories which would allow for an 18-foot groundfloor height (measured floor to floor) that would improve store frontages and benefit retailers as depicted to the right and below.



40-Foot Building Height

MAXIMUM BUILDING HEIGHT	
<ul style="list-style-type: none"> Maximum Height 	40 feet 3 stories (1)(2)
<ul style="list-style-type: none"> Building Height Measurement 	Measure building height from the level of the sidewalk at the midpoint of the front property line. Count 2 stories of above-grade structured parking as a single story when fronted by single story of usable groundfloor space, such as a shop front.

(1) Count two levels of above-grade parking as a single story when fronted by a single story of retail space not exceeding 20 feet in height (measured from floor to floor).

(2) Additional height permitted for encroachments with a Conditional Use Permit.

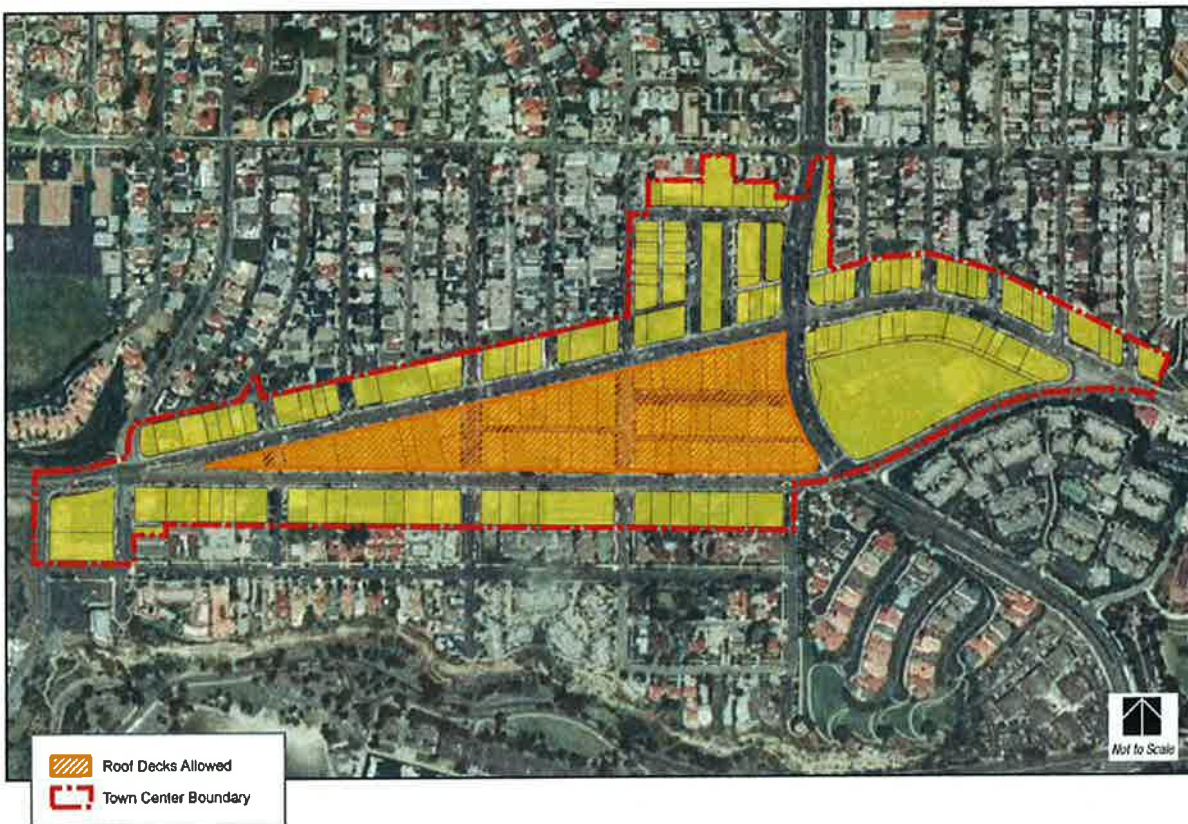


Example of a 40' building with a ground floor café, upper story setbacks, balconies and architectural details that improve the pedestrian realm.

Permitted Encroachments into Maximum Building Height and Roof Decks

Encroachments beyond the maximum height limit shall be reviewed as part of the Site Development and Conditional Use Permit process. Limited encroachments for such items as mechanical equipment and chimneys require a Site Development Permit. Roof decks require a Conditional Use Permit and are only allowed within the inner portion of the Town Center couplet as depicted below. In addition to the required findings as set forth in the Municipal Code, any CUP for roof top decks in the Town Center shall require the following two findings:

1. The approval will not result in an undue impact on the quiet use, enjoyment or privacy of surrounding properties.
2. The approval will not result in undue adverse impacts on ocean views from surrounding properties.



Area of Town Center Allowing Roof Decks

PERMITTED ENCROACHMENTS INTO BUILDING HEIGHT LIMIT	
All roof decks above the upper floor shall be subject to a Conditional Use Permit. Encroachments beyond the maximum building height limit shall be reviewed as part of the Site Development Permit process. All new development and additions which result in additional building height shall be staked with story poles as part of the review process, and abide by the following regulations. All encroachments beyond the maximum building height shall be included in the staking	
• Mechanical Equipment Screening & Chimneys	Up to 42" above maximum height if setback 5 feet from face of building and not exceeding 5 percent of horizontal roof area.
• Elevators Not Providing Access to Roof Decks	Up to 42" above maximum height if setback minimum of 5 feet from face of building and not exceeding 5 percent of horizontal roof area.
ROOF DECKS – Conditionally permitted only within the interior portion of the couplet (within PCH and Del Prado)	
• Guardrail	42" guardrail required in accordance with Uniform Building Code; conditionally permitted to exceed maximum building height if setback 5 feet from roof edge. Roof decks require a Conditional Use Permit
• Stairwells and Elevators Providing Access to Roof Decks	Conditionally permitted if setback minimum of 5 feet from face of building

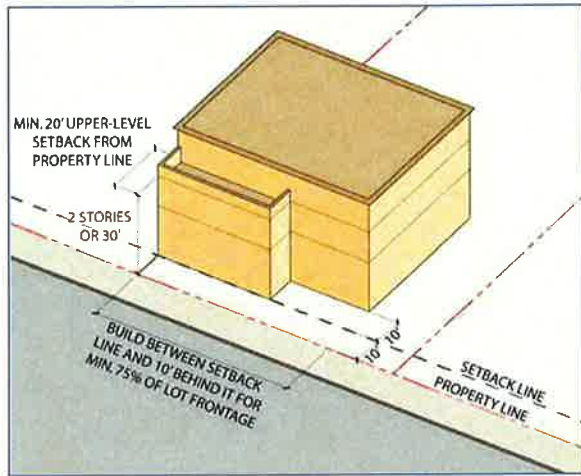
Design of Groundfloor Building Frontage

Retail at the street level is a critical component for creating a vibrant, pedestrian-oriented environment. To encourage this, buildings shall be developed in a manner which is conducive to retail-type uses. Buildings fronting on Del Prado and Pacific Coast Highway between Blue Lantern and Golden Lantern shall comply with the design standards described below:

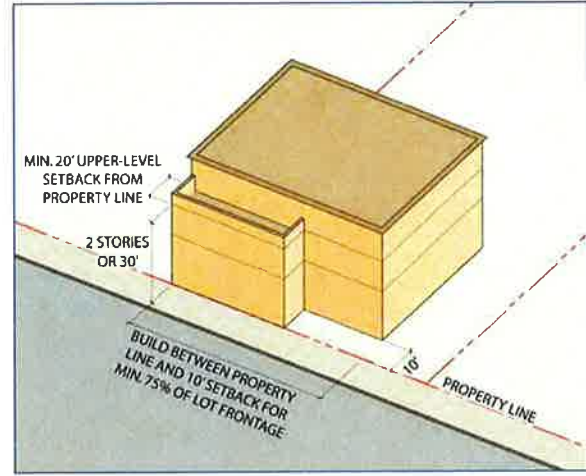
DESIGN OF GROUND FLOOR BUILDING FRONTAGE PACIFIC COAST HIGHWAY AND DEL PRADO BETWEEN BLUE LANTERN AND GOLDEN LANTERN
• The floor-to-floor dimension between the finished floor of the ground floor of the structure and the floor above shall be at least 18 feet.
• The depth of groundfloor commercial space from storefront to rear shall be at least 40 feet.
• The interior finished floor elevation shall be level with the adjacent sidewalk at least every 50 linear feet. Pedestrian access to the building shall be flush with the sidewalk.

Building Setback, Build-to Lines and Allowed Projections

The following development standards are designed to allow development to contribute positively to the creation of a vibrant, pedestrian-oriented district with a mix of uses while, at the same time, respect surrounding uses including existing historically significant buildings and existing residential uses within and outside of the Town Center. Front and street-side yards shall be treated like plazas. The intent is to create opportunities for sidewalk enhancements, outdoor dining, public art and landscaping that supports and does not inhibit active uses in groundfloor building space. These standards are uniquely tailored to the different areas and streets within the Town Center to allow for diversity in building design while responding to unique conditions of the area/street. The standards for setbacks and built-to lines are as follows:



Setback and Built-to Lines: Pacific Coast Highway



Setback and Built-to Lines: Del Prado



This rendering depicts how a building adhering to the setback requirements could look

BUILDING SETBACKS AND MINIMUM BUILD-TO LINES	
<ul style="list-style-type: none"> Minimum Front Yard Setbacks 	<p>PCH: Minimum 10-foot building setback with required dedication of 10-foot public access easement for pedestrian circulation and landscaping. For lots greater than 80 feet in width, the maximum length of an uninterrupted building facade shall be 80 feet; to break the façade plane, provide minimum additional setback of 10 feet for at least 20 feet of frontage. (5)</p> <p>DEL PRADO, LA PLAZA and NORTH/SOUTH STREETS: 0 feet setback. For lots greater than 80 feet in width, the maximum length of an uninterrupted building facade shall be 80 feet; to break the façade plane, provide minimum additional setback of 10 feet for at least 20 feet of frontage.</p> <p>SAN JUAN: Buildings shall be setback a minimum of 5 feet. (Note build-to requirements)</p>
<ul style="list-style-type: none"> Minimum Street-Front Build-To Lines 	<p>PCH: Building shall be built up to the front setback line or within 10 feet behind it for a minimum of 75% of the lot width. (1)</p> <p>DEL PRADO: Building shall be built up to the front property line or within ten feet behind it for a minimum of 75% of the lot width.</p> <p>ALL OTHER STREETS: No build-to lines.</p>
<ul style="list-style-type: none"> Minimum Side Yard Setback 	<p>ALL STREETS: 0 feet</p> <p>LANTERN STREETS: 0 feet</p> <p>ALL OTHERS: No setback or build-to requirement at 1st floor.</p>
<ul style="list-style-type: none"> Minimum Rear Yard Setback <ul style="list-style-type: none"> - Standard - Adjacent to Alley or Street - Adjacent to Residential Zoning District 	<p>0 feet (2)</p> <p>5 feet</p> <p>20 feet</p>



Building setbacks encourage interesting building design and create opportunities for sidewalk enhancement.

ADDITIONAL SETBACKS AT UPPER LEVELS (3)		
• Adjacent to a Street	PCH: Portions of building above 2nd floor or 30 feet (whichever is lower) shall be set back 20 feet. DEL PRADO, LA PLAZA and NORTH-SOUTH STREETS: Portions of building above 2nd floor or 30 feet (whichever is lower) shall be set back 10 feet. SAN JUAN: Portions of building above 2 nd floor or 30 feet (whichever is lower) shall be set back 15 feet.	
• Adjacent to an Alley or Rear Property Line	Blocks north of PCH and south of DEL PRADO above first 20 feet: Minimum 15 feet setback from alley. ALL OTHER BLOCKS: None required.	
• Adjacent to a Residential District	Above the 2nd story: Additional 10-foot setback when immediately adjacent to a residential district.	
• Interior Side Property Line	Above 20 feet in height: Starting 40 feet back from the front building face, minimum 5 feet from interior side property line.	
ALLOWABLE PROJECTIONS INTO REQUIRED SETBACKS		
All items projecting into the public right of way shall require an encroachment permit from the Community Development and Public Works Departments. Projections not specifically identified below shall be subject to Dana Point Zoning Section 9.05.080.		
• Balconies and Bay Windows	Maximum 2'-6" into required setback areas adjacent to alleys. May project 2'-6" beyond property line above a height of 20 feet if permitted by Building Code.	
• Awnings/Canopies/Marquees	Rigid elements shall be at least 8 feet above the sidewalk (7 feet for soft valances). May be placed up to 12 feet from the curb, subject to approval of the Community Development Director and Public Works Director when designed in conjunction with outdoor cafes.	
	When not associated with outdoor seating areas, but over windows or doors, awnings/canopies/marquees may project 4 feet beyond the property line.	
• Outdoor Dining Areas (e.g., Sidewalk Cafés)	PCH, Del Prado, San Juan Road and La Plaza – Front and Exterior Side Yards: minimum 12 feet from curb. All Other Yards (interior side and rear): To property line.	
• Architectural Projections (i.e., cornices, eaves, roof overhangs, etc.)	Front: 2'-6" Rear: 2'-6" Side: 2'-6" Minimum from Property Line: 0 feet	
• Maximum Percentage of Building Elevation Length	Front: 60% Side: 40% Rear: 80%	Applies to balconies, bay windows, awnings, and exterior stairways and landings.
SITE VISIBILITY AREA		
Zoning Code Section 9.05.090	None Required in Town Center	

- (1) Exceptions to minimum 'build-to' line requirements may be granted in cases of lots with smaller frontages in order to accommodate minimum driveway widths.
- (2) Twenty (20) feet adjacent to residential zoning district.
- (3) The height above which an additional setback at an upper level is required shall be measured to the floor of the deck and not the guardrail. To encourage terraces and "eyes on the street", parapets and guardrails around terraces may project up to 2 feet above the additional setback height requirement.

Residential Open Space Requirements

The nature of the proposed building types is such that it may not be possible to achieve the minimums for residential private and common open space individually. For flexibility, up to 50% of dwelling units may satisfy their open space requirement by adding it to the required common open space. The table below stipulates minimums for open space, landscape and storage for residential uses.

OPEN SPACE REQUIREMENTS	
<ul style="list-style-type: none"> • Minimum Open Space (Res Only) <ul style="list-style-type: none"> - Private - Common 	100 sf/du 100 sf/du 50% of units may combine common and public space requirements
<ul style="list-style-type: none"> • Min. Landscape Coverage 	None
<ul style="list-style-type: none"> • Minimum Lockable Storage 	250 cu.ft./unit

Parking Requirements

In order to strengthen the concentration and continuity of retail within the Town Center, a number of modifications to the existing parking requirements are included. The minimum number of parking stalls by use, as detailed in the Dana Point Zoning Code, applies within the Town Center. However, within the proposed parking district, which extends from Blue Lantern to Golden Lantern within the Town Center (as shown on the Parking Strategy diagram on page 17), the developer may pay a fee for off-site public parking in lieu of providing on-site parking for retail and restaurant uses. Several diagrams of pedestrian-oriented parking solutions follow on the next page.

On-grade parking shall be set back from the property line on Pacific Coast Highway and Del Prado as stipulated. If groundlevel uses are not situated along the street frontage, the setback area shall be improved with landscaping and usable open space per the Design Guidelines. The graphics on the following page describe parking solutions that enhance the pedestrian realm.

On lots with alleys, access to parking shall be from the alley, and street curb cuts shall not be permitted. On lots that do not have alley access, curb cuts shall be permitted. Corner lots are permitted to take access from the side street, where appropriate; however, the driveway must be a minimum of 50 feet from the curb return on an adjacent intersection.



Architectural Guild of South Orange County
Dana Point San Clemente San Juan Capistrano

Appendix E



Planning and Building Agency
Planning Division
20 Civic Center Plaza
P.O. Box 1988 (M-20)
Santa Ana, CA 92702
(714) 647-5804

CR (COMMERCIAL RESIDENTIAL)

Sec. 41-439. **Applicability of division.** CR (commercial residential) districts are specifically subject to the regulations contained in this division.

Sec. 41-440. **Description and purpose; principles.** This district is intended to provide areas located adjacent to certain high capacity arterial streets and highways for planned developments integrating commercial and residential land uses. Site development standards and principles are designed to encourage greater convenience, efficiency, excellence of design, and visual appeal than is possible through usual strip development.

The following site planning principles, in accordance with community development policy, shall be incorporated in all developments approved for this district:

- (a) Uses shall be buffered from one another, in order to avoid nuisances.
- (b) Internal circulation shall separate different kinds of vehicular and pedestrian traffic and shall involve the least possible dissection of the site.
- (c) Access to and from the adjacent high capacity arterial streets and highways shall be limited, in order to insure efficient and safe vehicular circulation.
- (d) Adequate open spaces and landscaping shall be provided for all uses and shall be integrated with buildings and parking areas.
- (e) Buildings shall be located to create a variety of open spaces and to eliminate corridor or barrackslike effects.
- (f) A well-planned system of walks shall be developed for convenient access between dwelling units and to commercial or other uses developed on the site.
- (g) Walks, parking, and open spaces shall be provided with adequate lighting for safe and convenient night-time use.
- (h) Vehicular and pedestrian circulation routes shall have varied alignments and vistas.
- (i) Uncovered parking areas shall be distributed throughout the site in order to avoid monotonous stretches of parked cars or surface paving.

The above principles apply to the placement, shape, and interrelationship of buildings, spaces, and other site elements, and shall not be misconstrued to interfere with the architectural style or motifs of individual buildings.

Sec. 41-442. **Uses permitted in the CR district.** The following uses are permitted in the CR district:

- (a) Retail and service uses.
- (b) Professional offices.

- (c) One-family, two-family, and multiple-family dwellings.
- (d) Resident managers' offices devoted solely to the rental of dwelling units on the site, provided that said office and surrounding grounds shall retain a residential character if located within residential areas.
- (e) Adult entertainment businesses, subject to compliance with the requirements of article XVII of this chapter.

Sec. 41-442.5. Uses subject to a conditional use permit in the CR district. The following uses may be permitted in the CR district subject to the issuance of a conditional use permit:

- (a) Hotels, motels, lodging houses, care homes, fraternity houses and sorority houses.
- (b) Service stations, provided they are integrated into a larger development site and accessible only by limited access ways serving the larger site as a whole.
- (c) Indoor swap meets, bulk merchandise stores, and home improvement warehouse stores.
- (d) Eating establishments open at any time between the hours of 12:00 a.m. and 5:00 a.m. and located within one hundred fifty (150) feet of residentially zoned or used property, measured from property line to property line.
- (e) Retail markets having less than twenty thousand (20,000) square feet of floor area which are open at any time between the hours of 12:00 midnight and 5:00 a.m.
- (f) Banquet facilities, subject to development and operational standards set forth in section 41-199.1.
- (g) Banquet facilities as an ancillary use, subject to development and operational standards set forth in section 41-199.1.

Sec. 41-443. Site standards.

- (a) Sites developed for exclusively commercial or professional use or exclusively residential use shall meet the following minimum site standards:
 - (1) Minimum area: The minimum site area shall be three (3) acres.
 - (2) Minimum dimensions:
 - (i) The minimum site depth shall be three hundred (300) feet, providing that for each one thousand (1,000) square feet of ground floor building area above twenty thousand (20,000) square feet, there shall be provided an additional one (1) foot in depth.
 - (ii) The minimum site width shall be no less than one-half (1/2) of the site depth.
- (b) Sites developed for mixed residential and commercial or professional uses shall meet the following minimum site standards:

- (1) Minimum area: The minimum site area shall be five (5) acres.
- (2) Minimum depth: The minimum site depth, measured at right angles from any arterial street or highway from which there will be primary vehicular access to the property, shall be six hundred (600) feet.
- (3) Minimum width: The minimum site width shall be three hundred (300) feet.

Sec. 41-444.

Site development standards.

- (a) *Minimum gross floor area.* Dwelling units shall have the following minimum gross floor areas per unit, exclusive of garages, carports, balconies, patios, or open porches.
 - (1) Bachelor apartment: Three hundred (300) square feet.
 - (2) One-bedroom apartment: Five hundred (500) square feet.
 - (3) Two (2) or more bedroom apartment: Seven hundred fifty (750) square feet.
- (b) *Maximum building height.* The maximum height of any building or structure used for any purpose permitted in this district shall be equivalent to one-third (1/3) the distance from any point on the building or structure perimeter at ground level to the nearest point of any land zoned for exclusively residential purposes.
- (c) *Buffers.*
 - (1) At any point where a site area used for residential uses abuts land on or off the site used or zoned for commercial uses or vehicular ways or parking areas related to commercial uses, there shall be provided either a solid barrier six (6) feet in height of decorative noncombustible material or permanently maintained hedge, or an open space twenty-five (25) feet in width which shall not be used in the calculation of other required open spaces, yards or setbacks.
 - (2) Buildings combining residential and commercial uses may be permitted if the design assures the privacy, amenities, and protection against nuisances provided for residential use buildings under the provisions of this district.
- (d) *Setback and yard requirements.*
 - (1) Where a building site abuts any public right-of-way there shall be provided an open, landscaped setback of least ten (10) feet in depth, measured at right angles to the right-of-way line and extending the full length of such abutment. Where such a required yard abuts building, vehicular accessway, or parking areas used solely for commercial purposes, fifty (50) per cent of the required yard may be substituted in required parking area landscaping, provided that no such required yard shall be less than five (5) feet in depth.
 - (2) Buildings shall be provided with the following open yards, of which the depths are to be measured perpendicular to the building walls:

- (i) Any building wall containing a main entrance shall have yard having a minimum depth of ten (10) feet plus two (2) feet for each additional feet for each additional story in height above the first, plus one (1) foot for each fifteen (15) feet in length.
 - (ii) Any building wall which contains windows opening into any habitable room or place of work, but does not contain a main entrance, shall have a yard having a minimum depth of six (6) feet plus one (1) foot for each additional story in height above the first, plus one (1) foot for each fifteen (15) feet in length.
 - (iii) Any building wall which does not contain main entrances or windows opening into any habitable room or place of work or which is part of an accessory building shall have a yard having a minimum depth of five (5) feet.
- (3) The depth of required yards may be reduced fifty (50) per cent for any single-story building used solely for commercial purposes, if an equivalent area contiguous with the building is substituted in pedestrian mall or arcade landscaped entirely with decorative materials and plants, provided that no such building shall be closer than ten (10) feet to another building and no pedestrian accessway shall be less than six (6) feet.
- (e) *Minimum distances between buildings.* The minimum distances between buildings shall be as follows:
- (1) The minimum distance between parallel walls of two (2) main buildings or between (2) parallel facing walls of the same building shall be the sum of the yard depth requirements of both walls.
 - (2) For obliquely aligned buildings, the required distance between two (2) main buildings may be decreased a maximum of five (5) feet at one end if increased an equal distance at the other end provided that the minimum distance in no case shall be less than ten (10) feet.
 - (3) The distance between two (2) parallel main buildings facing each other for only a portion of their lengths may be reduced if the extent of their overlap does not exceed twenty (20) per cent of the length of either facing wall. The minimum distance between said buildings shall be equal to the full yard depth requirement of the longer facing wall plus three-fourths (3/4) of the yard depth requirement of only the overlapping portion of the shorter facing wall.
 - (4) Any pedestrian accessory shall have a minimum width of six (6) feet.
 - (5) The requirements of (1) through (4) above shall apply whether the required spaces are open to the sky or covered.
 - (6) Balconies and exterior stairways shall not project more than fifty (50) per cent of the depth of any required yard or setback.

- (f) *Open space and recreational-leisure areas.* There shall be provided a minimum of:
- (1) Three hundred fifty (350) square feet of usable recreational-leisure space for each dwelling unit. Portions of spaces required under the yard and minimum distance provisions of this section may be included in the calculation of recreational-leisure space to the extent that they are integrated with and usable as part of a larger recreational-leisure area.
 - (2) Where private outdoor living areas are provided, the minimum recreational-leisure space requirement shall be reduced to three hundred (300) square feet per dwelling unit.
 - (i) Minimum dimensions of such private outdoor living areas shall be as follows:
 - (.1) When provided for ground floor or studio-type units, such areas shall have a minimum of two hundred (200) square feet, the least dimension of which shall be ten (10) feet.
 - (.2) When provided for dwelling units wholly above the ground floor, such areas shall be provided as accessible balconies or decks, and shall have a minimum area of fifty (50) square feet, the least dimension of which shall be five (5) feet.
 - (ii) Remaining required space not provided in private outdoor living areas shall be provided in common recreational-leisure areas.
 - (3) Common recreational-leisure areas, which shall be conveniently located and readily accessible from all dwelling units located on the building site, may extend into the required yards, but shall be screened from adjacent arterial streets and highways, and may include swimming pools, putting greens, court game facilities, and any other recreational-leisure facilities necessary to meet the requirements of residents and their guests. Common recreational-leisure areas, with the exception of pedestrian accessways and paved recreational facilities, shall be landscaped with lawn, trees, shrubs, or other plant materials and shall be permanently maintained in a neat and orderly manner as a condition to use. Fountains, sculpture, planters and decorative screen-type walls, where an integral part of a landscaping scheme comprised primarily of plant materials, are permitted. Required recreational-leisure space shall in no case be used for parking automobiles or for commercial agriculture.
 - (4) Fifty (50) per cent of required common recreational-leisure space for residential units may be included in the calculation of required yards and setbacks for commercial uses developed on the same site, providing the resulting spaces shall be part of an integrated whole contiguous with and convenient to the residential buildings served, shall be developed solely with plant and decorative materials, and shall not serve as primary commercial pedestrian routes or otherwise made unavailable for leisure purposes.

(g) *Coverage.* The maximum coverage by main residential buildings and accessory residential buildings shall not exceed fifty (50) per cent of the residential site area. If the site is in residential use only, the residential site area is the total site minus the area of all vehicular rights-of-way and of all accessways which exceed one hundred (100) feet in length. If the site is also in use for commercial purposes, demarcation of residential site areas shall be shown on submitted plans for the purpose of calculating coverage, and any open spaces, setbacks, parking areas, and vehicular ways used to satisfy development requirements for commercial uses shall not be included in calculating the coverage of residential buildings. Recreation-leisure facilities shall not be counted as covered areas.

(h) *Off-street parking requirements.*

(1) Refer to section 41-617 for parking requirements for this district.

(2) Parking facilities for residential units shall be completely separated from parking facilities and main internal circulatory routes used for commercial or professional uses. The site design shall discourage users of one use area from parking their cars in spaces serving other use areas. Each space for residential use shall be located within one hundred fifty (150) feet of the principal entrance to the building in which the dwelling unit served is located.

(3) Spaces provided for residential guest parking shall be conveniently distributed in separate groupings having a maximum of five (5) spaces each.

(4) All points of vehicular access to and from off-street parking areas and driveways onto public rights-of-way shall be approved by the director of public works. Wherever a private driveway enters onto said public right-of-way, a stop sign shall be erected and maintained at such exit point to insure reasonable traffic safety in compliance with the standard sign sheet on file in the office of the department of public works.

(i) *Landscaping.*

(1) All required setback areas, required open spaces around the perimeter of buildings, and the required parking landscaped areas, unless otherwise specified in the provisions of this district, shall be landscaped and maintained according to approved plans. Required parking landscaped areas shall be distributed evenly throughout and along the periphery of parking areas and shall be planted with trees: One (1) tree, selected from the list in Section 41-602(c)(2)(ii) and not less than ten (10) feet high at the time of planting, shall be provided for each twenty (20) parking spaces or any part thereof. Each planting bed shall be at least four (4) feet in width. Required setback areas abutting properties zoned for exclusively residential purposes shall be planted with trees of the same size and selection as above, one (1) tree to be provided for each fifteen (15) linear feet of abutment.

(2) Landscaping shall consist of lawn, trees, shrubs, or other plant materials, and may include the following decorative elements where an integral part of a landscape scheme is comprised primarily of plant materials:

- (i) Fountains, ponds, sculptures and planters.
 - (ii) Screen-type masonry walls forty-two (42) inches in height.
 - (iii) Wrought iron or other types of open work metal fences, exclusive of chain link, provided that the component solid portions of a fence do not constitute more than twenty (20) per cent of the total surface area of its face. Such fences shall have a maximum of six (6) feet.
- (3) Two (2) per cent of the gross uncovered parking area for all uses shall be landscaped.
- (j) *Subdivision of property developed under the CR district.* Upon completion of a development of property in the CR district, no portion of the property involved in said development shall be severed or sold unless said severed parcel and the development thereon complies with all provisions set forth for the CR district. Further, the remaining parcel and development thereon shall also comply with said CR district provisions. Nothing herein shall prohibit the sale of any dwelling or commercial units provided all common areas, required yard areas, common recreational areas, and similar areas required under the provisions of the CR district are retained in trust or otherwise for the benefit of all tenants and owners of any interest of any of the structures on the original area developed as a unit. Further, prior to the issuance of a building permit or approval of the development plans as set forth in section 41-441, deed restrictions prohibiting the alienation of all land areas not devoted to buildings shall be recorded in the office of the county recorder of the County of Orange, State of California. Said restrictions shall include a statement that said deed restrictions shall be irrevocable for a period of not less than thirty (30) years. A copy of said deed restrictions shall be filed with the planning department prior to the issuance of a building permit to the owner of the original project.
- (k) *Dedication for public right-of-way.* If a parcel zoned CR is to be developed in accordance with the provisions set forth for this district and said parcel abuts a street not improved to city standards, the owner shall dedicate the necessary street easement to the city and improve said street so as to be in accordance with the design standards and specifications of this Code of Ordinances prior to the issuance of utility release by the building department.
- (1) *Trash collection areas.* All trash and garbage collection areas shall be enclosed on at least three (3) sides by a five-foot block wall with adequate access to and from these areas for collection vehicles.

Sec. 41-445.

Operational standards in the CR district. All retail and business uses in the CR district shall be conducted and located within an enclosed building, except as otherwise provided in section 41-195.



Architectural Guild of South Orange County
Dana Point San Clemente San Juan Capistrano

Appendix F



So What Exactly Is a 'Road Diet'?

A closer look at what's been called "one of the transportation safety field's greatest success stories."

ERIC JAFFE |  @e_jaffe | Sep 12, 2014 |  31 Comments



[League of Michigan Bicyclists / Flickr](#)

Earlier this week, the U.S. Department of Transportation [announced an 18-month campaign](#) to improve road safety across the country. One of the things DOT plans to do is create a guide to "road diets" that it will distribute to communities and local governments. DOT says that road diets can reduce traffic crashes by an average of 29 percent, and that in some smaller towns the design approach can cut crashes nearly in half.

But what exactly is a road diet? A good place to start is the apparent source of DOT's safety figures: a [2013 white paper](#) on road diets prepared for the Federal

Highway Administration by Libby Thomas of the University of North Carolina Highway Safety Research Center. While road diets have been around for decades, writes Thomas, it's only in the past 10 years or so that experts have understood just how beneficial they can be:

Road diets can be seen as one of the transportation safety field's greatest success stories.

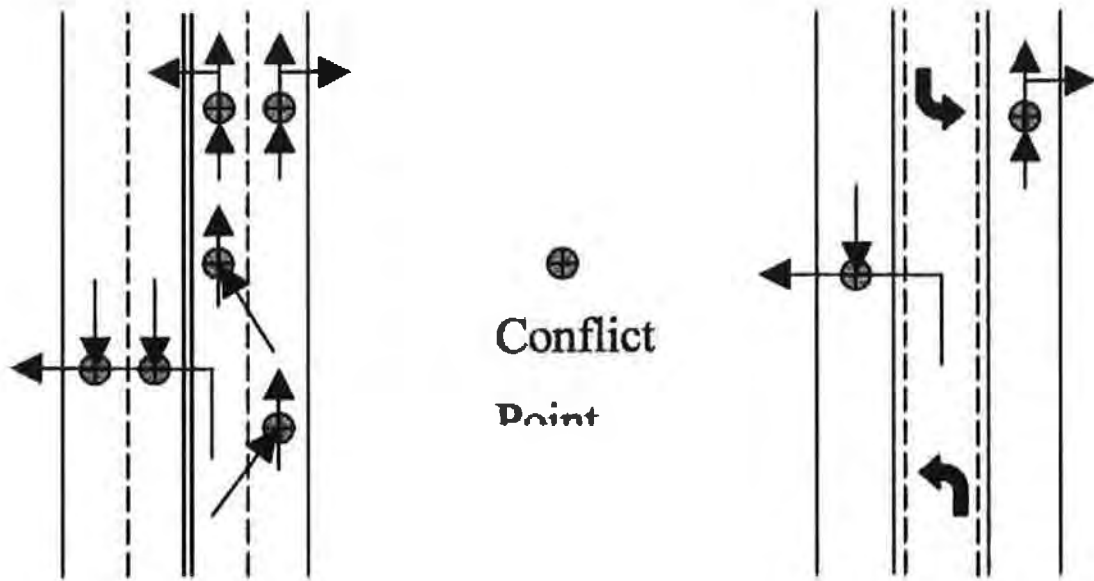
The concept of road diets emerged as a response to a common practice of expanding two-lane urban arterials into four lanes once vehicular traffic hit a certain point—roughly 6,000 cars a day by some estimates. The original thinking held that wider roads meant better traffic flows, especially at rush-hour, but new lanes also attracted new traffic, and outside the peak periods you'd end up with lots of wasted road space. An analysis of road widening in the small city of Fort Madison, Iowa, showed an increase in traffic volumes, but also delay, speed, and crash and injury rates:

TABLE 1 Changes After Highway Widened from Two to Four Lanes (US-61 at Ft. Madison, Iowa)

Corridor Element	Change
• Traffic Volume	Increased 4 percent
• Corridor Travel Delay	Increased 4 percent
• Mid-block 85 th % Speed	Increased 2.5 mph
• Traffic Traveling More Than 5 mph Over Speed Limit	Increased from 0.5 percent to 4.2 percent
• Accident Rate	Increased 14 percent
• Injury Rate	Increased 88 percent
• Total Value Loss	Increased 280 percent

Welch (1999), TRB Circular E-C019

Realizing these unintended outcomes, some localities implemented a type of road diet: reconfiguring the four lanes (two in each direction) into three (one each way plus a shared turn lane in the middle). The change dramatically reduced the number of "conflict points" on the road—places where a crash might occur. Whereas there might be six mid-block conflict points in a common four-lane arterial, between cars turning and merging, there were only two after the road diet:

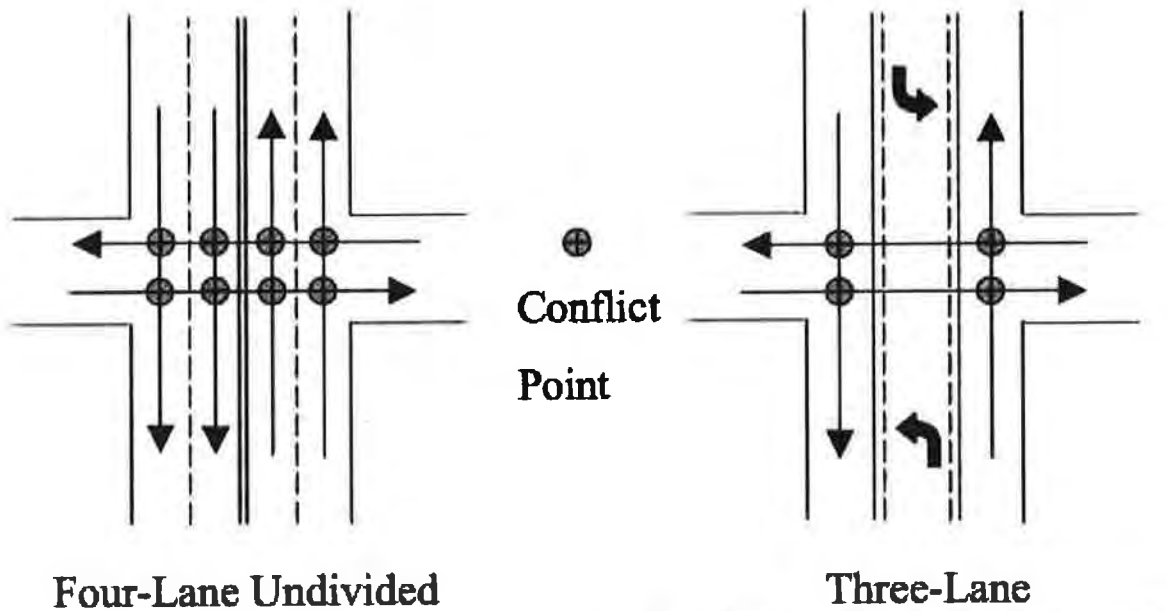


Four-Lane Undivided

Three-Lane

Iowa Department of Transportation (2001)

Likewise, at an intersection, eight potential conflict points became four after a road diet:



Iowa Department of Transportation (2001)

The result was a much safer road. In small urban areas (say, populations around 17,000, with traffic volumes up to 12,000 cars a day), post-road diet crashes dropped about 47 percent. In larger metros (with populations around 269,000 and up to 24,000 daily cars), the crash reduction was roughly 19 percent. The combined estimate from all the best studies predicted that accidents would decline 29 percent, on average, after a four-to-three-lane road diet—DOT's reported figure.

These benefits alone would be enough to merit more road diets, but there were plenty of others. Bicycle and pedestrian traffic tends to soar at these sites, as the recaptured road space gives way to bike lanes or street parking that provides a sidewalk buffer from moving traffic or crossing islands, and as vehicle speeds decline (especially for high-end speeders going more than 5 miles per hour over the limit). Traffic volumes, meanwhile, typically stay even in such a corridor: some drivers diverted to other parts of the street network, while the rest quickly soak up any vacated space.

Best of all, these kinds of changes don't cost much. When timed with regular road maintenance and re-paving, road diet policies require little more than the paint needed to re-stripe lanes. They're about as cheap and cost-effective as

infrastructure improvements get, which has led some to wonder why the technique isn't used more widely; here's planner Charles Marohn writing [earlier this year](#) at *Strong Towns*:

Why, when our leadership has expressed so clearly the enormous financial gap we have in funding a "world class" transportation system, are road diets not an obsession of transportation departments everywhere?

One source of the hesitation (aside from general car reliance) may be that the evidence suggests caution when implementing road diets on corridors that carry more than 20,000 cars a day. For sure, some major urban roads can't slim down overnight without creating huge traffic problems. But road diets have also worked in New York City of all places: [a 2013 study](#) found significant crash reductions across treated sites.

And improvements can be made even when lanes aren't removed. The NYC DOT [recently reported](#) that traffic flows remained strong while safety increased when traffic lanes were narrowed to accommodate bike lanes. That approach might need its own name—call it a lane diet, maybe—but the outcome seems to be the same.

About the Author



Eric Jaffe is a senior associate editor at CityLab. He writes about transportation as well as behavior, crime, and history, and has a general interest in the science of city life. He's the author of *A Curious Madness* (2014) and *The King's Best Highway* (2010), and lives in New York.

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