

1.0 INTRODUCTION

1.1 HISTORY AND BACKGROUND

The area known as the City of San Clemente today was first inhabited by native people attracted by the area's vegetation, year-round streams and coast. Early Spanish explorers arrived by sea, and were followed by Spanish and Mexican land expeditions, leading to the initial Missions. San Clemente was originally Rancho Los Desechos, held by Mission San Juan Capistrano. In 1834, through Pio Pico, the last Mexican governor of California, Mission lands were secularized and deeded to private individuals. Englishman John Forster acquired Rancho Mission Viejo and eventually, Rancho Los Desechos. In time, the land was acquired by Hamilton H. Cotton and Ole Hanson.

San Clemente, the Spanish Village by the Sea, was founded on December 6, 1925, by Ole Hanson. San Clemente's first public building to be built was the Administration Building, located at El Camino Real and Avenida Del Mar. Edward Bartlett completed and dedicated a building in June of 1926, across El Camino Real, which is today known as the Historic City Hall. The Historic City Hall today contains the San Clemente Historical Society Museum and other uses.

The next public building to be built was the Community Clubhouse, located at Avenida Del Mar and Calle Seville. This building, which today is known as the Community Center, was completed in January, 1927 at a cost of \$100,000. This building became the center of community social activities, including regular Saturday night dances, parties, and club meetings. Soon thereafter, in September 1927, a school house was completed. With five initial teachers, the San Clemente Grammar School needed an addition by 1929 to serve the community's growth. The school and addition cost some \$30,000 to build. Plaza Park was built across from the new school.

In 1928, the first San Clemente branch of the Orange County Library was established in the Community Clubhouse. Soon additional parks and playgrounds were also built, including tennis and shuffleboard courts at the Community Clubhouse. This building is currently occupied by City offices, and used for Community Center functions.

In May 1928, the San Clemente Beach Club, designed by Virgil Westbrook, was completed. This facility, known today as the Ole Hanson Beach Club, is located at the North Beach entrance to San Clemente. This facility included an outdoor pool that was used for tryouts for the 1932 Los Angeles Olympics. Near the Beach Club, a grass-covered baseball diamond was constructed, and became the spring training camp of the Seattle team within the Pacific Coast League.

San Clemente was blessed with a beautiful 3,000 foot Public Beach. Soon after the completion of the Administration Building in June 1926, Ole Hanson dedicated and deeded to the residents of San Clemente the 3,000 feet of beach, free and clear with no encumbrance. A 1,200 foot wooden Municipal Fishing and pleasure Pier was built at the center of the Public Beach at a cost of \$75,000.

The pier was also deeded to the residents with no encumbrance. In time, the San Clemente Beach Park grew to 100-acres and 6,000 feet of beach, and was purchased by the state and public spirited citizens of the Spanish Village for \$400,000. It was the only State park on the Orange County coast at the time.

At the southern end of the new developing community, the noted California golf course architect William P. Bell designed the new Municipal Golf Course. The golf course was soon followed by new construction of a Golf Clubhouse. With the popularity of horseback riding at the time, a total of 17 miles of bridal trails were soon built at a cost of nearly \$70,000, both along the beach and on the inland hills. The San Clemente Riding Academy was soon established.

In early 1928, approximately 650 residents of the Spanish Village approached the Orange County Board of Supervisors, requesting an incorporation election. The City of San Clemente was incorporated on February 21, 1928 as a result of a unanimous vote. The newly incorporated City of San Clemente was known as America's first master planned community. A new city official seal was created, highlighting its Spanish theme. As the new community grew, a water reservoir and eight miles of water mains were built. The water system valued at \$500,000 was deeded to the new City of San Clemente for \$1 by Ole Hanson. He also sold each of the existing public buildings to the new city for \$1 each. The new City of San Clemente also received eight miles of paved streets, sidewalks, curbs, and street lights. J. Wilmer Hershey, who had been a consultant in the designing of the community Hanson, had already designed a Spanish architectural theme for the new homes and shops as a consultant to Ole Hanson. Upon his death in 1927, he was succeeded by Richard Sears and Virgil Westbrook. Virgil Westbrook designed San Clemente's public buildings and many homes.

By August 1928, the buildings known as the Old City Yard, on El Camino Real, between Avenidas Palizada and Miramar, were built. These buildings housed the fire and police stations, as well as the City Jail. In time, a municipal blacksmith shop, warehouses and maintenance shops were added. This facility was used continuously until the new Civic Center was built in 1962 on its current site. The maintenance yard was used until 1974, when it was converted to its current use as a restaurant and shops. By the end of 1928, there were more than 500 buildings and more than 1,000 permanent residences. By the early 1930's, Ole Hanson built a Spanish mansion on a bluff site at 415 Avenida Granada. This residence was later renamed by a new owner to "Casa Romantica", as it is known today. In 1931, the San Clemente Grammar School was renamed Las Palmas School.

The great Financial Crash on Wall Street in October, 1929, filtered across the country to the West Coast. The new City of San Clemente in time also felt the effects. By 1935, the Great Depression and Prohibition resulted in financial strain to the City of San Clemente. By 1937, the Casino San Clemente opened at Avenida Pico and El Camino Real. The San Clemente Theater, also known as the Miramar Theater, opened in 1938. In 1939, much of the Pier was destroyed by a storm. Voters approved construction of a replacement which was completed in 1940. As World War II began, the Department of the Navy condemned 122,000 acres of land for the establishment of US Marine Corps Camp Pendleton.

The post-World War II boom led to more growth, and by 1960 Interstate 5, the San Diego Freeway, was built. A new Civic Center was built in 1962, to replace the City Hall formerly located at North El Camino Real at Avenida Miramar. This Civic Center now includes a Police Station, Fire Station No. 60. By 1964, construction of the San Onofre Nuclear Plant was completed. The construction of San Clemente High School in 1965 was followed by four elementary schools: Concordia Elementary, Ole Hanson – 1967, Truman Benedict – 1987, and Clarence Lobo – 1996. Two Middle Schools were also built; Shorecliffs – 1977 and Bernice Ayer – 1998.

In 1983 another storm destroyed much of the San Clemente Pier again. By the summer of 1985 the Pier was again rebuilt. In 1986 voters passed Measure B, allowing only 500 building permits to be issued each year for projects more than four homes effective until the end of 2006. The City's new softball complex was opened in 1990. The complex was named Richard T. Steed Memorial Park, in honor of the only San Clemente Police Officer killed in the line of duty (1978).

As the City continued to grow, the original sewage treatment plant was built on Marblehead, along Avenida Pico, adjacent to a City Maintenance Yard. A new Fire Station No. 59 was built at 1030 Calle Negocio. Fire Station No. 50 now also serves the community at 670 Camino Los Mares. In 1988, the City of San Clemente purchased Casa Romantica. A new Adult Day Health Care Center was built on Avenida Presidio in 1989. In 1993, the City established contract police services. In 1995, fire services were also contracted. The City of San Clemente became one of the founding municipalities of the Orange County Fire Authority. These fire and police contract services were partially necessitated by a loss of State revenues. In November 1996, voters also passed Proposition 218, an amendment to the State Constitution that redefined how and what cities can charge taxpayers to provide services, including maintenance of improvements. These two propositions, along with a recession in the State of California's economy in the early 1990's, resulted in severe revenue reductions to the City. The strong economic growth of the mid and late 1990's has begun to offset these drastic revenue reductions.

In 1995 the City, along with monetary contributions from Friends of San Clemente Animals (FOSCA), cooperated with the City of Dana Point to construct its first Animal Shelter in 1996.

Background

The City of San Clemente is centrally located between Los Angeles and San Diego. This area spans coastline and scenic foothills and is more commonly known as the "Spanish Village by the Sea." The City limits cover 17.1 square miles at an average elevation of 250 feet.

The City of San Clemente is expected to reach buildout over the next 10-20 years based on anticipated growth. This growth can be associated with the final buildout phases of the City's development, which will include a 79% increase in retail commercial, a 31% increase in residential and, in turn, an increased population as a

result. The City of San Clemente is projected to reach a population of 53,900 by the year 2002 and to reach 62,190 by the year 2008. Refer to Table 1.1-1, *City of San Clemente Population (Past/Current/Future)*. There are five major development projects which are expected to be completed approximately within the next 10 years, including:

- Plaza Pacifica,
- Laing-Forster Ranch,
- Talega,
- Marblehead Coastal, and;
- Monarch.

The City of San Clemente is divided up into three districts which include the Coastal District, the Hillside Neighborhoods and the Inland Neighborhoods. The Coastal District consists predominately of the older areas of the City. The areas within the Coastal District include North Beach and the Downtown area. North Beach can be accessed regionally from the I-5 Freeway, or by the Metrolink station. Specialty shops along Avenida Del Mar in conjunction with commercial development along El Camino Real draw residents into the downtown. The downtown is utilized to the fullest extent during the summer months drawing in seasonal visitors, while during the off season, the downtown area is utilized mainly by locals of San Clemente.

The Hillside Neighborhood is separated from the Coastal District by the I-5 Freeway. Land uses within the Hillside Neighborhood consist primarily of residential development, characterized by the rolling topography and the views toward the ridge lines and the Pacific Ocean. The Inland Neighborhood consists of primarily residential areas or private enclaves, and includes several master plan communities.

With the approvals of several major master plan developments, the City of San Clemente is in a position to receive significant resources for capital improvements. The source of the funding is from the development community and would be phased over the next several years. Development agreements for the five projects mentioned above all include detailed discussions of the total amount and specific use of the funds, and timing of the funds to be paid.

The need for establishing The Master Plan for City Facilities (MPCF) has been identified within the City of San Clemente's "*Annual Budget & Capital Improvement Program Fiscal Year 1999-2000*", *Vital Few Priorities Approved Projects* within Community and Economic Development.

**Table 1.1-1
 City of San Clemente Population
 (Past/Current/Future)**

<i>Past</i> ¹		<i>Current/Future</i> ²	
Date	Population	Date	Population
1928	at Incorporation – 650	1999	49,147
1935	estimated 250	2000	50,915
1940	500	2001	52,283
1945	1,700	2002	53,884
1950	2,000	2003	55,486
1955	6,000	2004	57,087
1960	8,500	2005	58,869
1965	15,000	2006	60,220
1970	17,000	2007	61,198
1975	20,800	2008	62,176
1980	27,300	2009	63,153
1985	33,000	2010	64,131
1990	40,400	2011	65,108
1995	46,000		

1.2 PURPOSE

The purpose of this document is to provide the decision-makers and the public with a comprehensive Master Plan for City Facilities for the identification and development of public facilities necessary to service the City at buildout. The document includes siting options and considerations for public safety, public need, and priorities. Other factors taken into consideration for the recommended sites would be recommended timing, operational costs and the capacity for the City to fund those costs. Information incorporated into the document was acquired through site reconnaissance, informational interviews, and document review.

The City facilities to be addressed include: the need for and potential siting of a new Civic Center, fire stations, senior center, and inventory of community recreational facilities. A matrix was developed for the Civic Center and Fire Station alternatives to

¹ Source: The Heritage of San Clemente – the Spanish Villages by the Sea, 1925-2000. Doris I. Walker.

² Source: The Natelson Company, Inc., California State Department of Finance, City of San Clemente.

provide the decision-makers and public with an overview of the detailed analysis within this document.

The City's General Plan was updated in the 1990's with assistance from a 25 member advisory committee. The General Plan reflects a vision of San Clemente's future, with the goal of ensuring that future growth will retain quality of life for its residents.

The buildout of the City of San Clemente can now be accurately envisioned, due to the General Plan and Development Agreements now in place for the major undeveloped projects, with the dates of their Development Agreement shown in parentheses, including:

1. Plaza Pacifica (June 30, 1997³): Approximately 161 residential units and a 423,500 square foot retail center;
2. Forster Ranch (March 4, 1998): Approximately 1,000 dwelling units;
3. Talega (October 2, 1998): Approximately 4,400 dwelling units, 110,000 square feet of commercial development, approximately 100 acres of business park and an 18 hole championship golf course;
4. Marblehead Coastal (October, 1998): Approximately 434 homes and a 700,000 square foot retail center;
5. Monarch (November 18, 1998³): 59 dwelling units in Forster Ranch.

Through carefully crafted Development Agreements, City staff and City Council have guaranteed that each of these new development projects will provide substantial funding for new traffic improvements, schools, and city facilities that will be needed to serve the new residents generated by this new development. The City is in position to receive substantial funding for capital improvements over the next 10 years. During this 10-year time frame, as determined by market conditions, much of the buildout of the City may well be completed.

1.3 KEY MASTER PLAN PARAMETERS

The City of San Clemente has recognized the need for a comprehensive Master Plan for City Facilities to carefully analyze siting options, construction phasing, priorities, funding availability, operations and maintenance costs and other important issues. This need for a comprehensive Master Plan for City Facilities has been specifically recognized in the 1999 Long Term Financial Plan for the City of San Clemente. This document identifies a number of policy issues that must be addressed for each new public facility.

Specifically, the following major issues were identified that need to be addressed in the Master Plan for City Facilities:

1. How much will operation and maintenance cost the City for each of the different facilities that can be funded with the resources that the City is in position to receive during the buildout of the community?

³ Limited Development Agreement

2. How will the economic tax base increase as a result of the projected growth.
3. What sites will be available for which public facilities and at what point in time?
4. Given a gradual increase in economic base and tax base growth, and the gradual increase in ability to fund operation and maintenance of facilities, which public facilities should be funded first?
5. What types of public processes should the City Council use to help determine priorities and policy?

In summary, the purpose of this Master Plan for City Facilities is to analyze the important questions identified by City staff and City Council, and to identify and recommend appropriate specific answers to these questions which are in the best interest of the residents of the City of San Clemente.

Key Master Plan parameters have been identified by the City staff to provide guidelines regarding the overall community facilities required for the buildout of the City. The following parameters were developed to address policy issues:

- Siting options for various facilities - The siting options should reflect both private property and public property options to the extent feasible;
- Economic analysis considerations - Inclusion of economic and tax base forecast models that have been used to help determine policy;
- Operation & Maintenance for recommended facilities - Cost analysis of facilities proposed as needed;
- Fiscal Impacts - Using updated market analysis, and refined operations & maintenance analysis, the fiscal impact model should be used to develop scenarios for different types of capital improvement construction plans and buildout scenarios; and
- Financial Strategies - Preliminary financial strategies should be explored involving the use of funds.

This report provides a general analysis of the identified alternatives and recommendations for each community facility. This general overview does not include detailed environmental analysis of each site alternative. Upon final recommendation generated after the public participation phase, specific site environmental analysis would occur. The financial analysis was done on a constant dollar basis, with no attempt to inflate revenues or costs to reflect future increases. Further, no Utilities Division proposed Capital Facilities have been analyzed due to their budget being outside the City's General Fund. Also, beach access safety improvement, improvements related to the Casa Romantica, and any public improvements related to the historic commercial area are not included in the Master Plan for City Facilities. As these projects are refined and given priority, they should be included in an update to the Master Plan for City Facilities .

1.4 METHODOLOGY

Due to the dynamic nature of the Master Plan for City Facilities project, a determination was made to retain a Senior Manager to manage the process of preparing the Master

Plan for City Facilities. This methodology provided flexibility to City staff to direct the Senior Manager to hire project subconsultants, administer their contracts and manage their work, and respond to issues as they arose. Through a competitive Request for Proposals process, a Senior Manager was selected to manage the process of preparing the Master Plan for City Facilities. With the scope of work of the Master Plan for City Facilities established, subconsultants were selected through a competitive Request for Proposals process in accordance with City policy. The following project team was established:

Senior Manager	Mo Tidemanis
Site Planning/Report Preparation	Robert Bein, William Frost & Associates
Appraisals	Michael Frauenthal & Associates, Inc.
Construction Cost/Funding Source Model	The Natelson Co., Inc.

Staff of the Community Development Department was requested to work on the Operations and Maintenance Cost Module section of this report.

An extensive background database was assembled by City staff and the Senior Manager. The bibliography provided in Section 9.0 of this report details the relevant documents used to prepare this report. A list of current City property to be appraised as a part of this project was established in consultation with City staff. A summary of the four properties appraised is provided in Section 7.1.2 of this report. Alternative site locations and Locational Analysis for a new Civic Center and Fire Stations were established in consultation with major shareholders, including City Staff, City Council, Orange County Fire Authority and Talega Associates, as well as project consultants, including Robert Bein, William Frost & Associates. All City Department Heads were interviewed by the Senior Manager. Valuable input was received on departmental needs for a potential new Civic Center, operating costs, funding sources, construction costs and other issues that should be addressed in this report. The Senior Manager also coordinated with South County Senior Services, a service provider and shareholder for the potential new Senior Center.

Preliminary Site Plan Studies prepared by Robert Bein, William Frost & Associates were carefully reviewed by the City staff, the Orange County Fire Authority, and South County Senior Services. The Orange County Fire Authority cooperated fully in this effort, and retained their architect, Don Eiler, to undertake more detailed site plan studies required to address Orange County Fire Authority criteria (Exhibits 4.3-3 and 5.2-1).

City staff, The Natelson Company, Inc., and the Senior Manager coordinated very closely to create the Operations and Maintenance Module (Section 7.3.1) and Construction Cost/Funding Source Module (Section 7.3.2). Recommendations for a comprehensive public input process for Phase II of this project were drafted. Finally, preliminary recommendations for timing and phasing of all new capital facilities were drafted for consideration during the important Phase II public input process. These recommendations are summarized in Table 8.1-1, *Estimated Construction and Operating Costs, and Recommended Timing of New City Facilities*.

1.5 MASTER PLAN SCOPING MEETINGS

A series of City internal meetings were conducted to address the proposed site plan alternatives and provide City staff and decision-makers with an opportunity to participate in the development of viable alternatives. Specific site plan alternatives were created for the Avenida Vista Hermosa/Avenida La Pata site. Once the internal review has been completed, public meetings with the community could be held to further refine alternatives and provide comments on the recommended facilities.

1.6 STUDY LIMITATIONS

This report represents the findings of the potential preliminary planning and engineering constraints evaluation for potential alternative sites for a Civic Center, Fire Station and Senior Center. The report does not attempt to make a subjective determination as to which of the identified sites is best suited for the identified uses above, but rather sets forth preliminary information as to potential constraints associated with facility implementation at each respective site. In addition, the sites selected for this study are not intended to limit consideration of additional sites at a later date. Finally, the information and level of detail reflected in this study is commensurate with the time and resources made available, and is consistent with the scope of work approved by the City of San Clemente. Additional study parameters are noted below:

- Study is preliminary, and intended for discussion purposes only.
- Study is based on available data - no new technical field work was conducted, and further technical studies would need to be conducted upon selection of an alternative.

1.7 ASSUMPTIONS

The following assumptions were made for this study:

- The buildout schedule for the City of San Clemente will be per the City's Fiscal Impact Model, which was updated as a part of the Scope of this Study.
- Police services are currently provided by the Police Station located at City Hall, 100 Avenida Presidio. The Police Station will continue to provide service to the community until a decision is made to build a new Civic Center. Should a new Civic Center be built at one of the four alternative locations discussed in this report, a new Police Station will be constructed as a portion of a new Civic Center Complex.
- The City of San Clemente Utilities Division currently provides water and sewer service to the community. The Utilities Division is not included in the City's General Fund. The Utilities Division appears to have the facilities required to serve the portions of the City within its service area. No new Utilities Division facilities were proposed or analyzed for the Scope of this report. Talega will be provided water and sewer treatment facilities by the Santa Margarita Water District. A new water reservoir will be built by the Santa Margarita Water District within the Talega project.

- The new Talega Fire Station will include ambulance service by Emergency Technicians, managed by the Orange County Fire Authority and paid for by the City's General Fund. The incremental cost will be self-funding by fees charged for this service, as is currently the case.
- This Study assumes no major change in current policies regarding contract services. Specific issues related to environmental, geotechnical and infrastructural adequacy issues for the alternative sites for new City Facilities addressed in this Study may require further detailed analysis and environmental clearance. Such detailed analysis of these issues is beyond the Scope of this Study.
- The analysis provided in this Study of the future approximately 30 acres of graded pad areas located near the future intersection of Avenida Vista Hermosa and Avenida La Pata assumes that the boundaries of the areas to be developed can be adjusted from those referenced in the Forster Ranch Development Agreement. This assumption was made in consultation with City Staff.
- This Study assumes that the Foothill Transportation Corridor, if built in the future, will be built utilizing the CP Alignment. The City of San Clemente has gone on record supporting the CP Alignment as the locally preferred alternative. Should the BX Alignment be built, there could be serious impacts on the use of the approximately 30 acres of graded pads that the City will own near the future intersection of Avenida Vista Hermosa and Avenida La Pata, potential future cultural uses in this area, and the Talega Fire Station.
- The City's Long Term Financial Plan projects an expansion of the current Library, located on Avenida del Mar, into the adjacent Senior Center in 2002-2003, at a cost of \$250,000. The Marblehead Coastal Development Agreement provides for \$250,000 of developer funding for this expansion. This Library expansion is not included in the Scope of this Study.