HISTORIC TOWN CENTER MASTER PLAN

CITY OF SAN JUAN CAPISTRANO

October 11, 2010

Prepared by:

Studio One Eleven
Sargent Town Planning
Raimi + Associates
Transtech
TND Engineering
Rabben/Herman Design Office
Keyser Marston Associates

RESOLUTION NO. 12-04-03-03

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAN JUAN CAPISTRANO, CALIFORNIA APPROVING THE HISTORIC TOWN CENTER MASTER PLAN WITH MODIFICATIONS.

Whereas, the City has prepared an updated Master Plan for the 150 acre Historic Town Center planning area establishing policies and recommendations for guiding future development of the Historic Town Center and has prepared a Form-Based Code to establish new land use and development standards for that historic downtown; and,

Whereas, the General Plan Land Use Element establishes the limits of the Historic Town Center Master Plan planning area and identifies the planning area for the development of commercial and service uses which balance the community's commercial needs with those of tourism-based development while maintaining fiscal and economic viability. The Land Use Element also provides that the City will continue to implement a Historic Town Center revitalization plan to provide additional housing opportunities and population to support these commercial services and retail sales; and,

Whereas, the proposed project has been processed pursuant to Section 9-2.301, Development Review of the Title 9, Land Use Code of the City's Municipal Code; and,

Whereas, the Environmental Administrator has required preparation of a Program Environmental Impact Report (PEIR) for the project pursuant to Section 15081 of the California Environmental Quality Act (CEQA) Guidelines; has issued a Notice of Preparation pursuant to Section 15082 of those guidelines; has overseen the preparation of the Draft PEIR prepared pursuant to Section 15084 of those Guidelines; has issued a Notice of Completion pursuant to Section 15085 of those Guidelines to provide for public review and comment and has otherwise complied with all applicable provisions of the California Environmental Quality Act (CEQA); and,

Whereas, the Design Review Committee conducted public meetings on January 5, 2012, January 19, 2012, and February 2, 2012; and the Transportation Commission conducted a public meeting on November 9, 2011; and the Parks, Recreation and Senior Services Commission conducted a public meeting on November 21, 2011, and the Cultural Heritage Commission conducted a special public meeting on November 30, 2011, pursuant to Title 9, Land Use Code to consider the proposed project and public testimony on the proposed project; and,

Whereas, the Planning Commission conducted a duly-noticed public meeting on December 13, 2011, and conducted duly-noticed public hearings on January 24, 2012, February 14, 2012, and February 28, 2012, pursuant to Title 9, Land Use Code, Section 9-2.335, Public Hearing Procedures to consider public testimony on the proposed project.

NOW, THEREFORE, BE IT RESOLVED, that the City Council of the City of San Juan Capistrano hereby finds that:

1. The proposed project will be consistent with the goals, policies, and recommendations of the General Plan Land Use Element because the proposed Master Plan furthers the achievement of the following General Plan goals and policies:

   The project is consistent with Land Use Goal 1 which states that the City will "*Develop a balanced land use pattern to ensure that revenue generation matches the City's responsibility for provision and maintenance of public services and facilities,*" because the Master Plan provides for the revitalization of the Historic Town Center and the repositioning of the Del Obispo Street corridor with economically diverse uses that are intended to promote re-investment and would result in the addition of about 500,000 gross square feet (GSF) of new commercial space within the planning area.

   The project is consistent with Land Use Policy 1.1 which states that the City will "*Encourage a land use composition in San Juan Capistrano that provides a balance or surplus between the generation of public revenues and the cost of providing public facilities and services*" because the project included a fiscal and economic impact review by Keyser-Marston Associates to assure that the land use mix would result in a net positive public revenue balance; and,

   The project is consistent with Land Use Policy 1.2 which states that the City will "*Encourage commercial, tourist-oriented, and industrial development that is compatible with existing land uses within the City to improve the generation of sales tax, property tax, and hotel occupancy tax*" because the Master Plan provides for allowing increased commercial, office and hotel development within the Historic Town Center; and,

   The project is consistent with Land Use Policy 1.3 which states that the City will "*Encourage mixed commercial and residential use projects in the Mission District downtown area to conserve land and provide additional housing opportunities and population to support commercial services and retail sales*" because the Master Plan allows the development of new residential neighborhoods along the south edge of the Del Obispo Street corridor; and,

   The project is consistent with Land Use Goal 5 which states that the City will "*Encourage commercial development which serves community needs and is located in the existing central business district*" because the Master Plan and implementing Form-Based Code promote a wide variety of commercial and service uses that serve both residents and tourists within the planning area; and,

   The project is consistent with Land Use Goal 6 which states that the City will "*Enhance or redevelop underperforming commercial centers*" because the Master Plan allows commercial property owners the option of developing new residential neighborhoods along the south edge of the Del Obispo Street corridor to reduce the over-abundance of commercial retail use throughout the planning area while

providing more potential market support for commercial, office, and service uses in the planning area.

The project is consistent with Land Use Policy 6.1 which states that the City will "*Allow for the transition of the oversupply of commercial land use to other economically viable revenue producing land uses*" because the Master Plan transfers existing commercial retail to the "Revitalization" Area (downtown) and substantially reduces commercial retail in the "Repositioning" area while allowing for the mixed-use development in the Historic Town Center with significant office, service, and residential land uses.

2. The proposed project will be consistent with the goals, policies, and recommendations of the General Plan Circulation Element because the Draft Program Environmental Impact Report (PEIR) specifically evaluated the proposed road network including planned street extensions and modifications to the geometric design of certain streets and determined that City's arterial street system would maintain a minimum "D" level of service (LOS) with the exception of designated "hotspots." Further, the Master Plan acknowledges that modifications to the geometric design of certain streets will require review and approval by the Orange County Transportation Authority (OCTA) to assure consistency between the County's Master Plan of Arterial Highways (MPAH) and the City's General Plan Circulation Element Master Plan of Streets & Highways (MPS&H). More specifically, the Master Plan furthers the achievement of the following goals and policies:

The project is consistent with Circulation Goal 1 which states that the City will "*Provide a system of roadways that meets the needs of the community*" because the Master Plan includes planned street extensions and changes to the geometric design of streets to will improve overall circulation throughout the Historic Town Center especially through the planned extension of Forster Street.

The project is consistent with Circulation Policy 1.1 which states that the City will "*Provide and maintain a City circulation system that is in balance with the land uses in San Juan Capistrano*" because the traffic impact analysis (TIA) prepared by the City in conjunction with the Master Plan assured that the planned street network would be capable of accommodating the proposed land use plan while meeting the City's minimum "D" level of service (LOS) with the exception of designated "hotspots;" and,

The project is consistent with Circulation Policy 1.3 which states that the City will "*Coordinate improvements to the City circulation system with other major transportation improvement programs*" because the Master Plan's planned street network has been designed to integrate and complement the I-5/Ortega Highway Interchange project which include the planned realignment of State Route-74 (Ortega Highway) with Del Obispo Street; and,

The project is consistent with Circulation Policy 1.4 which states that the City will "*Improve the San Juan Capistrano circulation system roadways in concert with land*

development to ensure sufficient levels of service" because the City prepared a traffic impact analysis (TIA) in conjunction with the development of the Master Plan which assured that the planned street network would be capable of accommodating the proposed land use plan while meeting the City's minimum "D" level of service with the exception of designated "hotspots;" and,

The project is consistent with Circulation Policy 1.5 which states that the City will "*Improve existing arterial system that serves regional circulation patterns in order to reduce local congestion (Ortega Highway at I-5)"* because the Master Plan incorporates the planned I-5/Ortega Highway Interchange project and the realignment of Ortega Highway with Del Obispo Street through the planning area; and,

The project is consistent with Circulation Policy 1.6 which states that the City will "*Reduce the congestion along local arterial roadways in commercial areas by driveway access consolidation, parking area interconnections and similar actions"* because the Master Plan proposes to modify the geometric design of Del Obispo Street between Ortega Highway and Plaza Drive to add a landscaped median and consolidate existing driveways to reduce "friction" and to improve the overall aesthetics of the Del Obispo Street corridor; and,

The project is consistent with Circulation Goal 2 which states that the City will "*Promote an advanced public transportation network*" because the Master Plan promotes an intensification within the floor area ratio (FAR) limits of the 1999 General Plan as well as mixed-use development with a strong residential component which would likely result in increased use of rail transportation due to the convenient proximity of the depot station; and,

The project is consistent with Circulation Policy 2.1 which states that the City will "*Encourage the increased use and expansion of public transportation opportunities*" because the Master Plan encourages new mixed-use development with a strong residential component which would likely result in increased use of rail transportation due to the convenient proximity of the depot station; and,

The project is consistent with Circulation Policy 2.2 which states that the City will "*Promote new employment-producing development in areas where public transit is convenient and desirable*" because the Master Plan could result in an additional 500,000 gross square feet (GSF) of commercial, office, and service development within the planning area which would create a significant number of new jobs with convenient access to the rail depot and to bus stops serves by Orange County Transportation Authority (OCTA) bus system; and,

3. The proposed project will be consistent with the goals, policies, and recommendations of the General Plan Cultural Resources Element because the proposed Master Plan furthers the achievement of the following General Plan goals and policies:

The project is consistent with Cultural Resources Goal 1 which states that the City will "*Preserve and protect historical, archaeological, and paleontological resources*" because the Master Plan integrates and preserves existing historic buildings within the planning area, establishes development standards which protect such structures, and because new development would be subject to City Council Policy 601 regarding historic and cultural resource protection; and,

The project is consistent with Cultural Resources Policy 1.1 which states that the City will "*Balance the benefits of development with the project's potential impacts to existing cultural resources*" because the City requires compliance with the Secretary of the Interior Standards for Rehabilitating Historic Buildings for all projects within the City and because the City's Architectural Control (AC) review process require compatibility between new development and existing historic structures; and,

The project is consistent with Cultural Resources Policy 1.2 which states that the City will "*Identify, designate, and protect buildings and sites of historic importance*" because the City maintains the Inventory of Historical and Cultural Landmarks (IHCL) and the Buildings of Distinction" (BOD) List which designate historically-significant properties within the City and the Master Plan specifically identifies the most significant historic buildings in the Historic Town Center and integrates those into the overall Master Plan; and,

4. The proposed project will be consistent with the goals, policies, and recommendations of the General Plan Parks & Recreation Element because the proposed Master Plan furthers the achievement of the following General Plan goals and policies:

The project is consistent with Parks & Recreation Element Goal 1 which states that the City will "*Provide, develop, and maintain ample park and recreational facilities that provide a diversity of recreational activities*" because the Master Plan maintains the Historic Town Center Park as a center-piece to the downtown with the capability of accommodating a variety of community events; and,

The project is consistent with Cultural Resources Policy 1.5 which states that the City will "*Operate and maintain public park and recreational facilities in a manner that ensures safe and convenient access for all members of the community*" because the Master Plan includes provisions for created enhanced pedestrian connections and amenities throughout the Historic Town Center which will provide safe and convenient access to the Historic Town Center Park; and,

The project is consistent with Cultural Resources Policy 1.7 which states that the City will "*Provide parkland improvements and facilities that are durable and economical to maintain*" because the Master Plan maintains the current function and public improvements on the Historic Town Center Park which require relatively minimal maintenance and are designed to accommodate large community gathering

events such as the Summer Concert Series, Shakespeare in the Park, Story-Telling Festivals, and the Christmas Tree Lighting.

NOW, THEREFORE, BE IT FURTHER RESOLVED, that the City Council of the City of San Juan Capistrano hereby approves the Historic Town Center Master Plan subject to modifications outlined in Exhibit "A", attached hereto and incorporated herein and furthermore, subject to the following:

1. City staff will incorporate the modifications outlined in Exhibit "A" through revisions to the Historic Town Center Master Plan which will be subject to subsequent review and approval by the City Council.

2. The City will initiate the development and adoption of a Historic Town Center Implementation Plan which establishes specific strategies, includes specific actions, and identifies specific funding mechanisms necessary to implement the Master Plan.

PASSED, APPROVED AND ADOPTED this 3rd day of April, 2012.

LARRY KRAMER, MAYOR

ATTEST:

MARIA MORRIS, CITY CLERK

STATE OF CALIFORNIA)
COUNTY OF ORANGE) ss.
CITY OF SAN JUAN CAPISTRANO)

I, MARIA MORRIS, appointed City Clerk of the City of San Juan Capistrano, do hereby certify that the foregoing **Resolution No. 12-04-03-03** was duly adopted by the City Council of the City of San Juan Capistrano at a Regular meeting thereof, held the 3rd day of April 2012, by the following vote:

AYES:	COUNCIL MEMBERS:	Freese, Reeve, Allevato, and Mayor Kramer
NOES:	COUNCIL MEMBER:	None
ABSENT:	COUNCIL MEMBER:	None
RECUSED:	COUNCIL MEMBER:	Mayor pro tem Taylor

MARIA MORRIS, City Clerk

EXHIBIT "A"
DRAFT HISTORIC TOWN CENTER MASTER PLAN
MODIFICATIONS

1. Preface to the Historic Town Center Master Plan: Revise the preface by adding the following language:

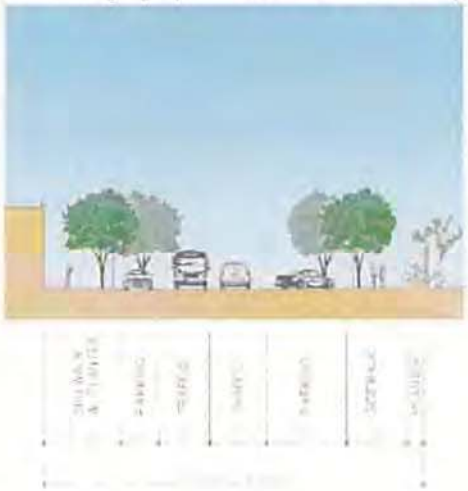
   This Master Plan serves as the land use policy document to guide future land use decisions by the Planning Commission and City Council as the City's seeks to implement its vision for the Historic Town Center planning area. The Master Plan establishes policies, design concepts and recommendations which provide a general framework. However, the Master Plan is not intended to serve as a, binding, site-specific "blueprint" for the Historic Town Center's future development.

2. <u>Downtown Parking, Street Geometry and Master Plan of Arterial Highways (MPAH) Consistency:</u> The Master Plan proposes that Ortega Highway between Camino Capistrano and realigned Del Obispo Street be re-designed to provide two traffic lanes (one travel lane in each direction), widened sidewalks, new landscaping, on-street parking, enhanced paving, and related improvements. Diagonal parking would be provided along the north side of the street fronting the Mission and future Plaza Banderas Hotel and parallel parking would be retained along the south side in front of Mission Promenade and the future Ortega "Park Once" structure.

   Section B: Ortega Highway between Del Obispo and El Camino Real

   The diagonal parking is proposed along the north side so as to immediately accommodate visitors arriving in the downtown from the east (I-5 and Ortega Highway). Because commercial development is more dependent on parking than other types of uses, diagonal parking along the south side would better serve the commercial development. The Master Plan also proposes that the diagonal parking could be designed as "back-in" as opposed to "head-in."

   Section C: Ortega Highway between El Camino Real and Camino Capistrano

   To implement these proposed changes to the geometric design of Ortega Highway, the City would need to secure Orange County Transportation Authority (OCTA) approval of

an amendment to the Master Plan of Arterial Highways (MPAH). The City could either seek removal from the MPAH or seek to have the street re-classified as a "collector arterial" (2-lane undivided; 7,500-10,000 ADT). Given OCTA's policy of maintaining or increasing arterial street capacity, a reclassification to "collector arterial" may be more feasible. Reclassifying this segment would allow State Route-74 (Ortega Highway) to continue to provide substantial street capacity while providing more balance between pedestrian and motorist circulation in the town center.

Section E: Camino Capistrano (Typical)

Similarly, the Master Plan proposes that Camino Capistrano between Ortega Highway and Forster Street be re-designed to provide two traffic lanes (one travel lane in each direction, center turn lane, widened sidewalks, new landscaping, on-street parking, enhanced paving, and related improvements). Diagonal parking would be provided along the east side of Camino Capistrano of the street and parallel parking on the west side.

MASTER PLAN MODIFICATIONS:

a. Provide for the City to secure Orange County Transportation Authority (OCTA) to either remove State Route-74 (Ortega Highway) between realigned Del Obispo Street and Camino Capistrano from the Master Plan of Arterial Highways (MPAH); or, reclassify that street segment as a "collector arterial".

b. Where diagonal parking is proposed and can be accommodated, provide for head-in, diagonal parking oriented toward existing or future commercial development.

3. Use of Eminent Domain: The Master Plan would establish policy framework for the future development of the Historic Town Center planning area and includes a "Mobility Plan & Strategy." The Mobility Plan includes plans, policies and recommendations on road network connectivity, public transit, alternative modes, (street) network performance, street design, and parking. The Master Plan strategy focuses on rebalancing existing roadways in order to efficiently meet future travel needs through multiple travel modes and implementing new localized street connections that will improve connectivity within the Town Center. Those new localized street connections proposed by the Master Plan include the following:

- The extension of Yorba Street between Del Obispo Street and El Camino Real.
- The extension of Forster Street between Del Obispo Street and El Camino Real.
- The extension of El Camino Real between Forster and Del Obispo Street.
- The extension of Avenida los Amigos north into the adjoining commercial area.

The Master Plan's intent is that these street improvements would only occur with the support of the affected landowners whose properties the street extensions would cross. At the September 20 City Council meeting, the issue of the City's potential future use of eminent domain to acquire right-of-way for these street extensions was raised. The City Council took the position that eminent domain should only be used for critical public health and safety reasons and not to satisfy design or economic considerations.

MASTER PLAN MODIFICATION: Staff recommends the following text amendment to the Draft Master Plan (insert on page 64, right column, after last paragraph):

> *"For planned street extensions in the Historic Town Center planning area, the City's intent is that eminent domain will only be used to address critical public health and safety issues and will not be used to achieve design or economic objectives of the Master Plan. Moreover, the City will pursue the recommended street extensions only in cases where the affected property owner(s), whose property(ies) the street right-of-way would cross, support and/or initiate the street extension."*

4. Proposed Yorba Street extension: This extension would follow a conceptual alignment along the northern edge of the Historic Town Center Park between the main HTC park open area and the Blas Aguilar Adobe and along the northern edge of the existing Marie Calendar's parking lot. The Draft PEIR's cultural resources evaluation identifies the proposed Yorba Street extension as a potentially significant impact to those resources. As the PEIR notes, while the impacts to sub-surface resources can be mitigated, the Yorba Street extension would fragment the HTC Park and would create a physical barrier between the Blas Aguilar Adobe from the main park area.

In response to this impact, the Draft PEIR considered a "project alternative" that would eliminate that segment of the Yorba Street extension through HTC Park so that the street extension would only provide access between Del Obispo Street and the future planned parking structure along the southern edge of Ortega Highway between Del Obispo Street and El Camino Real. The planned Ortega Highway parking structure would continue to provide indirect access to El Camino Real. This alternative would preserve the subsurface cultural resources in Historic Town Center Park and would maintain the relationship between Blas Aguilar Adobe and the Park. Staff recommends that the Commission find that the alternative Yorba Street extension is preferable because it would preserve the cultural resource integrity of

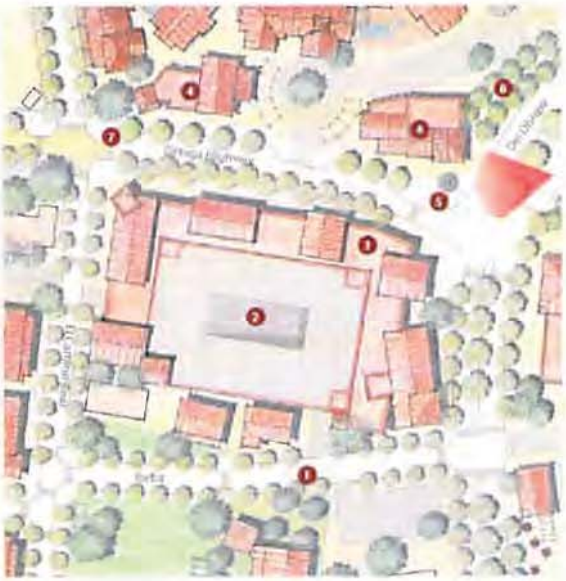
Historic Town Center Park and the Blas Aguilar Adobe.

MASTER PLAN MODIFICATION: Modify the Draft Master Plan to eliminate that segment of the Yorba Street extension through HTC Park so that the street extension would only provide access between Del Obispo Street and the future planned parking structure along the southern edge of Ortega Highway between Del Obispo Street and El Camino Real.

5. Proposed Forster Street extension: This proposed street extension would border the south edge of Historic Town Center Park and connect Camino Capistrano and Del Obispo Street. The extension would provide additional pedestrian and vehicle circulation opportunity, street frontage for commercial uses on private properties, and access to the downtown and HTC Park. While the specific alignment of the street extension has not been established, given the sub-surface cultural resources as well as the public events/activities supported by the Park, it's important that the street alignment not encroach into Historic Town Center Park. The street should be designed as a low traffic-volume, local collector street to limit the amount of motor vehicle traffic due to the high pedestrian volumes anticipated at and near the park and to limit the extent of road work which could encounter sub-surface resources. By limiting the street geometry of Forster Street to a two-way local street (i.e. maximum 28 foot street section), potential impacts would be minimized. Staff recommends that the Commission find that the alignment of the planned Forster Street extension should not encroach into any portion of Historic Town Center Park and that the geometry of Forster Street should be limited to a "local collector."

   MASTER PLAN MODIFICATION: Modify the street geometry of the planned Forster Street extension to limit the street to a two-way, local street with a maximum 28 foot wide road section aligned completely outside the Historic Town Center Park.

Ortega Highway "Park Once" Structure: To support the revitalization of commercial development in the Historic Town Center, the Master Plan calls for the development of a parking structure along State Route-74 (Ortega Highway) between El Camino Real and realigned Del Obispo Street. The planned intensification would allow a variety of commercial, service, office and residential uses within the downtown that would be required to meet the City's Architectural Design Guidelines which limit building to not more than two stories and 25'-0" in height. The future planned Ortega Highway parking structure would be wrapped with commercial tenant space along the east, north, and west edges and proposes two detached commercial buildings along the south edge of the parking structure at the rear of the Blas Aguilar Adobe. The height, mass and setback of this structure would



significantly affect the historic context of the Blas Aguilar Adobe. The impact to the Adobe could be significantly reduced by incorporating a combination of building height and setback restrictions similar to the existing PacBell Building height/setback (*approximately 1:1 setback*) and by limiting the height above grade to not more than 2 or 3 levels (*note: based on a 12'-0" plate height and 4'-0" parapet, the maximum height of a 2-level deck would be about 16'-0" and a 3-level deck would be about 28'-0"*). The parking structure should be limited to a single subterranean level or at-grade level, with one or two above grade levels, to minimize potential impacts to sub-surface cultural resources. Finally, planned detached commercial building along the south edge of the parking structure should be eliminated to preserve existing historic context of the Blas Aguilar Adobe as well as subsurface resources.

MASTER PLAN MODIFICATION:

a. Limit the height and building mass of the Ortega "Park Once" Structure as provided by "Alternative 2, Cultural Preservation Alternative."

b. Remove the two proposed, detached commercial buildings from the rear of the Blas Aguilar Adobe.

6. Future planned City Hall site: The Draft Master Plan envisions a future potential site for City Hall located along the east edge of the HTC Park behind the existing stage area. The proposed location is a gently sloped site presently occupied by a small grove of existing mature trees. The site would be bordered by the main HTC Park stage to the west, Marie Callendar's to the east, the restaurant parking lot to the north, and the Forster Street extension to the south. Parking for City Hall would be situated in the planned Ortega Highway parking structure. The intent of the conceptual site plan is to locate the City Hall structure on the undeveloped eastern portion of HTC Park. While site-specific planning for the future potential City Hall site has not been completed, the building mass and structural requirements would likely affect the historic context of the park and would likely require substantial subsurface excavation and disturbance. This area of Historic Town Center Park would be capable of accommodating a smaller, single-story public-oriented structure without the impacts to the historic context and subsurface resources. Staff recommends that the Commission find that a future potential City Hall site would be inappropriate to situate within the Historic Town Center Park and that alternative sites should be considered including existing City-owned parcels (presently surface parking) along the west side of El Camino Real or existing privately-owned commercial properties south of Del Obispo Street. If located along El Camino Real, the site planning and design of a future City Hall would need to be appropriately integrated into the overall

design of the HTC Park so as to complement and support the Park's function.

MASTER PLAN MODIFICATIONS:

a. Remove the future planned City Hall-Civic Center site from the Historic Town Center Park and designate either the public-owned parcels along the west side of El Camino Real adjoining Yorba Street or the "Repositioning" area south of Del Obispo Street for a future City Hall.

b. Designate the eastern edge of the Historic Town Center Park as a potential future site for the El Camino Real Playhouse whereby the City would reserve the land area to accommodate the playhouse contingent on the playhouse operator raising sufficient capital to fully pay for the construction of the facility.

7. Future planned Franciscan Plaza parking structure expansion: The Master Plan calls for the future expansion of the Franciscan Plaza parking structure across the Garcia Adobe, Yorba Adobe and El Adobe Restaurant properties. The expansion is intended to provide additional parking capacity to support redevelopment of the downtown. However, the Plan clearly recognizes that the other land use decisions in the Historic Town Center core could render this parking expansion unnecessary. Given the potential historic building and site context impacts, the need for land acquisition from three private property owners and participation of a fourth, and the significant cost (*about $7.9 million at 350 parking spaces at $22,500 per space*), the Franciscan Plaza parking structure expansion appears to be a relative "long-shot." In fact, the Master Plan acknowledges that depending on how the downtown evolves, the City could find that there's no compelling need to pursue this expansion. The Master Plan suggests that the historic Oyharzabal barn could be relocated, perhaps to the Los Rios Park site to serve as a community theatre or other public use. Because the relocation of historic structures from their original sites diminishes their historic value and because the need for the future parking expansion remains undetermined, the Master Plan could providing that the Master Plan will not displace the barn but seek to accommodate a long-term need for future parking at other locations to be determined.

MASTER PLAN MODIFICATIONS:

a. Preserve the historic Oyharzabal barn at its present location and designate the future planned parking structure to be located on alternative nearby sites.

b. Designate potential alternative sites including the existing surface parking lot at the rear of the El Adobe Restaurant subject to property owner concurrence. A public parking structure at this location would serve the restaurant as well as the downtown with the costs of construction and maintenance paid by a potential "parking improvement district." A second potential alternative site for a parking deck expansion would be the north end of the El Adobe Plaza property, again with the concurrence of the property owner.

8. **Environmentally Superior Alternative:** The Historic Town Center Master Plan Program Environmental Impact Report (PEIR) identifies "Alternative 2, Cultural Preservation Alternative" as the superior alternative. Under this alternative, the Historic Town Center Master Plan land use plan would be amended to further reduce potential impacts to historic and cultural resources.

MASTER PLAN MODIFICATIONS:

a. **Yorba/Garcia Adobes (Oyharzabal) Property:** The Garcia Adobe, Yorba Adobe, the barn and the outbuildings may be adaptively re-used consistent with the Secretary of the Interior's "Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings." The future planned parking structure expansion would be relocated to the rear of the El Adobe Restaurant property to the south or to the El Adobe Plaza site to the south. The mass of the parking deck would not exceed three stories (one below grade, one at-grade and one open deck above-grade level) with about 16'-0" maximum height.

b. **Blas Aguilar Adobe:** The property would be substantially preserved in its existing condition, context and setting so that no new structures would be constructed on the property. The Yorba Street extension between Blas Aguilar Adobe and the Historic Town Center Park would be eliminated so that the street extension could be designed to provide access to the planned parking structure, but would not extend to El Camino Real thereby physically cutting-off Blas Aguilar Adobe from the HTC Park. The planned parking structure on the Texaco and Pac Bell parcels would not exceed three stories (one below grade, one at-grade and one open deck above-grade level; or, one at-grade and two above-grade levels) with not more than 28'-0" maximum height and setback a minimum distance equal to the existing Pac Bell building setback (approximately 20'-0").

c. **Esslinger Building & Judge Egan House:** These two properties would be substantially preserved in their existing condition and adaptive re-use of these existing structures would be maintained or could occur consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Rehabilitating Historic Buildings. New buildings on directly adjoining lots must provide a minimum setback equal to the height of the new structure and such new buildings could not exceed the height of the historic structure.

PREFACE

San Juan Capistrano's Historic Town Center has been a central focus of the City's planning policy from its founding in 1776 to its incorporation in 1961 and through its planning efforts over the past 50 years. True to the City's motto – "Preserving the Past to Enhance" – the City's 1999 General Plan refocuses the City's attention on "managing and enhancing existing development …stimulating economic growth, [and] revitalizing older areas." The General Plan "Vision for the Future" begins:

"The San Juan Capistrano of the future is a community in which:

- The historic small town community character of the Mission area and downtown celebrates a strong link to the past and diversity of the population.
- The village-like atmosphere of the downtown and the Mediterranean period styles … are prominent."

In 1995 the City adopted the Historic Town Center Master Plan, identifying a series of alternatives for revitalizing the 31-acre area just south of the Mission, including properties along Ortega Highway, Camino Capistrano, El Camino Real and around the Historic Town Center Park. That Master Plan provided policy recommendations and design concepts for the area, but stopped short of clear direction for implementation of public or private improvements for the area.

In October of 2009, in order to advance and refine the concepts of the Master Plan and move it forward to implementation, the City Council issued a Request for Proposal (RFP) from qualified professional consultants to assist the City in completing and adopting an updated Master Plan. Proposals were received from six teams, who were interviewed and ranked. Through a second round of interviews, the team led by Studio One Eleven of Long Beach was selected.

Two key recommendations of the Studio Eleven team interested the interview panel and were subsequently incorporated into the scope of work. One was that the Master Plan area be expanded to include properties to the north of Ortega Highway and to the east and south of Del Obispo Street. This recommendation was a response to the central General Plan priorities for historic preservation, downtown revitalization and economic development in adjoining, underperforming commercial properties. In addition, Studio Eleven recommended complementing the Master Plan with a separate document, a Form-Based Code, in order to provide development standards that are exhibited for potential developers, land owners, city staff and the community in a clear and concise manner.

The Vision Plan for the Historic Town Center – as developed in collaboration with the community and a Steering Committee representing a diverse groups of stakeholders involved in the downtown – is based on growing the success of the downtown kernel near the Mission and of the businesses east of Del Obispo, along with the historic strength of the Mission as a visitor destination, into a single healthy, interconnected, walkable, mixed-use downtown district over the next 20 to 30 years. This Plan sets forth the community Vision of an authentic Town Center district, provides clear direction for the design of the necessary public and private improvements, and strategies and standards for systematically implementing that Vision.

PROJECT TEAM

CLIENT

City of San Juan Capistrano

32400 Paseo Adelanto
San Juan Capistrano, CA 92675

Laura Freese, Mayor Pro Tem
Grant Taylor, Development Services Director
Steven Apple, Community Development Director
Alan Oswald, Senior Traffic Engineer
Nasser Abbaszadeh, Public Works Director
Teri Delcamp, Historic Preservation Manager
Karisa Rojas-Norton, Economic Development

STEERING COMMITTEE

Anthony "Tony" Moiso
Owner of Mission Promenade,
El Adobe Restaurant, Swallows Inn

Art Birtcher
Birtcher Properties

Steve Odekerk
O Entertainment and Owner of Plaza Del O

Marilyn Blank
O Entertainment

Mechelle Lawrence-Adams
Mission San Juan Capistrano

William "Bill" Griffith
Rivendell Land Co.

Ken Friess
Former Councilmember and long time resident

Robb Williams
Planning Commission

Larry Kramer
Transportation Commission

Tom Ostenson
Historical Society President

ARCHITECTURE AND URBAN DESIGN

Studio One Eleven
Lead Consultant

111 West Ocean Boulevard, 21st Floor
Long Beach, CA 90802
562-901-1500
mbohn@studio-111.com

Michael Bohn, Principal
Lameese Elqura, Urban Designer

Sargent Town Planning
Master Plan / Land Use Analysis

448 South Hill Street, Suite 418
Los Angeles, CA 90013
213-599-7680
dsargent@sargenttownplanning.com

David Sargent, Principal
Peter VanderWal

Raimi Associates
Development Standards and Codes

448 South Hill Street, Suite 418
Los Angeles, CA 90013
213-599-7670
tony@raimiassociates.com

Anthony Perez, Principal
Matt Raimi, Principal

TRAFFIC AND TRANSPORTATION

Transtech

624 Brea Canyon Road
Walnut, CA 91789
909-595-8599
art.cueto@transtech.org

Hal Suetsugu, Principal
Art Cueto, Project Manager

TND Engineering

430 Richards Ave
Portsmouth, NH 03801
(603) 373-8651
chellman@tndengineering.com

Chester "Rick" Chellman, Principal

LANDSCAPE ARCHITECTURE

Rabben/Herman Design Office (RHDO)

833 Dover Drive, #9
Newport Beach, CA 92663
949-548-3459
toms@rhdo.com

Tom Skinfill, Principal
Bill Rabben, Lead Urban Designer

ECONOMICS

Keyser Marston Associates

500 South Grand Avenue, Suite 1480
Los Angeles, CA 90071
213-622-8095
kengstrom@keysermarston.com

Kevin Engstrom, Principal
James Rabe, Senior Principal

ENVIRONMENTAL IMPACT REPORT

Templeton Planning Group

20411 SW Birch Street, Suite 330
Newport Beach, CA 92660
949-724-0640
ptempleton@templetonplanning.com

Peter Templeton, Principal
Nicole Carlsson, Esq., Director of Environmental Services

Cogstone
Historic and Cultural Resources

1518 W Taft Ave
Orange, CA 92865
714-974-8300
sgust@cogstone.com

Sherri Gust, Principal Investigator

Fuscoe Engineering
Hydrology

16795 Von Karman, Suite 100
Irvine, CA 92606
949-474-1960
pat@fuscoe.com

Patrick Fuscoe, President
Ian Adam, Environmental Resources Manager

TABLE OF CONTENTS

1	INTRODUCTION	01
	1.1 Purpose	02
	1.2 Goals	02
	1.3 Project Area	04
	1.4 Existing Conditions	06
	1.4.1 History and Historic Resources	
	1.4.2 Buildings and Public Realm	
	1.4.3 Policy and Regulatory Setting	
	1.4.4 Demographics and Market Analysis	
	1.4.5 Transportation and Parking	
	1.5 Public Participation	14
2	VISION PLAN	15
	2.1 Street Network and Block Structure	22
	2.2 Revitalization - Historic Town Center	26
	2.2.1 Town Center Gateway	
	2.2.2 Ortega Highway and the Mission	
	2.2.3 Verdugo Street and the Capistrano Depot	
	2.2.4 Camino Capistrano	
	2.2.5 El Camino Real and Historic Town Center Park	
	2.3 Repositioning - Del Obispo Town Center Expansion	38
	2.3.1 Del Obispo Street	
	2.3.2 North Del Obispo	
	2.3.3 South Del Obispo	
	2.3.4 West Del Obispo	
3	PUBLIC REALM AND INFRASTRUCTURE	49
	3.1 Public Realm Standards	50
	3.2 Conceptual Public Realm Plan	52
	3.3 Landscape Palette	56
	3.4 Public Space Furnishings	60
4	MOBILITY PLAN AND STRATEGY	63
	4.1 Regional and Local Network Connectivity	64
	4.2 Transit System	65
	4.3 Bicycle, Pedestrian, and Equestrian	66
	4.4 Network Performance	67
	4.4.1 Trip Generation	
	4.4.2 Future Operating Conditions	
	4.5 Street Design	68
	4.6 Parking	72
5	IMPLEMENTATION	75
	5.1 Development Capacity	77
	5.2 Phasing Plan	78
	5.3 Fiscal Analysis	82
	5.4 Transportation Funding Programs	82
	5.5 Design Review Process	82
	APPENDIX	83
	Source Documents	85
	Program Summary and Parking Summary	86
	Urban Design Analysis Diagrams	88
	Policy Analysis	113
	Economic and Financial Analysis	124
	Traffic Impact Study and Technical Appendix (under seperate cover)	

1 Introduction

1.1 Purpose and Intent

The purpose of this Master Plan is to present the community's aspirations for the future of its Town Center District, and to define standards and an implementation strategy that will guide the District toward the preferred future vision over time. The intent is to ensure that the historic character and function of the Town Center as the civic and commercial heart of the City is preserved, enhanced and expanded over time.

The City's General Plan – the underlying blueprint for the City's land use, urban design, economic development and transportation systems – contains the seeds of renewal for the downtown. The Introduction to the General Plan states:

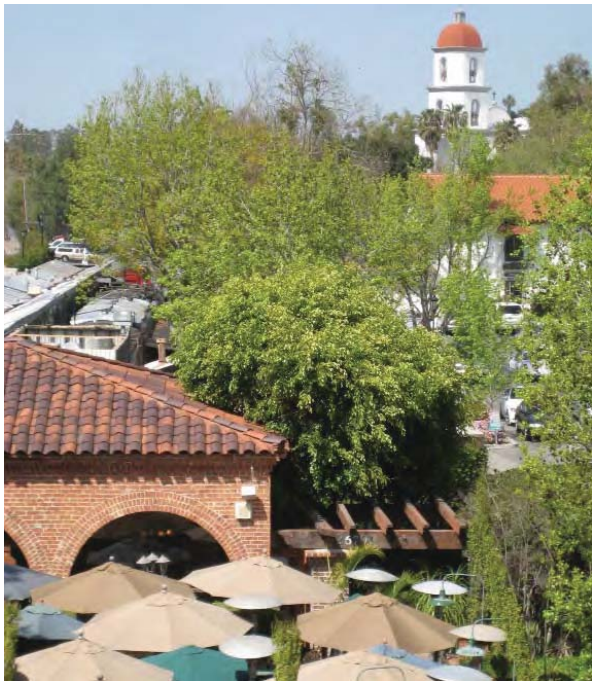
"The City of San Juan Capistrano is now at a point of change,…much of San Juan Capistrano proper is now developed and ….[p]lanning will now focus on stimulating new economic growth, revitalizing older areas, assuring public safety, finding new uses for underutilized land, and enhancing the amenities and environmental resources that define San Juan Capistrano."
The General Plan continues:

"The San Juan Capistrano of the future is a community in which:

- The historic, small-town community character of the Mission area and downtown celebrates a strong link to the past and diversity of the population.
- The village-like atmosphere of the downtown and Mediterranean period architectural styles (Mission Revival, Spanish Revival, and Italianate) are prominent…
- History is celebrated through a variety of special events….
- Pedestrian and equestrian orientation exists, with accessibility to all portions of the community…"

Consistent with these core values, in 1995 the City adopted a Downtown Master Plan that provided concepts and policy direction for the future of the historic town center. This 2010 Master Plan – through a rigorous process of analysis and community outreach – has tested, refined and developed those concepts into a robust physical vision of the downtown's future. The key goals associated with that vision are outlined below.

The vision itself is presented in Section 2 of this document, and Sections 3 through Section 4 break that vision down into an organized series of policies and standards and guidelines for public and private improvements. Chapter 5 sets forth an implementation strategy that is intended to both catalyze and coordinate public and private reinvestment in the downtown to ensure that the community's vision for its cherished historic center is realized.



San Juan Capistrano Depot and the Mission Basilica

Camino Capistrano and Ortega Highway in 1918

1.2 Goals

While the physical vision for the future of the Downtown District is necessarily complex and diverse, and will evolve over many years, the community's underlying goals for this unique piece of San Juan Capistrano are relatively clear and simple. These goals will serve as guideposts along the district's path of growth and change toward realizing the vision.

Goal 1.2.1 Preserve and enhance the role of the Town Center District as the civic and commercial heart of the City.

Goal 1.2.2 Encourage an expanded mix of retail, commercial, civic and residential uses to create a lively 18-hour mixed-use environment.

Goal 1.2.3 Preserve and honor the historic buildings and other resources of the Town Center as integral and generative elements of its urban and architectural character.

Goal 1.2.4 Enhance the design of all open spaces, including streets, parks, plazas, courts, paseos, as a well connected network of a comfortable pedestrian-oriented public realm – the "outdoor rooms" in which the life of the town may thrive.

Goal 1.2.5 Support a village-scaled density with building massing that strengthens the pedestrian realm and historic character.

Goal 1.2.6 Develop an interconnected street network to encourage a pedestrian-supportive block structure.

Goal 1.2.7 Rebalance transportation modes and parking arrangements to emphasize comfortable and safe pedestrian, bicycle, transit and equestrian access and circulation, while enabling convenient automobile access at speeds that complement these modes.

Goal 1.2.8 Implement a shared parking system to manage an adequate pool of on-street and off-street parking as a critical element of community infrastructure.

Goal 1.2.9 Encourage new buildings – and renovations of existing buildings – to provide welcoming frontages scaled to the pedestrian and attractive facades that extend and complete the historic town pattern, defining the public realm of the district.

Goal 1.2.10 Make the Town Center the local and regional focal point for celebration of the history and culture of South Orange County.

Placemaking

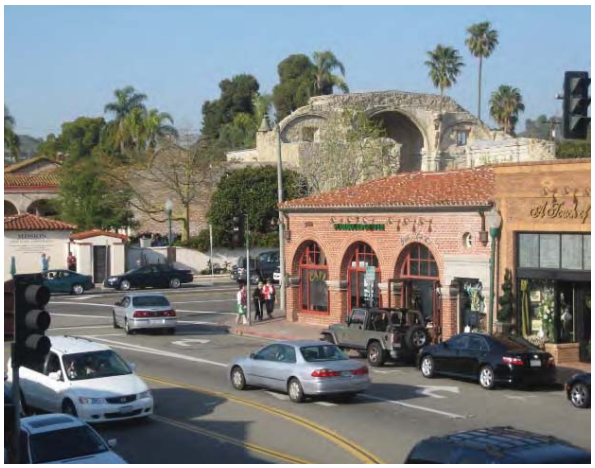
A key over-arching concept embodied in the goals listed above is that of "placemaking". While there are many strategies that will make the Downtown District successful, this particular aspect is fundamental to generating appealing and timeless places. Placemaking is an unified and intentional approach to urban design that employs buildings to shape and define the spaces between them, landscape to further define and enrich those spaces, and a diverse mix of uses to activate the public realm as a unique destination for people to live, work, shop and play. Placemaking defines and animates these pedestrian-oriented spaces between the buildings - streets, paseos, parks, and squares - to form a network of unique human-scale spaces linked physically to one another and to the larger city. This authentic small-town pattern of organized, interconnected, and diverse place types creates a wide range of valuable addresses for the full spectrum of activities: quiet residential streets and active commercial crossroads, peaceful rural parks to lively village plazas, busy shopping streets and formal civic gathering places.

Over the course of the Community Design Charrette held in June 2010, conceptual designs for many specific places within the Downtown District were prepared by the design team and Charrette participants. These designs – intended to illustrate the general scale and character of future development for each area - were then stitched together as an urban quilt, each patch with its own unique character, contributing to the design, pattern, and texture of the whole. As with any complex composition, to understand the composition and the design intentions of San Juan Capistrano's Downtown Master Plan, it is useful to view it from a number of different perspectives. Within the Downtown District, there are five unique places, each a subset of the greater Downtown but with its own physical character and role. These places are: the Downtown Gateway, Ortega Highway and the Mission, Verdugo Street and the Train Depot, Camino Capistrano, and El Camino Real and the City Park. In Chapter 2 of this document, this Plan presents the community's vision for each of the five distinct places within the Downtown District as well as the coordinated vision for those places as a whole.

In understanding the role of buildings and architecture in San Juan Capistrano's Town Center it is critical to distinguish between traditional town planning and historic architecture. What each of California's best town centers have in common – and what is currently in short supply in San Juan Capistrano's town center – is a coherent pattern of relatively continuous, simple buildings along the main street fronts, forming comfortable spaces for pedestrians.

Camino Capistrano with view of hills beyond

Los Rios Street within the Los Rios Historic District



Heart of downtown with view of Mission San Juan Capistrnao

Railroad crossing between Downtown San Juan Capistrano and Los Rios Historic District

The fact that most of the best buildings in these town centers – including San Juan Capistrano's – are old enough to have been designated as historic does not mean that town center buildings need to be – or need to copy – historic buildings. It simply reflects the fact that in the past 50 years the predominant planning and zoning standards – and the professions of architecture and landscape architecture - have been focused on making very different types of suburban, automobile-centric places and buildings. The form and arrangement of the buildings and public spaces are more influential in creating a real town center than the application of a certain historic architectural style.

The Town Center is blessed with a good number of fine buildings, the best of which are mainly well preserved older structures, many between 100 and 200 years in age. As described in the following pages, the place and the economy of the Town Center could benefit greatly from the addition of well located new buildings that are sympathetic in scale and character to its historic building fabric, bringing additional activity and vitality and better defining and enlivening its public realm. That public realm is network of public spaces in between the buildings, which is the "living room" of San Juan Capistrano, the central gathering place for residents and a unique, world-class destination for visitors.

This Plan defines a simple town pattern for San Juan Capistrano's Town Center, within which the remaining historic buildings and distinguished new buildings are intended to work together to make a place that is both new and old, marrying San Juan Capistrano's history and its future.

The zoning standards and architectural guidelines that have been prepared to implement this idea are based in large measure on careful analysis of the most successful elements of a number of California's most successful town centers, including the best of San Juan Capistrano's heritage, and are intended to generate – and regenerate - a rich and diverse village-scale urban place that learns from the success of those places without copying them. This approach should be seen as a direct, pragmatic strategy to generate an authentic town center rather than nostalgia for old buildings, and a challenge to today's and tomorrow's designers to make San Juan Capistrano's new Town Center better than it has ever been.

On the following two pages the Town Center Planning area and its sub-areas are described.

1.3 Project Area

Aerial view of Historic Town Center

Revitalization

Historic Town Center

The proposed Historic Town Center is an area of 44 acres, consisting principally of the area bounded by Ortega Highway, Del Obispo Street, and the Santa Fe Railroad. To this core area is added the block on the northeast corner of Ortega Highway and El Camino Real.

The existing core area, which has some original components of a traditional village fabric, is approximately 20 acres. This is very small for a city with the size and stature of San Juan Capistrano. Its growth and development over time has been constrained by – among other things – a number of fixed elements of regional infrastructure, including the Union Pacific Railroad; San Juan Creek; Camino Capistrano; Ortega Highway; Interstate 5; and most recently Del Obispo Street. Typical village-scaled downtowns are significantly larger in size, providing a critical mass to draw visitors, and have fewer empty lots than San Juan Capistrano. For example, Laguna Beach's core is approximately 45 acres, San Clemente is 48 acres, Ventura is 100 acres, and La Jolla is 130 acres. Therefore, revitalizing the existing core while also expanding it is key to its long term success.

Repositioning

Del Obispo Downtown Expansion

To enable a successful downtown district to grow and thrive over time, the area just to the east and south of the Historic Town Center – between Del Obispo Street and Interstate 5 – is included in this Plan as a key area of potential future expansion. As noted in the introductory Economic Development section of the Land Use Element of the General Plan, the community in general – and the downtown area in particular – is oversupplied with under-performing strip-type commercial development. Accordingly, Land Use Goal 6 aims to "Enhance or redevelop under-performing commercial centers", followed by Policy 6.1, "Allow for the transition of the oversupply of commercial land use to economically viable revenue producing land uses."

Thus the intent of this Plan for this area is to enable its incorporation into the growing success of the Downtown District whenever a significant reconstruction of these properties is feasible and desirable.

Connectivity

Town Center Neighborhoods

One of the strongest and most consistent themes of the public input received during the preparation of this plan was to better connect the Downtown with the rest of the city. Therefore the neighborhoods to the north and west of the Historic Town Center are also included in this plan. No significant land use changes are envisioned in these neighborhoods, but selected improvements to the circulation system and public realm are recommended to enhance the connectivity between these neighborhoods – and the City as a whole – to the Town Center District.

Unified Downtown Planning Area

A key concept of this Plan is to integrate these three planning sub-areas into a thriving town center with a range of environments – encompassing busy commercial streets of the downtown core, welcoming civic parks and plazas, quieter new residential addresses tucked within the downtown, and the peaceful tree-line neighborhood streets to the north and west; all connected by a walkable, green, safe, varied and interesting network of public space.

1.4 Existing Conditions

1.4.1 History and Historic Resources

The site of Downtown San Juan Capistrano and the surrounding valleys and hills have been inhabited for several millennia. The local Native American populations, the Acjachemem, were generally peaceful hunter-gatherers who chose to live on this site for its mild climate, fresh water supply from creeks and its strategic location between the coast and the uplands to the east. They resided in permanent, well-defined villages including Acjacheme, Alona, Panhe and Putiidehm, as well as in seasonal camps. Their territory generally extended down to Las Pulgas Creek in present day San Diego County, north to Aliso Creek in present day Newport, and from the Pacific Ocean into the Santa Ana Mountains and adjacent counties.

The two key factors the Franciscans considered in siting their California missions were the presence of fresh water and arable land, and a native population of potential Christian converts to support the work of the church and to later become Spanish citizens. The Capistrano Valley met these criteria perfectly and on November 1, 1776, Mission San Juan Capistrano was established as California's seventh mission. The Franciscans then gave the natives around the Mission a new name - the Juaneños.

The original plan for the town center was based on the Spanish tradition of locating a public plaza in front of the church. Immediately to the south of the original basilica was platted a generous plaza, bounded by what is now Ortega Highway on the north, Camino Capistrano on the west, El Camino Real on the east, and Yorba on the south. Throughout the Spanish period, which lasted until 1820, new buildings were organized around the edges of the plaza. To house the Mission's growing neophyte population, many adobe homes were built outside the Mission compound in 1794 and 1807. In 1807, for example, records indicate that 34 adobes were built or remodeled.

With Mexican independence in 1821 came significant changes for San Juan Capistrano, and the Secularization Act of 1833 meant that the lands surrounding the Mission went not in small grants to the native people as previously intended, but in large Ranchos to political friends and supporters of the governor. In 1841 the Mexican government designated San Juan Capistrano to be a town – pueblo – rather than a parish, and in 1845 the Mission itself was sold to John Forster, an Englishman who had married the governor's sister.

With the Mission now a private residence, the original intentions for the plaza were abandoned. By the late 1840's, with the town now a convenient stopping point on the trip north to the gold mines of northern California, the former plaza and the land along El Camino Real, Camino Capistrano, and Ortega Highway – known as Broadway as of 1875–became an attractive site for new housing, hotels, livery stables and commercial buildings, as did the Los Rios area to the west.

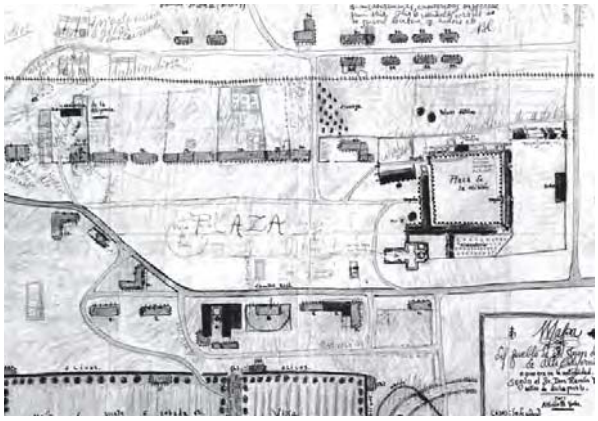
During the second half of the 19th century downtown San Juan Capistrano's hotels, stables and restaurants catered heavily to travelers. President Lincoln signed the patent restoring Mission San Juan Capistrano to the Catholic Church in March 1865, and in 1887 the Atchison Topeka & Santa Fe Railroad came to San Juan Capistrano, connecting the town to San Diego and Los Angeles, and the newly established fruit and nut orchards of Orange County to rapidly growing national markets.

The growing agricultural industry made San Juan Capistrano a more peaceful and prosperous center for South Orange County, not heavily impacted by the explosive growth experienced by Los Angeles, North Orange County and San Diego throughout the 1920's and following World War II. During this time the downtown and the neighborhoods immediately around it continued to develop into the small town in a rural setting which many still idealize.

However, in the 1970's the echo of the Los Angeles and San Diego boom impacted the city, surrounding the town with large-scale housing tracts, dislocating many downtown business into new shopping centers and malls, and filling the streets of the historic town center with traffic, mostly headed not downtown to do business, but to homes, work and shopping elsewhere.

To accommodate this radically changed pattern of life and of movement, Ortega Highway was widened to open access to new housing to the east, Interstate 5 replaced Camino Capistrano as the principal north-south regional highway, and Del Obispo Street was looped around the downtown to unsnarl the traffic jam in front of the Mission.

From the 1990's onward, the City government has been working to identify a plan and a strategy for making the historic center of San Juan Capistrano into the downtown district that it has the potential to become – recognizing the place's role as a major regional crossroads, while enabling it to become a vibrant town center for San Juan Capistrano residents and the hundreds of visitors that the Mission draws to town every day.



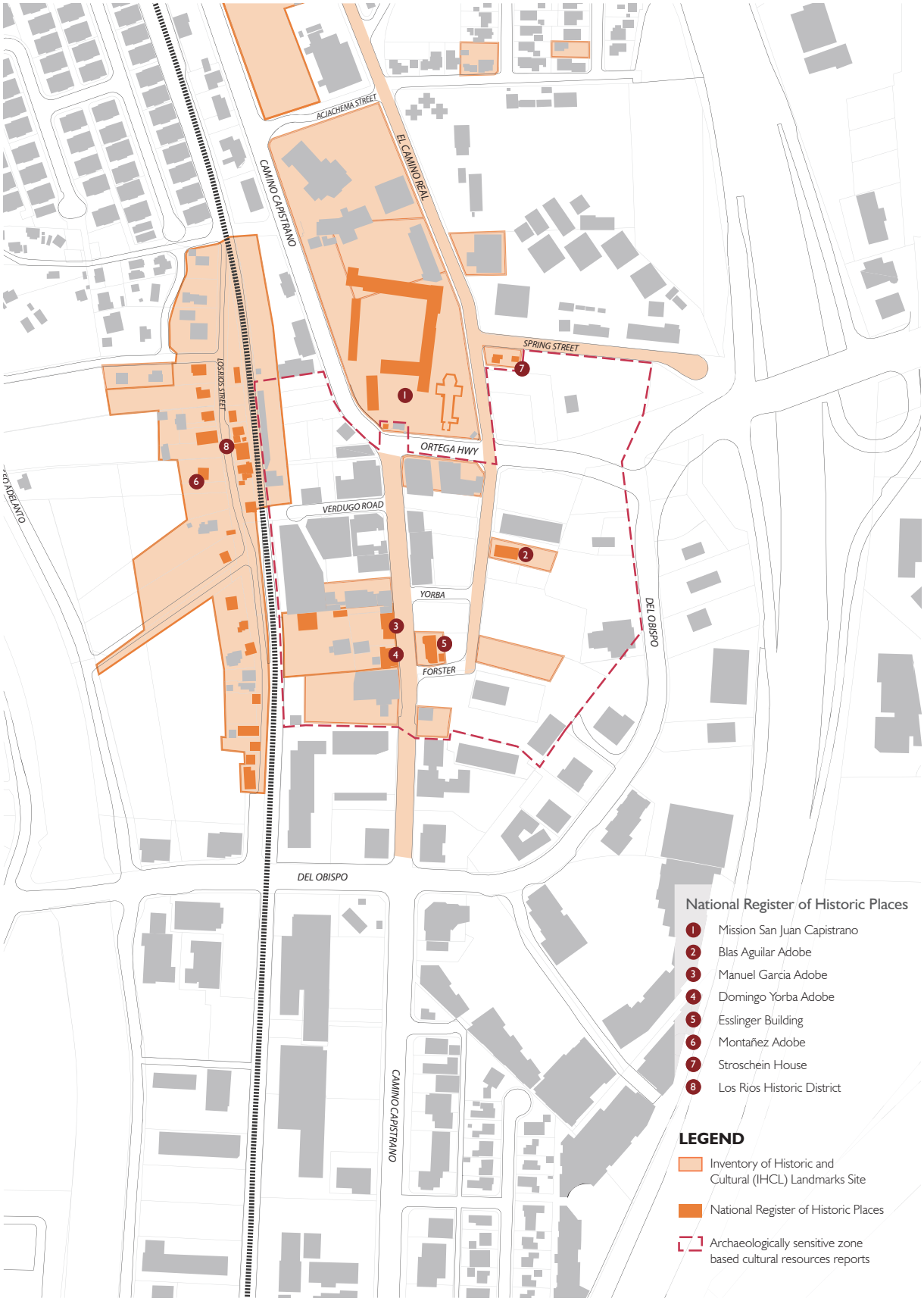
Early map of San Juan Capistrano showing adobes and plaza fronting the Mission (c.1840)

Mission San Juan Capistrano

Well-preserved adobe buildings on Camino Capistrano

IHCL (Inventory of Historic and Cultural Resources) Sites
within Downtown San Juan Capistrano

- Mission San Juan Capistrano
- Rios Adobe
- Montañez Adobe
- Silvas Adobe
- Blas Aguilar Adobe
- Manuel Garcia Adobe
- Burruel Adobe Ruins
- Domingo Yorba Adobe
- Juan Avila Adobe
- El Adobe Restaurant/Juzgado/ Jose Antonio Yorba Adobe
- Santa Fe Depot
- Egan Residence
- Buddy Forster Residence
- Garcia/Pryor Residence
- English/Hardy House
- Community Christian Church
- Stroschein House
- El Peon Complex/Ferris-Kelly Buildings
- Arley Leck House
- River Street
- Capistrano Union High School Site


ACJACHEMA STREET
EL CAMINO REAL
CAMINO CAPISTRANO
SPRING STREET
LOS RIOS STREET
ORTEGA HWY
VERDUGO ROAD
YORBA
FORSTER
DEL OBISPO
DEL OBISPO
CAMINO CAPISTRANO
National Register of Historic Places
1 Mission San Juan Capistrano
2 Blas Aguilar Adobe
3 Manuel Garcia Adobe
4 Domingo Yorba Adobe
5 Esslinger Building
6 Montañez Adobe
7 Stroschein House
8 Los Rios Historic District
LEGEND
Inventory of Historic and Cultural (IHCL) Landmarks Site
National Register of Historic Places
Archaeologically sensitive zone based cultural resources reports

1.4.2 Buildings and Public Realm

The Historic Town Center of San Juan Capistrano has a number of advantages that most small downtowns do not: the Mission, a destination attraction for tourists that draws approximately 350,000 visitors per year; a location immediately adjacent to an interchange of Interstate 5; a major rail depot feeding into the downtown; a natural flow of regional traffic through the district, and very strong demographics within the 3- and 10-mile radii of the district. With this head start, the repositioning of the physical spaces and buildings of the downtown can be a part of an overall environment that is truly unique and appealing on a regional or even national scale.

The Town Center also has a good collection of buildings and open spaces on which the Master Plan can build upon. Along both sides of Camino Capistrano – although in a somewhat gap-toothed pattern – there are a number of charming buildings and successful businesses, including several very remarkable historic buildings of various styles. The Mission itself is one of California's great architectural treasures, and its landscaped courts and gardens of native and Mediterranean plantings surrounded by shaded arcades are one of the finest examples of open space design in the region (although their contribution to the town's public realm is very limited because of their enclosure by privacy walls.)

The Historic Town Center Park, a grassy expanse intended to preserve and honor a variety of sub-grade archeological resources that were discovered there, is another valuable element of the public realm within the historic core. While it is currently used throughout the year as a venue for many community events, from musical performances and holiday gatherings to the annual Swallow's Day festival, there are opportunities to strengthen and enhance the park's landscape for daily use as well as special events. Further, the large underutilized portion in the rear of the park - currently filled with trash and attracting transients - may be a development opportunity for a community building on the site that can help to activate the space.

To the west of the downtown is the Los Rios District with its charming, semi-rural character; historic architecture; diverse canopy of mature trees; calm streets in which pedestrians, bicyclists, horses and automobiles mix comfortably; and the new Los Rios Park, which provides a gathering place for residents and visitors. The Los Rios District is connected to the Town Center through the well-designed train station plaza. To the north there are tree-lined residential streets of the Mission Flats and Mission Hill neighborhoods.

Still, the Town Center currently lacks several of the basic ingredients of most successful downtowns: a simple structure of pedestrian-scale blocks and walkable streets, a steady pattern of attractive buildings along both sides of those streets, and a mixture of commercial, civic and residential uses. These elements result in the very attributes that make places attractive for visitors and residents alike to spend their time and money.

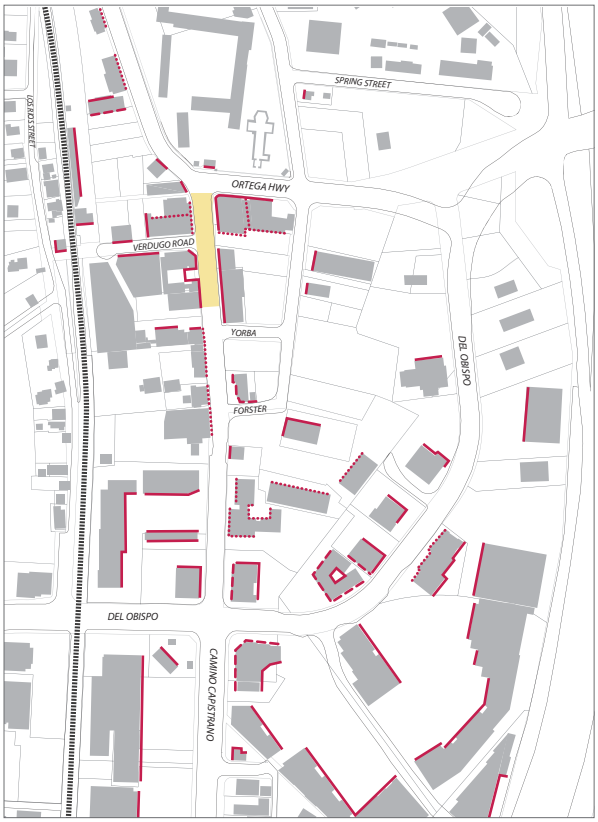
The Town Center suffers from a shortage of streets, and the streets that are present are very much oriented to automobile traffic and not particularly pleasant for pedestrians and shoppers, often lacking proper sidewalks. Along with failing to sufficiently separate pedestrians from automobile traffic, this has also resulted in a shortage of significant street trees to provide the shade and sense of enclosure enjoyed by residents and shoppers in most successful downtowns.

The most critical design characteristic of most successful downtown districts is the presence of interesting retail shopfronts and restaurants along both sides of the primary streets – the classic American "main street". As the diagram to the right illustrates, this pattern is present in only one half-block of the Historic Town Center, and even there it is compromised by several underperforming buildings. Thus there is great opportunity for infill development, stitching together the district with a variety of new buildings and uses.

Double-sided retail condition on Camino Capistrano

Lack of building frontage and public sidewalks on El Camino Real

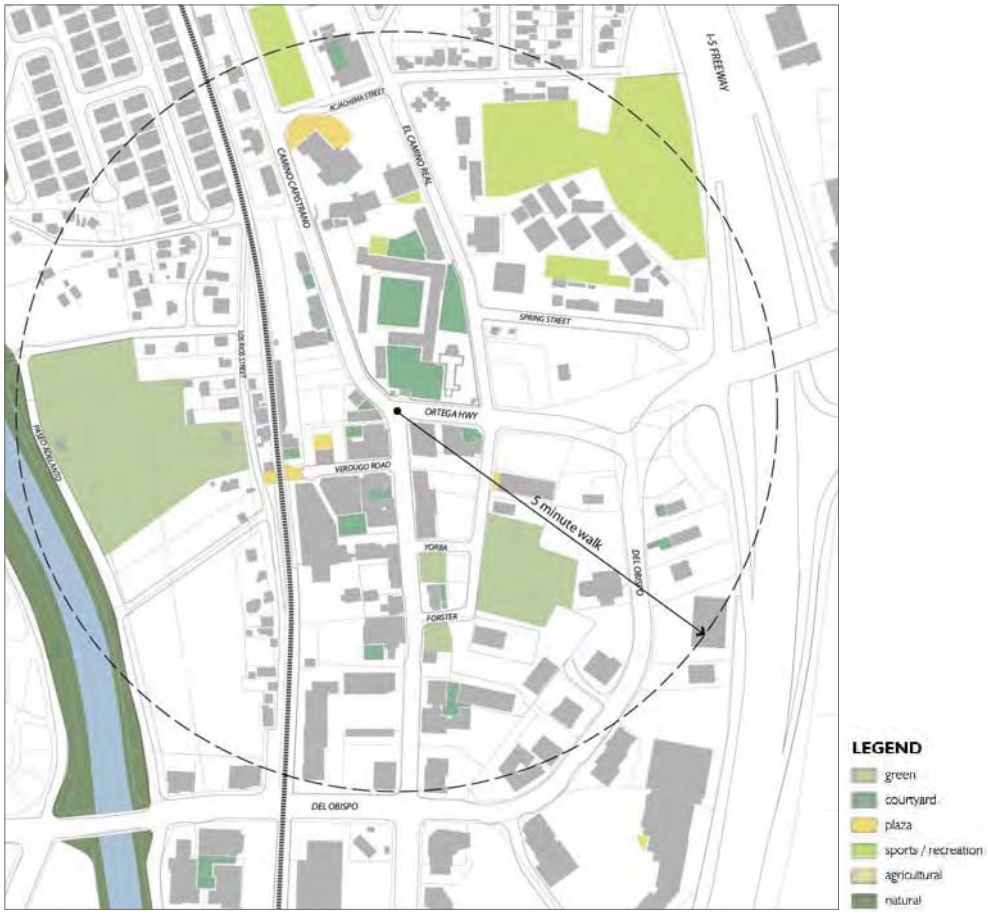
Existing Building Frontage Conditions



LEGEND

- storefront / front door
- arcade / gallery
- windows with no active entry
- double-sided retail condition

Existing Open Space Types



Plaza at Capistrano Depot

Gardens within the Mission grounds

Courtyard at Mercado Village

Historic Town Center Park during Summer Nights festival

Underutilized portion of Historic Town Center Park

1.4.3 Policy and Regulatory Setting

As described in detail in the Policy Analysis (see Appendix), the current General Plan is both explicitly and implicitly supportive of preserving and enhancing the Town Center District as the mixed-use, pedestrian oriented center of the community. Specific goals and policies are clearly aimed at:

- Preserving and enhancing San Juan Capistrano's historic small-town character and unique sense of place;
- Ensuring a strong pedestrian, bicycle, equestrian and transit orientation in the City's circulation network and public realm;
- Providing high quality parks and open space for public events and activities;
- Revitalizing existing under-performing commercial properties:
- Integrating mixed-use housing into the downtown area;

Depending on how these high-level goals are interpreted – and how they are balanced with the sometimes competing interests of convenient automobile access to and through the downtown district – these statements support the development of a vital downtown district of a sort that San Juan Capistrano has never possessed.

Also as described in the Policy Analysis (see Appendix), current zoning standards for the downtown are quite similar to the standards for the lower density suburban development that characterizes the post-1960 areas of town. The floor area ratio standards for such development are too low, and the parking ratios too high, to foster the development a traditional downtown district that most pre-war California cities enjoy. However, both the expressed intent of the General Plan, and the clear intention of the City's Downtown Design Guidelines are to make the sort of compact and mixed-use place that could compete successfully with any downtown district of a comparable size.

Accordingly, it is the goal of this Plan to define – with both policy clarity and physical design reality – a balance of design quality, transportation and environmental performance, and economic viability that will support the short-, medium- and long-term viability of a growing and thriving Downtown San Juan Capistrano.

The following are key questions facing the Town Center from a policy perspective:

1. Should the Town Center offer a physical environment that is truly unique with a diversity of uses that makes the center attractive to locals and not only tourists?

2. Should housing play a key role and be dispersed throughout the core rather than concentrated on a few sites?

3. Should parkland be considered on the specific needs and realities of a town center rather than on current community parkland standards?

4. Should ease of access and traffic flow be considered on the specific needs and realities of a town center rather than on current community public works standards?

5. Should existing and new streets be treated and used as not simply more traffic lanes but as new 'addresses' for businesses or mixed-use development?

6. Should parking be treated as town center infrastructure that is shared to maximize private property and appropriately intensify development rather than as an individual responsibility that dilutes the whole?

The above questions are key to this planning process and the calibration of the Town Center's potential with the community's vision and expectations.

New Policies for a Strong Downtown

Supporting this Master Plan and its accompanying development code is a policy framework that refines the General Plan's intent for this area of the community while enabling the uniqueness of the Downtown District across a variety of separate but interrelated subjects:

There are two categories of policies directing this Master Plan: a) District-wide policies that are intended to guide the wide variety of public and private actions necessary to realize the community's vision for the Town Center District, and b) policies that are aimed at specific topics in support of the community's vision. The following are District-wide policies:

1. Support the Mission's role as a civic and cultural focus for the District;

2. Promote the District's historic character while allowing for compatible contemporary design through a variety of architectural styles (i.e. agricultural, Spanish, moderne, commercial brick)

3. Promote lodging and housing within the District;

4. Promote mixed-use activity to enable a variety of choices for shopping, services, dining, and living in the District;

5. Promote economic sustainability through a diverse and complementary mix of commercial, civic, and housing activity;

6. Require pedestrian-oriented design for all streets, parks, plazas, courtyards and paseos;

7. Require that all streets be designed or retrofitted as 'complete' streets to enable walking and cycling as viable options to driving within and through the District, while maintaining vehicular capacity;

8. Strategically distribute public parking in sufficient concentrations to encourage walking throughout the District and to enable synergies between land uses;

9. Require that all new or substantially modified buildings be designed to appeal to the pedestrian through village or 'small town' scaled facades that positively shape the streetscape;

10. Require building design that supports village-scaled massing and a street network of pedestrian-friendly blocks.

1.4.4 Demographics and Market Analysis

Families with children are a large demographic group in and around the Town Center

Socioeconomics

Downtown San Juan Capistrano's market area, identified as one, three, and ten-mile radii from the downtown, is characterized by a relatively low population density, with 2,380 persons per square mile within the City boundaries. Although this population varies with regard to age, education level, income level, and household size depending on the distance from the downtown, overall it represents an opportunity to create a downtown that serves the unique local constituency.

Households within a one-mile radius are larger than average for Orange County, and in general are comprised of individuals that are less educated and earn lower than average incomes. However, the demographics shift only three miles away, with those households being smaller than the county average, often college-educated, and bringing in significantly higher incomes. It is important to note that 25% of households within three miles earn greater than $150,000 and one in twelve households have incomes greater than $250,000, indicating that there is a large amount of nearby disposable income that may be captured by the downtown.

Within the market area, there is a slight concentration of persons under age 18 and over age 35, suggesting that there are fewer young adults. This characteristic is even more pronounced within the one-mile radius, where there is an even higher concentration of residents under age 18 and over age 65. This suggests that the downtown is serving a diverse local population, with a particular emphasis on families with children as well as older adults.

Population growth within the city is expected to increase at a minimal pace of 3% per year in the near future. This influx of residents can be accommodated with new housing, jobs, retail, and services in a revitalized downtown, and if there is enough success, the growth rate of the city may even increase over time as it gains a competitive advantage over neighboring Orange County cities.

Employment and Business

Businesses in San Juan Capistrano are on average smaller than in the rest of the county, with an average 6.9 employees per business. There are also relatively fewer businesses in the city than in the county.

Within the market area, the service sector and retail trade accounts for the largest share of employment, with service jobs consisting mostly of business services and education services. The proportion of service sector jobs to all other jobs in the city is higher than the county average, while the proportion of retail jobs is less than average.

These findings support a downtown that builds off of its existing business environment, with less emphasis on retail and the introduction of additional opportunities for service sector jobs through new office development.

Market Analysis

Conclusions from market studies completed in 1996 showed that moderate lodging demand existed within the city, and that there was an oversupply of commercial space within downtown. ("Congleton Historic Town Center Market Analysis," 1996 and "Burba Market Support for Historic Town Center Hotel," 1996)

Market studies done in 2010 continue to support the low demand for office space. The demand that does exist is for the type of offices that are well-suited to mixed-use buildings (i.e. offices on second floor), including medical offices and small professional offices.

The current analysis also shows that there is currently significant leakage of retail sales from San Juan Capistrano and neighboring cities, and Downtown San Juan Capistrano is positioned to capture some of these sales, especially from small retail types (e.g. apparel, food and drink establishments). In particular, there is significant potential for food-related services to support over 100,000 square feet. The market can support a new food store in the downtown in the near term, though full build out of other retail types is unlikely to occur until the longer term (15 to 20 years).

Demand for new housing is currently soft, but demand for condominiums in San Juan Capistrano is expected in the mid- to long-term (5-20 years).

No hotels have been built in downtown San Juan Capistrano since the 1996 study, so the demand for lodging remains.

Existing commercial space within the Town Center

1.4.5 Transportation and Parking

The transportation network of San Juan Capistrano's Town Center consists of multiple travel modes and serves both local and regional travel. Many of the Town Center's roadways originated as the town grew around the Mission, and have been modified over time resulting in the existing network. The San Diego (I-5) Freeway and the Capistrano Depot are the primary regional transportation facilities that serve both the Town Center and neighboring communities. Regional roadways that provide surface street access between the Town Center and neighboring cities include Ortega Highway, Camino Capistrano, and Del Obispo Street. The Town Center benefits by a vast supply of public and privately-owned off-street parking, although it presently lacks the coordinated management and operation of this parking supply.

Roadway System

The Town Center's existing roadway network consists of a combination of regional and local facilities. The San Diego Freeway (I-5) is the project area's primary regional automobile access route and extends through Los Angeles, Orange, and San Diego Counties. It is located immediately adjacent to the Town Center and forms its eastern boundary.

The City designates the existing Town Center roadways as follows:

Primary Arterials (four lane divided roadway)
- Ortega Highway (east of the I-5)
- Camino Capistrano (south of Del Obispo Street)

Secondary Arterials (four lane undivided roadway)
- Ortega Highway (west of the I-5)
- Camino Capistrano (north of Del Obispo Street)
- Del Obispo Street

Collectors (two lane undivided roadway)
- El Camino Real
- Verdugo Street
- Yorba Street
- Forster Street
- Plaza Drive
- Spring Street
- Paseo Adelanto
- Alipaz Street
- Acjachema Street

Located immediately adjacent to the Town Center and forming its eastern boundary, the San Diego Freeway (I-5) is the project area's primary regional automobile access route and extends through Los Angeles, Orange, and San Diego Counties.

Ortega Highway is designated State Route 74 from the San Diego (I-5) Freeway to its eastern terminus in Riverside County and provides the primary vehicular access route between the Town Center and communities located to the east of the freeway. Del Obispo Street provides north-south access between the Town Center, communities to the west of the Santa Fe railroad right-of-way, and the city of Dana Point. Camino Capistrano provides continuous north-south access between the Town Center and the neighboring cities of Mission Viejo to the north, and Dana Point to the south and serves as the only continuous north-south alternate route to the San Diego Freeway within the city.

Camino Capistrano links neighboring cities with the Town Center

Amtrak and Metrolink provide passenger service to the heart of the Town Center

Existing bus service will be enhanced by a more walkable streetscape environment

Transit

The Town Center is well served by both local and regional transit service consisting of fixed-route bus lines and both commuter and passenger rail service. It experiences some of the highest transit ridership levels within South Orange County. This combination of rail and bus services contribute towards making the Depot the most heavily used transit facility in South Orange County.

The Orange County Transportation Authority operates bus lines 91 and 191 that provide direct connections between San Juan Capistrano and Laguna Hills and Mission Viejo to the north, and San Clemente to the south, with five stops within the downtown San Juan Capistrano. The two lines operate seven days a week and have a combined average daily boarding of 4,236 passengers. While the number of boardings is low when compared to entire OCTA system, they are the most heavily used lines within South Orange County and are well used by local residents to access the Depot and other local destinations including schools, churches, and jobs.

The Southern California Regional Rail Authority, commonly known as "Metrolink", operates commuter rail service within five Southern California counties (Orange, Los Angeles, San Bernardino, Riverside, and Ventura). Metrolink service to San Juan Capistrano consists of a total of 16 weekday trains and five weekend trains along two lines (Orange County and Inland Empire/Orange County). Amtrak passenger rail service to the Capistrano Depot consists of 23 daily trains along its "Pacific Surfliner" line between Los Angeles and San Diego. This line also connects with other Amtrak national lines at the Fullerton Station and Los Angeles Union Station. This concentration of rail service makes the Depot Orange County's third most heavily used rail station. The Depot currently functions as more of a destination station for both workers and visitors since the neighboring Laguna Niguel station attracts more commuter ridership.

School buses and private tour buses are also prevalent in the Town Center, particularly around the Mission where they drop off and pick up students and other visitors. They currently park on Camino Capistrano, often in the most desirable parking stalls, and requre visitors to walk and queue up along the very narrow sidewalk.

Bicycle, Pedestrians, and Equestrian

The Town Center currently experiences a high level of pedestrian activity that is mostly concentrated within a one-block radius of the intersection of Camino Capistrano and Ortega Highway. While many existing destinations including restaurants, retail, and public facilities are located within a quarter-mile of this intersection, the level of pedestrian activity significantly decreases farther from this intersection. The Mission serves as the Town Center's primary destination and generates a significant amount of existing pedestrian travel. However, the ability of pedestrians to conveniently and comfortably access multiple Town Center destinations is limited by the quality and quantity of existing pedestrian facilities. These limitations are especially acute for individuals who are not fully mobile including the very young, elderly, and disabled.

Field observations and counts taken at seven downtown intersections on Saturday, May 15, 2010 confirmed that the highest concentration of pedestrian activity takes place adjacent to the Mission. An estimated 470 pedestrians were observed crossing the intersection of Camino Capistrano and Ortega Highway during the peak hour of 12:00 noon and 1:00 pm, and a total of 1,413 were observed during a four-hour period (10:00 am to 2:00 pm) during the same day. This number decreases significantly farther from the Mission, with an estimated 177 pedestrians observed at the intersection of El Camino Real and Ortega Highway, and 130 pedestrians observed at the intersection of Camino Capistrano and Del Obispo Street during the Saturday peak hour period. Still, according to research conducted on pedestrian activity within San Diego County, all of these intersections can be classified as high volume intersections for pedestrians. In particular, the 470 pedestrians observed during the peak hour at the intersection of Camino Capistrano and Ortega Highway is comparable to pedestrian counts of traditional Main Street environments within San Diego County such as Rosecrans Street in Pacific Heights (362 peak hour pedestrians), Montezuma Road at College Avenue in San Diego State University (393), and University Avenue (431). (*Source: "Seamless Travel: Measuring Bicycle and Pedestrian Activity in San Diego County and its relationship to Land Use, Transportation, Safety, and Facility Type". UC Berkley Traffic Safety Center, 2009)*

Beyond the area adjacent to the Mission, the Town Center currently experiences an uneven distribution of pedestrian activity. This can be attributed to a number of factors including the Town Center's existing land use pattern, the location of parking and transit, operating conditions on local roadways, and sidewalk conditions. As the City's largest destination, the Mission generates a significant amount of the Town Center's pedestrian trips since all of its 360,000 annual visitors either park off-site or arrive via public transportation. Ample and convenient parking at the Depot and along El Camino Real also help concentrate pedestrian travel. Meanwhile, lack of a southern anchor or destination along Camino Capistrano, high traffic volumes, narrow or missing sidewalks, and poor pedestrian connections restrict pedestrian travel to other Town Center uses.

Although the City has an extensive network of regional off-street bicycle trails and lanes that provide continuous access to local destinations and neighboring cities, the system does not directly connect to the Town Center. The nearest bike path is located along Camino Capistrano and ends at La Zanja Street, approximately 0.5 miles north of Ortega Highway. Further, there are no direct connections to the Town Center from the existing Trabuco or San Juan Creek trails, or on-street Class II bike lanes located on portions of Del Obispo Street, Alipaz Street, and Rancho Viejo Road. While the trails are heavily used, they function primarily as recreational facilities. Only 32 bicyclists were observed on Ortega Highway, ten on El Camino Real, and four on Camino Capistrano on during a four hour period (10:00 am to 2:00 pm) Saturday, May 15, 2010. (It should be noted that these counts may have

Streetscapes need to be rebalanced in favor of pedestrians

Trabuco Creek multi-purpose trail serves cyclists and equestrian riders

been affected by the ongoing construction activities along San Juan and Trabuco Creeks that has temporarily closed the existing trails.) Existing conditions such as high operating speeds and congestion levels of many Town Center roadways, and limited roadway access between the Town Center and neighboring communities may have an impact bicycle travel to and from the Town Center. Improving connections between existing bicycle facilities and the Town Center, and making Town Center streets safe enough for on-street riding are an important components of the multimodal transportation plan described in Section 4 of this document.

Equestrian uses are an important component of San Juan Capistrano's past and present. In fact, the city is known as the "Equestrian Capital of the West." There are currently approximately 1,000 stables within riding distance of the Town Center, with an additional approximately 500 proposed as part of the nearby Distrito La Novia project. These stables located east and west of the Town Center, along the San Juan Creek and Trabuco Creek trails. This significant population of riders currently experiences challenges due to lack of connections from the trail network to the Town Center, as described above, and lack of horse "parking," i.e. hitching posts convenient to Town Center businesses.

Parking

The Town Center's existing parking supply is regulated by project-specific codes that require that each project or use provide sufficient on-site parking to meet its demand as defined by the code. This is in contrast to most successful mixed-use or town center districts where parking is generally pooled and centrally managed. This shared parking arrangement allows for the more efficient use of a district's parking supply and reduces automobile use by encouraging visitors to use a single parking space to serve multiple destinations.

A total of 3,419 parking spaces are located within the Town Center Master Plan area. This includes 3,241 off-street spaces, and 178 on-street spaces. According to the "2008 Downtown San Juan Capistrano Parking Study" the demand for parking within the Town Center is greatest during the summer months, and specifically during evening hours and on Saturdays. The lots adjacent to the Depot and located along El Camino Real (south of Ortega Highway), and the Parking Structure experience the highest occupancy levels during the peak periods. Other nearby lots experience lower occupancy levels during the same periods. These periodic, localized parking "shortages" are intensified by missing or inadequate pedestrian linkages , as evidenced by survey results indicating that 90% of downtown visitors walk less than one block from their parking space.

Off-street parking within the City is currently regulated by use-specific codes that require that parking be provided for individual projects based on prescribed ratios. The City is in the process of modifying this policy for the Town Center in order to allow for the provision of shared parking within publicly owned lots. While this new policy is an important initial step, the City should consider the adoption of a multi-faceted parking strategy in order to improve the usefulness of existing and future parking supplies and to extend the Town Center's commercial activity beyond the existing tight cluster adjacent to the Mission and Depot.

1.5 Public Participation

The updating of this Master Plan as well as the preparation of the accompanying development standards and implementation program were developed through a public process of collaboration with the community, property owners and public agencies. This process consisted of the following :

Information Collection and Analysis

March 23, 2010	City Staff and Stakeholder Committee Kick-Off
May 4, 2010	City Staff Review of Existing Conditions
May 26, 2010	Public Workshop on Existing Conditions

Community Design Charrette

June 9, 2010	City Staff and Stakeholder Review and Public Workshop
June 10, 2010	Open Studio and Public Update
June 11, 2010	Public Presentation

Master Plan Preparation

July 22, 2010	City Staff and Stakeholder Review of Outline (60%) Draft Master Plan
September 23, 2010	City Staff Review of Administrative (85%) Draft Master Plan
November 2, 2010	Presentation of Public Review (100%) Draft Master Plan

Images of various meetings and workshops demonstrating continuous outreach during the Master Plan process.

2 Vision Plan

NOTE: Drawings shown in the following pages are illustrative only, and are not representative of approved projects.

Town Center Vision Plan

This section contains descriptions and illustrations of the five unique places within the Town Center District, as introduced in Section 1.2, as well as the recommended Repositioning area on the east and south side of Del Obispo Street. These descriptions are intended to convey the general urban design intent of each of those places, with suggestions and weave it into the downtown while maintaining its uniqueness and value to the whole.

A brief overview of the entire Vision Plan is provided on the following pages. Sections 3 and 4 of this Plan present in more detail the design and function of the proposed interconnected network of walkable streets that will frame and organize the Town Center.

Town Center Places

1. Town Center Gateway
2. Ortega Highway and the Mission
3. Verdugo Street and the Capistrano Depot
4. Camino Capistrano
5. El Camino Real and the Historic Town Center Park

Repositioning Areas

6. North Del Obispo
7. South Del Obispo
8. West Del Obispo

Camino Capistrano
El Camino Real
Spring Street
Ortega Highway
Verdugo
Yorba
Del Obispo
Forster
El Camino Real
Del Obispo
Camino Capistrano
Avenida Golondrina
Avenida Los Amigos
E La Palma Ave
1
2
3
4
5
6
7
8

Town Center Places

Town Center Gateway

Most visitors' first impression of San Juan Capistrano's Town Center will be formed when they exit Interstate 5 at Ortega Highway, or cross Interstate 5 coming west on Ortega. That impression is currently dominated by fast-food restaurants, parking lots, and vacant lots. By the time Caltrans finishes constructing the new interchange in 2014 or 2015, the intersection will be reconfigured to direct the visitor directly south onto Del Obispo, and a new hotel will probably at the northwest intersection of Ortega and Del Obispo. It will be very important that this intersection become part of the Town Center environment to cue the visitor that they have arrived, with a range of streetscape and landscape enhancements and new buildings around this key intersection are
recommended, as described in Section 2.2.1.

Ortega Highway and the Mission

As the visitor turns right from the new Ortega Highway/Del Obispo onto Ortega leading to Mission San Juan Capistrano, it will be important that Ortega evolve to reflect a Town Center "main street" environment rather than its previous state as a wide highway. As described in Section 2.2.2, both a name change – perhaps to Ortega Street – and a physical transformation with new widened sidewalks, large street trees, and angled parking along the north side are recommended. The block of Ortega in front of the Mission is envisioned to have special pavement on the sidewalks and perhaps in the street itself, so that it could be closed off for special events and function as a town square or plaza for farmers markets, the Swallows Festival or other community celebrations.

Verdugo Street and the Capistrano Depot

The historic San Juan Capistrano Depot is one of the City's earliest and most significant landmarks, and remains an important icon because of the frequent Amtrak and Metrolink passenger service. And as so often happens, other lively uses – including restaurants, shops and a theater – have clustered themselves around the Depot and near the Mission entry. A series of recommendations for improvements to the pedestrian connectivity, streetscape and landscape, and infill buildings to bring even more vitality to this area are provided in Section 2.2.3.

Camino Capistrano

A part of historic Route 101, that connected San Diego to Los Angeles and San Frrancisco – Camino Capistrano has always been the "main drag" of San Juan Capistrano. But unlike most small towns along old 101, Camino Capistrano has never had the wide sidewalks, street trees, and crosswalks that very successful town center "main streets" need. Nor has it ever been lined with the continuous retail or mixed use "main street" buildings that make small downtowns hum. In Section 2.2.4, a series of relatively subtle but collectively powerful changes are recommended, including sidewalk and street tree improvements, on-street parking adjustments, infill buildings at key locations along Camino Capistrano between Ortega Highway and Del Obispo Street, and a new south "anchor" as a counterpoint to the powerful Mission/Depot anchor at the north end, to extend visitor's walks and stays in the Town Center.

El Camino Real and the Historic Town Center Park

At the heart of the Historic Town Center are a small segment of the famed El Camino Real and the Historic Town Center Park, a bit lost behind the retail buildings along Camino Capistrano and the suburban retail buildings along Del Obispo. A key strategy, described in Section 2.2.5 is to transform this area into the center of the Town Center – a strategy advocated in the earlier 1995 Historic Town Center Master Plan as well. Key elements of this strategy are a) opening up views and access to this area with street extensions connecting Camino Capistrano to Del Obispo, b) improving all the streets with comfortable sidewalks, street trees, c) improving the Town Center Park and facing it with a new City Hall and other mixed-use infill buildings to help it live up to its promising name, and d) extending El Camino Real southward in the future to connect to Del Obispo Street and the commercial properties to the south.

Repositioning Areas

North Del Obispo

To build both the physical environment and the economic vitality of the Historic Town Center, a key goal of this Vision Plan is to enable the commercial properties on the east and south side of Del Obispo Street to participate in that growing success. Del Obispo Street to date has been the "town center bypass", and there is now an opportunity for these two separate areas to grow together, to their mutual benefit. With very simple streetscape enhancements and the recommended street extensions mentioned above, Del Obispo Street can become the third primary Town Center street – along with Ortega and Camino Capistrano – and as buildings on both sides become obsolete they can be replaced with new, street-fronting retail or office along the new wider sidewalks of Del Obispo. The elements of this recommended transformation are described in Section 2.3.2.

South Del Obispo

With new street connections to the Historic Town Center via El Camino Real and Forster Street – and to the existing residential neighborhood to the south – this southerly portion of the existing retail center on the south/east side of Del Obispo Street could be repositioned as an in-town neighborhood, with town houses and courtyard housing mixed with neighborhood-serving retail shops. This provides an additional option to the current property owners, should the purely commercial viability of these properties decline over time, as has occurred to some extent already. As the Town Center to the north of Del Obispo grows in size and vitality, it is almost certain that demand for housing within easy walking distance of such an attractive place will increase and, in Section 2.3.3, this Plan provides a vision and strategy for accommodating that demand.

West Del Obispo

Similar to the South Del Obispo area described in the previous paragraph, the value of the extra space properties along both sides of Camino Capistrano to the south of Del Obispo Street are likely to fade as purely retail properties over time, as new and more interesting retail options in the Town Center increase, and as freeway oriented and internet retail continue to chip away at older strip retail centers' customer base. When that happens, these properties also could be revitalized as mixed-use development that is compatible with the Town Center area to the north and east. In Section 2.3.4 a brief description of a concept and strategy for the long term future evolution of that area is provided.

The Historic Town Center is the birthplace, the geographic center, the principal crossroads and the civic heart of the City of San Juan Capistrano and the greater Capistrano Valley area. Despite its strategic location and the relative prosperity of the surrounding community, the town center has never coalesced into the sort of compact, vibrant, mixed-use, multi-block downtown district that most city's of its size enjoy. The City's General Plan and the 1995 Town Center Master Plan include the foundation for a downtown plan. To effectively focus those policies and intentions into a clear and tangible plan – including the implementation tools to catalyze and shape change – community leadership initiated a public discussion and planning process that has resulted in this Plan.

Through a process of public workshops and a community design Charrette, a clear vision for the future of the downtown emerged. This section describes the vision for the overall Town Center District, and the individual places of which it is comprised.

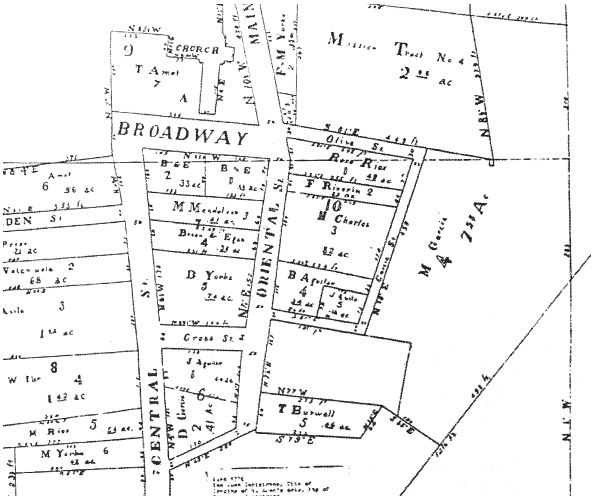
Origins

The land immediately to the south of Mission San Juan Capistrano – particularly properties fronting Camino Capistrano and El Camino Real – was the land first settled by the Spanish, and later the Mexicans, and thus is the historic center of the town of San Juan Capistrano.

This historic center was organized by north-south streets Camino Capistrano (originally Central Street), El Camino Real (originally Principal Street or Main Street, later Oriental Street and finally El Camino Real), Los Rios Street (formerly Occidental Street) and east-west streets Spring Street (originally Hot Springs Road), Ortega Highway (originally Broadway in front of the Mission and Olive Street east of El Camino Real) and Yorba Street (originally Cross Street). The town center was also oriented towards the Plaza, which was situated in front of the original basilica, in between El Camino Real and Camino Capistrano.

When the California Central Railroad came through town in 1887, it divided the Los Rios Neighborhood from the Downtown, leaving just two north-south streets, which doubled as significant through routes for regional travelers and were lined with commercial, residential, and hotel buildings. As Camino Capistrano superseded the old El Camino Real alignment as State Route 101, highway oriented business along that street thrived and several buildings along El Camino Real disappeared, in part to provide parking lots for the Camino Capistrano businesses. By the 1950's downtown San Juan Capistrano was functionally a one-street district.

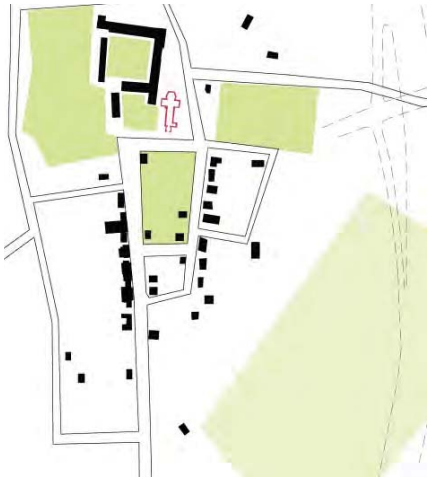
When Del Obispo Street was extended through the orchards to the east of El Camino Real to connect directly to Ortega Highway and Interstate 5 in the 1970's, it was conceived as a suburban arterial street to relieve traffic congestion on Camino Capistrano, and to create a modern suburban shopping center environment. Properties to the west of El Camino Real were reconceived as fronting only Camino Capistrano, leaving El Camino Real functionally an alley for Camino Capistrano.



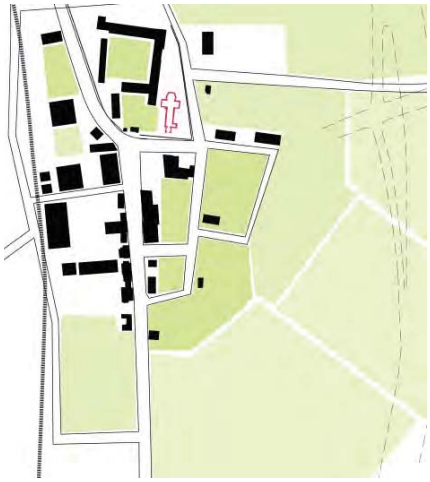
The first official map of the town of San Juan Capistrano (1875)

As this Plan is being prepared, Caltrans plans to reconstruct the Interstate 5/Ortega Highway interchange, so that as Ortega Highway approaches downtown from the east it curves to align with Del Obispo. Thus to enter the Downtown one will need to turn right on the remaining two-block stretch of Ortega Highway, or else continue southward toward Dana Point. This will have a significant impact on the urban design, wayfinding, and economic viability of the downtown.

This Plan for San Juan Capistrano's Town Center recognizes and respects the history of each of these streets, and the historic buildings that have defined them, and envisions a town pattern that will knit them together into the framework of a more walkable, attractive, and prosperous downtown district.


Downtown San Juan Capistrano in 1888

View looking south from the Mission across Plaza in 1880's



Downtown San Juan Capistrano in 1938

View looking north on Camino Capistrano towards the Mission in 1925

Downtown San Juan Capistrano in 1990's

View of present day Del Obispo Street and Del Obispo Shopping Center

Downtown San Juan Capistrano in near future

Planned Ortega Highway/I-5 Interchange realignment

2.1 Street Network and Block Structure

As part of the pre-design research for this Plan, the design team studied a number of coastal California's more successful village-scale town centers –Carmel, San Clemente, Laguna Beach, and La Jolla, among others – to identify some of the key structural, functional and physical design characteristics that they have in common. In every case, they share:

1. A simple structure of small blocks, typically no more than 600 feet long, with a perimeter of no more than 1,600 to 1,800 feet. These dimensions facilitate exploration and navigation on foot.

2. A relatively continuous pattern of town-scale buildings with interesting shopfronts at the ground floor, built close to the street and on both sides.

3. At least one street with continuous building frontage on both sides of the street for approximately a quarter mile, or 1,200 to 1,400 feet, typically defined as the "main street" of the town.

4. Streets with relatively wide sidewalks, curbside customer parking, and varying patterns of street trees and streetlights separating the pedestrian space of the sidewalk from vehicular areas.

5. A network of public parking lots, parking structures, and curbside parking that are managed by the municipality as a shared pool of parking for shoppers and other visitors.

It is very clear that these design characteristics are fundamental to making those places attractive to local residents, visitors, businesses, and office workers who choose to spend time shopping, walking, dining, living, lodging or working in the downtown area.

These characteristics combine to make those downtowns a "place" to spend time, a place that becomes an all-encompassing destination for the shopper or the visitor, rather than a collection of individual businesses. This in turn extends the length and value of typical visits to that downtown district, generating multiple sales with a single car trip and a single parking space and secondary sales as visitors discover shops they had not patronized before. The design characteristics of these model downtowns are all dependent on a well-designed, fine-grain network of local streets, which result in the walkable blocks, building frontage, comfortable pedestrian environment, and convenient parking supply described.

Continuous town-scale buildings with interesting shopfronts at ground floor

Small blocks with continuous streetscape amenities facilitating the pedestrian experience

Downtown San Juan Capistrano block structure (existing)

Downtown San Clemente block structure

1200 feet
typical block size: 210' x 645'

Downtown San Juan Capistrano proposed block structure with new streets

The figure above illustrates how the existing super-block bounded by Ortega Highway, Del Obispo Street, and Camino Capistrano could be reorganized into a walkable network of smaller blocks. Three new street segments complete an existing street network that presently ends in the superblock. These street extensions will provide valuable downtown addresses for businesses and other uses, giving them new visibility, accessibility, and value while extending the network of interesting places for residents, shoppers, and visitors to explore.

Very importantly, these proposed street segments will create additional opportunities for visitors on Del Obispo Street to enter into the town center. Visitors exiting the freeway or arriving from the east side of town will have convenient right turns onto Ortega Highway, Yorba, Forster, El Camino Real, or Camino Capistrano, all of which will lead to the revitalized Town Center District.

These new street linkages will also provide new high quality pedestrian connections from the many existing shops on the east side of Del Obispo into the Historic Town Center, and vice versa. This should have the effect of increasing "cross-shopping" on both sides of Del Obispo, and gradually knit these areas into a single district.

The following two pages illustrate figure ground diagrams of the Historic Town Center of San Juan Capistrano, with the building forms colored in black. The first shows the existing condition, with most buildings disconnected from others, separated by underutilized open space or surface parking lots that discourage pedestrian activity. The next diagram illustrates how a new block structure can create a framework for possible infill sites, resulting in continuous building frontages that encourage walking within the downtown.

Existing Figure Ground Condition

Proposed Figure Ground Condition

2.2 Revitalization - Historic Town Center

2.2.1 Town Center Gateway

One of the primary entries into the Town Center is via Interstate 5 and Ortega Highway. This interchange, along with the related Ortega Highway/Del Obispo intersection, is planned to undergo reconstruction that will shift the directionality of approaching vehicles away from Ortega Highway and towards Del Obispo. As the community has suggested, this may negatively affect wayfinding for the Mission, and for the downtown in general. Therefore extending the downtown east to Del Obispo and establishing a gateway to downtown at this intersection is critical. This can be accomplished by bringing buildings and activity close to the street, maintaining a continuous streetscape and view corridor down Ortega, and introducing an iconic element at the intersection.

A primary component of the gateway is the proposed Plaza Banderas, which includes a 124-room hotel fronting Ortega Highway along with two small retail and restaurant buildings fronting Ortega Highway and El Camino Real. In order to improve traffic flow generated by the proposed hotel, a new dedicated right turn lane is required for westbound traffic on Ortega when turning on to El Camino Real.

Although Plaza Banderas will likely be completed before the new interchange is in place, it will ultimately find itself set back a great distance from the intersection of Ortega Highway and Del Obispo, separated from the street by a large residual property resulting from the realignment. While the ownership of this parcel is yet to be determined, it is suggested that its future not be limited to a large ambiguous landscaped area, but instead contribute to the downtown environment by its use as a development site. The Master Plan proposes that the Plaza Banderas be supplemented by an additional retail or restaurant building on the newly created and highly visible parcel, establishing a distinct edge to the north side of Ortega and creating a landmark for those entering downtown. An appropriately-sized plaza with an iconic element such as a fountain, statue, or other piece of public art, can also contribute to the gateway on this site while keeping the proposed retail building a comfortable distance from the busy intersection.

The second key component of creating a downtown gateway is construction of a major new municipal parking structure at the southwest corner of the new Ortega Highway/Del Obispo intersection, lined on all sides with retail shops and other uses to screen the parking structure from public view. Replacing the existing surface parking lots and drive-through restaurants on this corner with a well-designed building fronting directly onto the street helps form another distinct corner at the gateway.

Pedestrian circulation from this parking facility will be convenient to the Mission, Camino Capistrano, and adjacent mixed-use, office, and civic buildings. The additional supply of parking provided by the new structure would replace the need for the existing surface parking lots on the west and east side of El Camino Real, and allow the construction of the new buildings around the Historic Town Center Park without requiring each to have its own dedicated parking spaces. Curbside parking along El Camino Real would be managed, and generally be reserved for short-term visitor parking.

The construction of such a shared parking facility – integral to the success of the overall vision for the Town Center, as described in more detail in Section 4 – would require the relocation of the Camino Real Playhouse. Retaining and supporting that institution is clearly a community priority, but the structure in which they are currently operating is a very undistinguished windowless former telephone equipment building not well suited to the Playhouse's needs, nor any other downtown use. Because it is a publicly funded institution, the most feasible new location for the Playhouse would be in an existing building and/or on public property, such as the Hot Springs Dance Hall, a potentially relocated historic barn building in Los Rios Park, or an underperforming retail center near the downtown. Alternatively, the Playhouse might share a larger facility with another local institution, such as the new performing arts center planned for the nearby St. Margaret's Episcopal School.

Community theater located within an old barn structure in San Diego

Parking structure lined with ground floor retail and offices above

Three-level mixed use building of appropriate scale for parking liner

Yorba Street Extension

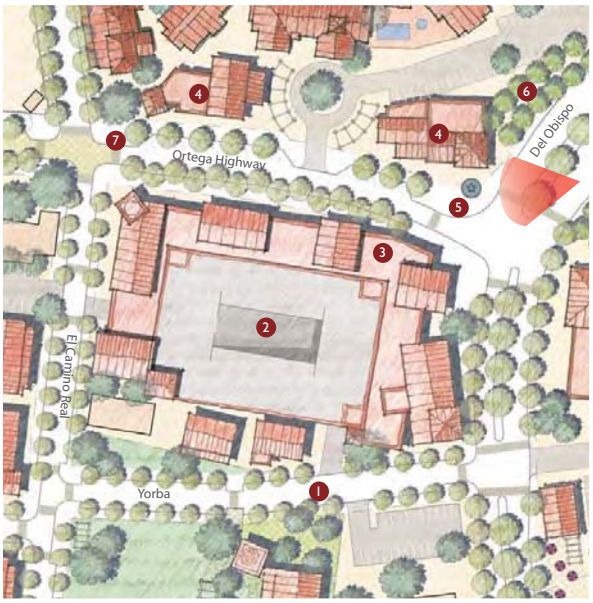
Extending the existing Yorba Street across the Town Center offers a key opportunity to improve access, complete a simple street network, and create valuable new addresses. This Plan recommends that a new segment of Yorba connect El Camino Real to Del Obispo Street, running just to the south of the Blas Aguilar Adobe. Along with providing vehicular access to the new parking structure described above, this new street will be a prominent address for small new mixed-use buildings next to the Blas Aguilar Adobe and facing the Historic Town Center Park.

The Plan illustrates the new segment of Yorba to be slightly offset from the existing block of Yorba. This positioning simplifies the geometry of the blocks, does not disturb old foundation walls, and preserves more of the Park than would be the case if the new segment aligned directly with the existing street. It also allows traffic to go through without encouraging excessive speeds, and allows a future building on the west side of El Camino Real to terminate the view of a person entering town from the east.

This new intersection of Yorba at Del Obispo may or may not be signalized depending on its ultimate proximity to the intersection of Ortega Highway and Del Obispo, and is illustrated here at a conceptual level only. Similarly, allowable turning movements between this street and Del Obispo will need to be determined by traffic engineers during later design phases.

Illustrative view of intersection of Del Obispo and Ortega Highway with lined parking structure

Existing conditions



Proposed improvements

Illustrative view looking southeast towards new I-5/Ortega Highway interchange and proposed park-once structure

KEYNOTES

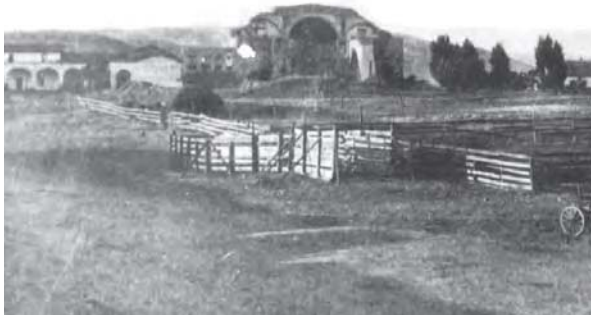
1. Yorba Street extension
2. Multi-level (400 stall) parking structure
3. Retail and office liner buildings
4. New retail building
5. Plaza with fountain
6. Orange grove
7. Dedicated right-turn lane

2.2.2 Ortega Highway and the Mission

Originally called Broadway, this prominent thoroughfare began as a two block street across the front of the Mission. It was built in the mid 1880's, when the original Spanish intention that the Mission open to an expansive plaza had given way to the more American road-building impulse. A much smaller roadway, Olive Street, and the historic Hot Springs Road (now Spring Street) connected Broadway eastward into the countryside and orchards.

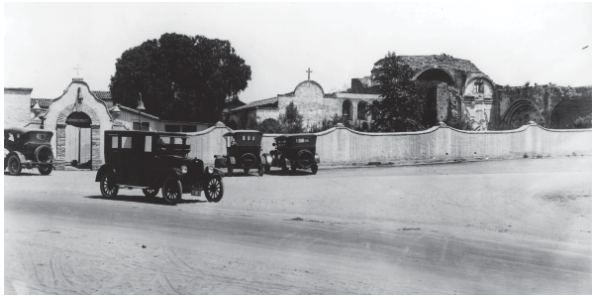
In the 1920's the residents of Orange County and Riverside County became increasingly frustrated by the poor roads and difficult Santa Ana Mountain terrain that separated their rich agricultural valleys from one another. The resulting Ortega Highway project replaced old Hot Springs Road as the major road eastward, and in 1932 opened as a smooth, two-lane highway through the mountains. Old Broadway in front of the San Juan Capistrano Mission had the distinction of becoming the last few hundred feet of the new highway, connecting it to Camino Capistrano, then Highway 101.

With Caltrans' current Interstate 5/Ortega Highway project, Ortega Highway will be bent southward and connected directly to Del Obispo Street, returning the old Broadway segment back to its original function as an important downtown street in front of the Mission. When that occurs, this Plan envisions that it can take on a new and appropriately town-like character.



View of Mission in 1880's with town square in front of the Old Stone Church

1925 map of Downtown San Juan Capistrano before Ortega Highway was built



View of Mission wall erected in 1920's

Present day Mission Entrance and sidewalk on Ortega Highway

Illustrative aerial view looking northeast toward Ortega Highway and Mission

The community has previously debated the possibility of converting the block of Ortega Highway in front of the Mission into a plaza, and closing it completely to automobile traffic. In response, this plan recommends transforming the current broad highway right-of-way, from Del Obispo to Camino Capistrano, into a pedestrian-priority street by narrowing the pavement significantly, providing very wide sidewalks, and very closely spaced street trees to provide strong spatial definition and shade. (See Section 4.4 Street Design for a detailed section drawing of the proposed right of way.)

On the north side this will more adequately accommodate the thousands of visitors who line up patiently every year waiting to be admitted to the Mission, and on the south side to provide sidewalk dining opportunities and room for large numbers of pedestrians. With the introduction of the new street linkages of Yorba, Forster and El Camino Real to Del Obispo – providing alternate routes to and through the Downtown core – it will be possible to close one or both blocks of Ortega Highway to traffic periodically for special events and celebrations, linking the Mission and the rest of the downtown in ways not previously possible.

Because of this new character on Ortega, it is recommended that it be removed from the Master Plan of Arterial Highways (MPAH) and be redesignated as a local street. This can be accomplished with minimal cost associated with lost of funding. See Section 4 for further details on the MPAH consistency.

It is also recommended that this transformed two-block street might be renamed "Ortega Street" in honor of its release from highway status and in recognition of the heritage of the town. Regardless of its name, it is envisioned to be strongly defined as a downtown street by new buildings: a new urban hotel that is proposed on the north side between Del Obispo and El Camino Real, and the new lined parking structure block proposed to the south.

It is also envisioned that in support of the new public space connection between the Mission and the town it may be possible for some of the current screen wall separating the Mission gardens from Ortega Highway to be replaced by open fencing, allowing the gardens to be at least visually a part of the town as is the case with so many of California's finest Missions. Although the provision of such a small amount of (visual) public open space in front of this iconic Mission will surely not realize the Franciscans' original conception of a great plaza as the Mission foreground and community gathering place, it would be a small and welcome gesture linking the town to its founding and defining landmark.

Illustrative view looking north on Camino Capistrano towards Ortega Highway and new Mission Entrance

KEYNOTES

1. Diagonal Parking
2. Parallel Parking
3. Widened Sidewalks
4. New Mission Gift Shop
5. Semi-transparent Fence
6. Continuous Street Trees

Proposed improvements

Existing conditions

Wide sidewalks with outdoor dining

Street trees placed within parking lane to create shade canopy

Mission San Luis Obispo opens to plaza

2.2.3 Verdugo Street and the Capistrano Depot

Another of the Downtown's several one-block streets, Verdugo is very significant because it leads to the train station. The train was a key to San Juan Capistrano's original growth in the late 19th and early 20th century, and is now key to the Downtown's continued development as a visitor destination, employment incubator, and residential address with convenient regional transit connections.

In its current form Verdugo has the appearance of a rather wide alley, with narrow sidewalks and no landscaping or curbside parking. This condition has been recognized by a number of proposals for urban design improvements to this street. Further, Verdugo connects to the train station parking lot with two narrow one-way connector drives that are not very intuitive to use; when one drives to the end of Verdugo where the station and its plaza are visible, it is not possible to turn right to the parking lot and one must make a U-turn to return to the correct driveway.

To provide more robust access to the train station, this Plan recommends that a new access drive be constructed connecting the north end of the train station parking lot directly to Camino Capistrano, with a two-way drive running across the back of the train station and connecting to Verdugo Street at the train station plaza. It is also recommended that the sidewalks on Verdugo be widened, reducing the current wide three-lane roadway to two, and foregoing on-street parking in favor of making room for street tree planting in this high-volume pedestrian connection from the train station and the restored movie theater up to Camino Capistrano. The removal of the dedicated left turn lane on Verdugo should be compensated by the addition of the new northerly connection from the parking lot to Camino Capistrano to the north of Ortega Highway.

The new north driveway will require a certain amount of grading to provide the northerly driveway from Camino Capistrano to the train station parking lot, which could likely be done in conjunction with the construction of proposed new buildings on the small "pad" lot between the parking lot and Camino Capistrano. It will also require that the taxi stand be relocated to just west of the existing Capistrano Plaza building to allow the two-way station-front drive to extend all the way to Verdugo.

Finally, to connect the train station and Verdugo Street to the revitalized El Camino Real, it is recommended that vehicular access to the parking lot on the east side of Camino Capistrano be restored, making it a more "street-like" connection for both low-speed traffic and pedestrians. Similar to the debate regarding Ortega Highway, this potential connection is another issue that has been discussed and debated with the community, with some suggesting this be made a real street while others support the idea of it remaining open only to pedestrians. This plan provides a solution that satisfies both constituencies.

The existing arcade on the north side of that parking lot constitutes a very fine pedestrian way, and the parking in the existing lot can remain substantially as-is for the indefinite future. When the new shared parking structure is built on the east side of El Camino Real, and when new buildings are constructed on the west side of El Camino Real, this parking lot might be reorganized to provide a nice tree-lined sidewalk along the south side as well. These trees should match the street trees placed on Verdugo in order to maintain visual continuity.

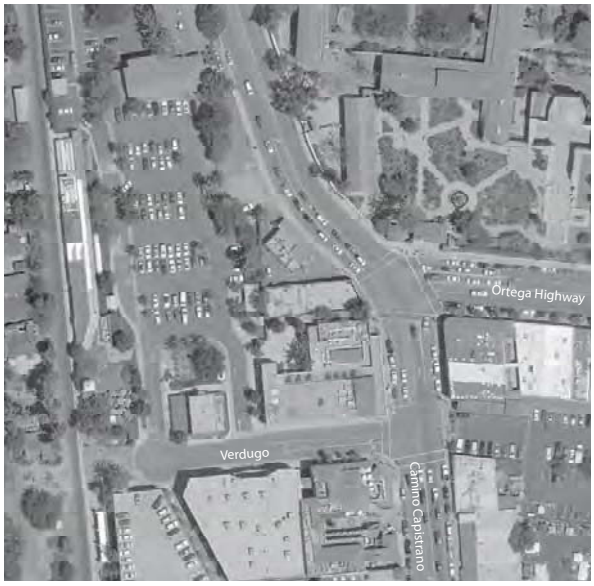
At the corner of Camino Capistrano and Verdugo Street, the Capistrano Plaza building, with a long blank wall facing Verdugo, might be replaced with a new mixed-use or hotel building. That is the site of the Hotel Capistrano, which was demolished to make way for the current one-story building, built in the hope that a wax museum would thrive across the street from the Mission. It did not, and a new three-story boutique hotel with a ground floor restaurant or bar would be one very good option for the future of this strategically located site. If there is not sufficient demand for a hotel, a mixed-use building with ground floor retail and residences or offices above would achieve similar results.

Original Hotel Capistrano at the corner of Verdugo and Camino Capistrano

Three-story boutique hotel with active ground floor

Illustrative aerial view looking southeast towards Verdugo Street and the Capistrnao Depot

Illustrative view looking northwest on Camino Capistrano towards towards new mixed-use/boutique hotel



Existing conditions

Proposed improvements

KEYNOTES

1. Widened Sidewalks with Street Trees
2. New Access Drive
3. Two-way Drive
4. Pedestrian and taxi plaza
5. New Mixed-Use or Boutique Hotel
6. Restored Vehicular Access from Camino Capistrano

2.2.4 Camino Capistrano

View looking north on Camino Capistrano in 1959 with diagonal parking on both sides

Streetscape

Camino Capistrano has long been the "main street" of San Juan Capistrano, serving as Highway 101 for many decades. Old 101 is the main street of dozens of towns that span the length of California, and one by one those towns have been reclaiming the previous highway right of way as a real downtown street that meets the needs of local residents, businesses, shoppers and visitors. Those improvements typically include widened sidewalks, street trees and curbside parking – often angled – that Caltrans had removed, town-scale travel lanes rather than highway-scale lanes, and closely spaced crosswalks.

It is clear that the success of the Town Center District as a place that draws and retains residents and visitors is dependent in large measure on Camino Capistrano – at least from Ortega Highway to Del Obispo – serving as a legitimate main street environment. With its unnecessarily wide lanes and uncomfortably narrow sidewalk, this street is presently seen as too intimidating to walk along and cross for it to function as a mixed-use or retail main street. Further, because of the general lack of an interconnected street network in the Capistrano Valley the Orange County Transportation Authority (OCTA) has maintained highway-oriented standards for Camino Capistrano, prioritizing through traffic over the character and function of Downtown San Juan Capistrano. Over the past century, as other small town main streets have thrived, then died during the suburban boom, and recently have been revived, Camino Capistrano has never taken off as a destination because it has never stopped functioning like a highway.

This Plan recommends that the historic angled parking arrangement be restored on Camino Capistrano, at least from Ortega Highway to Forster Street. Angled parking on both sides would be ideal, but given the anticipated volumes of through traffic it is recommended for the foreseeable future that the center turn lane remain, which will allow angled parking on only one side. Back-in angled parking is recommended on the east side of the street, complemented with sidewalk expansion on the west side of the street, and is described in more detail in the Public Realm and Mobility sections of this Plan.

An even higher priority is improving the pedestrian ways on both sides of the street, which currently vary in width from adequate to much too narrow. A wider sidewalk along the west side is recommended, along with the planting of street trees to help define the street as a space, despite the gap-toothed building pattern. The Public Realm and Implementation sections of this Plan present a phased strategy for achieving these objectives.

The process of transforming these blocks of Camino Capistrano into a true main street will be challenging, and close cooperation with the OCTA and nearby cities will be important in rebalancing the legitimate need for it to carry sufficient amounts of through traffic and function as the City's main street at the same time. To help reach a timely consensus in this regard, the recommended design changes have been gauged to significantly improve the pedestrian environment while having little if any effect on traffic capacity.

Existing conditions

Present day view looking north on Camino Capistrano

Proposed improvements

KEYNOTES

1. Streetscape Improvements
2. Infill Buildings with Groud Floor Retail
3. Parking Structure Expansion
4. New Courtyard Housing
5. Potential Site for Southern Retail Anchor
6. Retail Pad

Camino Capistrano as a retail street with north and potential south anchors

Retail Environment

From the arrival of the train in 1887 through the 1950's, Camino Capistrano was San Juan Capistrano's "main street" for many local shopping needs. The street was configured like most small town main streets, with diagonal parking, compact relatively continuous building frontages and a mix of uses, with the Mission serving as the northern "anchor."

After World War II the focus on and investment in main streets diminished greatly with the country's embrace of suburban planning. Shopping mall designers closely studied successful traditional main streets and recognized a number of consistent characteristics. These shopping districts tended to be 1200-1400 feet in length, with continuous retail shops fronting sidewalks on both sides of the street. They were anchored by a movie theater, civic structures such as city hall, post office, and various clubs and organizations, such as the Masons, Elks, Shriners and YMCA. Larger scale department and variety stores also served as anchors for many shopping streets. These anchors drew people downtown and thus helped to support smaller retailers that otherwise would not have flourished.

Not coincidentally, most suburban malls follow this model, with at least two anchors at the ends and, many times, several in between, with an open air or enclosed "street" lined with smaller retail shops in between. The success of malls is derived by having desirable anchors that are linked by a clean safe pleasant promenade that is animated with continuous interesting retail shops, all of which are controlled with specific guidelines for storefront design, signage, and lighting. Because the value and survival of these malls depends on delivering a shopper experience that keeps the customers coming back, all the details that are important to shoppers are carefully managed.

Over the last decade the development of new malls has almost ceased, due in large measure to a resurgence in shopping on traditional main streets and in open air "lifestyle" centers that are often designed to serve as the community's main street.

Camino Capistrano, in its current form, is missing many of the basic ingredients of a successful main street. As noted above, it lacks the wide sidewalks and crosswalks necessary for shoppers to comfortably circulate. The Mission serves as a northern anchor by drawing visitors downtown, and the short block just south of the Mission is relatively successful, with shops fronting directly onto and on both sides of the street. To the south, however, the level of interest drops off rapidly, with many retail

gaps or "storefront holes" due to parking lots, office buildings, and underutilized open spaces with no apparent purpose or activities. When tourists visit the Mission, they may walk a block or two southward – perhaps discovering the Los Rios District - but otherwise return quickly to their cars and leave the downtown. This is a significant missed opportunity to maximize the visitors' shopping potential. In order to transform Camino Capistrano as a desirable and successful retail street these "storefront holes" must be filled in over time with active ground floor retail uses. Open spaces and other uses can be interspersed, but cannot dilute the level of visitor or shopper interest without undermining the success of the entire street.

To help spur investment with additional small shops, a southern anchor should be considered. The newly opened theater on Verdugo is a draw to entice visitors downtown but is unfortunately not on Camino Capistrano and is too close to the Mission to generate much foot traffic where it is needed most. An additional anchor further southward would draw visitors from the Mission to explore Camino Capistrano to shop, eat and be entertained. If a 1200-1400 foot measurement were taken from the Mission it would end roughly at the intersection of Del Obispo, suggesting that with an enticing anchor in this area the entire length of the street within the Downtown District might become a successful shopping, dining and entertainment district.

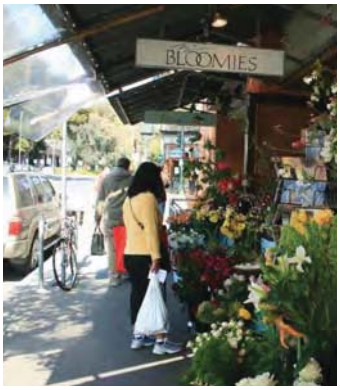
A market hall has been suggested as a potential southern Camino Capistrano anchor, possible in the El Adobe Plaza. At this location, such a market would have significant street frontage and easy access to parking if the existing train station parking structure is expanded southward to the rear of the El Adobe restaurant. This type of anchor use could also be proposed at any of the corners at this intersection, and the southwest corner may be another good option. This intersection is especially attractive for such a use because of its high visibility and ease of access from two heavily trafficked streets. Potential anchors are certainly not limited to a market hall, but some preliminary developer interest, as well as community interest, has been expressed for this type of retail format.

A conceptual plan for a market hall on the El Adobe Plaza site has been prepared, showing a 30,000 square foot facility similar in character to the Oxbow market in Napa, California, with an interior retail concept similar to the Ferry Building in San Francisco. This includes a new 13,000 square foot market hall, providing stalls of various sizes to individual retailers within a single large space, and the existing corner building converted into a destination restaurant and some retail shops. Additional shops and dining could be set in a relocated historic structure, such as the nearby Oyharzabal barn or a similar new structure, forming the third side of a small public square. To further identify the complex, a water tower or wind mill could also be included to recall San Juan Capistrano's agrarian heritage. These icons can be working educational components that embrace sustainable design.

Existing historic barn on Orhyzabal property has potential for reuse

Market hall building with barn-like character

Outdoor community gathering space



Street-facing vendors

Iconic agricultural tower at farm in San Juan Capistrano

As the commercial environment along Camino Capistrano becomes more successful and buildings are filled in along the street, it is anticipated that the existing parking structure south of the train station will be expanded, extending southward behind the historic adobe structures on Camino Capistrano. This will provide additional parking for the train station, supporting increasing numbers of commuters who may choose the train over automobile commuting, and will also provide a parking supply to support the intensification of development along Camino Capistrano, including a potential market hall.

This parking structure expansion would require the relocation of the historic Oyharzabal barn, which is a significant landmark of Orange County's agrarian past and listed on the National Register of Historic Places, as well as a historic residence behind the El Adobe Restaurant. At this writing the barn is badly deteriorated and in danger of falling down if not maintained or restored. The site surrounding the barn has little or no remaining agrarian character and provides little opportunity for interpretation of the barn's historical significance. It is recommended that a suitable alternative site for the barn be identified, and that a scheme for its adaptive reuse in a meaningful location be devised and implemented. One possibility is the reuse of the barn as a retail building, as described in the market hall scheme. It might also be relocated to the Los Rios District for reuse as a community playhouse or other community building, such as a horse hitching post facility. Similarly, there is a possibility of relocating the historic Oyharzabal house to the Los Rios District, adding to the character of the neighborhood. If it is decided that the parking garage expansion is not necessary, the barn and house can be kept in place and properly restored as part of an exhibit of early Capistrano history on the Oyharzabal and adjacent properties.

The ascendance of value shopping at big box stores such as Target, Wal-Mart and Costco, and on the Internet, increasingly challenges retail businesses on traditional main streets, in malls, and lifestyle centers. These large retail outlets provide both convenience and competitive pricing. For main streets like Camino Capistrano to survive, expand and thrive over time, they must provide a memorable destination that people will want to visit, and thus be willing to pay more for goods, services or dining because of the quality of the place. San Juan Capistrano's commitment to creating a great place will demand carefully designed, high quality and well maintained buildings complemented by safe, memorable streets with clean, wide, sidewalks, beautiful shade trees, good lighting, and slow moving traffic. These elements are the minimum required to compete and – just like other downtowns, malls and lifestyle centers - will need to be followed by operational and promotional management, parking management, and high quality maintenance.

Illustrative view of potential market hall on site of El Adobe Plaza

Existing conditions

Proposed improvements

KEYNOTES

1. Relocated Barn
2. New Retail Market Hall Building
3. Reused Retail Building
4. New Parking Structure
5. Wind Mill or Water Tower Icon
6. Retail Pad
7. Portion of Existing Building

2.2.5 El Camino Real and the Historic Town Center Park

In most of California's mission towns, El Camino Real was originally and remained one of the most important streets in town. In San Juan Capistrano, it was superseded fairly early by Camino Capistrano, which became State Highway 101, connecting San Diego to Los Angeles and San Francisco.

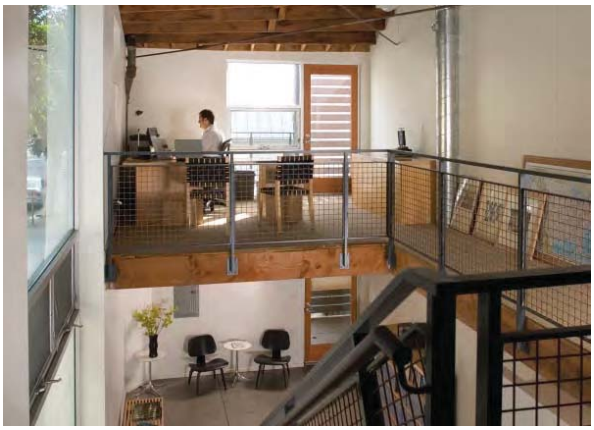
However, El Camino Real remains a centrally located street that connects the Historic Town Center to the Mission, the Mission Basilica, the San Juan Capistrano Library, and the fine neighborhoods north of downtown. South of Ortega Highway it is currently characterized by a lack of sidewalks, frontages without buildings, parking lots on the west and a large open park area on the east. Hoping to draw people to this area, the City in recent years has organized a number of special events that are staged in the parking lots and the park that line El Camino Real, and those events have become important to the community despite the rather bleak setting. A key goal of the Plan is to improve the quality of the setting for existing as well as new community events.

The 1995 Town Center Master Plan recognized the opportunity to revive El Camino Real as an important place within the downtown, but conceived it to be a small pedestrian mall. To enable the block-making strategy recommended by this Plan, it is important that El Camino Real be both a first-class pedestrian environment and a street that connects the Mission to the rest of the Downtown, providing on-street parking to help support the construction of new buildings and the success of new businesses along this key central street.

This Plan envisions El Camino Real as a full-fledged downtown street, with wide, comfortable sidewalks, street trees, curbside parallel parking, and new mixed-use buildings fronting the Historic Town Center, park with ground floor shops and restaurants and offices above along its west side where the parking lots are now located. On the east side, the existing park would be significantly improved, with new tree groves, open play areas, comfortable seating area, and other amenities typical of a downtown park. Among such amenities should be design elements or displays that present and interpret the historic resources – including Mission era building foundations and trash pits from a number of eras – that lie below the surface within this park. This park was created in this location to honor those historic resources, and this Plan recommends adding a range of above-ground design elements that, in addition to making it a significant civic space and a pleasant town center park, can also make visitors aware of the presence, nature, and historic meaning of these buried treasures.

Along the east edge of the Park – currently an undeveloped area between the lawn and parking lots – a new City Hall is proposed, a public-serving use that would bring approximately 100 City workers and 100 daily visitors into the center of town, and spur a demand for adjacent office and retail space. The location of the new City Hall will also give the Park a strong civic presence similar to many of the great central parks and squares of towns all over the country and the world. This three-story structure would not impact the current size of the existing lawn.

Santa Barbara town square with civic building



Interior view of live-work loft

Forster Street Extension

While the new segment of Yorba Street connecting El Camino Real to Del Obispo Street will bound the north edge of the Park, the eastward extension of Forster will bound its south edge.

Ironically this street – named after one of the founders of San Juan Capistrano, a former owner of the Mission and at one time the largest landowner in the State of California – is the shortest street in town, with no properties using it as their address. This Plan proposes to extend Forster Street through to Del Obispo to the east, creating a very useful cross-street connecting Del Obispo, El Camino Real and Camino Capistrano, and providing an additional very convenient right turn from southbound Del Obispo into the middle of the Downtown core.

Along the north side of this new segment would be the renovated City Park, and the new City Hall. On the south side, existing commercial property that currently has no visible street address will now have a prominent downtown address, facing the Park and City Hall, with convenient access to Del Obispo Street.

At Del Obispo, a new traffic signal is recommended, as the Forster extension and the existing major driveway to the shopping center east of Del Obispo are aligned (with any curb adjustments necessary to made in the design phase). This will then function as a safe and convenient intersection for automobiles and pedestrians entering the Downtown Core or shopping center from Del Obispo, as well as for pedestrians seeking to move from one side of Del Obispo to the other in the course of their visit to the Town Center District. The addition of this traffic signal would not impede on the flow of traffic if it is synchronized with adjacent signals to move cars at a pedestrian-friendly speed.

This new cross-connectivity for pedestrians will allow Downtown visitors to shop and dine at eastside establishments while remaining pedestrians, which can increase total sales on both sides of Del Obispo. It will also enable potential parking sharing arrangements between blocks and businesses on both sides of Del Obispo Street, and over time will encourage owners of east-side properties to update their facilities to share in the growing success of the Downtown District.

The new cross connections that Yorba and Forster will provide through the Downtown core will enable periodic closures of Ortega Highway or El Camino Real for special events. The block between Yorba and Forster in particular – in front of the renovated park, could be closed to traffic for weekly or less frequent events, expanding the space of the park to accommodate larger crowds. This could become the new home of the weekly farmers' market, which is currently staged on Yorba Street and in the adjacent parking lots. For major events, both Ortega Highway and El Camino Real north of Forster could be closed to traffic, with access to the new parking structure preserved via the Yorba extension, and traffic between Del Obispo and Camino Capistrano accommodated by Forster Street.

El Camino Real Extension

It is also recommended that El Camino Real be extended southward to connect to Del Obispo Street. As with the Forster and Yorba extensions, this will require the acquisition of new right of way from private property owners. But unlike the proposed Yorba and Forster extensions, the El Camino Real extension will also require the removal of an existing building and some challenging grading design, and thus may require a longer period of time to realize than the other two extensions.

This extension should provide significant value to the owners of the currently landlocked property south of the park, to the owners of the commercial centers south of Del Obispo who will thus be connected directly to the Downtown core and the Mission, and to the District as a whole. That value will come at some cost in time, effort and money. This small segment of street has the potential to provide great addresses for high-quality residential, office or live-work buildings, which may take advantage of the grade change in that property to insert lower level parking facilities at a reasonable cost.

Illustrative view of retail along El Camino Real facing Historic Town Center Park and City Hall

Existing conditions

Proposed improvements

Illustrative view looking southeast toward Historic Town Center Park

KEYNOTES

1. Yorba Street extension
2. Forster Street extension
3. El Camino Real extension
4. Historic Town Center Park
5. Potential City Hall
6. Office
7. Courtyard housing
8. Row houses
9. Mixed-use buildings
10. Live-work lofts

2.3 Repositioning - Del Obispo Town Center Expansion

2.3.1 Del Obispo Street

Del Obispo Street was constructed as an arterial bypass street in the 1970's, the heyday of suburban expansion in Orange County, and its role was to facilitate smooth and rapid commutes from the new growth areas of San Juan Capistrano and Dana Point to Interstate 5. The resulting highway-scale curving geometry, wide lanes, and driving speeds on Del Obispo are challenging to incorporate into a Downtown District. However, doing so is valuable for several reasons:

- With the reconfiguration of the Interstate 5 interchange to align Ortega Highway traffic directly with Del Obispo, it is more critical than ever to the Downtown's ability to survive, and to thrive, that Del Obispo be perceived by visitors and commuters as part of the Downtown. The new alignment will result in more traffic bypassing downtown, as entering downtown via Ortega Highway will necessitate a right turn.

- The retail centers on the east side of Del Obispo have generally underperformed for many years. Economic reports from the mid 1990's described the potential over-supply of local serving retail in this area. Accordingly, the General Plan recommends consideration of conversion of such properties to other more valuable uses, including residential or mixed-use development.

- Relative to the downtown districts of other cities similar in size and demographics to San Juan Capistrano, the downtown is very small. Constrained on the west by the railroad, and on the north by the Mission and adjoining neighborhoods, the only direction that the Downtown could grow over time is toward – and ultimately across – Del Obispo Street.

An ideal resolution of these issues would be an urban design strategy that would support a long-term, phased transformation whereby Del Obispo would become more of a Downtown avenue and less of a bypass. The successful qualities of the eastside businesses could be merged with the successful qualities of the growing Town Center District, and both sides could benefit from shoppers and visitors patronizing businesses throughout the combined Town Center District. Through the community workshop and Charrette process, a strategy and design for Del Obispo and the retail center emerged, with key elements to include:

1. Transform the character of Del Obispo Street – from Interstate 5 to the railroad tracks – primarily with landscape improvements that include a new median strip planted with large trees, and widened sidewalks and steady street tree planting along both sides of the street. Breaks in the new median would be provided at important driveway locations and street intersections along the length of the street.

2. Signalize the new intersection of Del Obispo Street and Forster Street, providing a safe and convenient crossing of Del Obispo for motorists, pedestrians, and bicyclists.

Sutainable landscape materials used within median

Large majestic trees balance with width of street

3. Require that any new or reconstructed buildings on Del Obispo front the street with primary entries and attractive facades with shop front windows. Encourage the inclusion of outdoor dining areas at the Del Obispo frontage of restaurants.

4. Minimize curb cuts along Del Obispo by consolidating driveways and providing access to businesses off side streets where possible. The Master Plan shows a reduction from eighteen curb cuts at unsignalized intersections to only 6 curb cuts.

5. Provide the properties on both sides of Del Obispo Street with new Downtown zoning, which may be adopted as a "floating zone" that allows property owners to retain existing zoning until such time as they decide to substantially reconfigure and/or reconstruct those properties, at which time the Downtown zoning would take effect.

To illustrate the potential for such a phased evolution of the eastside of Downtown, a series of plan diagrams have been prepared. From the standpoint of existing ownership pattern, existing development patterns, and a general sense of the current economic performance of these properties, the eastside generally breaks down into two areas – north and south. The order in which these areas may be reconfigured – and the time required for any or all of them to be repositioned as "downtown" properties rather than suburban retail centers – is not possible, or necessary, to predict. The sequence that follows represents one possible scenario.

Properties on Del Obispo can be reconfigured to allow street-fronting retail and mixed-use

Existing Del Obispo Street

Del Obispo Street with proposed improvements

2.3.2 North Del Obispo

Because the Caltrans reconstruction of the Ortega Highway/Interstate 5 interchange will require the removal of several existing buildings at the north end of Del Obispo, it is reasonable to suggest that the first phase of reconstruction along Del Obispo may occur there. It is possible that with or without incentives from the City a medium-sized destination retailer may seek to acquire some of those properties to establish their business at this prime freeway-adjacent commercial location.

The illustrative plan below illustrates a potential new specialty grocery store on the northernmost end of the eastside strip, with a large well-landscaped parking field running along the freeway edge and new, shallower retail or restaurant buildings facing Del Obispo to screen the parking field from the street. This configuration could create value for all the retailers and restaurants, and allow them to share a single parking area. It is possible that some of the peak parking demands of those businesses might also be met in part by spaces in the proposed shared parking structure on the west side of Del Obispo.

In addition, these retailers could attract pedestrian customers from the town center and adjacent neighborhoods as well. For such arrangements to be practical, it is critical that the new intersection of Del Obispo and Ortega Highway be designed to be safe and convenient for pedestrians to cross. While it may be difficult for residents familiar with Del Obispo to imagine such a situation, the imminent reconstruction of this interchange offers an opportunity to ensure that it is built to enable such future possibilities.

Grocery store with active front

Proposed Improvements - Option 1

KEYNOTES

1. Potential small grocery store site
2. Convenient neighborhood-serving retail
3. Drive-through restaurant with outdoor dining patio
4. Public plaza or outdoor dining area
5. Existing hardware store
6. Landscaped median with trees

View looking South on Del Obispo with median, widened sidewalks, and street-fronting retail with outdoor dining

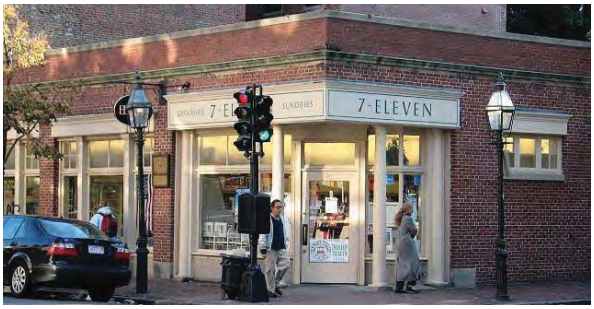
Proposed Improvements - Option 2

KEYNOTES

1. Potential large grocery store site
2. Convenient neighborhood-serving retail
3. Drive-through restaurant with outdoor dining patio
4. Public plaza or outdoor dining area
5. Existing bank
6. Landscaped median with trees

Street-fronting small format retail

Retail building with wood siding



Convenience retail at a village scale

2.3.3 South Del Obispo

This area is the heart of the Plaza Del Obispo Shopping Center, a mixture of small retailers and medium-sized anchors located in strip buildings at the rear of the site and in several pad buildings along Del Obispo, with a large fields of shared parking at the center. This center contains many very successful local businesses, and improving that success by better connecting it to the Town Center core on the west side of Del Obispo is a key near-term goal of this Plan.

When El Camino Real is extended southward to Del Obispo, it is intended to align with Plaza Drive. This improved access would increase the value of the Plaza Del Obispo properties, and the freeway-fronting retail property to the south, whether it was dedicated as a public street, or remained a private street that extended the sidewalks and streetscape of El Camino Real into this property.

This southward El Camino Real extension also offers strong opportunities for repositioning some of the commercial property on the south end of Plaza Del Obispo as residential development, independent of the timing of any other changes to the shopping center. This relatively narrow property currently backs up to a very small, isolated enclave of single-family houses surrounded by commercial development and the freeway. With the connection of the existing dead-end residential street, Avenida Los Amigos, into the currently commercial property, and the construction of housing and/or live-work development on that commercial property, the residents of the existing homes would be connected by small, tree-lined streets to the existing and new retail shops, a small park, and to the Town Center core. The design details of such new connections would need to be very carefully worked out to ensure that the net value of these new connections to the existing properties was positive.

Because this Plan is also charged with providing a long-term vision for the Town Center, a full repositioning scheme for Plaza Del Obispo is illustrated here, offering the property owners additional options should the viability of the center in its current form decline in the future. This scenario involves the potential replacement of virtually all of the existing buildings with a new "downtown neighborhood" pattern, with mixed-use buildings fronting Del Obispo Street and a variety of multi-family housing types organized on new small streets and lanes behind them. Though the intent of the Plan is to offer alternatives that can be implemented in smaller or larger increments, the potential for incremental change in this area is limited because of the reliance of all these businesses on the large central parking field. Once substantial new buildings are built in that parking area, the continuing viability of the existing strip retail buildings would be tenuous. Accordingly, the repositioning of this portion of the site would likely have to occur at once.

The potential value of good quality new housing – in the form of rowhouses, live-work units or courtyard condominiums – within easy walking distance of the revitalized Downtown core is clear. Whether such a conversion of this property occurs sooner, later, or not at all will be a calculation made by the owners of that property, in consultation with their neighbors and the City.

As the areas south and east of Del Obispo are redefined as residential and mixed use neighborhoods, the remaining properties in this area fronting the I-5 freeway - currently containing underperforming retail tenants - will also need to be reconsidered in order to remain viable and contribute to the village environment The location and orientation of these properties is challenging for retailers, who desire visibility and ease of access from major streets. Therefore alternatives as uses other than retail should be considered, including educational uses, such as vocational schools or college preparatory institutions; medical offices; or self-storage facilities.

Existing conditions

Partial repositioning

Further repositioning

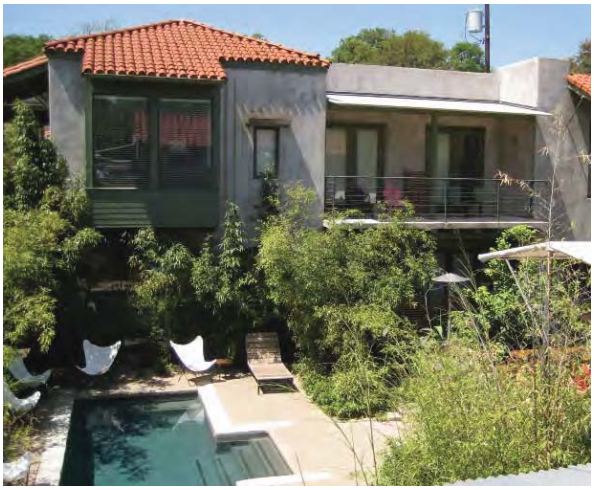
KEYNOTES

1. Retail pad building
2. Row housing
3. Courtyard housing
4. New street connection
5. Mixed use
6. Neighborhood green
7. Street connection

Two-story mixed-use buildings

Townhouses arranged as row housing

Duplex townhouse units front street with courtyard housing behind



Lushly landscaped residential courtyard

Courtyard housing with lofts, townhouses and flats

Courtyard housing

2.3.4 West Del Obispo

The West Del Obispo area includes properties on both sides of Camino Capistrano between Del Obispo and East La Palma Avenue. The Vision Plan for the Town Center does not include detailed recommendations for changes to these blocks for several reasons. First, no input was received from the owners of these properties or from the community before, during or after the charrette process suggesting changes. Second, from an urban design and economic development perspective this area is outside a shoppers typical walking distance over a quarter of a mile, from the Mission, which is the suggested northern "anchor" of Camino Capistrano. The recommended southern "anchor" - such as a market hall – would be more effective in helping to revitalize the district if located to the north of Del Obispo, but could alternatively be located on the southwest corner of Camino Capistrano and Del Obispo.

However, the balance of this 750-foot-long block would be a challenge to integrate into the Town Center in the near or mid term. Promoting reinvestment in this area early during the Town Center's revitalization could draw investment away from critical areas along Camino Capistrano and Ortega Highway to the north and west of Del Obispo, diluting the critical synergy between existing Town Center businesses and new infill development..

The west side of Camino Capistrano just south of Del Obispo Street currently includes approximately 115,000 square feet of retail along the rear western edge of the property with a parking field between the retail and the street. The east side of Camino Capistrano between Avenida Golondrina and East La Palma is essentially "built out", with around 32,000 square feet of commercial space. Given the level of investment in the current buildings there, it is unlikely in the near term that it would be financially feasible to rebuild this property as part of a pedestrian-oriented Town Center environment. There are, however, modest improvements that could be made to better screen the parking from street views, and improve the sidewalks and street trees along the Camino Capistrano frontage to mitigate the appearance of the parking fields.

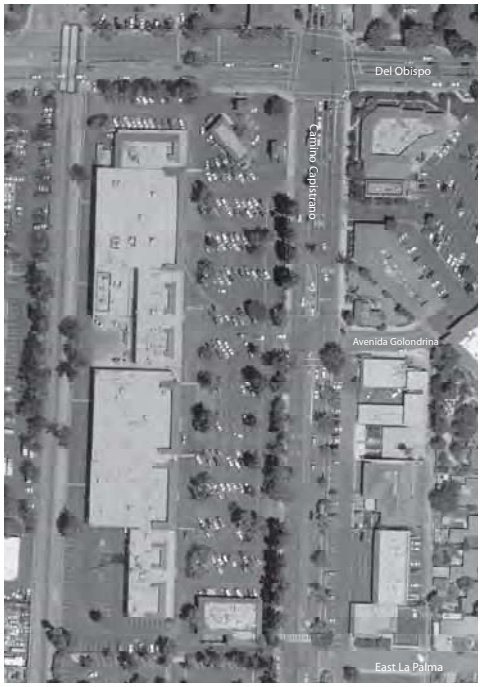
The typical lifespan of these types of suburban shopping centers is limited – because they are not as flexible in use as a town center environment, and because retail is a very dynamic market sector. Thus it is expected that this area will be redeveloped, but in the very long term, most likely when the Town Center has developed the critical mass necessary to establish it as a prime local and regional destination for dining, entertainment and retail.

A conceptual diagram illustrating one potential approach is shown here. On the west side of Camino Capistrano, the block structure would be bisected at the terminus of Avenida Golondrina by a public open space similar to the park suggested at the east end of Avenida Golondrina. The buildings fronting the street would include a variety of one story retail and mixed use structures (likely office over retail) which could total approximately 59,000 square feet of retail and 46,700 square feet of office, supported by 270 parking stalls. Set behind these buildings would be 50 housing units in the form of rowhouses and flats arranged in a courtyard configuration. Resident parking would be in garages within the buildings accessed from landscaped, secured lanes. Residential units would front courtyards with minimal exposure to the rail line or adjacent surface parking lots. The rail line would be screened by landscaping with greater intensity adjacent to the residential buildings. Within this intensely landscaped area is the opportunity for an additional 55 parking stalls that could be shared for both residential guest and employee parking for the retail stores.

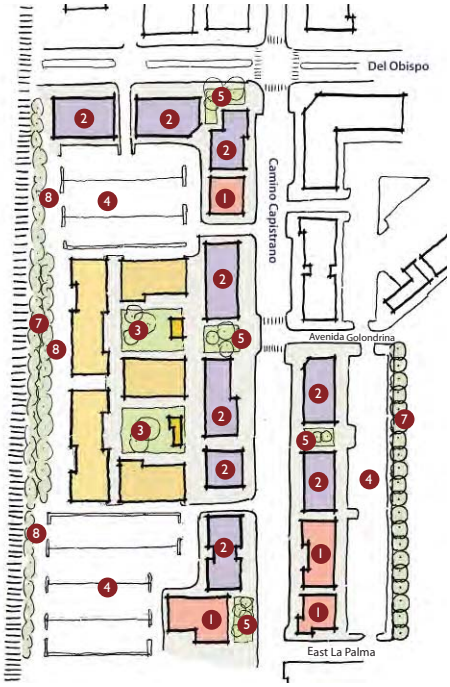
Active retail environment along the street with two-story mixed building beyond

The properties on the east side of Camino Capistrano could also include some single level retail complimented by buildings with ground floor retail and office above, totaling approximately 30,700 square feet. Parking would be located behind the new structures with a dense landscape buffer adjacent to the existing residential neighborhood to the east.

It is likely that the proposed design would not have significant impacts on traffic volumes because the existing parking demand would be reduced or remain essentially the same, and the share of increased walking trips versus reduced car trips by a more walkable town center character of the new development. Because of this, along with the assumption that the area will not be redeveloped within the timeframe of the master plan, this study area was not included in the traffic analysis.



Existing conditions



Proposed improvements

KEYNOTES

1. Retail pad building
2. Mixed Use building (2-story)
3. Courtyard housing
4. Surface parking lot
5. Courtyard housing
6. Existing retail pad
7. Landscape buffer
8. Potential employee/ guest parking

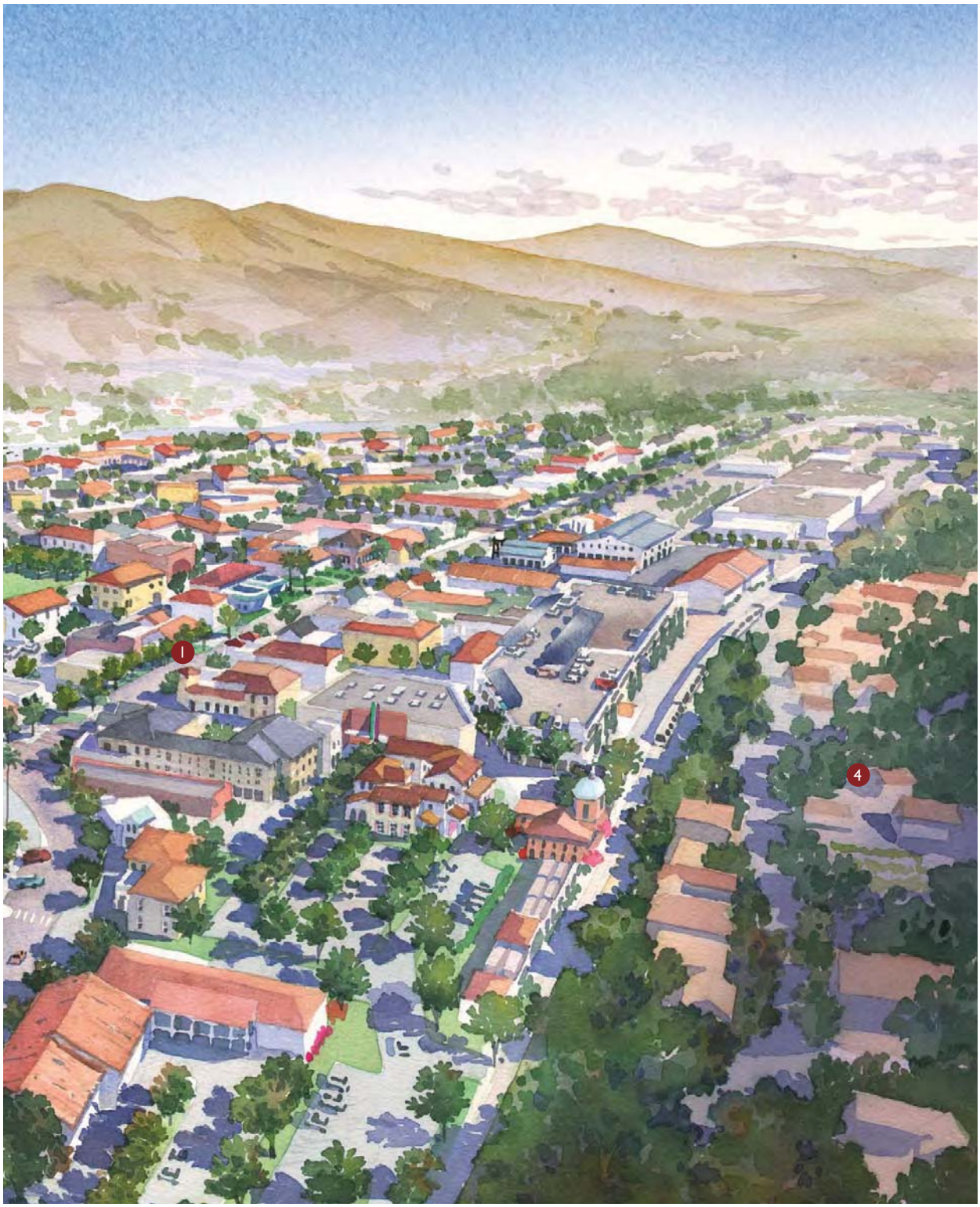
Historic Town Center Master Plan at Build Out

KEYNOTES

1. Mission San Juan Capistrano
2. Capistrano Depot
3. Los Rios District
4. New Lined Parking Structure
5. Parking Structure Extention
6. Plaza Banderas Hotel and Retail
7. Specialty Market
8. Historic Town Center Park
9. City Hall
10. Market Hall
11. Residential Neighborhood
12. Mixed Use Buildings
13. Retail Pads

Illustrative Aerial View of Historic Town Center

View Looking Southeast



KEYNOTES

1. Camino Capistrano
2. Ortega Highway
3. I-5/Ortega Highway Interchange
4. Los Rios District
5. Mission San Juan Capistrano
6. Historic Town Center Park

3 Public Realm and Infrastructure

The primary purpose of urban design is to organize buildings and activities into useful and efficient patterns, and to order the spaces between the buildings into a pleasant, well-proportioned and habitable public realm. Such a network of space enables public life, supports the continuous use of the ground floor of buildings by various functions, and gives cities a unique, distinct character. This network consists of two primary components: streetscapes and open spaces. These are defined and enhanced with the thoughtful configuration of streets and blocks, the purposeful placement of buildings to define public space, and the careful selection of landscape palettes and street furnishings.

On the east side of the railroad tracks and south of Ortega Highway, the open spaces of the Historic Town Center are a largely blank canvas on which a new landscape may be drawn. As its sidewalks are widened and on-street parking better organized, opportunities to insert street trees arise. The Historic Town Center Park can be enhanced and enlivened as the civic heart of the district. And as the discontinuous building fabric of the Town Center is filled in and enriched with new buildings and uses, there are many opportunities for inserting smaller scale courtyards, connecting paseos, and small resting places along the streets.

3.1 Public Realm Standards

Streets

The functions that streets must perform in a downtown district are much more complex than those required of typical streets in a generally suburban environment. Most of the larger streets throughout the City are asked only to move fairly significant volumes of automobiles quickly and smoothly, and to shed water efficiently when it rains.

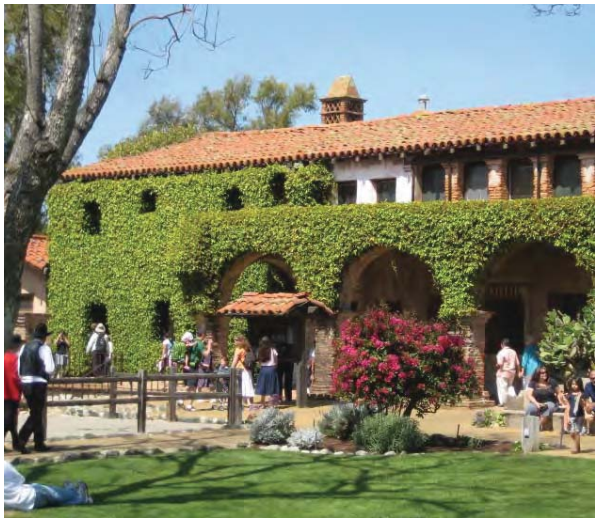
Downtown streets, on the other hand, should:

- Facilitate curbside customer parking, as well as bicycle parking facilities at convenient locations,
- Provide comfortable, wide sidewalks for strolling, lingering, window shopping and sidewalk dining,
- Offer frequent, safe and convenient pedestrian crosswalks so that customers can shop both sides of the street,
- Allow space for planting significant numbers of street trees, as well as other ornamental landscaping,
- Be managed to allow a steady, relatively low-speed movement of automobile traffic in support of pedestrians and cyclists and retail visibility
- Accommodate bus stops at key locations,
- Accommodate horses and hitching posts in certain locations

These criteria are based on very practical considerations that must be taken into account if the Town Center is to successfully compete for customers with suburban retail centers or other Orange County downtowns. American shoppers are discerning because they have been catered to very competently by the developers of shopping malls, and more recently by the managers of revitalized downtowns that function at a high level of customer service.

Narrow sidewalks, streets that are uncomfortable to cross, bleak streetscapes without tree canopies, and long stretches of unattractive shopfronts simply will not draw shoppers in meaningful numbers. The fact that nearly deserted streets exist within a block or two of the heavily-visited Mission is at the same time evidence of the current deficiencies and a great opportunity for very feasible, near-term business improvement.

Because of these functional requirements, this Plan provides very specific, unique design direction and standards for Downtown streets. The allocation of the available right-of-way is biased in favor of pedestrian use. Whereas throughout the rest of the City the pavements for vehicular use are generally wide and those for pedestrian use relatively narrow, the priority is reversed in the Downtown.



Traditional mission courtyard

Existing sidewalks must be widened to accommodate trees and street lights

Curbside zone accommodates trees, parking meters, lights, and bicycle parking

Sidewalks

Sidewalks in a downtown environment perform many functions that sidewalks in residential neighborhoods or suburban commercial developments are not asked to perform. Accordingly, the criteria and standards for their design are different.

Along the shopping streets within the Town Center, the size and design of sidewalks should:

- Allow a couple walking side by side to comfortably pass a person walking in the opposite direction, without moving to the side (generally 8-9 feet wide);
- Allow a person to pause and window shop without blocking passersby;
- Accommodate a small table and chairs either at the shop front or in the street tree zone near the curb, or in some cases both;
- Provide a zone near the curb for the orderly location of street trees and other landscaping, street lights, parking meters, and street furniture (i.e. bike racks, trash receptacles, newspaper racks)
- Not become the repository of traffic signal controllers, irrigation controllers and other miscellaneous municipal hardware, when possible; these belong in alleys, parking areas or below grade in the downtown. If they must be placed within the sidewalk zone, they should be located so that they do not obstruct pedestrian movement.

Certain smaller streets that serve primarily residential or office uses may have narrower sidewalks, but in no case less than 6 feet clear, which will allow pedestrians to pass relatively comfortably. In addition, some level of continuity is needed between the high pedestrian areas and the outlying areas of the District in order to establish the two areas as connected and contributing to one another.

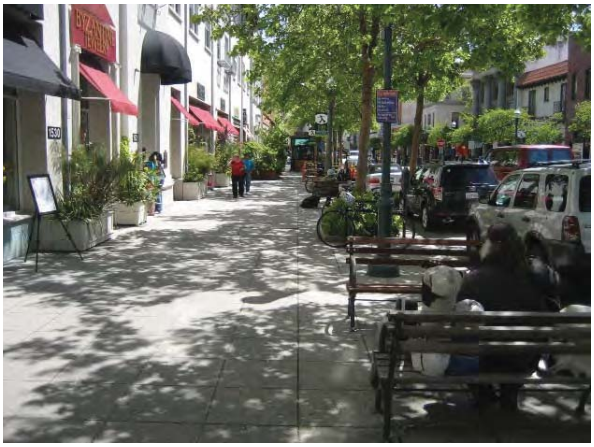
The street standards herein are intended to meet these criteria. Because most of these standards are applied to existing rights of way, not every street can meet all of the above criteria, but streets are intended to be flexible and adaptable so that they can be managed to meet the most important criteria based on the predominant use types from decade to decade.

Paseos

Paseos provide important pedestrian connections between streets and parking areas behind buildings, and in many cases also create more frontage for businesses. Unlike streets, which must be wide enough to accommodate both automobiles and pedestrians, paseos can be quite narrow, forming "outdoor rooms" that can provide quiet, shady spots for dining or resting in the middle of a busy commercial district.

The clear pedestrian width in each paseo should be comparable to that on the adjoining sidewalks, and shopfronts and/or landscaping should enliven the space. Lighting is also a very important element in paseos, creating a sense of safety and comfort for users during evening hours.

Curb extensions shorten crosswalks and provide places for benches



Street trees providing generous shade for sidewalk walking and seating areas

Street Trees

Street trees are one of the most practical and effective design elements capable of linking together existing urban spaces, diverse uses and architectural types within the city. The quality of spatial coherence and order generated by a systematic placement of trees can help compensate for the absence of buildings to define those spaces – in the short run – and enhance the urban spaces formed by buildings as the downtown matures over time. The reinforcement of the street grid with patterned rows of consistent species of trees on both sides of the streets achieves clarity and continuity of pedestrian and vehicular zones, improves the human scale of the spaces, encourages reduction in vehicular speed, attracts insects and birds, reduces the "heat island" effect, increases property values, and both softens and enlivens the aesthetics of the entire district.

It is important that the selection of tree species balance the full range of design and operating considerations. In too many cities street tree species are selected based almost entirely on minimizing maintenance costs. While maintenance is one important issue, other criteria include trees that spread generous canopies to define the downtown's outdoor rooms, provide welcome shade in the hot summer months, enliven the district with color in the spring and/or fall, and drop their leaves in the winter to allow the sun to warm pedestrians and buildings spaces. Pruning canopies along shopping streets to shape the canopies and allow retail signage to be seen clearly add significantly to the value of commercial streets, and systematically replacing trees when they are approaching the end of their useful lives ensures a healthy canopy for future generations. A selection of street trees appropriate to San Juan Capistrano's Town Center is provided in Section 3.3.

Street trees within the Town Center should:

- Develop a unique sense of place for the Downtown District;
- Support traffic calming objectives by providing the spatial enclosure of tree canopies and a pleasant separation of pedestrians from the vehicular movement;
- Encourage pedestrian activity through shaded, comfortable and safe streets;
- Promote a variety of activities along sidewalks without semi-permanent improvements such as outdoor dining fencing that is used for portions of each day;
- Encourage the use of large canopy shade trees that grow tall enough to provide visibility to shopfronts under the canopy and provide spatial enclosure of the shopping street. Evergreeen trees can be used for such uses as specimen trees (e.g. oaks) and screening/buffer plantings (e.g. pines.);
- Encourage deciduous tree plantings for street trees to moderate seasonal light and temperatures;
- Select and maintain trees so their canopies do not block visibility of traffic signals, roadway signs, roadway lighting, crosswalks, and driveways.
- Plant street trees in rows approximately 30 and no more than 40 feet apart to provide spatial structure and visibility;
- Street tree plantings on the major shopping streets may be interspersed with sections of reduced spacing trees or informal specimen tree plantings where space and visibility concerns allow. The goal is to provide overall consistency for streets, assist in wayfinding recognition, provide consistent shade, and create a green canopy over the streets, yet respond to architectural facades and provide the opportunity to interweave sections of informal or reduced spacing trees. This will develop the rural town character of San Juan Capistrano;
- Balance spatial coherence with species diversity by utilizing single species for individual streets or segments of longer streets;
- Employ planting details that provide adequate water and air to root systems while encouraging downward root development to help protect sidewalks from damage.

3.2 Conceptual Public Realm Plan

The public spaces of San Juan Capistrano's Town Center are intended to form an interconnected network of beautiful, pedestrian-oriented outdoor spaces, each distinct and unique according to its function and design, but all flowing together and comfortably walkable by residents and visitors throughout the day and evening. These spaces include streets, plazas, paseos, parks, courts and forecourts. The Illustrative Plan on the right, and the descriptions below, are a summary of information that is presented in greater detail in Sections 2 and Section 4 of this document.

Most of the streets shown in the Illustrative Public Realm Plan – and the Historic Town Center Park and Los Rios Park – are publicly owned, and expected to remain so. Some of the smaller streets and drives that are recommended to provide new connections for pedestrians and vehicles – as well as some portions of plazas, forecourts and paseos – are expected to be open spaces on private property, and open to public access. This blurring of the line between the public and the private is an essential quality of a town center environment and is key to the success of businesses in the town center, which seek to attract and welcome customers.

The exact locations and configurations of the privately owned "semi-public" courts or plazas will be determined over time through the development review process, as development projects are brought forth. This Conceptual Public Realm Plan is to be considered illustrative of a general intention for such spaces, not a firm requirement that they be located in each place where they are illustrated.

Policies for the Downtown San Juan Capistrano Open Space Program:

- Provide continuity between the streetscapes and the individual open spaces that they connect;
- Promote the unique identity of each open space in support of its immediate surroundings;
- Allow flexibility in programming and activity for each open space;
- Promote the temporary use of paseos, alleys and minor streets as open space;

Patterned paving can add richness to selected sidewalks

Streets

Like most American towns, San Juan Capistrano Town Center's public space is comprised mostly of streets. The Mission founders' original vision of a large central plaza around which the Mission and the Town Center would have been organized was replaced by a simple street and block network, one that has since faded. Therefore most important element of this Public Realm Plan is the introduction of the missing streets to form town center blocks, and inserting a comfortable pedestrian network into the existing streets and throughout the new blocks.

The streets of the Town Center are intended to vary in their size, traffic carrying capacity, and design character. What they should all have in common includes: comfortable sidewalks on both sides, pedestrian crosswalks at all intersections, mid-block crosswalks in longer blocks, and steady street tree plantings except where sidewalks are covered by building galleries. Detailed sectional drawings of the key streets are found in Section 4.4 of this document. The specific design intentions for these streets are as follows:

1. **Camino Capistrano**: This is the historic main street of the Town Center, and adding wider sidewalks and street tree plantings are top priorities. Ideally angled parking will also be provided on one side. Please see Section 2.2.4 for a more detailed description of this recommended transformation.

2. **Ortega Street**: As described in more detail in Section 2.2.2, it is recommended that the existing Ortega Highway right-of-way be redesigned as a Town Center street, with wider sidewalks, street trees and street lights, one vehicular lane in each direction, and curbside parking on both sides, angled on the north side and parallel on the south. The sidewalks will be wide enough to allow sidewalk dining against the building fronts and/or in the street tree zone along the curb. Between El Camino Real and Camino Capistrano, the street and/or sidewalks may be given a unique paving treatment to emphasize the importance of this segment at the heart of the Town Center.

3. **El Camino Real**: This historic main street of the Town Center should be improved with wide sidewalks and new street trees and street lights on both sides, as shown in Section 2.2.5. If new buildings with gallery or arcade frontages are proposed along the west side, the street trees and streetlights may be omitted in favor of those covered, lighted walkways.

4. **El Camino Real Extension**: While this recommended street extension presents some additional challenges compared to the recommended Yorba and Forster Extensions – replacement of an existing building and overcoming topographical conditions – it could provide significant value to some perennially underperforming properties. The plan geometry shown here is not mandatory, but the offset shown would create a very attractive new address for future buildings, and would encourage the sort of low-speed traffic environment that could improve the residential value of this property. The street tree pattern on this segment can be more irregular and opportunistic than on other Town Center Streets, and if necessary parking on the west side could be omitted to reduce the necessary right of way width.

5. **Verdugo Street**: This important small street is the primary connection between the Town Center and the Depot and currently has the appearance of a wide alley. As presented in Section 2.2.3, it is recommended that it be narrowed to one lane in each direction – in coordination with the Depot Drive improvements – and that wide sidewalks with new street tree plantings be added on both sides.

6. **Yorba Street**: This one-block street is extremely wide, with a narrow sidewalk only on the north side. As shown in Section 2.2.1, wider sidewalks, street trees and curbside parking are recommended for both sides of the street, very similar to El Camino Real.

7. **Yorba Street Extension**: To help complete the Town Center block structure and provide an important pedestrian and vehicular linkage from Del Obispo to El Camino Real, this extension of Yorba Street is strongly recommended. It will provide necessary access to the proposed municipal parking structure to the north, new addresses for "liner" buildings that screen the parking from public views, and provide an additional public face for the park and the recommended new City Hall.

8. **Forster Street**: Similar to Yorba Street, this one-block street is wide but has no sidewalks. As shown on page 2.2.5, wider sidewalks, street trees and curbside parking are recommended for both sides of the street, similar to El Camino Real and Yorba Street.

9. **Forster Street Extension**: This street connection will provide a very important link that connects the Town Center to Del Obispo Street and the retail centers to the east. Like Yorba Street to the north, this new street segment will provide a valuable new address for previously landlocked property and a new face for the Historic Town Center Park.

10. **Del Obispo Street**: This existing arterial street provides significant north-south traffic capacity but severs east-west connectivity in the Town Center Planning area. The recommended improvements described in Section 2.3 – wider sidewalks with large street trees, a new median with very large vertical trees, and new intersections with recommended extensions of small connecting streets – are intended to integrate Del Obispo into the fabric of the Town Center without impeding its traffic carrying capacity.

11. **Neighborhood Street (typical)**: In the Town Center expansion area to the east of Del Obispo Street, the potential future creation of residential blocks is envisioned. If that occurs, new streets should be provided, with curbside parking for guests and visitors, and sidewalks with street trees on both sides. Such streets need not necessarily be dedicated public streets, but could remain under private ownership as long as their design closely resembles the Town Center streets, much the same as Drives, described below. To enhance their residential character, it is recommended that street trees be planted in continuous parkway strips between the curb and the sidewalk rather than in tree wells.

Public Realm Plan

Drives

The Town Center currently has very few east-west streets to form it into blocks, and although several new streets are recommended above to provide better vehicular and pedestrian access between Camino Capistrano and Del Obispo, none are proposed east of Del Obispo and west of Camino Capistrano. To help organize and access these properties abutting the railroad and Interstate 5, a number of drives are recommended. These are essentially private streets that look and feel as much as possible like public streets – generally with curbside parking, sidewalks, and street trees – but in most cases with the land remaining under private ownership.

12 **Verdugo Drive**: It is recommended that this parking lot be opened to access from Camino Capistrano and Verdugo Street to better connect the Depot to the core of the Town Center. Ideally some additional tree plantings – and eventually a sidewalk – would be added along the south side, to improve both spatial definition and pedestrian access to future buildings on the west side of El Camino Real.

13 **Depot Drive**: To simplify and improve access to the Train Depot, a new two-way drive connecting to Camino Capistrano and wrapping across the front of the Depot to Verdugo Street is proposed. For most of its length this will be a drive through the Depot parking lot, but should be carefully landscaped with significant trees along it wherever possible to help give it the appearance of a small street.

14 **Parking Access Drive (typical)**: Drives providing access from Camino Capistrano to parking facilities along the railroad tracks should be provided by drives with sidewalks and street trees rather than by purely vehicular driveways. A sidewalk should be provided on at least one side– preferably both – and trees and other landscaping be provided where possible. In tight locations where trees are impractical, vines grown on adjacent building walls would be generally preferable to shrubs or groundcover, which add little to narrow urban spaces of this type.

15 **Retail Drive (typical)**: Circulation on the east side of Del Obispo is currently provided by vehicular driveways rather than streets. As the shopping environment there is gradually integrated with that of the Town Center to the west of Del Obispo, it is important that the contrast in environments be systematically reduced. Drives, or private streets, that emulate the configuration of the typical Town Center streets – such as Yorba or Forster – are recommended for this purpose.

Paseos

Paseos are passages that allow pedestrians to walk between buildings and provide access to additional frontages for retail or dining uses, and to parking areas behind the buildings. In longer blocks, such paseos would ideally be provided every 150 or 200 feet, although their placement will generally be determined through cooperative design with the owner(s) of the property on which they are located.

16 **Typical Paseo**: Particularly in the case of commercial ground floor uses, paseos can add significant value to the property by providing additional frontage exposure for tenants, and in many cases additional foot traffic.

17 **Arquello Way**: This paseo already exists, and is an important pedestrian connection from the Depot the Mission. It should be enhanced with nicer pavement and landscaping in the future, when either or both of the adjoining buildings is renovated or replaced.

Paseo provides an opportunity for quiet outdoor dining away from the street

Transportation-oriented plaza

Plazas, Squares, and Courts

Consisting mainly of paved areas, plazas, squares, and courts are ideal gathering places in centers of activity, generally activated by commercial and/or civic buildings that open directly onto them.

18 **Gateway Plaza**: When the reconstruction of the Ortega Highway/Interstate 4 is completed, remnant parcels of land will remain, flanking both sides of Ortega Highway as it lands in the Town Center and bends southward to meet Del Obispo Street. This will be the new main gateway to the Town Center, and should be flanked with small groves of trees, ideally orange trees to recall the communities agricultural heritage. A small plaza and fountain are recommended on the new northwest corner of the new intersection, a perspective illustration of which is provided in Section 2.2.1.

19 **Mission Entry Plaza**: As the Mission constructs a new gift shop, it is recommended that the wall in front of the historic corner building be relocated farther back from the street, to widen the sidewalk at that corner and form part of a small new entry plaza for waiting visitors. It is also recommended that a portion of the new wall be made of open wrought iron fencing to provide visitor's with a small glimpse of the historic Mission gardens, which are also an important element of the Town Center's open space network. It is recommended that a single, fine paving material extend from the gate to the curb, and that a large tree be planted within the resulting plaza to provide a shaded comfortable place for visitors. Benches and perhaps a fountain or other elements adding to the visitor comfort are also recommended.

20 **Corner Plaza**: At this key corner new retail buildings are proposed facing a small corner plaza. The plaza might be paved with a brick or tile material unifying the sidewalk with the building setback area, and a large tree – perhaps an oak – is suggested as the focal point of the plaza, providing a shaded environment and a picturesque image reminiscent of the natural landscape of San Juan Capistrano.

21 **Dining Court**: The existing dining court at this corner is a good example of a semi-public (but privately owned) space that adds richness to the public realm of the town center while meeting the commercial needs of the building owner and tenants. Such courts can be separated from the public way with low walls, and can be gated if necessary, but add a lot to the visual open space and visible street life of the Town Center.

22 **Depot Plaza**: This existing plaza is probably the most successful existing public space in the Town Center, and no improvements – with the possible exception of new trees associated with the Depot Drive improvements – are proposed.

23 **Blas Aguilar Patio**: The alignment of the proposed Yorba Street extension is designed to avoid historic resources just south of the historic Blas Aguilar Adobe on this corner. A small corner plaza – which may be hardscaped and/or landscaped – is recommended, including interpretive displays, public art or other elements that help to highlight the significance of the adobe and its historic context.

24 **City Hall Plaza**: This little space is intended to provide a gracious entry to the suggested new City Hall. It would provide a comfortable gathering space for groups visiting City Hall, and an attractive outdoor space for certain public events. Depending on the actual design of a building on this site, it is possible that the main entry could be here, or could be on another face of the building. The nature and design of each of the transitional spaces around the building would be adjusted accordingly.

25 **Market Square**: This space is illustrative of the intention to create a southerly anchor use for the Camino Capistrano "Main Street" retail environment. Whether located on this site or another, and whether a food-oriented public market or other lively use, it is important that a significant public space – which may be privately owned but generally open to the public – be provided to welcome and attract visitors and shoppers.

26 **Forecourt (typical)** : Similar to corner plazas and paseos, forecourts can provide welcome and useful small spaces that are connected to but distinct from the public space of the street itself. These provide pockets of landscaping that enrich the public realm, out of the way of the main pedestrian flows and supporting the ground floor use of the building. Their function can be for outdoor merchandising or dining at retail frontages, or outdoor meeting or gathering at office buildings.

Outdoor dining located at forecourt

Gathering places within courtyard

Public park

Parks and Greens

Parks and greens provide a welcome respite from the generally hardscaped Town Center public realm, and offer visitors and residents opportunities for recreation, play, and festival events. If the streets and plazas are the "living rooms" of the Town Center, these are the "play rooms". Unlike many neighborhood and community parks throughout the City, these parks are smaller to stay in scale with the planned block structure of the Town Center and, appropriately, do not contain large facilities for organized sports.

27 **Historic Town Center Park**: This existing park is to remain, but it is recommended that additional spatial definition be provided by flanking it with new buildings and tree plantings. A corner element – perhaps a pergola, statue, or other small landmark – is recommended for the northwest corner of the park, terminating the view of those approaching on Yorba Street from the west, and providing a comfortable resting spot for Town Center visitors. An allee of trees is recommended for the south edge of the park, providing a shaded environment for a variety of activities that might include public markets, picnics, or quiet sitting and reading. Design elements and interpretive displays may be added to make the historic significance of this location visible and real to residents and visitors who are enjoying the park.

28 **Los Rios Park**: This recently improved park provides outdoor recreational space for the whole city, and as the Town Center becomes a mixed-use 18-hour part of town it will be a great amenity for the residents and families of the Town Center. It also provides an ideal location for special events, as does the Town Center Park. This park is also one recommended location for a new facility for the Camino Real Playhouse, possibly in a relocated historic barn or similar structure, which could enhance the agrarian character of the Park.

29 **Neighborhood Green (typical)**: When and if some southerly portions of Plaza Del Obispo are replaced by the Town Center development pattern – and particularly if significant amounts of housing are included – it is important that at least one neighborhood green or pocket park be provided. This would serve as a community gathering place and a playground for children, and should include open grassy areas as well as shaded areas and some form of play equipment.

3.3 Landscape Palette

The Master Plant list for the Historic Town Center was developed to achieve the following goals:

- Include a variety of choices for the unique conditions that will be found in the Master Plan area, including sun and shade exposure, streetscape and median conditions, planter and planting strip sizes, background plantings, and setbacks widths.
- Include drought-tolerant plants to meet the need to reduce water use.
- Provide a selection of hardy, long–lived, "bullet-proof" materials for the backbone shrub plantings, including hedges and mass shrub plantings, in addition to shorter-lived natives, perennials and annuals.
- Develop a tree palette that provides tree selections for all of the conditions throughout the project area. The tree list also ensures that trees used in the project area are drought-tolerant, require low-moderate maintenance, provide longevity, and provide the desired shade and canopies for each individual use type.
- Provide a variety of materials based on a greater range of flower colors.
- Provide a variety of materials for shaded locations.
- Provide plants based with fragrance.
- Provide plants that have minimal pest problems.

The existing Nifty 50 Plan List is an excellent basis for a Southern California plant list, but it is very limited on shade-tolerant plants, long-lived plants, and lacks the overall variety that can be achieved in our local coastal landscapes. The expansion of that list into the Wonderful One Hundred and One Plant (see page 55) provides greater opportunity to match plant materials to the specific location that they may be used, as well as providing a greater variety of well-suited, hardy plant materials from which to choose.

The list does not include "flower bed" or pot Annuals or Perennials due to their short lifespan and the frequency of replacement. However, Annuals and Perennial flower species, most of which do well in San Juan Capistrano, are encouraged for showy flower accent beds, entry statements, and pot plantings. In particular, the red geranium - the adopted flower of the City of San Juan Capistrano - is encouraged as an accent flower within the Town Center.

Red Geranium

The following images illustrate a sample of the trees and plants included in the Wonderful One Hundred and One plant list.

Groundcover

Santa barbara daisy

Senecio

Carex pansa

Vines

Trumpet vine

Bougainvillea

Shrubs, Perennials, and Ornamental Grasses

Indian hawthorn

Matilija poppy

Rosemary

Lady banks rose

Lavender

Rockrose

Tea plant

Myoporum

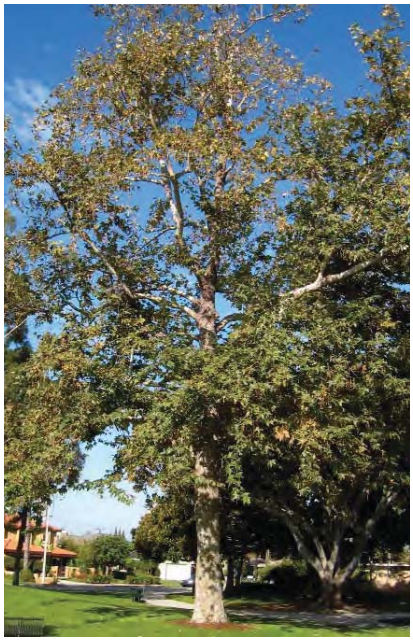
Aloes

Flax lily

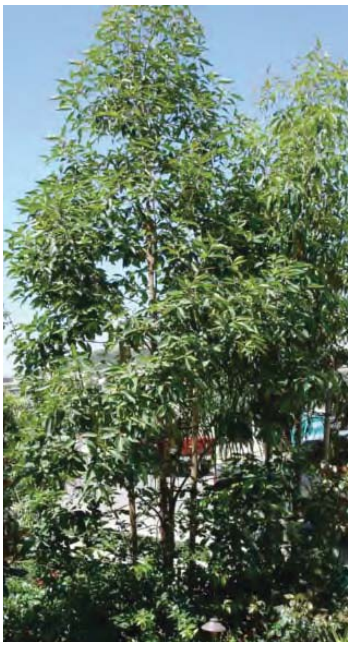
Agave

California Lilac

Trees

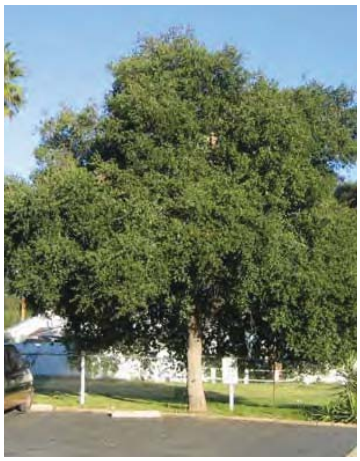


California sycamore



Brisbane box

Strawberry tree



Coast live oak

Cape chestnut

Australian willow

Tipu tree

Chinese flame tree

"Wonderful One Hundred and One" Plant List

Trees

Botanic Name	Common Name	Application/Use	Exposure	Size (Ht x Spread)	Growth	Maintenance	Lifespan	Native	Comments
Agonis flexuosa	Peppermint Tree	Courtyards/Accent	Sun						
Arbutus unedo	Strawberry Tree	Courtyards/ Accent	Sun	15-30' x 15-25'	Moderate	Low	Moderate		Flowers, Edible Red Fruits
Calodendron capense	Cape Chestnut	Street Tree, Accent	Sun	20-30' x 25-35'	Slow	Low	Long		Flowering
Chitalpa tashkentensis	Chitalpa	Streets, sidewalks	Sun	15-20' x 15-25'	Moderate	Moderate	Long		Flowering
Erythrina crista-galli	Coral Tree	Courtyard	Sun	15-20' x 15-20'	Fast	Moderate	Long		Flowering
Geijera parviflora	Australian Willow	Court yards, Medians	Sun	20-30' x 20-25'	Slow	Low	Moderate		Weeping habit,
Laurus nobilis	Sweet Bay	Courtyards, Streets/Medians	Sun	15-25' x 15-20'	Slow	Low	Long		
Koelreuteria spp.	Chinese Flame Tree/Goldenrain Tree	Street Tree, Accent	Sun	25-35' x 25-35'	Slow/Mod	Moderate	Long		Needs Pruning when young for shape
Melaleauca spp.	Melaleuca	Accent/Courtyard, Medians	Sun	15-30' x 15-25'	Moderate	Moderate	Moderate		
Olea europaea "Swan Hill	Swan Hill Olive	Courtyards, Streets/Medians	Sun	20-30' x 20-25'	Moderate	Moderate	Very Long		Some diseases. Higher $
Pinus pinea	Italian Stone Pine	Specimen/Accent	Sun	40-50' x 30-50'	Slow	Moderate	Very Long		
Pinus eldarica	Afghan Pine	Screening/Background	Sun	30-60' x 15-20'	Fast	Low	Moderate		Use grouped
Pinus halepenis	Aleppo Pine	Accent/Specimen/Screen	Sun	30'-45'x 20-35'	Fast	Low	Long		
Pinus torreyana	Torrey Pine	Specimen/Medians	Sun	30-40' x 20-40'	Slow	Low	Long	X	Large pine, not good in lawns
Platanus acerifolia varieties	Plane Tree	Streets, Accent	Sun	25-50' x 25x35'	Fast	Low	Long		Anthracnose resistant, regular growth habit
Platanus racemosa	Calif. Sycamore	Specimen/Medians	Sun	30-75' x 25-35'	Fast	Moderate	Long	X	Anthracnose fungus, irregular growth habit
Prosopsis chilensis	Chilean Mesquite	Courtyards, Streets. Accent	Sun	20-30' x 15-25'	Fast	Moderate	Moderate		Specimen/Accent or mass
Punica granatum	Pomegranate	Accent/Courtyard	Sun/Part Shade	6-15' x 10-20'	Moderate	Moderate	Long		Flowering and fruit
Quercus agrifolia	Coast Live Oak	Large Court or Park	Sun	35-60' x 30-60'+	Slow	Low	Very Long	X	Focal element/Specimen. Striking form
Quercus ilex	Holly Oak	Streets/Specimen	Sun	35-50' x 25-45'	Moderate	Low	Long		
Schinus molle	Pepper Tree	Specimen/Accent	Sun	25-40' x 30-40'	Fast	Moderate	Very Long		leaf/seed pod litter
Tipuana tipu	Tipu Tree	Street Tree	Sun	25-35' x 35-40'	Fast	Moderate	Long		
Tristania conferta	Brisbane Box	Screening/Background	Sun	35-60' x 15'-30'	Fast	Moderate	Moderate		good replacement for small-med Eucs.
Rhus lancea	African Sumac	Courtyard, Screening/Background	Sun	15-25' x 10-20'	Slow	Low	Short		Can be a tall hedge

Shrub/Perennials/Ornamental Grasses

Botanic Name	Common Name	Application/Use	Exposure	Size (Ht x Spread)	Growth	Maintenance	Lifespan	Native	Comments
Acacia spp.	Acacia (shrub/GC forms)	Shrub Mass, Groundcover	Sun	Varies by Species	Fast	Low	Moderate		Many sizes/growth habits; Flowers
Agave spp.	Agave	Accent, Specimen	Sun	Varies by Species	Fast	Low	Moderate		Plant away from walks; Many sizes/colors
Aloe spp.	Aloes	Accent, Groundcover	Sun/Part Sun	Varies by Species	Moderate	Low	Mod/Long		Wide range of sizes, colors, flowers
Alyogyne huegelii	Blue Hibiscus	Accent	Sun	M/L	Fast	Moderate	Moderate		Large flowers
Arctostaphylos spp.	Manzanita	Shrub Mass, Accent, Groundcover	Sun	Varies by Species	Moderate	Low	Moderate	X	Many species/growth habits
Artemisia spp.	Artemisia	Accent	Sun	S/M	Fast	Low	Moderate	X	
Buxus microphylla 'Green Beauty'	Green Beauty Japanese Boxwood	Hedge, Shrub Mass	Sun/Part Shade	S/M	Moderate	Moderate	Long		Low Hedge, Border
Caesalpinia spp.	Bird-of-Paradise Bush	Accent, Shrub Mass	Sun	M	Moderate	Low	Moderate		Flowers
Calliandra eriophylla	Fairy Duster	Accent	Sun	S/M	Fast	Low	Short/Mod	X	Flowers
Callistemon 'Little John'	Little John Callistemon	Medians, Shrub Mass, Accent	Sun	3' x 3'	Moderate	Low	Moderate		Flowering
Ceanothus spp.	California Lilac	Shrub Mass, Accent, Groundcover	Sun	Varies by Species	Moderate	Low	Moderate	X	Sensitive to watering;flowering
Cistus spp.	Rockrose	Shrub Mass, Accent	Sun	M	Fast	Moderate	Moderate		Many Species/Sizes; flowering
Convolvulus cneorum	Bush Morning Glory	GC, Accent	Sun, Part-Sun	S/M	Fast	Low	Moderate		Flowering
Coleonema pulchellum (C. pulchrum)	Breath of Heaven	Accent, Shrub Mass	Sun, Part-Sun	M	Fast	Moderate	Moderate		Can be clipped to control Ht., flowers
Cotoneaster spp	Cotoneaster	Shrub Mass, Accent, Groundcover	Sun	Varies by Species	Moderate	Low	Long		Red Berries
Darwninia citriodora 'Seaspray'	Lemon-Scented Myrtle	Shrub Mass, Accent	Sun, Part Shade	S	Moderate	Low	Long		
Dianella spp	Flax Lily	Accent, GC	Part Sun/Shade	S/M	Moderate	Low	Moderate		
Dietes bicolor	Yellow Fortnite Lily	Accent, Shrub Mass	Sun/Part Shade	M	Fast	Moderate	Moderate		Flowers
Dudleya spp.	Live Forever	Accent, Specimen	Part Sun	S	Moderate	Low	Moderate	X	Succulent perennial; Native, wide variety
Echeveria spp.	Hens-and-Chickens	Accent, Specimen	Sun/Part Sun	S	Moderate	Low	Short/Mod		Succulent perennial; wide variety, flowers
Echium candicans 'Select Blue/Pink'	Pride of Madeira	Shrub Mass, Accent	Sun	M/L	Fast	Low	Moderate		Flowering, not for foreground planting
Encelia californica	California Encelia	Shrub Mass, Accent	Sun	M/L	Fast	Low	Short/Mod	X	Flowering; dry areas
Festuca mairi	Mair's Fescue	Accent, GC	Sun	S	Fast	Low	Short/Mod		Meadow grass look.
Galvezia speciosa	Island Bush Snapdragon	Accent	Sun	M	Moderate	Low	Short/Mod	X	Flowering
Grevillea spp.	Grevillea	Shrub Mass, Accent	Sun	Varies by Species	Fast	Low	Moderate		Shrub and GC types; flowering
Helictotrichon sempervirens	Blue Oat Grass	Groundcover	Sun	S	Fast	Low	Short		Blue-Grey Foliage
Heteromeles arbutifolia	Toyon	Shrub-Tree, Accent	Sun	M/L	Moderate	Moderate	Moderate	X	Berries attract birds and bees
Hypericum x 'Hidcote'	Hidcote St. John's Wort	Shrub/GC	Sun/Part Shade	S	Fast	Low	Short/Mod		Flowers
Lavandula spp.	Lavender	Shrub Mass, Accent	Sun	S/M	Moderate	Moderate	Short		Flowers/Fragrance
Leptospermum spp.	Tea Tree	Shrub Mass, Accent	Sun	M	Slow	Low	Moderate		Flowers, dwarf varieties available
Leucophyllum spp.	Texas Ranger	Shrub Mass, Accent	Sun	M/L	Slow	Low	Moderate		Flowers
Lobelia laxiflora	Mexican Bush Lobelia	Shrub Mass, Accent	Sun/Part Sun	S	Moderate	Low	Moderate		Flowers; creeping perennial
Mahonia nevinii (Berberis nevinii)	Nevin's Barberry	Shrub Mass, Accent	Part Sun/Shade	M/L	Moderate	Low	Moderate	X	Berries; Screen/barrier; other spp.
Metrosideros kermadecensis	Dwarf Pohutukawa	Accent, Shrub Mass, Medians	Sun	S/L	Moderate	Low	Long		Flowers
Myoporum parvifolium	Myoporum	Groundcover	Sun	M/L	Fast	Low	Moderate		Low, spreading GC
Myrtus communis	Common Myrtle	Hedge,Screen, Shrub-Tree	Sun	S	Slow	Moderate	Long		Needs Good Drainage
Punica granatum 'Nana'	Dwarf Pomegranate	Hedge, Shrub Mass	Sun/ Part Sun	M	Moderate	Low	Long		Form, Flowers
Opuntia ficus-indica	Indian Fig Cactus	Specimen, Accent, Hedge	Sun	L	Fast	Low	Moderate		Striking form; Cactus
Pennisetum spp.	Fountain Grass	Accent, Mass	Sun	L/M	Fat	Moderate	Moderate		Several Varieties and colors
Penstemon spp.	Penstemon	Accent, Mass	Sun/Part Sun	Varies by Variety	Fast	Moderate	Short		Perennial
Phormium spp.	New Zealand Flax	Accent, Shrub Mass, Medians	Sun/Part Sun	Varies by Variety	Moderate	Low	Moderate		Many color variations, use dwarf sizes
Rhaphiolepis spp.	Indian Hawthorn	Shrub Mass, Hedge	Sun/Part Sun	Varies by Variety	Moderate	Moderate	Moderate		Many Sizes and Flower colors
Rhus spp.	Sumac	Background, Shrub-Tree	Sun	M/L	Fast	Moderate	Moderate		Suckers
Ribes spp.	Flowering Currant	Accent	Sun/Part Shade	M/L	Moderate	Low	Long	X	Well-drained soils, Flowers
Romneya coulteri	Matilija Poppy	Accent	Sun	M/L	Fast	Low	Short/Mod	X	Large WhiteFlowers, likes well-drained soils
Rosa spp.	Rose	Shrub Mass, Accent, Groundcover	Sun/Part Sun	S/M	Moderate	Mod/High	Long		many colors and growth habits
Rosamarinus spp.	Rosemary	Shrub Mass, Accent, Groundcover	Sun	Varies by Variety	Fast	Moderate	Moderate		Flowers attract bees; Aromatic, Can be hedged, many varieties
Salvia spp.	Sage	Shrub Mass, Accent, Groundcover	Sun/Part Shade	M	Fast	Low	Moderate		Flowers
Santolina spp.	Lavender Cotton	Hedge, Border, Accent	Sun	S	Moderate	Low	Moderate		Aromatic when bruised
Sisyrinchium spp.	Golden-Eyed and Blue-Eyed Grass	Accent, Groundcover	Sun/Part Sun	S	Fast	Low	Short	X	Perennial
Tecomaria capensis	Cape Honeysuckle	Shrub Mass,Groundcover	Sun	M/L	Fast	Moderate	Moderate		Flowers; Suckers from base
Westringia spp.	Westringia	Accent, Shrub Mass	Sun/Part Sun	M/L	Moderate	Low	Moderate		Flowers, Can be clipped to control height
Xylosma congestum	Shiny Xylosma	Shrub Mass, Hedge	Sun/Part Sun	M	Fast	Low	Long		Can be hedged
Verbena spp.	Verbena	Groundcover, Accent, Medians	Sun/Part Sun	S	Fast	Low	Short		Perennial, Prefer Heat

Vines

Botanic Name	Common Name	Application/Use	Exposure	Size (Ht x Spread)	Growth	Maintenance	Lifespan	Native	Comments
Bougainvillea spp.	Bougainvillea	Shrub Mass,Accent, GC, Vine	Sun	M/L	Fast	Moderate	Moderate		Spines, plant away from walks
Macfadyena unguis-cati	Blood Red Trumpet Vine	Vine	Sun	L	Fast	Moderate	Long		Rampant Vine, showy flowers
Rosa banksiae	Lady Banks Rose	Accent, Vine	Sun	M/L	Fast	Moderate	Long		Flowers
Wisteria sinensis	Chinese Wisteria	Vine	Sun	L	Fast	Moderate	Moderate		Flowers
Vitis californica	California Wild Grape	Vine	Partial Sun	M/L	Fast	Low	Long	X	Fast growing Vine; Grapes

Groundcover

Botanic Name	Common Name	Application/Use	Exposure	Size (Ht x Spread)	Growth	Maintenance	Lifespan	Native	Comments
Achillea spp.	Yarrow	Accent, GC	Sun	S	Fast	Moderate	Short	X	Flowering
Baccharis spp.	Coyote Bush	Shrub Mass, GC	Sun	M	Moderate	Low	Moderate	X	
Cotoneaster dammeri	Bearberry Cotoneaster	Low GC	Sun/Part Sun	M	Fast	Low	Moderate		Spiny; Red Berries; other species
Erigeron karvinskianus	Santa Barbara Daisy	GC, Shrub Mass, Accent	Sun/Part Sun	S	Fast	Low	Short	X	Perennial; Invasive; Flowers
Festuca ovina glauca	Blue Fescue	GC, Accent	Sun/Part Sun	S	Fast	Low	Moderate		Grass-like
Fragaria californica	Ornamental Strawberry	GC	Sun/Part Sun	S	Fast	Low	Moderate	X	Needs annual cutting back
Geranium spp.	Geraniums	GC	Sun/Part Sun	S	Fast	Moderate	Short		Red colored types - City Flower
Heuchera elegans	Elegant Coral Bells	GC	Part Shade/Shade	S	Fast	Low	Short		Flowers
Muhlenbergia rigens	Deer Grass	Groundcover	Sun	S/M	Moderate	Low	Short		Meadow look, dwarf varieties available
Senecio mandraliscae	Senecio	GC	Sun	S	Fast	Low	Moderate		Blue-Grey Foliage
Stachys byzantine	Lamb's Ear	Border, Accent	Sun/Part Shade	S	Fast	Low	Short		Perennial
Thymus spp.	Thyme	GC	Sun	S	Fast	Low	Short		Takes Light Traffic
Lampranthus spp.	Ice Plant	GC	Sun	S/M	Fast	Low	Moderate		Attracts bees; many varieties available

Turf

Botanical	Common	Application	Exposure	Size	Growth	Maintenance	Lifespan	Native	Comments
Carex praegracilis (C. pansa)	Sand Dune Sedge, Calif. Field Sedge	Meadow Grass/Lawn Substitute	Sun/Part Shade	S	M	Low	Moderate	X	Takes Light traffic- Drought resistant
Carex texensis	Catlin Sedge	Meadow Grass/Lawn Substitute	Sun/Part Shade	S	M	Low	Moderate		Takes Light traffic- Drought resistant
Paspalum vaginatum	Seashore Paspalum	Lawn	Sun	S	M	High	Moderate		drought/salt exposure; lawn grass
Stenotaphrum secundatum	Saint Augustinegrass	Lawn	Sun	S	Fast	High	Short		perennial lawn grass
Zoysia "Victoria"	Victoria Zoysiagrass	Lawn, GC	Sun	S	Slow	High	Short		perennial lawn grass

3.4 Public Space Furnishings

Lighting

Street lights are an important element of any urban streetscape, affecting its daytime appearance and its nighttime character, comfort and safety. It is important that Town Center street lights cast a comfortable glow over the sidewalks and other pedestrian spaces, not just light the roadways. Accordingly, the recommended fixtures are mounted on poles less than 30 feet in height and space approximately 70 to 100 feet apart. This sort of fixture creates a rhythm and scale – and light – that is in scale with and pleasant for the pedestrian, helping to define the space of the street rather than just flooding it with light. The poles are located in the same curb-adjacent zone as the street trees, reinforcing the layer of urban design elements that separate the pedestrian from the cars, and casting light on the street as well as the sidewalk.

In addition to their illumination function, streetlights offer an opportunity to provide electrical power for a variety of activities. Power outlets in the bases of the poles – generally inside locked hand-holes – can provide a convenient source of power for maintenance crews and for street vendors during street fairs and public markets. Outlets higher on the poles can provide a convenient location to plug holiday lights that can be strung into adjacent trees or across the streets. These are recommended for new streetlights throughout the Town Center.

Banner arms are also recommended on most streets, providing easy opportunities to display festive seasonal banners or promotional graphics for special events.

Street Furniture

A varied palette of street furnishings that respond to the needs of pedestrians on each street is recommended. Benches and trash receptacles, for instance, should generally be provided on busy shopping streets for customer comfort and litter control. These should be well-designed and functional, and should harmonize with the overall urban design of that street or that place.

In addition to being attractive, benches should be comfortable and durable. Wood or wood substitute is a good material for the seats, because it does not become uncomfortably hot or cold. It is also reflective of the heritage of San Juan Capistrano, and creates a more casual feel than metal benches. Trash receptacles should be covered to keep rain out, and large to reduce maintenance.

In no case should pedestrian street furniture – nor traffic control boxes and other accidental street furniture – block the pedestrian way or cause pedestrians to sidle around them. The many curb extension bulb-out areas planned for the Town Center streets – at corners or midblocks – may be good candidate locations for such furniture, as are small plaza and paseo spaces in between buildings.

In particular, benches should be placed with careful consideration of their relationship to surrounding buildings and businesses. Benches placed perpendicular to the street are often best, as the seated person is neither staring at one storefront nor at passing traffic or sides of parked cars. Benches outside restaurants or coffee shops can be very pleasant for customers of those businesses. Of course benches at bus stops are always desirable.

Benches in areas with low volumes of pedestrian traffic are generally unnecessary and attract sleepers. Mid-bench arms that are added to discourage sleeping should be far enough apart that two people can sit comfortably side by side.

RAIL ROAD
CROSSING
7.0 MI
7.6 MI

4 Mobility Plan and Strategies

The Historic Town Center's mobility plan is based on a multi modal approach that focuses on the safe and efficient movement of people regardless of travel mode rather than focusing primarily on the movement of vehicles. This is based on the implementation of an interconnected and balanced street network that meets the needs of both local and regional travel; and accommodates multiple travel modes including walking, bicycling, equestrian, transit, and automobiles. This strategy is supportive of the Master Plan's Goals 1.2.7 and 1.2.8 (see Section 1) and addresses the following primary subjects:

1. Regional and Local Connectivity
2. Transit
3. Bicycle, Pedestrians, and Equestrian
4. Street Design
5. Network Performance
6. Parking

4.1 Regional and Local Network Connectivity

While the roadway network will continue to serve as the basis of meeting the Town Center's mobility needs, the master plan strategy focuses on rebalancing existing roadways in order to efficiently meet future travel needs through multiple travel modes and implementing new localized street connections that will improve connectivity within the Town Center. The design and operation of these improved roadways must be contextualized in order for them to meet the diverse needs of the Town Center's visitors and residents and be physically integrated within a traditional downtown environment. Related improvements for the major roadways include:

- Widened sidewalks
- Sidewalk bulb-outs at intersections or mid-block street crossings
- Enhanced or high-visibility crosswalks
- Landscaped median islands
- Street trees and landscaping
- Pedestrian lighting
- Wayfinding and signage
- Street furniture
- On-street parking
- Redesign or narrowing of travel lanes

The master plan proposes the following improvements for the Town Center's three major streets:

- **Ortega Highway** – The freeway interchange reconstruction project and related reconstruction of the Ortega Highway/Del Obispo Street intersection will allow for the portion of Ortega Highway west of Del Obispo Street to be redesigned as one travel lane in each direction, and to include widened sidewalks, new landscaping, on-street parking, enhanced paving, and related improvements that will heighten the street's role as the primary entrance into the historic Town Center for all travel modes.

- **Del Obispo Street** – The freeway interchange project will funnel more traffic onto Del Obispo Street. The replacement of the existing auto-oriented land uses with a land use pattern more consistent with the Town Center, elimination of several existing curb cuts, installation of a landscaped median that will consolidate turning movements at intersections, and additional connections to Camino Capistrano will improve the street's overall operations. These improvements need to be balanced with appropriate pedestrian access improvements (i.e. widened sidewalks, pedestrian lighting, crosswalks, and landscaping) in order for the street's overall operating efficiency to be improved.

- **Camino Capistrano** – Future improvements along this street should seek to contextualize its function as a traditional main street within the Town Center in addition to supporting its role as a major arterial. The location of existing historically-significant structures within the Town Center results in a narrow public right-of-way and makes it infeasible to widen the street beyond its current limits. Therefore there is an opportunity for a street redesign that will accommodate both local and regional vehicular demands, and improve pedestrian travel and transit use. These improvements may include widened sidewalks, sidewalk bulb-outs, high-visibility crosswalks, and on-street parking.

Proposed Street Network

Some of these improvements may require trade-offs in terms of benefits to one mode versus another, but they should be designed and implemented in such a manner that achieves the Town Center's future vision and balances the competing needs of its diverse stakeholders.

Local connectivity will be further enhanced through extensions of streets including El Camino Real, Yorba, and Forster streets. These appropriately designed and scaled streets will provide additional vehicular and pedestrian connectivity between Camino Capistrano and Del Obispo Street and help improve the overall operation of the Town Center's street network by providing multiple travel routes where only two currently exist. These new streets will further form the framework on which the new buildings, streetscapes, and open spaces of the Town Center will be realized, and influence the walkability, economics, livability, and traffic operations of the Town Center.

Master Plan of Arterial Highways Consistency

Ortega Highway, Camino Capistrano, and Del Obispo Street are contained in the Orange County Master Plan of Arterial Highways (MPAH). The MPAH is a planning tool administered by the Orange County Transportation Authority (OCTA) to assist the County and cities in addressing local and regional traffic congestion. Cities are required to maintain any local MPAH roadways consistent with their MPAH designation. Any modifications proposed for MPAH roadways require the review and approval of OCTA staff in order to assure that the network's operation is not adversely affected by the proposed modifications. Cities are also required to maintain consistency between their local circulation elements and the MPAH in order to be eligible to receive public transportation funds from local, state, and federal sources.

The proposed improvements along MPAH roadways will require coordination with OCTA. OCTA staff has indicated during preliminary meetings that the proposed Master Plan improvements may be approved at an administrative level since they appear to be local in nature and not impact the MPAH network's operation. The general modification of existing MPAH roadways contained in the Master Plan and related modifications to the MPAH system include:

- Elimination of approximately 450-foot segment of Ortega Highway between Del Obispo and Camino Capistrano from the MPAH network in order to narrow the street to allow for wider sidewalks

- Rebalancing of Camino Capistrano between Ortega Highway and Del Obispo Street so that is more efficiently serves multiple transportation modes and relates contextually within the Town Center's traditional urban form. The existing travel lanes and the center turning lane will be maintained in a redesigned manner, as described earlier, that will allow for the additional area for the proposed improvements to be implemented within the existing public right-of-way. These improvements will not require any changes to Camino Capistrano's MPAH designation, since they will not decrease the roadway's existing capacity.

- Rebalancing Del Obispo Street, between Ortega Highway and Camino Capistrano, so that it efficiently carries projected future automobile trips and serves other travel modes including pedestrians, transit, and bicycles. The number of existing travel lanes will be maintained, and the center turning lane will be replaced by landscaped median islands. The center two-way turning lane's elimination and the proposed replacement of the existing drive-through restaurants will allow for an elimination of several existing curb cuts and concentrate turning movements at signalized intersections thereby improving the streets operating efficiency.

The Master Plan's traffic analysis shows that these improvements will not adversely impact the operation of the Town Center's roadway network. The City should pursue the following actions to assure that local consistency with the MPAH is maintained as part of the Master Plan's adoption and implementation:

1. OCTA Coordination: City Staff should work closely with the OCTA to assure that the proposed modifications to MPAH roadways do not result in any impacts to the overall MPAH network. Ongoing communication between the City and OCTA should seek to confirm that the proposed improvements along Camino Capistrano and Del Obispo Street are intended to rebalance the roadways into more complete streets and not to decrease their capacities or minimize their operations.

Removing Ortega Hwy from the MPAH can allow it to become an active space for people

2. Request the elimination of Ortega Highway from the MPAH: Ortega Highway, from Camino Capistrano to the eastern city limit is contained in the MPAH. The City should pursue the elimination of the portion of Ortega Highway west of Del Obispo Street from the MPAH network. This modification to the network will be possible as a result of the Ortega Highway/I-5 interchange project and related realignment of Ortega Highway and Del Obispo Street as it will redirect through traffic south along Del Obispo Street rather than west along Ortega Highway. This new alignment, along with the proposed new street extensions will allow for Ortega Highway to continue operating at acceptable levels even with a reduced automobile capacity.

3. Circulation Element Revision: Any future OCTA approval of the modification of local streets included in the MPAH network is contingent on the City's revision of its circulation element. This revision will need to be completed in order to reflect changes to existing roadway designations and operating standards resulting from the Master Plan and the Ortega Highway/I-5 Interchange project, and to assure that the City's transportation funding eligibility is maintained.

4.2 Transit System

Convenient and safe public transportation is a key component of a traditional town center environment by providing heightening travel opportunities and improving accessibility and mobility for a wider segment of the community. While the Town Center is well served by commuter and passenger rail service and regional county bus lines, it lacks the localized service that may provide improved connections to local or nearby destinations including schools, work places, civic and cultural facilities, and neighborhoods. The facilitation of additional services such as shuttles, taxis, and a local bus circulator should be considered in order to augment the effectiveness of the existing transit services and to improve access between the Town Center and other parts of the city. These localized services will also help improve the local street network's operation by providing a viable alternative to automobile travel, facilitate the use of outlying parking supplies to support activities within the Town Center, and help enhance the Capistrano Depot's role as south Orange County's primary multimodal transit hub.

4.3 Bicycle, Pedestrian, and Equestrian

This strategy seeks build upon the Town Center's traditional pedestrian scale and character to elevate walking, bicycling, and horse-riding as functional elements of its multimodal transportation network rather than functioning primarily as recreational activities. The goals include:

- Correct existing physical conditions that result in unsafe conditions for pedestrians, bicyclists, and equestrian users.
- Improve connectivity between the Town Center and the city's extensive trail network.
- Improve connections between different Town Center destinations
- Improve access to public transportation
- Improve access for those that are not fully mobile including the very young, old, or disabled
- Increase the distance that Town Center visitors are likely to walk, bike, or ride a horse in order to access multiple destinations

The Master Plan proposes several new and enhanced regional connections in order to increase accessibility for cyclists , pedestrians and equestrian riders into the downtown.

North of the Town Center, the El Horno Street underpass, accessible to pedestrians, cyclists, and horses yet currently an unattractive and underutilized linkage, should be enhanced with improvements such as hardscape, landscape, signage, lighting, and perhaps an art component to improve the safety and comfort of the area. This underpass should be leveraged as a significant link to the neighborhoods east of the I-5 Freeway to the Town Center.

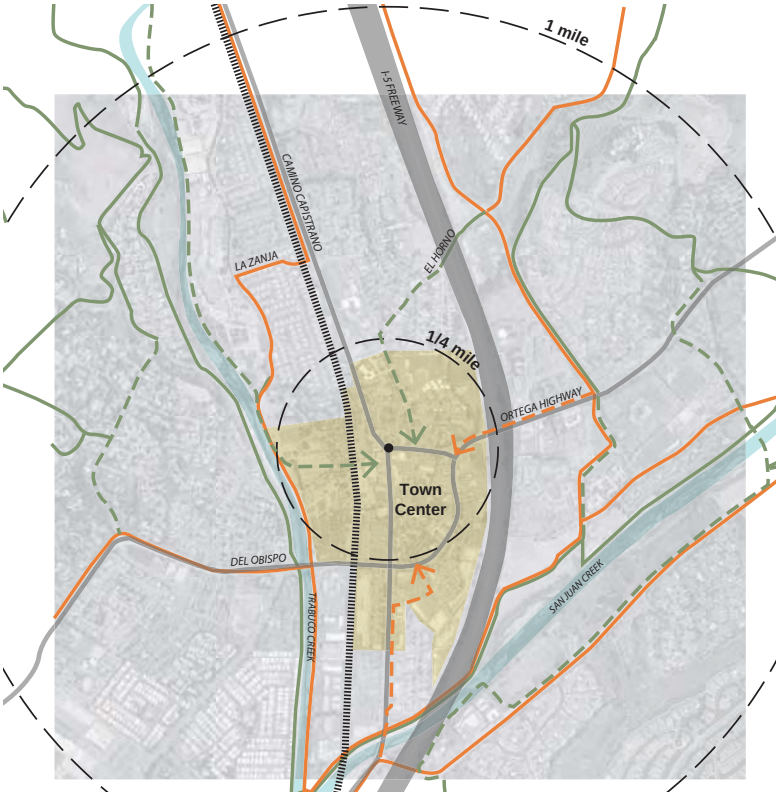
From the West, the primary access point to the Town Center would be through the Los Rios District. The Los Rios Park should be a place for expanded hitching posts where horses may be "parked" for the day while their riders visit the Town Center by using the existing at-grade crossing over the train tracks and traveling up an enhanced Verdugo Road to Camino Capistrano. A new bridge over Trabuco Creek is also recommended to link the trails west of the creek directly to the Los Rios District.

From the East, Ortega Highway is the primary route for cyclists to enter the Town Center, the proposed I-5/Ortega Highway interchange realignment includes space for incorporating bicycle lanes on Ortega Highway over the freeway. From the South, Camino Capistrano could serve as a link to the trail network along San Juan Creek to the Town Center by incorporating bicycle facilities within the wide right of way .

Once cyclists enter the downtown using any of these routes, they will be able to access downtown destinations via a number of smaller streets that are calm enough to allow cyclists to ride within the street.

Town Center streets should be safe and comfortable for bicycles

Horses entering through the Los Rios District can be hitched in the park while riders visit the Town Center



4.4 Network Performance

The roadway networks existing and future operating conditions were analyzed as part of the Town Center Master Plan project's Traffic Impact Analysis. This analysis was performed on a total of 16 intersections and 15 roadway segments (nine intersections and seven roadway segments for Saturdays). It was based on available data provided by the city and regional transportation agencies, the collection of new data, and field observations, and was prepared in accordance with the provisions of the City's Policy 310. Details of the proposed network performance can be found in the Traffic Impact Analysis and Technical Appendix, provided under separate cover.

This analysis identified the existing, short-term (2015), and long-term (2035) operating conditions of the Town Center's roadway network. It analyzed the affect that various factors may have on local travel conditions in order to determine the extent of the impact that the completed Town Center Master Plan will have on local travel. These factors include:

- Ambient population and travel growth
- Development of "related projects" identified by the city
- Construction of the Ortega Highway/I-5 Interchange project
- Land use changes proposed by the Master Plan
- Construction of new local street connections

4.4.1 Trip Generation

A trip generation forecast of the completed Matser Plan was prepared by using land use designations and related trip generation rates contained in the Institute of Traffic Engineers Trip Generation Manual, 8th Edition. This forecast identified the gross number of weekday and Saturday trips that the completed Master Plan would generate based on the assumed land uses, and accounted for the number of weekday and weekend trips generated by the existing land uses that the Master Plan proposes to remove. The net number of trips was derived by deducting the number of trips generated by the existing land uses proposed for removal from the number of trips generated by the new land uses. The Master Plan area was divided into 19 individual blocks and a trip generation forecast was developed for each block based on its existing and assumed future land uses (and intensity of each land use). Additional factors were applied to each block's trip generation forecast to account for specific conditions resulting from its location within the Town Center, proximity to transit, and mix of land uses, all of which affect internal capture, pass-by trips, and transit use rates. For the purposes of this analysis, transit use was assumed to include walking, bicycling, buses, and rail. Each block's trip generation estimate was tabulated to produce an overall trip generation estimate for the entire master plan area.

The resulting estimate shows that the completed Master Plan will generate significantly less overall trips for both weekday and weekends than existing conditions. This decrease results from the proposed replacement of existing land uses, with high trip generation rates such as drive-through restaurants, with proposed uses that generate less trips. This is significant due to the existing high concentration of auto-oriented retail and commercial activities currently located within the Town Center area and the related travel benefits that could be derived from their gradual repositioning to a more traditional mixed-use extension of the Town Center over time.

4.4.2 Future Operating Conditions

The intersection of Ortega Highway at the Northbound I-5 ramps is the only intersection of the 16 included in the analysis to not be currently meeting the City's minimum operating standards. All roadway segments are currently operating at acceptable conditions.

2015 Short-Term Conditions

The 2015 (short-term) projection consists of a "Base" condition that only included an annual growth factor applied to the existing traffic data, and a "Cumulative" condition that includes both the growth factor and the estimated trips generated by the 18 "Related" projects identified by the City. The Related projects consist of projects that have or are in the process of being approved by the City and whose estimated generated trips are assumed as "background" traffic in the Master Plan's traffic impact analysis. Examples of the related projects include the Distrito La Novia/San Juan Meadows, Plaza Banderas/Mission Inn, San Juan High School, and Serra Village projects.

The analysis identifies the following intersections and roadway segments to be operating at deficient levels by 2015:

Intersections
2015 Base
- Ortega Highway at Northbound I-5 Ramps (AM Peak)
- Ortega Highway at Southbound I-5 Ramps (AM/PM Peak)
- Camino Capistrano at Forster Street (AM/PM Peak)

2015 Cummulative
- Rancho Viejo at Ortega Highway (PM Peak)
- Ortega Highway at Northbound I-5 Ramps (AM/PM Peak)
- Ortega Highway at Southbound I-5 Ramps (AM/PM Peak, Saturday)
- Camino Capistrano at Forster Street (AM/PM Peak, Saturday)

Roadway Segments
2015 Base
- Del Obispo Street: Camino Capistrano to Paseo Adelanto

2015 Cummulative
- Del Obispo Street: Camino Capistrano to Paseo Adelanto
- Camino Capistrano: Ortega Highway to Del Obispo Street

2035 Long-Term Conditions

The 2035 (long-term) projections consist of a "no-build" condition that only includes the completed Ortega Highway/I-5 Interchange project and related realignment of the Ortega Highway/Del Obispo Street intersection with no additional changes to the existing roadway network. This condition assumes existing Town Center land uses, the 18 Related Projects, and annual growth factors. The "build-out" condition includes all of the no-build assumptions plus the new proposed land uses and intensities included in the Master Plan preferred alternative and the new local roadway extensions (El Camino Real, Forster Street, and Yorba Street).

The analysis identified the following intersections and roadway segments to be operating at deficient levels by 2035:

Intersections
2035 No-Build
- Rancho Viejo at Ortega Highway (PM Peak)
- Camino Capistrano at Del Obispo Street (PM Peak)
- Camino Capistrano at Forster Street (AM/PM Peak, Saturday)

2035 Build-Out
- Rancho Viejo at Ortega Highway (PM Peak)
- Camino Capistrano at Del Obispo Street (PM Peak)
- Camino Capistrano at Forster Street (AM/PM Peak, Saturday)

Roadway Segments
2035 No-Build and 2035 Build-Out:
- None

This analysis shows that the Town Center's roadway network is currently operating at acceptable levels with the exception of one intersection (I-5 Northbound Ramps at Ortega Highway). By 2015, a total of four intersections will operate at deficient levels with three being located along Ortega Highway and the I-5 Freeway. By 2035, the completion of the Ortega Highway/I-5 Interchange project will eliminate the operating deficiencies along Ortega Highway that result from the existing freeway ramps and high concentration of signalized intersections. The same three intersections are projected to operate at deficient levels in both the 2035 No-Build and Build-Out conditions, suggesting that the operational improvements derived from the completed interchange project will be sufficient to offset the most significant deficiencies projected in the near-term 2015 conditions. In all cases, conditions with the Master Plan show an improved level of operation when compared to the No-Build scenario. However, since these intersections are projected to operate below the City's minimum thresholds, the Master Plan will contribute to their deficient operations. If the Master Plan were a typical development project, a fare share contribution to mitigate these deficiencies would be warranted.

The proposed modifications for the three impacted intersections include:

Rancho Viejo Road at Ortega Highway – This intersection's minimum acceptable level of service (LOS) is D. It is projected to operate at an LOS D and F during the AM and PM peak periods. A combination of widening the intersection and restriping to allow for an additional through lane and turning lanes, along with signal modifications will allow for this intersection to operate at an LOS of C and D during AM and PM peak periods respectively.

Camino Capistrano at Del Obispo Street – This intersections minimum acceptable LOS is E because it is identified as an "Operational Hot Spot" by the City. It is projected to operate at an LOS of F during the PM peak period. Improvement including the restriping of the southbound direction to replace the existing exclusive right-turn lane with a shared turning/through lane, and related traffic signal modifications will result in an improved LOS of D for the PM peak period.

Camino Capistrano at Forster Street – This intersection is projected to operate at levels of service E, F, and F for the AM and PM peak periods and on Saturday peak hours. A signalization of this intersection with no modifications to the existing lane configuration will improve its operation to levels of service A, B, and A. This intersection meets peak hour volume warrants for signalization under both the 2015 and 2035 conditions.

4.5 Street Design

Street design in the Town Center District is based on three fundamental concepts to produce a varied, interconnected and context-sensitive network of streets: Context-Sensitive Design, Pedestrian-First and Complete Streets.

Context-Sensitive Design – This concept works from the perspective that there is a direct relationship between a street and its effect on generating context, and that streets are much more than conveyors of vehicular traffic.

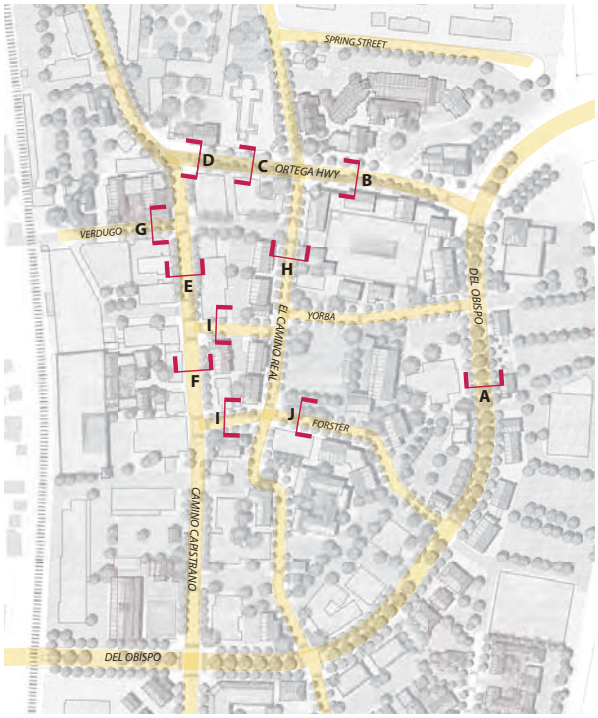
Pedestrian-First – This concept establishes pedestrian movement (including cyclists and equestrians) as the most important ingredient in the design of traditional urban places. Most will likely arrive at the plan area in vehicles, but at some point they will become pedestrians who move at no more than four miles per hour. As pedestrians, they need to circulate safely and conveniently to their destination. For example, conventional, wide streets and arterials are typically very uninviting and potentially unsafe for pedestrians and cyclists because cars travelling faster require greater braking distance. In contrast, narrower streets with reduced turning radii encourage pedestrians and cyclists because such streets tend to slow vehicles, making pedestrians safer and comfortable.

Complete Streets – The needs of pedestrians and cyclists need to be elevated to a state of balance with other modes of transportation within all right-of-ways of residential and commercial thoroughfares. As walking and choices increase, so does the livability and economic vitality of a place. Expanded options for movement through the city, whether walking, cycling, or driving, enhance the vitality of the streets as well. All these elements combine to create a much higher trip quality regardless of the mode.

By applying the above approach, the result is that proper street design is a significant determinant in creating a vibrant, pedestrian-oriented public realm that accommodates vehicular needs. To carry this forward, the following policies shall appropriately slow traffic within the plan area while allowing for the smooth operation of emergency vehicles and keeping the same capacity for long-term vehicular flow.

Street Design Policies:

1. Limited lane widths to calm traffic;
2. Two-way traffic and on-street parking, including guests, to maximize frontage and mobility options;
3. Tighter curb radii to calm traffic and improve walkability;
4. Narrow street crossings to calm traffic and improve walkability;
5. Ample sidewalks and generous streetscapes to maximize appeal and economic value;
6. Compatible lighting that is both effective for commerce, pedestrians, and cyclists, to maximize appeal, image and safety



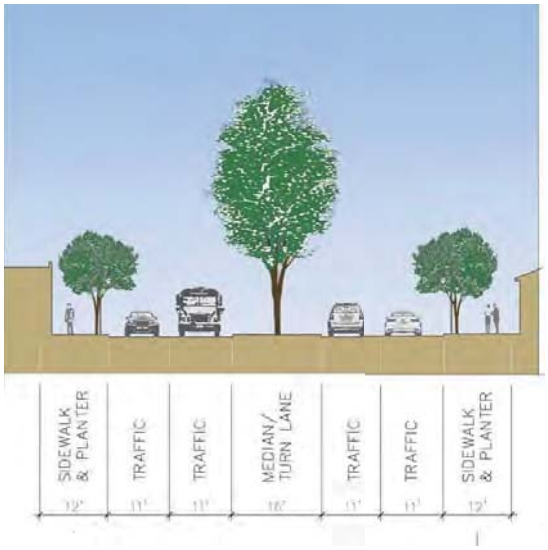
Street Sections Key Plan

Street Sections

Through a combination of roadway width, parking arrangement, sidewalk width, and landscape treatment, each of the streets in the Town Center can develop a particular character that relates to its context and its expected use, whether it is an active shopping street like Camino Capistrano, a unique place for gathering such as Ortega Highway in front of the Mission, or a quiet, intimate street on which to live and work, such as the El Camino Real extension.

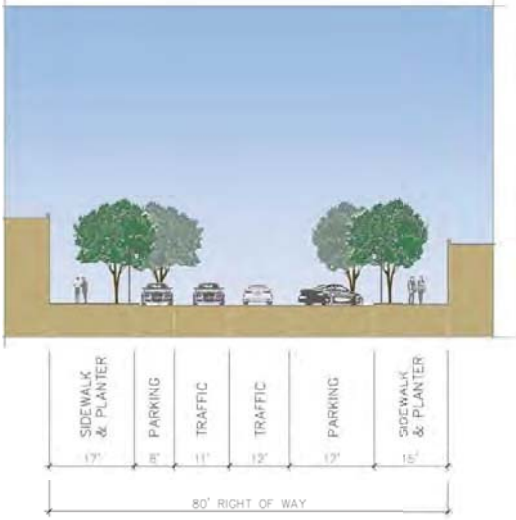
The following street section drawings and precedent images illustrate the design intention for each of the key streets within the Town Center, showing how the existing right of way (or newly dedicated right of way) can be arranged to create a more balanced, complete street. These sections are conceptual only, and will require formal field surveys to be done to determine exact right of way dimensions.

Section A: Del Obispo



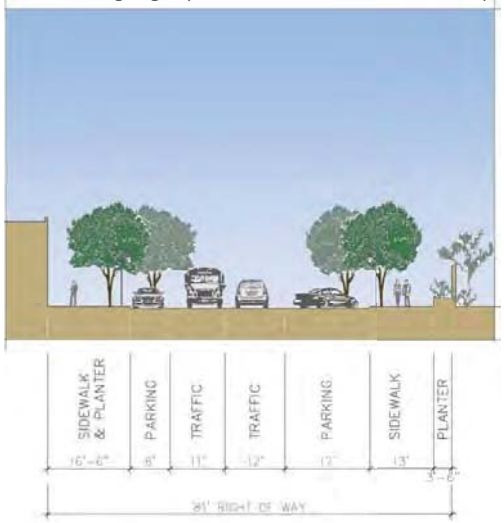
Two travel lanes each way, separated by a landscaped median

Section B: Ortega Highway between Del Obispo and El Camino Real



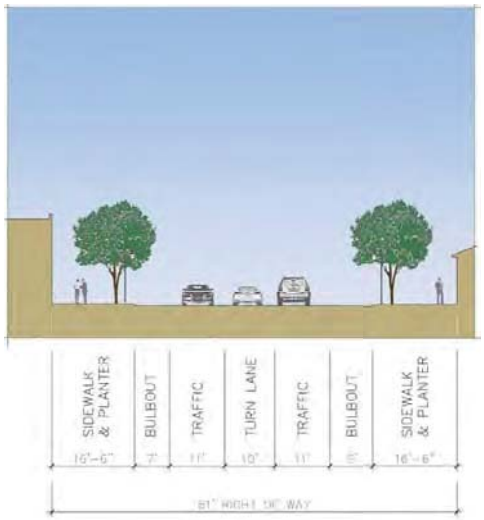
One travel lane each way, with diagonal and curbside parking

Section C: Ortega Highway between El Camino Real and Camino Capistrano



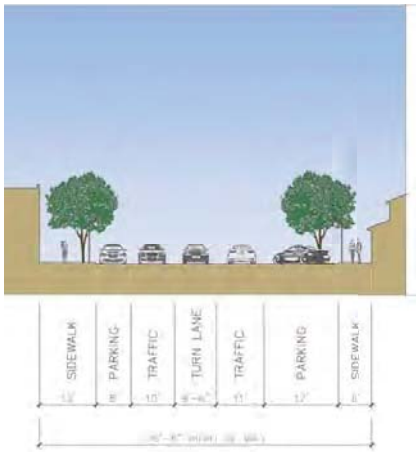
Wide sidewalks with a double row of street trees on each side

Section D: Ortega Highway at Camino Capistrano



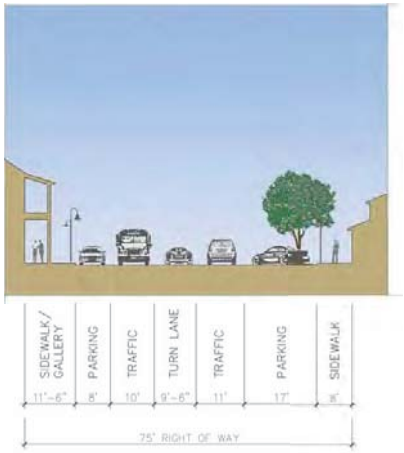
Sidewalk bulbouts at street intersection

Section E: Camino Capistrano (Typical)



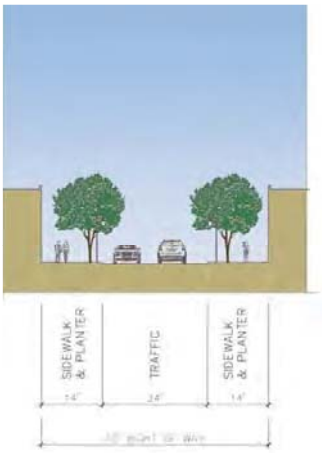
Generous sidewalk fronting retail on one side

Section F: Camino Capistrano (in front of galleries)



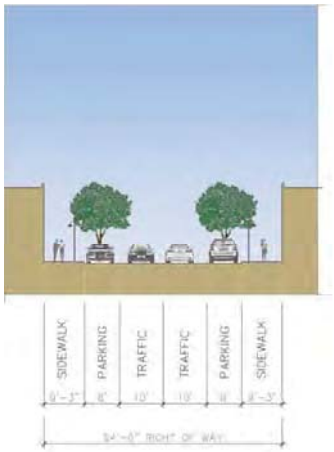
Back-in angled parking

Section G: Verdugo Street



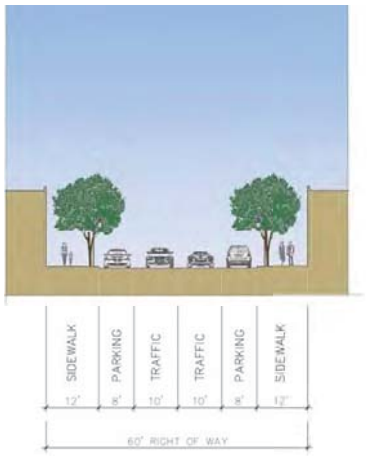
Ample sidewalks with large canopy trees

Section H: El Camino Real



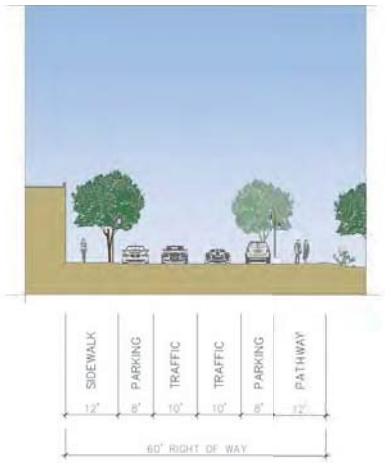
One travel lane in each direction, with curbside parking and trees within parking lane

Section I: Forster and Yorba west of El Camino Real



One travel lane in each direction, with curbside parking and trees within sidewalk

Section J: Forster at Historic Town Center Park



Example of cobblestone curb along street, creating an informal, rural feel

4.6 Parking

The operation and management of a downtown's parking supply is a fundamental component of its successful development. This strategy involves both the provision of an adequate parking supply to support its diverse activities and uses, and the management of the parking supply as a single entity rather than the collection of individual facilities that serve specific businesses or destinations. To this end, the following approach serves as the basis of the Town Center's parking strategy.

Residential Development: Resident parking for dwellings is provided on-site with visitor parking accommodated on the streets. The amount of parking required per unit is lower than that required for other parts of the city because of the Town Center's walkable and mixed-use nature and accessibility to transit.

Non-Residential Development: Parking for commercial, civic, or office uses is to be strategically located and distributed in a way that maximizes its daily use and allow for it to be shared by different businesses and uses. A combination of on-street and shared off-street parking can meet the needs of the Town Center's customers, visitors, and workers and significantly reduce automobile travel for the following reasons:

- Park-Once: A conveniently located supply of shared parking that is supported by well designed and maintained pedestrian connections allows for people to access multiple Town Center businesses and destinations with a single automobile trip.
- Shared Parking among Compatible Uses: A parking supply is more efficiently used when it is shared by businesses or destinations that have different and compatible peak demand periods. For example, commercial offices and restaurants can share parking because restaurants have a higher parking demand during evenings and weekends.
- Shared Parking to Spread Peak Loads: Parking supply should be appropriately sized to meet average parking loads rather than be based on worse-case on worse-case ratios required for individual buildings or uses. This allows for retail or office uses with higher than average demands to be balanced by other uses with below average demands.

The provision of sufficient parking to support the Town Center's future uses and activities is based on a shared-use approach that seeks to improve the parking supply's overall efficiency. The Master Plan assumes a total of 3,476 shared-use parking spaces for all non-residential uses. This number includes 3,074 off-street spaces and 402 on-street spaces. The parking provision is based on the ratio of the number of parking spaces per 1,000 square feet of non-residential development. Similar parking ratios are increasingly being used by cities as a replacement to traditional use-based standards applied to individual projects or uses. Data from the following cities was used to identify the ratio that would be appropriate for the Town Center:

City	Parking Ratio (per 1,000 sf)
Chico, CA	2.1
Long Beach, CA (Second Street)	2.2
Palo Alto, CA	2.3
Santa Monica, CA	1.9
Average Parking Ratio	2.13

The following table shows how the ratios of these cities compare to both existing and future Town Center parking capacities:

	Existing	Master Plan
Off-Street Parking	3,241	3,074
On-Street Parking	178	402
Total	3,419	3,476
Net Building sf (non-residential)	916,887	1,148,137
Total Parking Ratio (Off-Street only)	3.53	3.35
Total Parking Ratio (On- and Off-Street)	3.73	3.03

The Master Plan assumes that the Town Center's future parking supply will be operated and managed as a district rather than as a collection of individual lots as is currently the case. This operational approach, along with the proposed centrally located shared parking facilities will allow for the more efficient use of available parking, resulting in a higher occupancy rate and ratio. This data indicates that a modest 2 percent increase in the Town Center's parking supply can adequately accommodate the increased future development, provided that it is managed and operated appropriately.

The following recommendations are proposed in order to provide an adequate supply of parking that meets the Town Center's diverse needs, support future economic development, and make more efficient use of the Town Center's limited supply of available land. These policies are listed in ascending order from low-cost,

Angled parking adds value to retail properties

Town Center parking structures must be lined with active uses

Assumptions:

1. Net building area is net of parking structures, since they do not generate parking demand, and residential uses, which are parked on-site.
2. Parking stalls designated for residential uses are not considered part of the shared parking district (359 stalls), and therefore are not included in off-street parking counts.
3. Any on-street parking within the area south and east of Del Obispo Street is assumed to be used as residential guest parking and therefore is not included in the on-street parking count.
4. Estimated shared-use parking structure capacity assumes an average of 350 sf per parking stall.
5. Commercial buildings in Los Rios were not included in the Master Plan total building area. Adding these may slightly decrease parking ratio.

readily implementable to more capital-intensive measures that will involve more time and resources to implement. Many of these steps can and should be pursued simultaneously if the Town Center's revitalization proceeds rapidly. This active approach to parking is a key component of a successful district and neighborhood revitalization effort.

Parking Recommendations

1. Put People first. The planning and implementation of a successful parking program must focus on people not just the storage of automobiles. As a result, a district's parking supply (both on and off-street) must be operated and maintained to assure that it is perceived as being safe, convenient, and accessible by its users.

2. Establish a Town Center Parking District – Parking within the Town Center should be managed like a public commodity rather than being dedicated to individual buildings or businesses. This district should be established and given the authority to collect and administer any parking revenues and use these revenues to operate and manage parking within the Town Center. This could include the development and maintenance of parking facilities, streetscape improvements that facilitate pedestrian connections between the shared parking and local destinations, security, transportation demand management programs, and marketing.

3. Parking Demand Management – Parking demand within the Town Center fluctuates significantly depending on multiple variables. Peak parking demand periods often result from special events staged within the Town Center including festivals, weddings and receptions, civic events, and concerts. These events further tax downtown's parking supply often at the expense of local businesses. The city should seek ways to more effectively manage the scheduling of special events in order to assure that there is sufficient parking to meet all of the Town Center's users. This could include requiring event organizers to obtain permits from the city and maintain a master calendar of special events scheduled for the Town Center.

   Demand management may also involve a review of existing parking prohibitions or restrictions in order to assure that on-street parking is used efficiently, and that residential streets are not adversely impacted by Town Center traffic.

4. Secure Use Agreements – Several existing off-street lots within the Town Center or immediately adjacent to it are either privately owned or owned by other public entities such as schools. The city should work with the lot owners to secure use agreements that will enable Town Center visitors to use these lots during specific high demand periods.

5. Manage Employee Parking – The supply of convenient parking for the Town Center's visitors can be efficiently increased by encouraging businesses to provide their employee parking off-site, or further from their establishments.

6. Unbundle the Cost of Parking – Parking is expensive to develop and operate and is an inefficient use of land specifically within a traditional urban setting like the Town Center. The cost of parking it typically born by a project's developer (be it public or private) and passed on to a project's occupants through higher rent or sales prices. Also, land used exclusively for parking generates a significantly lower return on investment thereby increasing further increasing the cost of providing parking. The City should consider the establishment of a program where Town Center businesses can pay for the right to use a determined number of parking spaces located within a shared use facility. By doing so, each business contributes to the cost of providing parking rather than fully baring this expense.

Lined parking structure with rooftop parking

7. Paid Parking – Cost is a major determinant of where people choose to park and its implementation should be considered within the context of local market conditions. A transition to paid parking within the Town Center needs to be considered and planned carefully so that is supports local economic development rather than deter it. The Town Center's visitors will willingly pay for parking if future development succeeds in creating a desirable and unique destination that, in turn, generates a demand for conveniently located parking. Conversely, charging for parking prematurely may discourage potential visitors from the Town Center when they can visit other regional commercial or entertainment destinations where free parking is provided. Any revenues generated from parking within the Town Center should be reinvested back into the Town Center to support improvements like the construction and operation of shared use parking structures, pedestrian and streetscape improvements, signage, and marketing.

Visitors are directed to paid and free parking

5 Implementation

5.1 Development Capacity

Program Summary

EXISTING CONDITION		MASTER PLAN BUILD OUT	
Retail	559,089 sf	Retail	531,704 sf
Commercial (Office)	103,434 sf	Commercial (Office)	217,099 sf
Residential	--	Residential	239 units
Civic	49,872 sf	Civic	70,533 sf
Hotel	--	Hotel	214 keys
Parking	121,568 sf	Parking	390,668 sf
Religious	107,490 sf	Religious	108,606 sf
School	77,617 sf	School	77,617 sf
Other	19,385 sf	Other	14,907 sf
Total (excluding parking)	**916,887 sf**	**Total (excluding parking)**	**1,478,882 sf**

The Master Plan Build Out scenario, as described and illustrated in Section 2, results in a total of 1,478,882 square feet of development in the Town Center project area boundary (excluding square footage of parking structures.) This represents a 61% increase in overall square footage from the existing condition. It is important to note that the Master Plan focuses on preservation and infill in order to increase the built area, as opposed to large-scale demolition and redevelopment. In the full build out scenario, 30% of the existing buildings (274,000 square feet) are removed, while 70% (642,887 square feet) are maintained in place. The buildings removed are primarily underperforming economically, and were built over the last forty years in a suburban character.

At the same time that overall square footage in the Town Center is increased, it is also rebalanced in terms of uses. Retail square footage is actually slightly reduced from the existing condition - reflected in the repositioning of the Del Obispo Shopping Center. Meanwhile commercial office space is doubled, civic uses are supplemented, and hotel and residential uses not currently present in the Town Center are introduced. A detailed summary of the Master Plan program on a block-by-block level is included in the Appendix.

The viability of each of these land uses was studied in terms of market opportunities in the short and long term. Further, the feasibility of two prototypical sites - including a block containing several small mixed-use buildings, and a block containing a large park-once structure lined with retail and office uses - was tested in a more detailed level and the conclusions are described below.

Retail and Mixed Use

The Master Plan retail build out for the Town Center is 531,704 square feet. Though this represents a net 5% decrease from existing conditions, it involves the repositioning of much currently underperforming retail and drive-through restaurants that do not contribute to the Town Center environment with some new retail types, both tourist-oriented and neighborhood-serving. These include a specialty grocery store, pedestrian-oriented retail pads, and retail within the ground floor of mixed-use buildings

Market studies show that there is significant leakage of retail sales from San Juan Capistrano, and Downtown San Juan Capistrano is positioned to capture some of these sales, especially from small retail types (apparel, food and drink establishments). In particular, there is significant potential for food-related services to support over 100,000 square feet. The market can support a new food store in the downtown in the near term, though full build out of other retail types is unlikely to occur until the longer term (15 to 20 years).

Financial feasibility analysis was performed on a prototypical block of the Master Plan bounded by El Camino Real, Yorba, Forster, and Camino Capistrano. The results showed that in the current market, new small mixed-use buildings with ground floor retail, such as those lining Camino Capistrano and El Camino Real, may not be feasible in a typical development situation, given land values requiring rents that are not supportable. However, if the subject property is owned by the City, as many in the Historic Town Center are, then they may choose to sell their property at rate lower than market value to a developer that is willing to comply with the Master Plan. Current land owners willing to move forward with a lower land basis may also offer redevelopment opportunities. These types of projects may require greater initial investment by the city and/or landowners, but can stimulate development and thus increase the likelihood of similar infill projects in the long term.

Residential and Hotel

The Master Plan proposes 239 new residences (where currently there is no housing in downtown), as well as 214 hotel rooms from two new hotels. The resulting 453 new units will bring a critical mass of people to downtown, particularly in the evening and weekends. These residents and hotel guests will activate downtown street life and support neighborhood retail and restaurants. Pedestrian activity will add another layer of activity with people strolling, jogging as well as walking their dogs in the area.

Market analysis shows that demand for new housing is currently soft, but there will be a demand for condominiums in San Juan Capistrano in the mid- to long-term (7-15 years). The 239 units represents only 5.6% of the 3-mile market area demand for condominiums (in the mid to long term), so the amount of residential proposed by the Master Plan is reasonable.

Civic and Office

The Master Plan proposes 137,014 sf of new commercial use, bringing the ultimate total for the downtown to 217,099 sf. This represents a net increase of 85% (almost double) from existing conditions.

Market studies show that demand for office space is currently low, and build out will more likely occur in the long term (15-20 years). However, the demand that does exist is the type of offices that are well-suited to mixed-use buildings (i.e. offices on second floor), including medical and small professional offices. These can be accommodated in the Master Plan within new mixed-use buildings along El Camino Real, Yorba, and Forster.

Introducing more office space into the downtown will surge the daytime weekday populations in the area, and provide support for downtown retail and restaurants.

Bringing over 30,000 sf of city hall's functions to downtown will also contribute to the daytime activity in the downtown, with approximately 100 employees coming in on a daily basis and patronizing restaurants at lunchtime. City Hall will also draw approximately 100 visitors on a daily basis or 20-25,000 visitors annually to the downtown. This number excludes events such as public meetings that drawn additional evening visitors. These new visitors will provide the opportunity to support other business while visiting City Hall. A downtown City Hall can also attract professional offices that support government functions or otherwise prefer proximity to City Hall to locate in the downtown as well. The master plan provides office space along El Camino Real for this purpose.

Parking and Public Infrastructure

The Master Plan proposes maintaining the existing 4-level parking structure at the train depot (346 stalls), and supplements this parking supply with a 3-level extension to this structure (404 stalls) as well as a new 3-level park-once structure at the corner of Ortega Highway and Del Obispo (409 stalls).

The feasibility of the new park-once structure at Ortega Highway and Del Obispo was analyzed as the second prototypical site in the Master Plan. The study concluded that, assuming rents from the retail and office uses lining the structure and excluding value assigned to the land (which on this site is mostly publicly owned), there remains a feasibility gap of $4.7 million. This can be addressed by contributions from both the City and private developers. If the City relocates their City Hall to the parcel adjacent to the parking structure, they will have to make a contribution to the cost in return for approximately 140 dedicated parking spaces for employees and visitors. Further, private developers that build on other adjacent parcels on El Camino Real would also contribute to the structure by providing an in-lieu fee in return for being able to utilize the balance of available parking stalls to satisfy their parking needs. (This in lieu fee encourages development by allowing landowners to maximize uses on their site by not having to provide on-site parking.) Assuming both of these contributions, the feasibility gap could be narrowed to approximately $500,000. In the future, the gap could be closed by charging a nominal fee for public parking. Also, the increased sales tax and tax increments collected from new development could cover this cost.

5.2 Phasing Plan

Short Term (2011 – 2015)

The following projects can commence upon adoption of the Master Plan and as funding is available. They can be accomplished in the near future as they are either already in progress, relatively inexpensive, independent of the Ortega Highway interchange project, located on city-owned property, and/or are self-parked or otherwise do not need additional off-site parking. In particular they include improvements to public rights of way around the Mission. This area is already the most complete downtown environment in the Town Center, and its most visited and successful area. Public space and pedestrian improvements radiating from this center will be a very effective first step in extending this success to a wider area. In addition, several private developments on key sites within the core area can reasonably be completed within this time period.

These recommended projects as part of the first phase of Master Plan realization build off of the existing strengths in the core of downtown San Juan Capistrano, and implementing them beautifully and early in the revitalization process should capture and maintain public interest by allowing people to visualize what the whole downtown can eventually look like. Projects completed in this first phase will also help catalyze and attract capital to additional public and private development projects in the Town Center.

This phasing plan is conceptual only, and does not represent a strict schedule or approved projects. The schedule for construction of the I-5/Ortega Highaway interchange project, which may temporarily affect traffic patterns in the vicinity, has not yet been established. Therefore, as the construction phasing schedule is determined, a more detail Master Plan phasing plan can be created based on the goal of identifying projects and public improvements that can be undertaken without conflicting with the construction phase traffic management.

Short Term Phasing Plan

a Plaza Banderas
This proposed hotel and retail development is on the largest, most visible, and currently vacant property at the gateway to the Town Center from the east and from the freeway. The landowner is prepared to begin developing the project in the near term, gaining approval prior to the completion of the Master Plan. The hotel will increase visitors to the downtown, including tourists, business travelers, and event attendees, and help support nearby existing and new retail businesses. With design refinements recommended by the Plan, this new development will help establish a strong new Town Center gateway, drawing the activity of the Town Center eastward towards Del Obispo.

b Restaurant Site (currently Pedro's Tacos) and Adjacent Property
The remodeling of the existing Pedro's Tacos restaurant, with an expanded outdoor dining area, will add to the momentum of change in the retail and pedestrian environment in downtown. The commercial property to the north of this restaurant can also be developed into a mixed-use structure to establish a pattern of continuity of building form and sidewalk activity across from the Mission and at the northern entrance to the downtown. In conjunction with the development of that site, the recommended new access from Camino Capistrano to the train station parking lot would be a logical early public improvement.

c Ortega Highway and Mission San Juan Capistrano Entrance
Once administrative approval is received from OCTA to designate Ortega Highway as a local street, improvements to the sidewalk and street right of way in this segment between Camino Capistrano and El Camino Real may begin. These modest changes to sidewalk width, paving materials, and roadway striping can have a powerful impact on the way people perceive and use the space in front of the Mission, encouraging people to linger and utilize the street as public open space, creating a safe, comfortable environment for pedestrians to walk along and across the streets to patronize businesses, and providing the downtown with a stronger sense of identity.

The main entrance to the Mission is located at the center of civic activity in the City, and is the northern anchor for the Town Center, drawing hundreds of daily visitors. As the Mission pursues construction of a new gift shop that is oriented toward the street and the rest of the Town Center, a redesigned entrance that provides more space outside the gate – and a glimpse into the front garden – is strongly recommended. If this can be implemented in conjunction with streetscape improvements on Ortega Highway, it will provide a significantly improved setting for visitors and local residents to spend time and money in the Mission and the Town Center.

d Camino Capistrano (between Ortega and Forster)
There are two main options for improvements to Camino Capistrano. One is to implement relatively inexpensive short term improvements with no changes on traffic operations. Without moving any curbs, the existing right of way between Ortega Highway and Forster street can be restriped to narrower drive lanes, introduce bicycle lanes, and create continuous parallel curbside parking. These interventions can begin to calm the traffic on Camino Capistrano, and demonstrate the city's intentions to build up Camino Capistrano into a true main street.

Alternatively, because traffic analysis has shown rotating the parking spaces on the east side to a back-in angled configuration would have negligible impacts and traffic operations, it may be possible to fully implement the Camino Capistrano "Main Street" design as described in Section 2.2.4 relatively early in the Town Center implementation process. Improvements would include a west side sidewalk expansion, street tree planting and other landscaping, new street lights, curb extensions, new crosswalks, and possible median islands where left turn movements are not critical. Such improvements would further encourage walkability, stimulate façade improvements, and encourage infill development and outdoor dining along this important Town Center street.

e El Camino Real
In the near term, the city may invest public funds to make modest streetscape improvements to the existing right of way on El Camino Real south of Ortega, including construction of sidewalks and planting of street trees. This will not interrupt any existing traffic patterns or require changes to any existing buildings, but will provide a setting for future redevelopment of many underutilized parcels along this street.

f Verdugo Street
Another key small street segment that can have a catalyzing impact on the downtown is Verdugo Street from the train depot to Camino Capistrano. As funding is available, new wider sidewalks with street trees can be installed within the existing right of way. At the same time, circulation changes can be made to improve ingress and egress of the multi-modal parking lot, including the restriping of the lot and driveway, and the construction of a vehicular access ramp to the north. This will contribute to enhanced and safer pedestrian circulation for visitors using the train depot, while setting up a context for the redevelopment of the property at the northwest corner of Verdugo and Camino Capistrano.

Medium Term (2015 - 2025)

Medium-term projects require additional public investment, and put into place a key framework for longer term private development in the downtown by creating new frontages, access points, and curbside parking opportunities. Key projects to be accomplished in this second phase include the extension of Forster Street, the I-5/Ortega Highway Interchange, and the continuation of street improvements to Camino Capistrano south of Forster to Del Obispo.

a **Forster Street Completion**
Completing Forster Street to link Camino Capistrano to Del Obispo across downtown will require public investment in infrastructure, including grading the street and building sidewalks. This public investment can pay off in the future by spurring redevelopment of properties along this segment, as it creates addresses and provides access and parking for existing and future buildings. It is also important that the Forster Street connection is made in coordination with the construction of the I-5/Ortega Highway Interchange, as it can serve as a detour to and through downtown during the construction of that interchange

b **I-5/Ortega Highway interchange**
This Caltrans infrastructure project is currently scheduled to begin in 2012 and will run until 2016. It will have significant impacts both on the traffic flow within the downtown – redistributing more cars onto Del Obispo and less onto Camino Capistrano and Ortega Highway – and on the physical configuration of and access to the properties at the entrance to downtown from the east. The realignment of Ortega Highway will result in opportunities for future redevelopment of the Camino Real Playhouse site, the "fast food row" area east of Del Obispo, and on a resulting parcel south of the Plaza Banderas site.

c **Camino Capistrano Improvements**
If this street has not already been fully improved in the early phases of public improvements, with expanded sidewalks and and diagonal parking, it should be as soon as possible. In this phase the streetscape improvements should also be extended south of Forster to help draw pedestrians from the Mission and the heart of downtown toward a southern anchor at Del Obispo.

Medium Term Phasing Plan

Long Term (Beyond 2025)

The following projects hinge upon the completion of the preceding infrastructure projects, and will help to complete and expand the walkable, small-block town pattern, creating viable and valuable addresses for more businesses and residences within the expanding mixed-use Town Center. These longer term projects also require combined public and private investment for more complex projects within the core, and are endeavors that will be more feasible both financially and politically once thriving early improvements are in place, and strong community support for a pedestrian-oriented park-once Town Center is well-established.

a **Park-Once Structure and Yorba Street**
Constructing a new park-once structure is likely to be most feasible in association with new infill development along El Camino Real and Forster Street, which along with other small parcels in the area may contribute an in-lieu fee to help pay for the parking structure instead of providing all the required parking on-site.

Concurrent with the development of a park-once structure would be the extension of Yorba Street north of the Historic Town Center Park, connecting to Del Obispo and providing safe and convenient access into the park-once structure from multiple points.

b **Gateway Retail**
Once the I-5/Ortega Highway realignment is complete and ownership of resulting parcels is determined, a small retail building or restaurant complementary to Plaza Banderas can be built on the new corner parcel in front of to the hotel. Along with the lined park-once structure across the street, this will help to define the entry into the Town Center from the east.

c **Del Obispo North**
The completion of the interchange project and resulting reconfiguration of adjacent parcels will also create the opportunity to reposition the north end of the Del Obispo retail center. At that time an interested developer might either propose modest community-serving, street-fronting retail buildings at the new intersection of Del Obispo and Ortega Street, or assemble a larger opportunity site that includes some of the existing fast-food restaurants. With some grading of the site to allow for a continuous shared parking lot along the freeway, alternatives include a larger retail building at the intersection and a range of smaller buildings along the Del Obispo frontage. These new retail types and building typologies will help support residential development in nearby locations in the downtown by providing goods and services within comfortable walking distance of residents while also serving the larger trade area of daily commuters.

d **Historic Town Center Park / City Hall**
The construction of a new civic building in an unimproved area behind the existing lawn of the Historic Town Center Park is a long term project, as it is dependent on the construction of an adjacent park-once structure, and will require archaeological study and mitigation as well as significant community support. Once a new City Hall or other civic building is built at this location, it would be expected to attract businesses, offices, and street life to this newly activated area of the Town Center, and to support year-round civic activities in the park itself

Long Term Phasing Plan

Flexible

The following improvements and projects could happen at any point in the Town Center revitalization process, dependent mainly on market conditions and the preferences of the property owners. These projects are generally independent of the above timeline of projects - such as the park-once structure, the realigned freeway interchange, and the extensions of Yorba, Forster and El Camino Real. Therefore some may occur in the short term while others may not materialize for many years as the economic and urban environment of downtown San Juan Capistrano evolves.

a **Boutique hotel on Camino Capistrano at Verdugo Street**
The proposal for this site - formerly the location of Hotel Capistrano until the 1960's and currently serving as a collection of retail shops - is to provide greater intensity of use such as a new three-story boutique hotel with ground floor retail shops or restaurants. This would serve as an important downtown anchor by providing increased activity, greater sales revenue and a striking building at this important corner facing Camino Capistrano. For visitors arriving by train and/or visiting the Mission, the welcoming presence of lodging and services would benefit this area of the Town Center. Guest parking could be provided on a lower level from Camino Capistrano, accessed from a drive off Verdugo. This drive is also the recommended new location for a taxi stand serving the Depot, the hotel, and the downtown in general. If market conditions do not support a hotel on this site, potential upper floor uses of such a building could alternatively be offices or housing.

b **Parking Structure Expansion**
The existing parking structure next to the Depot serves both train passengers and Town Center customers and employees, and could very efficiently be expanded to the south to catalyze and serve additional infill development of existing underutilized parcels. One example of an adjacent infill opportunity would be new courtyard housing tucked between the parking structure expansion and the historic adobes on Camino Capistrano. Another opportunity is the intensification of El Adobe Plaza with a Market Hall in a portion of the existing parking lot with the expanded parking structure replacing that parking as part of the shared supply for the Town Center.

c **El Camino Real Extension**
Not only does this recommended extension of this central street connect the core of the Town Center to the commercial properties south of Del Obispo, it also creates valuable new addresses for some commercial properties that have not performed very well because of their buried location. The new addresses along this segment would be ideally suited for "in-town" residential uses such as courtyard housing, relatively quiet but very near the activity of the Town Center. Because the topography on these sites drops towards the south and east, it would be relatively simple to provide a parking level below the street, accessed from an alley or drive along the east side of this property.

d **Camino Capistrano Infill**
Whereas the west side of Camino Capistrano from Ortega Highway to Forster Street has a continuous pattern of buildings and shopfronts, the east side has large gaps that are currently used as open spaces. To achieve a successful retail environment on this main shopping street, both sides of the street require vibrant retail shops. Therefore it is important that shops or restaurants fill in those gaps on the east side, ideally with housing or offices on upper floors of the infill buildings. Because these sites are quite small, the parking for these recommended infill buildings will be provided by the park-once system, including shared parking lots and particularly in the recommended new or expanded parking structures.

e **Restaurant Site (formerly Sizzler)**
This site at the corner of Del Obispo and the recommended Forster Street extension has never been park of the Town Center, but rather part of the Del Obispo suburban strip commercial environment. With the anticipated change of user on this property, an opportunity presents itself for this site to be the first Del Obispo address to become part of the upcoming expansion of the Town Center environment. A remodel/expansion or preferably a new mixed use infill building located close to the Del Obispo frontage, ideally at the new corner of Forster and Del Obispo, can provide all or most of the parking it needs to the rear of the building.

Flexible Components to Proposed Phasing

f **Del Obispo Street Improvements**
As the I-5/Ortega Highway interchange is reconstructed, Del Obispo Street will gain additional prominence in San Juan Capistrano's Town Center, with motorists existing the freeway being directed onto this street. If this street can be repositioned as part of the downtown, replacing its current role of "downtown bypass", visitors will have a heightened awareness of the Town Center as a major element of regional geography and businesses along Del Obispo will benefit from the clarified identity. This transformation can be accomplished with simple streetscape improvements, including street tree plantings in a broad median strip and along both sides of the street and wider sidewalks.

g **Del Obispo Shopping Center South**
As described in detail in Section 2.2.3, the southerly portions of the shopping center along the east/south side of Del Obispo Street may have more value in the future as residential property than as commercial real estate. As the Town Center becomes a more vibrant and energetic place, the possibility of living within walking distance of it is certain to appeal to a segment of the population who never before had that opportunity. Accordingly, this Plan identifies a strategy for converting this property a block or two at a time to a village scaled residential environment, with town houses, courtyard apartments, live-work units and a small neighborhood green for recreation. Such conversion of use would be at the discretion of the property owners.

5.3 Fiscal Analysis

Overall the build out of the Town Center Master Plan is projected to generate a surplus of public revenues to the City. The commercial development, particularly the hotel rooms, are the primary generator of these public revenues. Assuming the build out of the entire plan, the City is projected to have a $542,000 annual operating surplus.

Estimated Revenues	$937,700
Estimated Costs	$396,000
Net Benefit to City	$541,700

In addition, significant property tax revenues will be generated for the City's redevelopment agency, in the amount of $1.4 million annually. This income can be reinvested into the downtown to maintain the public realm and encourage redevelopment and facade improvement of properties as the Town Center continues to be transformed.

5.4 Transportation Funding Programs

The following is a list of possible public transportation funding programs that the City could use to implement the improvements along Camino Capistrano and Ortega Highway. This is not a comprehensive list, but represents a selection from a wide variety of funding sources available to improve Town Center streets.

Environmental Enhancement and Mitigation Program
This program offers $10 million each year to state, county, and local government agencies; and non-profit groups for project that mitigate the environmental impacts caused by new or modified public transportation facilities. Eligible projects include highway landscaping and urban forestry projects to offset vehicular emissions and carbon dioxide through the planting of trees and sustainable plants. This program is administered jointly by the California Natural Resource Agency and Caltrans. The Resource Agency publishes the guidelines annually. Applications for funding in Fiscal Year 2010-2011 were due on October 1, 2010.

Highway Safety Improvement Program (HSIP)
This program's purpose is to achieve a significant reduction in traffic fatalities and injuries on public roads through the implementation of infrastructure-related improvements. This program provides funding for up to 90 percent of the cost of implementing projects designed to improved safety on public roadways, or publicly owned bicycle or pedestrian pathways or trails. HSIP is administered by the Federal Highway Administration. Grants applications for Fiscal Year 2011-2012 are due in November 2010. Pedestrian improvements including bulb-outs, widened sidewalks, and improved street crossing signals and markings would be eligible under this program. The city may be competitive to receive funding though this program because of the higher vehicle accident rates along Camino Capistrano and higher pedestrian traffic volumes adjacent to the Mission.

Safe Routes to Schools
The purpose of this federal program is to encourage increased walking and bicycling to school by students. Funds are provided to cover up to 90 percent of the cost of projects that enable and encourage children to walk or bike to school; make walking to bicycling to school a safer and more appealing transportation option; and facilitate the planning and implementation of projects that improve safety, and reduce traffic, fuel consumption, and air pollution in the vicinity (within 2 miles) of primary and middle schools (grades K – 8). Funding is available for both capital improvements and safety education programs. San Juan Capistrano may be competitive to secure funding under this program because of the high concentration of schools within or close to the Town Center, and the number of school children that visit the Mission on field trips.

OCTA Transportation Enhancement Activities (TEA) Call for Projects
In 2010, the OCTA initiated a competitive funding source to program federal Transportation Enhancement Activities (TEA) funds to eligible projects within Orange County cities. These projects include landscaping and signage, pedestrian, and bicycle projects. A total of $3 million was programmed in 2010 with a maximum project award of $500,000.

5.5 Design Review Process

To ensure proper implementation of this Master Plan as development begins to occur, the establishment of a Town Architect program is encouraged. The Town Architect Program would be a development design review and coordination program. At the scale of the Town Center, a very effective way to approach this program would be for the City to retain – on a less-than-full-time consulting basis – a "town architect." Such a person would be responsible for:

- Preparing or overseeing the preparation of the planning and design studies associated with moving the catalytic projects forward;
- Assisting the City in ensuring that the continuing public information and outreach process includes the community in such planning;
- Meeting with developers to help them understand this Plan and the new zoning regulations associated with it;
- Conducting design review of development proposals within the Plan area, and preparing a staff report and recommendations for consideration by the Planning and Zoning Commission and City Council.
- Monitoring on-going construction of public and private improvements for their conformance with the design intent of this Plan, and advising the City administration.

This technique is being employed in new high-quality developments throughout the country with very strong results. To successfully implement of a Plan of this type – one that creates value through integration and connection of public and private improvement into a unified environment – it is critically important that someone be aware of an involved with all of the moving parts. The disjointed sprawling environments of retail strips and housing tracts that have proliferated in many areas are in large measure the direct result of not having anyone coordinating the separate enterprises of public works, parks, and planning and zoning. Making a beautiful Town Center in the tradition of H.C. Thorman and Robert Hugman requires a degree of focus and attention to detail similar to theirs.

Appendix

Source Documents
Program Summary and Parking Summary
Urban Design Analysis Diagrams
Policy Analysis
Economic and Financial Analysis
Traffic Impact Study and Technical Appendix (under seperate cover)

Source Documents

The following is a list of source documents from the City of San Juan Capistrano that were reviewed in the process of preparation of the Master Plan.

Land Use and Planning

SJC General Plan and General Plan Map
SJC Code of Ordinances 9-3.3 - Base District Regulations and Standards
SJC Zoning Map (March 2008)
SJC Historic Town Center Master Plan (1995)
Distrito La Novia Project Description
SJC ULI TAP Report (August 28, 2008)
Los Rios Specific Plan
Master Plan of Drainage (1969)
SJC Central Redevelopment Project Implementation Plan
SJC City Council Agenda Report (June 15, 2009)
SJC Planning Services Dept - Tentative Agenda (March 1, 2010)
SJC List of Approved and Denied Projects (June 25, 2009)

Architecture/ Design

SJC Design Guidelines - DG-6-Special Uses
SJC Design Guidelines - DG-5-Downtown Commercial
Plaza Banderas Proposed Site Plan and Elevations
Mission Grill/Pedros Tacos Site Proposed Plan and Elevations
In and Out Proposed Site Plan
Mission San Juan Capistrano Front Gate Design Study Site Plan and Elevation

Historic

SJC Council Policy 601 - Historic Resources Management
Inventory of Historic and Cultural Resources
San Juan Capistrano Historic Walking Tour Map
SJC Historic Town Center Extended Phase I

Landscape

Nifty Fifty Plant List

Demographic/Economic

Congleton Historic Town Center Market Analysis, 1996
Burba Market Support for HTC Hotel, 1996
SJC Demographic Snapshot
SJC Total Employees
SJC Top 25 Employers
SJC Consumer Spending Patterns
SJC Business Facts Workplace and Employment Summary
SJC Business Facts SIC Summary
SJC CIP Budget 2008-09
SJC CIP Map 08-09-Current
Mission San Juan Capistrano Annual Report 2007-2008
Mission San Juan Capistrano Annual Report 2009

Transportation

Ortega Highway/I-5 Interchange Options (March 2010)
Distrito La Novia Traffic Study
City of San Juan Capistrano Downtown Parking Study (Fehr and Peers, 2008)
OCTA Master Plan of Arterial Highways
Arterial Traffic Volume
Arterial Speed Limit
Administrative Policy 310 (1989)
SJC Recommended TIA Scope (February 22, 2010)
Metrolink SJC Station Information
OCTA Route map and schedule

Program Summary

Block		Proposed Building Areas by Use										Units		
		Retail	Commercial	Residential	Civic	Hotel	Parking	Religious	Educational	Other	Total	Residential	Hotel	Parking
1	Existing	14,097	-	-	-	-	-	-	-	-	14,097			
	Remove	-	-	-	-	-	-	-	-	-	-			
	Net	14,097	-	-	-	-	-	-	-	-	14,097			
	Proposed	-	-	-	-	-	-	-	-	-	-			
	Total	*14,097*	-	-	-	-	-	-	-	-	*14,097*			
2	Existing	21,904	3,161	-	-	-	-	-	-	-	25,065			
	Remove	16,701	-	-	-	-	-	-	-	-	16,701			
	Net	5,203	3,161	-	-	-	-	-	-	-	8,364			
	Proposed	11,134	4,581	-	-	54,903	-	-	-	-	70,618		90	
	Total	*16,337*	*7,742*	-	-	*54,903*	-	-	-	-	*78,982*			
3	Existing	27,704	13,112	-	-	-	121,568	-	-	-	162,384			
	Remove	-	-	-	-	-	-	-	-	-	-			
	Net	27,704	13,112	-	-	-	121,568	-	-	-	162,384			
	Proposed	-	-	-	-	-	-	-	-	-	-			
	Total	*27,704*	*13,112*	-	-	-	*121,568*	-	-	-	*162,384*			
4	Existing	5,109	-	-	-	-	-	-	-	17,260	22,369			
	Remove	-	-	-	-	-	-	-	-	2,353	2,353			
	Net	5,109	-	-	-	-	-	-	-	14,907	20,016			
	Proposed	-	-	28,604	-	-	126,000	-	-	-	154,604	25		360
	Total	*5,109*	-	*28,604*	-	-	*126,000*	-	-	*14,907*	*174,620*			
5	Existing	43,750	7,600	-	-	-	-	-	-	-	51,350			
	Remove	7,987	7,600	-	-	-	-	-	-	-	15,587			
	Net	35,763	-	-	-	-	-	-	-	-	35,763			
	Proposed	25,220	-	-	-	-	-	-	-	-	25,220			
	Total	*60,983*	-	-	-	-	-	-	-	-	*60,983*			
6	Existing	1,116	-	-	-	-	-	95,985	-	-	97,101			
	Remove	1,116	-	-	-	-	-	-	-	-	1,116			
	Net	-	-	-	-	-	-	95,985	-	-	95,985			
	Proposed	3,822	-	-	-	-	-	1,116	-	-	4,938			
	Total	*3,822*	-	-	-	-	-	*97,101*	-	-	*100,923*			
7	Existing	-	-	-	22,857	-	-	11,505	77,617	-	111,979			
	Remove	-	-	-	-	-	-	-	-	-	-			
	Net	-	-	-	22,857	-	-	11,505	77,617	-	111,979			
	Proposed	-	-	-	-	-	-	-	-	-	-			
	Total	-	-	-	*22,857*	-	-	*11,505*	*77,617*	-	*111,979*			
8	Existing	-	-	-	-	-	-	-	-	2,125	2,125			
	Remove	-	-	-	-	-	-	-	-	2,125	2,125			
	Net	-	-	-	-	-	-	-	-	-	-			
	Proposed	21,176	1,824	-	-	72,768	-	-	-	-	95,768		124	
	Total	21,176	1,824	-	-	72,768	-	-	-	-	95,768			
9	Existing	34,683	-	-	-	-	-	-	-	-	34,683			
	Remove	-	-	-	-	-	-	-	-	-	-			
	Net	34,683	-	-	-	-	-	-	-	-	34,683			
	Proposed	9,320	9,320	-	-	-	-	-	-	-	18,640			
	Total	44,003	9,320	-	-	-	-	-	-	-	53,323			
10	Existing	4,939	-	-	19,015	-	-	-	-	-	23,954			
	Remove	4,939	-	-	16,192	-	-	-	-	-	21,131			
	Net	-	-	-	2,823	-	-	-	-	-	2,823			
	Proposed	47,273	58,649	-	-	-	143,100	-	-	-	249,022			409
	Total	47,273	58,649	-	2,823	-	143,100	-	-	-	251,845			
11	Existing	-	3,774	-	-	-	-	-	-	-	3,774			
	Remove	-	-	-	-	-	-	-	-	-	-			
	Net	-	3,774	-	-	-	-	-	-	-	3,774			
	Proposed	11,460	7,000	4,460	-	-	-	-	-	-	22,920	4		
	Total	11,460	10,774	4,460	-	-	-	-	-	-	26,694			
12	Existing	21,249	-	-	-	-	-	-	-	-	21,249			
	Remove	8,519	-	-	-	-	-	-	-	-	8,519			
	Net	12,730	-	-	-	-	-	-	-	-	12,730			
	Proposed	5,712	-	8,880	36,853	-	-	-	-	-	51,445	7		
	Total	18,442	-	8,880	36,853	-	-	-	-	-	64,175			
13	Existing	-	27,919	-	-	-	-	-	-	-	27,919			
	Remove	-	-	-	-	-	-	-	-	-	-			
	Net	-	27,919	-	-	-	-	-	-	-	27,919			
	Proposed	7,870	7,870	6,590	-	-	-	-	-	-	22,330	5		
	Total	7,870	35,789	6,590	-	-	-	-	-	-	50,249			
14	Existing	-	44,368	-	8,000	-	-	-	-	-	52,368			
	Remove	-	12,249	-	-	-	-	-	-	-	12,249			
	Net	-	32,119	-	8,000	-	-	-	-	-	40,119			
	Proposed	2,520	25,920	32,054	-	-	-	-	-	-	60,494	30		
	Total	2,520	58,039	32,054	8,000	-	-	-	-	-	100,613			
15	Existing	41,458	-	-	-	-	-	-	-	-	41,458			
	Remove	21,519	-	-	-	-	-	-	-	-	21,519			
	Net	19,939	-	-	-	-	-	-	-	-	19,939			
	Proposed	26,800	-	-	-	-	-	-	-	-	26,800			
	Total	46,739	-	-	-	-	-	-	-	-	46,739			
16	Existing	152,761	3,500	-	-	-	-	-	-	-	156,261			
	Remove	117,403	3,500	-	-	-	-	-	-	-	120,903			
	Net	35,358	-	-	-	-	-	-	-	-	35,358			
	Proposed	16,900	16,900	151,746	-	-	-	-	-	-	185,546	107		
	Total	52,258	16,900	151,746	-	-	-	-	-	-	220,904			
17	Existing	138,511	-	-	-	-	-	-	-	-	138,511			
	Remove	-	-	-	-	-	-	-	-	-	-			
	Net	138,511	-	-	-	-	-	-	-	-	138,511			
	Proposed	-	-	-	-	-	-	-	-	-	-			
	Total	*138,511*	-	-	-	-	-	-	-	-	*138,511*			
18	Existing	29,398	-	-	-	-	-	-	-	-	29,398			
	Remove	29,398	-	-	-	-	-	-	-	-	29,398			
	Net	-	-	-	-	-	-	-	-	-	-			
	Proposed	13,400	4,950	21,116	-	-	-	-	-	-	39,466	11		
	Total	*13,400*	*4,950*	*21,116*	-	-	-	-	-	-	*39,466*			
19	Existing	22,410	-	-	-	-	-	-	-	-	22,410			
	Remove	22,410	-	-	-	-	-	-	-	-	22,410			
	Net	-	-	-	-	-	-	-	-	-	-			
	Proposed	-	-	77,295	-	-	-	-	-	-	77,295	50		
	Total	-	-	*77,295*	-	-	-	-	-	-	*77,295*			

Master Plan Program Totals

	Existing	559,089	103,434	-	49,872	-	121,568	107,490	77,617	19,385	***1,038,455***		
	Remove	229,992	23,349	-	16,192	-	-	-	-	4,478	***274,011***		
	Net	329,097	80,085	-	33,680	-	121,568	107,490	77,617	14,907	***764,444***		
	Proposed	*202,607*	*137,014*	*330,745*	*36,853*	*127,671*	*269,100*	*1,116*	-	-	***1,105,106***	239	214	769
	Total	***531,704***	***217,099***	***330,745***	***70,533***	***127,671***	***390,668***	***108,606***	***77,617***	***14,907***	***1,869,550***			

DRAFT

Parking Summary

Block	Existing			Proposed (Net Existing+Proposed)				Difference		
				Parking						
	Parking	Building Area	Ratio	Residential	Commercial	Building Area	Ratio	Parking	Building Area	Ratio
1	159	14,097	11.28		159	14,097	11.28	-	-	-
2	87	25,065	3.47		96	78,982	1.22	9	53,917	(2.26)
3	346	162,384	2.13		346	162,384	2.13	-	-	-
4	78	22,369	3.49	38	404	174,620	2.31	326	152,251	(1.18)
5	199	51,350	3.88		144	60,983	2.36	(55)	9,633	(1.51)
6	101	97,101	1.04		101	100,923	1.00	-	3,822	(0.04)
7	194	111,979	1.73		194	111,979	1.73	-	-	-
8	46	2,125	21.65		185	95,768	1.93	139	93,643	(19.72)
9	112	34,683	3.23		68	53,323	1.28	(44)	18,640	(1.95)
10	129	23,954	5.39		409	251,845	1.62	280	227,891	(3.76)
11	39	3,774	10.33	6	0	26,694	0.00	(39)	22,920	(10.33)
12	174	21,249	8.19	11	56	64,175	0.87	(118)	42,926	(7.32)
13								-		
14	303	80,287	3.77	53	147	150,862	0.97	(156)	70,575	(2.80)
15	278	41,458	6.71		263	46,739	5.63	(15)	5,281	(1.08)
16	418	156,261	2.68	161	116	220,904	0.52	(303)	64,643	(2.15)
17	186	138,511	1.34		186	138,511	1.34	-	-	-
18	129	29,398	4.39	17	109	39,466	2.75	(21)	10,068	(1.64)
19	170	22,410	7.59	75	0	77,295	0.00	(170)	54,885	(7.59)
Los Rios District	93				93			-		
TOTALS										
Off-Street	**3,241**			**359**	**3,074**			**(167)**	**-**	**-**
On-Street	**178**				**402**			**224**	**-**	**-**
Overall (On and Off Street)	**3,419**	**916,887**	**3.73**		**3,477**	**1,148,137**	**3.03**	**410**	**231,250**	**(0.70)**

Key Map

Assumptions

1. Total building area is net of parking structures, since they do not generate parking demand, and residential uses, which are parked on-site.

2. Parking stalls designated for residential uses, not considered part of the shared parking district (359 stalls), and therefore not included in the off-street parking counts.

3. Any on-street parking within the area south and east of Del Obispo Street is assumed to be used as residential guest parking and therefore is not included in the on-street parking count.

4. Estimated shared-use parking structure capacity assumes an average of 350 sf per parking stall.

5. Commercial buildings in Los Rios were not included in the Master Plan total building area. Adding these may slightly decrease parking ratio.

DRAFT

Project Area

DRAFT

Existing Conditions

Historic buildings with active retail on Camino Capistrano and Ortega Highway

Continuous building frontage along Camino Capistrano

Mission San Juan Capistrano

Train depot and at-grade pedestrian crossing

Los Rios Historic District

Lack of community identity and gateway at Ortega Highway approach

No sidewalks or buildings at heart of downtown

Insufficent entrance area in front of Mission SJC

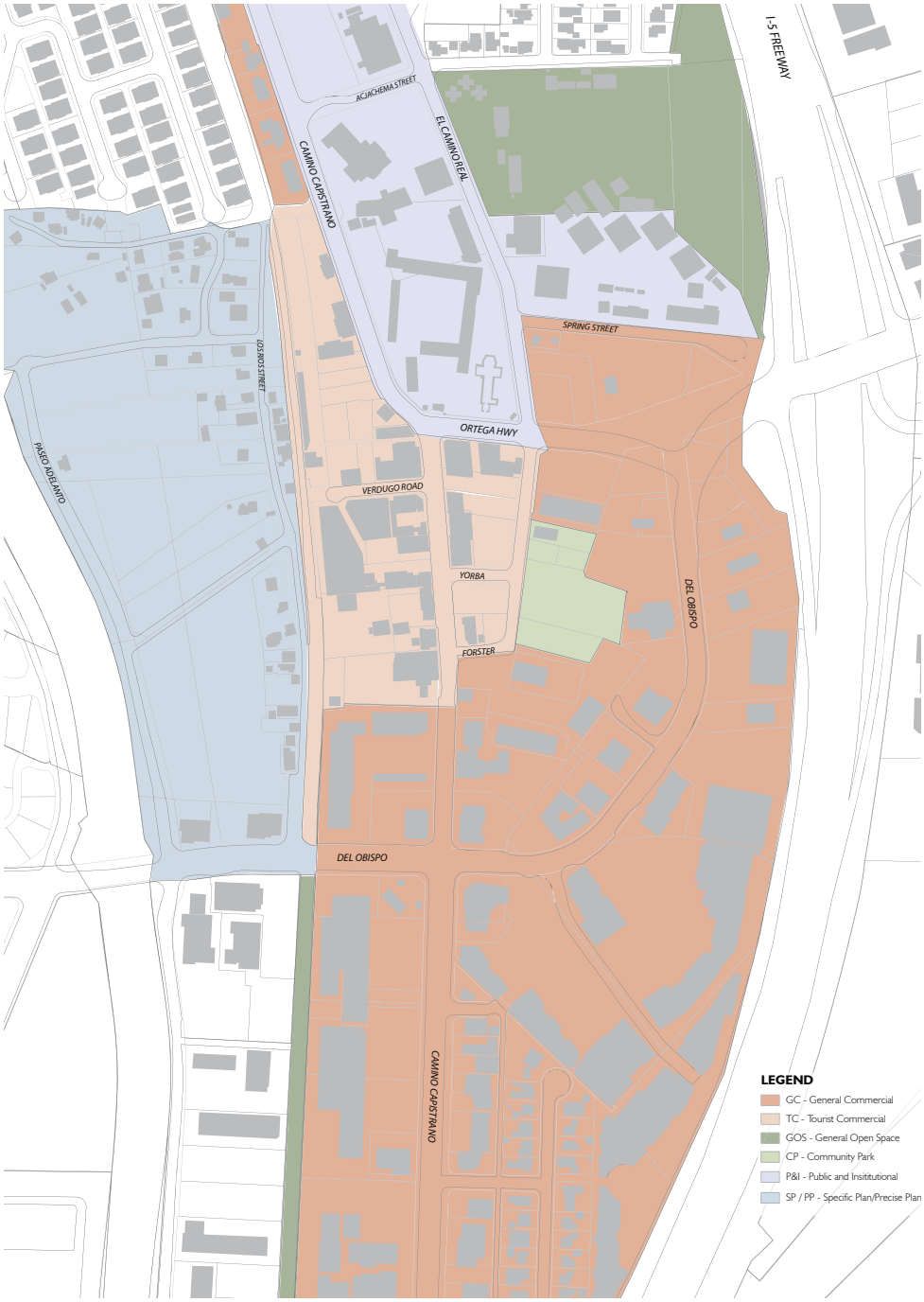
Discontinuous sidewalks create dangerous pedestrian environment

DRAFT

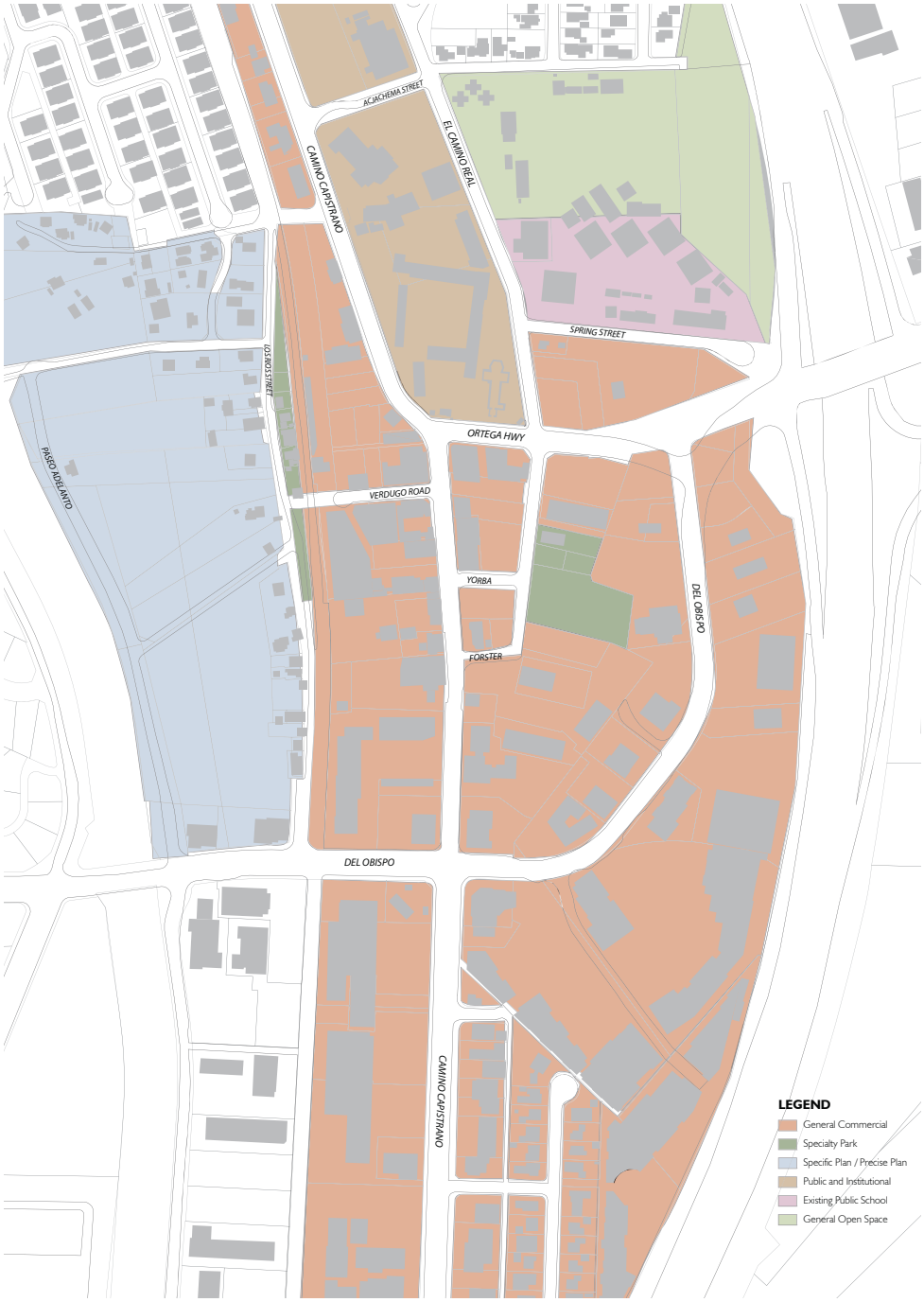
Reverse Figure Ground

DRAFT

Zoning


I-5 FREEWAY
ACJACHEMA STREET
EL CAMINO REAL
CAMINO CAPISTRANO
SPRING STREET
LOS NIOS STREET
ORTEGA HWY
PASEO ADELANTO
VERDUGO ROAD
YORBA
FORSTER
DEL OBISPO
DEL OBISPO
CAMINO CAPISTRANO
LEGEND
GC - General Commercial
TC - Tourist Commercial
GOS - General Open Space
CP - Community Park
P&I - Public and Insititutional
SP / PP - Specific Plan/Precise Plan

Land Use (General Plan)



Existing Land Use (by Building)

Comparative Town Centers

San Juan Capistrano

Downtown San Clemente

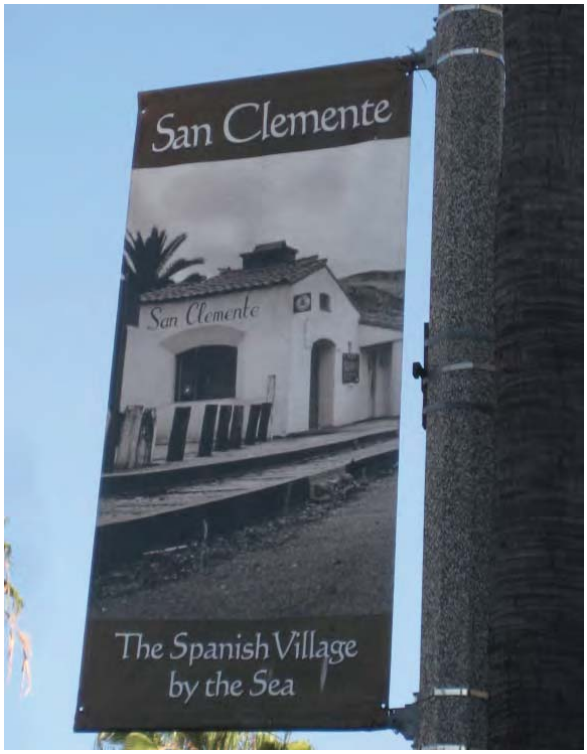
Block Size: 210' x 645'
Public Parking Types: Curbside, Surface Lots
Area: 48 acres

0 150 300

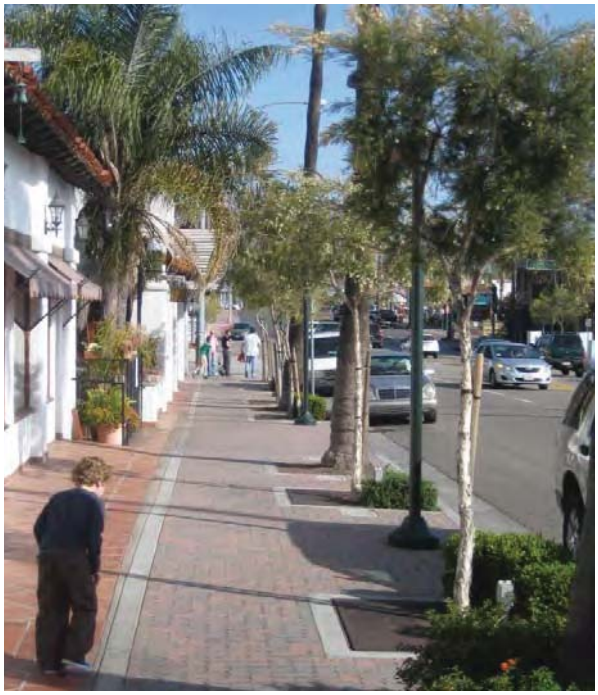
DRAFT

Simple building massing and varied heights

Civic building in prominent location



Celebration of history and village identity



Comfortable, wide, continuous sidewalks

Slow streets with diagonal parking and pedestrian bulbouts

Mixed use buidings with active retail on ground floor

DRAFT

Comparative Town Centers

San Juan Capistrano

Downtown Laguna Beach

Block Size: 210' x 525'
Public Parking Types: Curbside and Structures
Area: 45 acres

DRAFT

Diagonal parking in front of retail

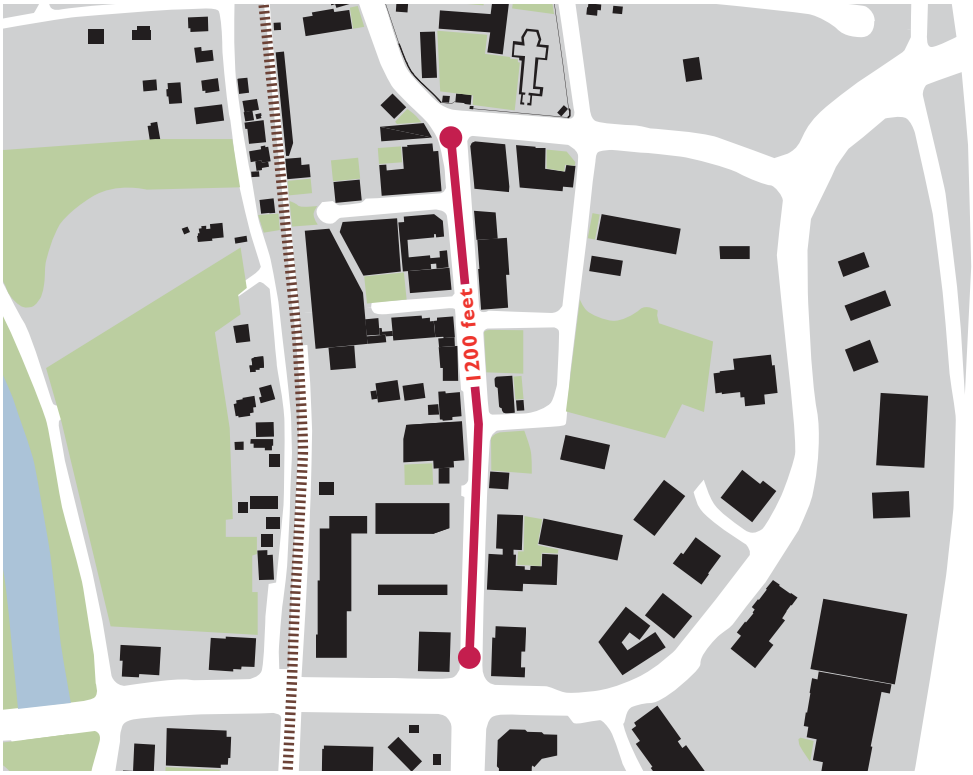
Outdoor eating opportunities

Variety of building styles

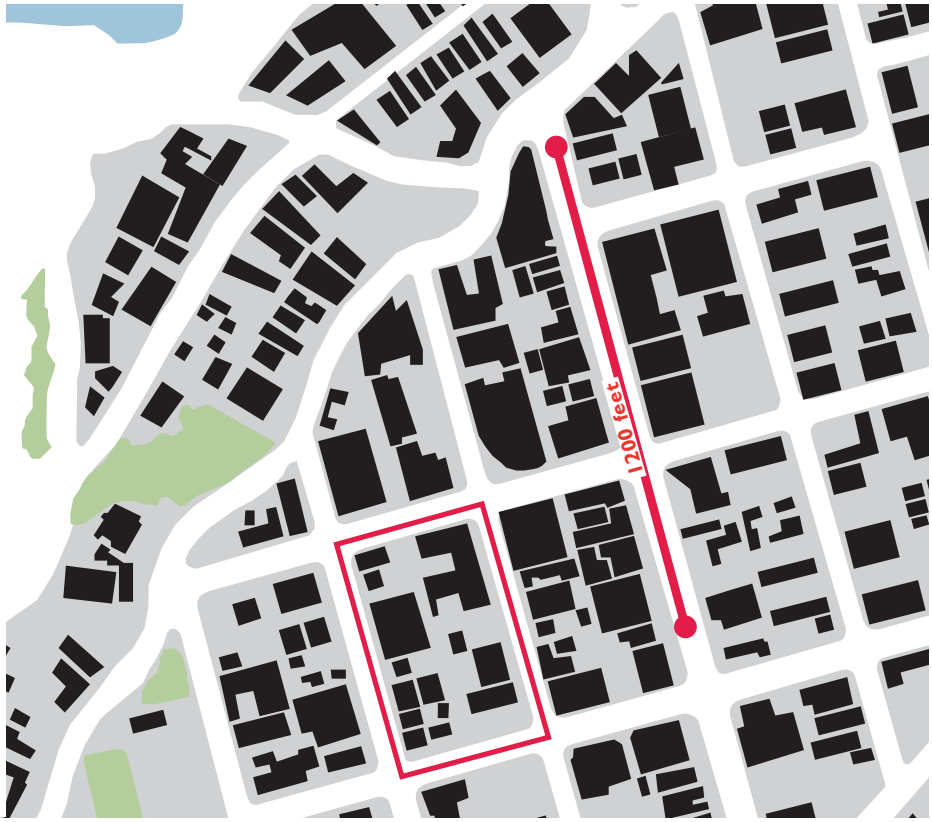
Mixture of new and old materials

Continuous street frontage with outdoor dining court

Comparative Town Centers



San Juan Capistrano



La Jolla

Block Size: 300' x 500'
Public Parking Types: Curbside
Area: 130 acres

DRAFT

Density complemented with open space

Simple massing with classic proportions and details

Third floor set back from sidewalk

Outdoor dining opportunities

Wide, pedestrian-friendly sidewalks

Views and Street Termini

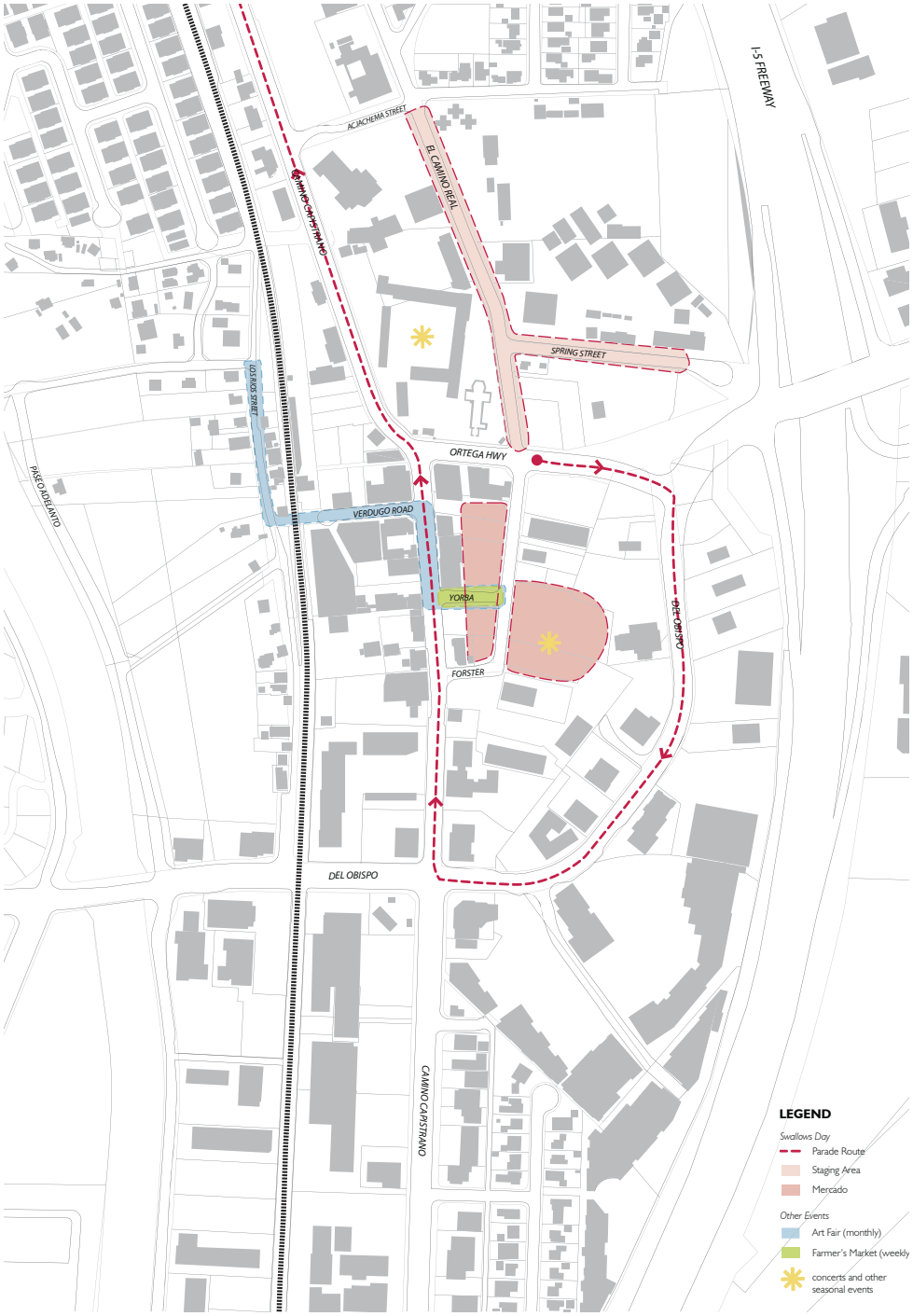
View of Basilica, looking north on Camino Capistrano

View of Mission entrance from Camino Capistrano

View of hills, looking west on Ortega Highway

DRAFT

Events and Community Activities



Swallows Day Parade on Camino Capistrano

Art Fair along Camino Capistrano and Yorba Street

Celebrations in Mission courtyard

DRAFT

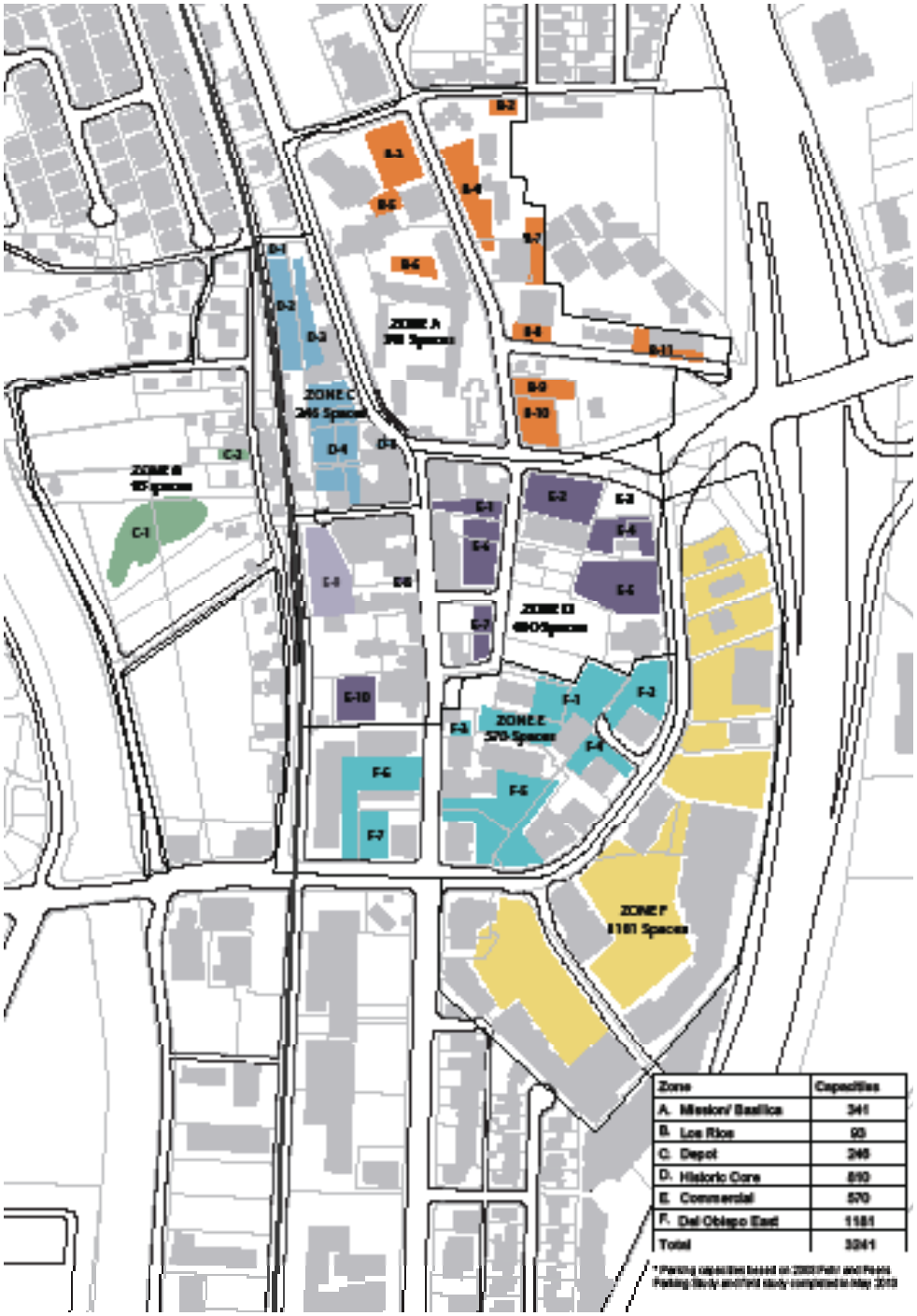
Hydrology

Drainage trench around Historic Town Center Park

View from hotel site floodplain looking towards Ortega Highway above

DRAFT

Off Street Parking



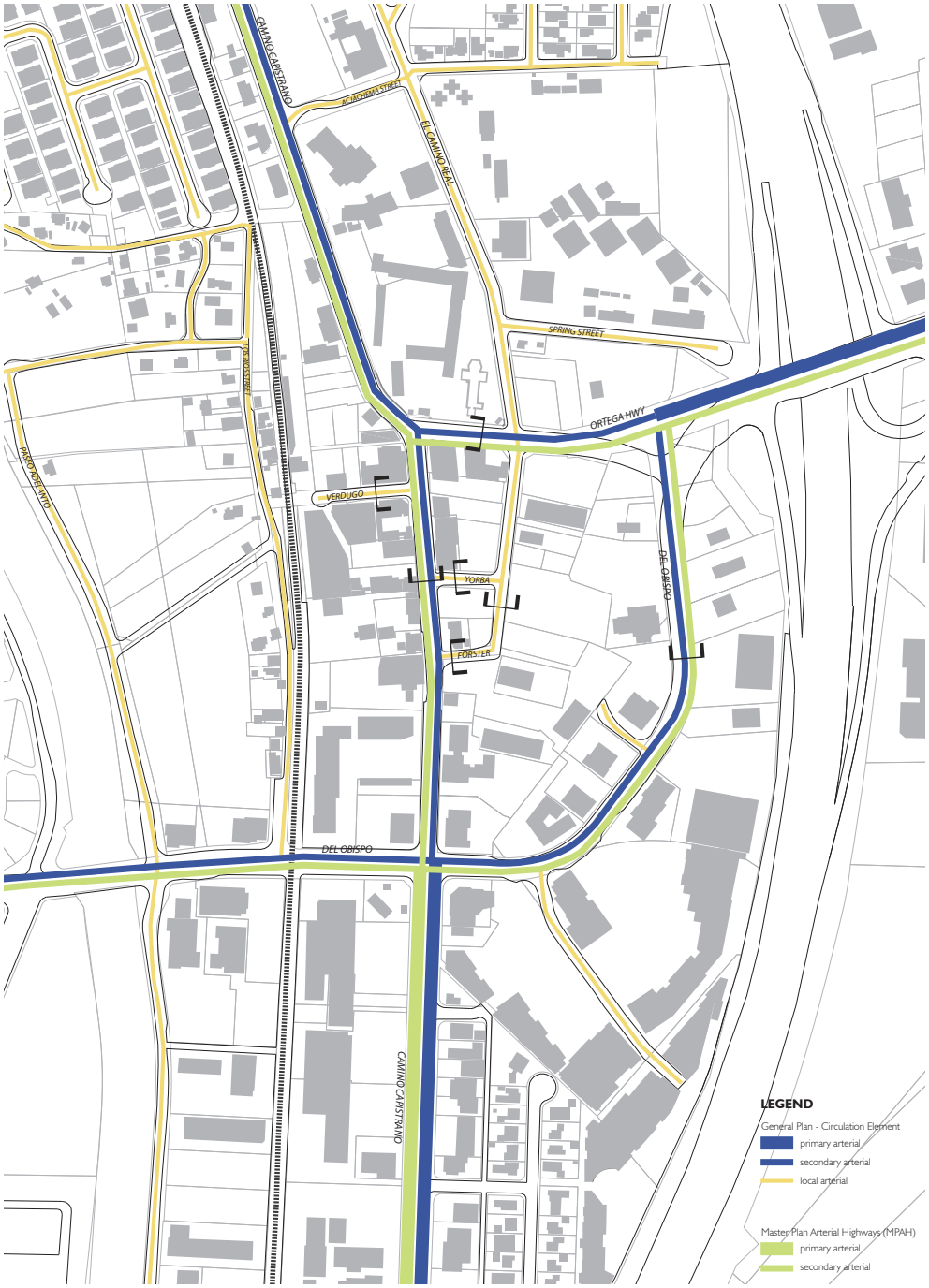
Zone	Capacities
A. Mission/ Basilica	341
B. Los Rios	93
C. Depot	246
D. Historic Core	810
E. Commercial	570
F. Del Obispo East	1181
Total	3241

Surface parking lot along Del Obispo

Parking structure and diagonal parking off Camino Capistrano

DRAFT

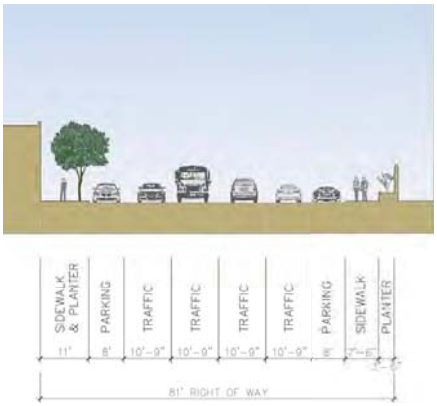
Vehicular Circulation



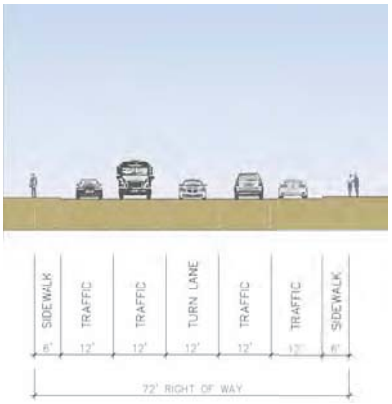
DRAFT

Existing Street Sections

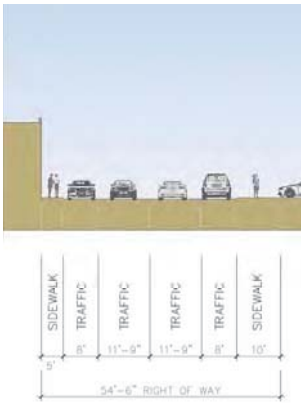
Ortega Highway



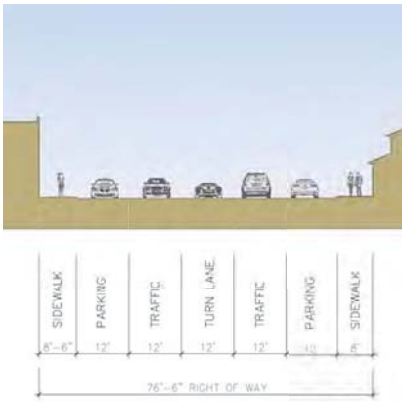
Del Obispo Street



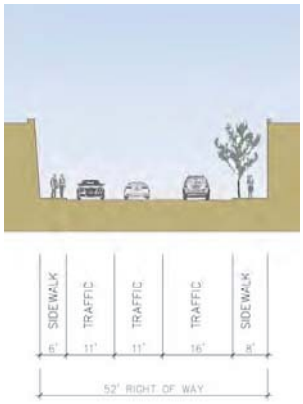
Camino Capistrano



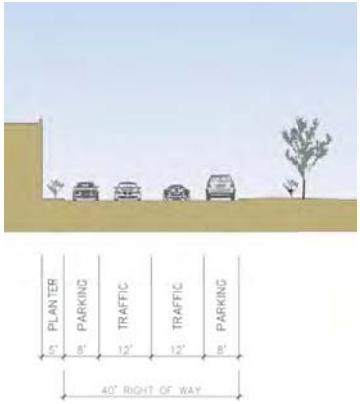
El Camino Real



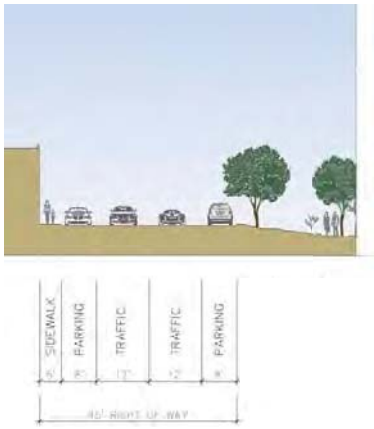
Existing Street Sections



Verdugo Road

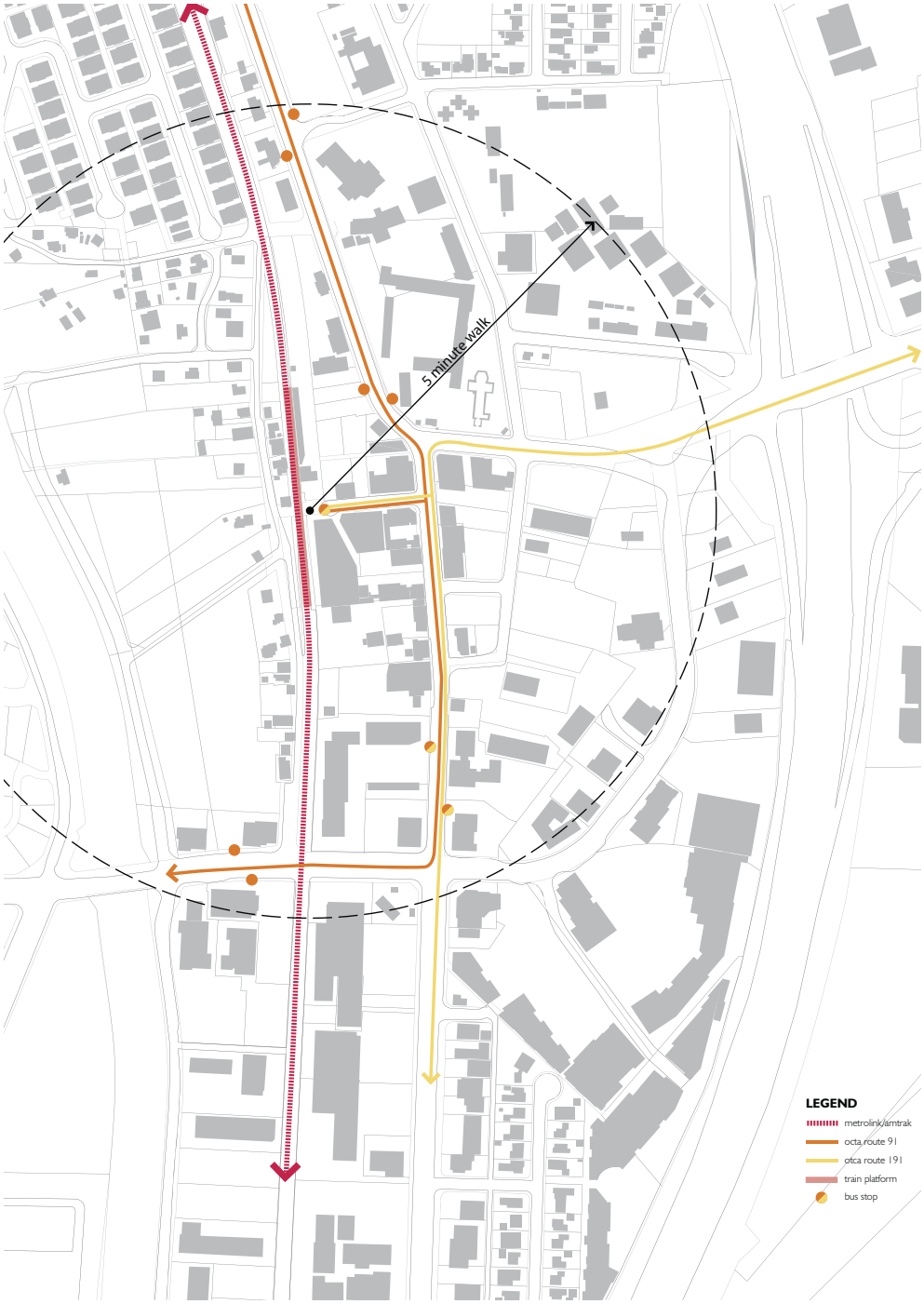


Forster Street



Yorba Street

Transit Network

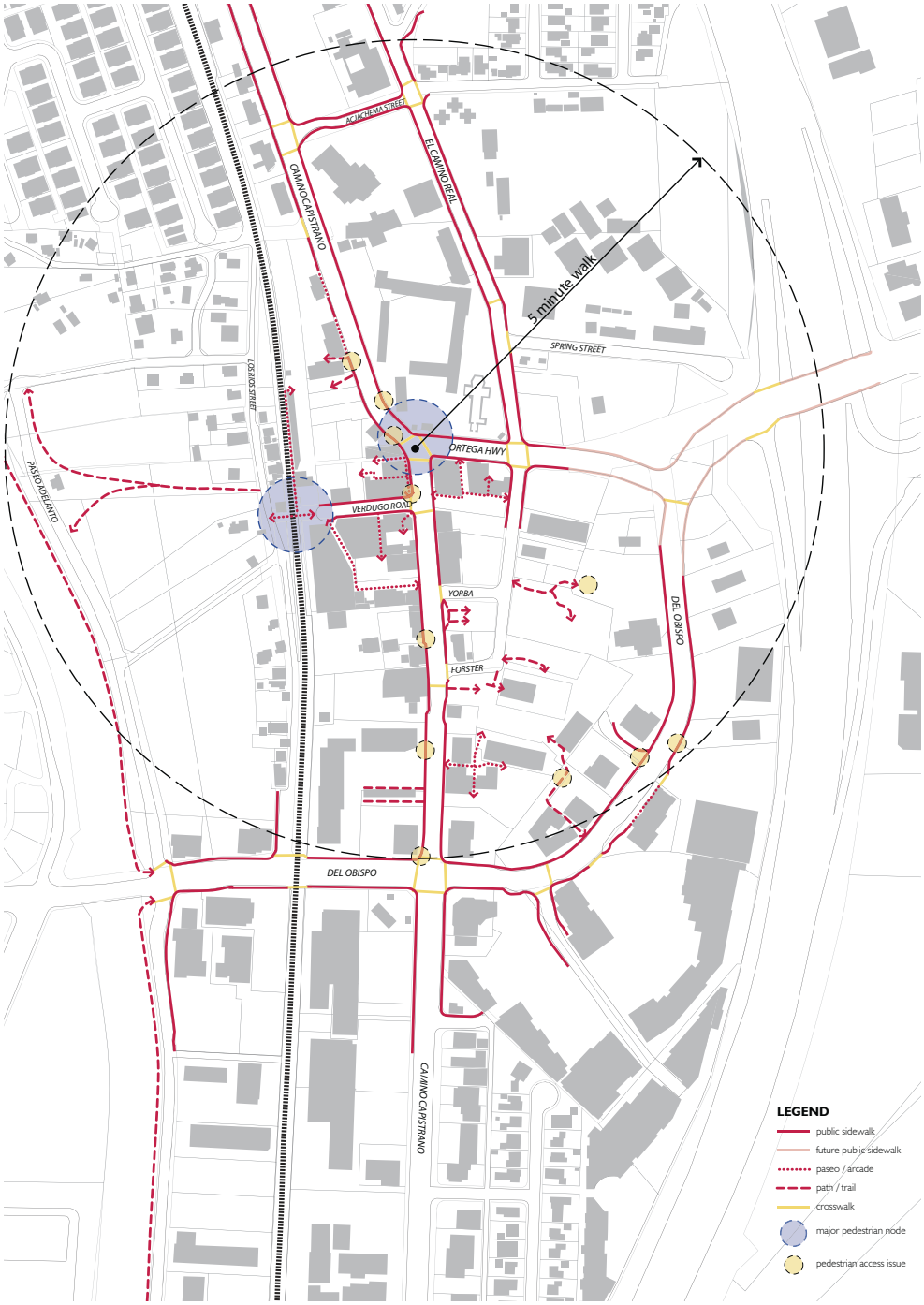


Amtrak/Metrolink train station

OCTA bus stop adjacent to Mission SJC

DRAFT

Pedestrian Circulation



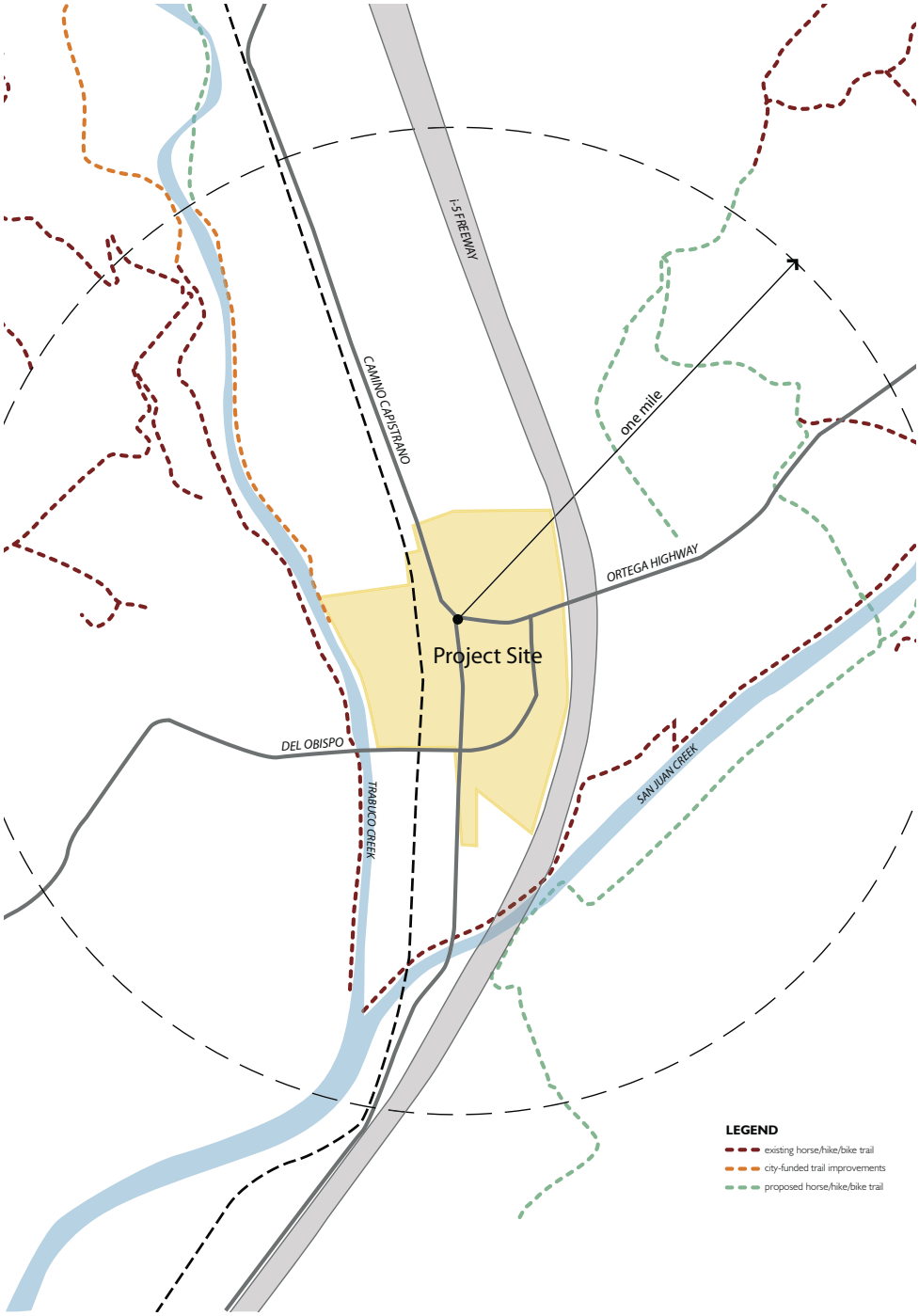
Public sidewalk

Paseo between buildings

Retail arcade

DRAFT

Recreational Trail Network

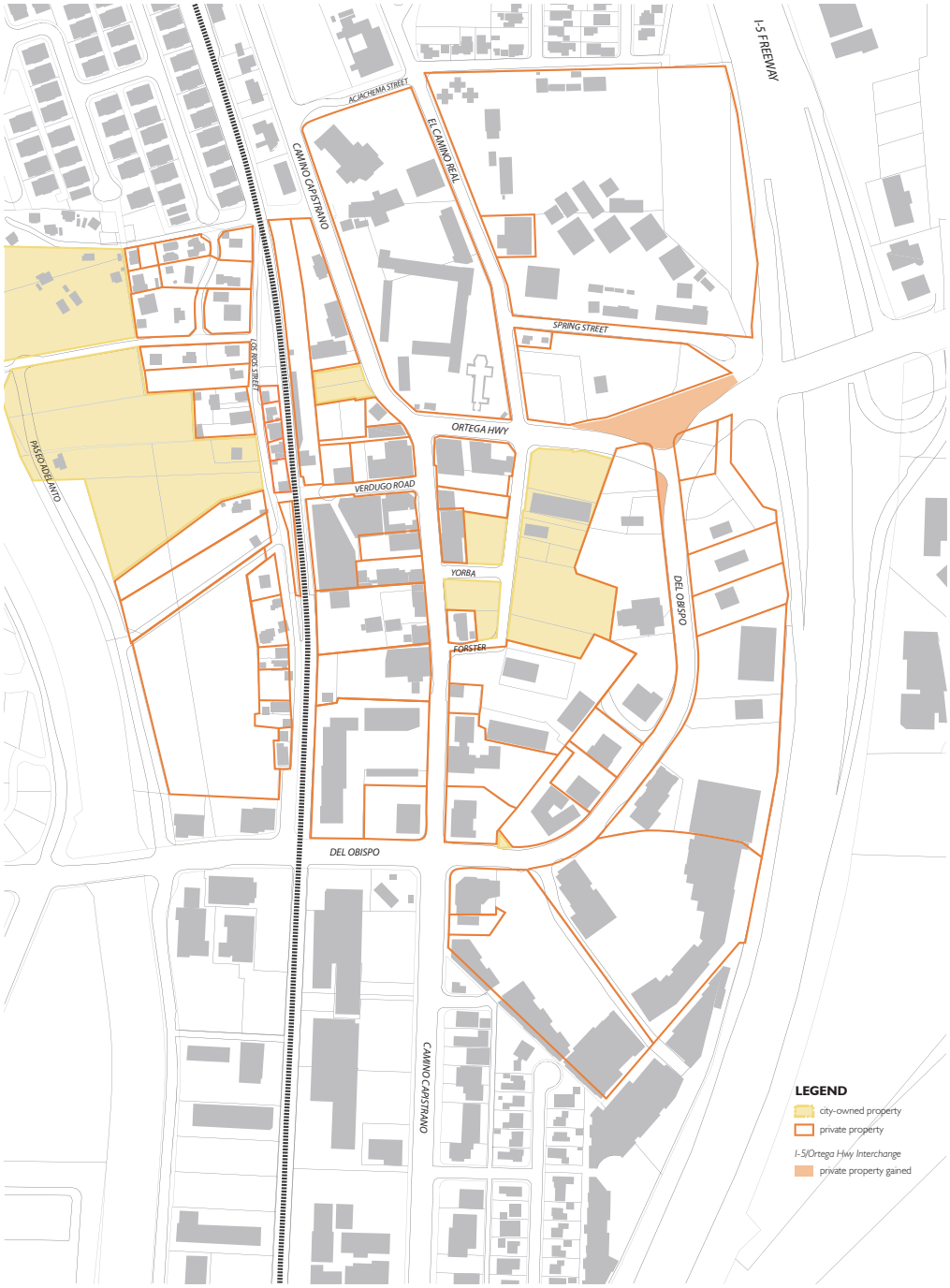


Bicycle rack at train station parking structure

Equestrian routes along residential streets

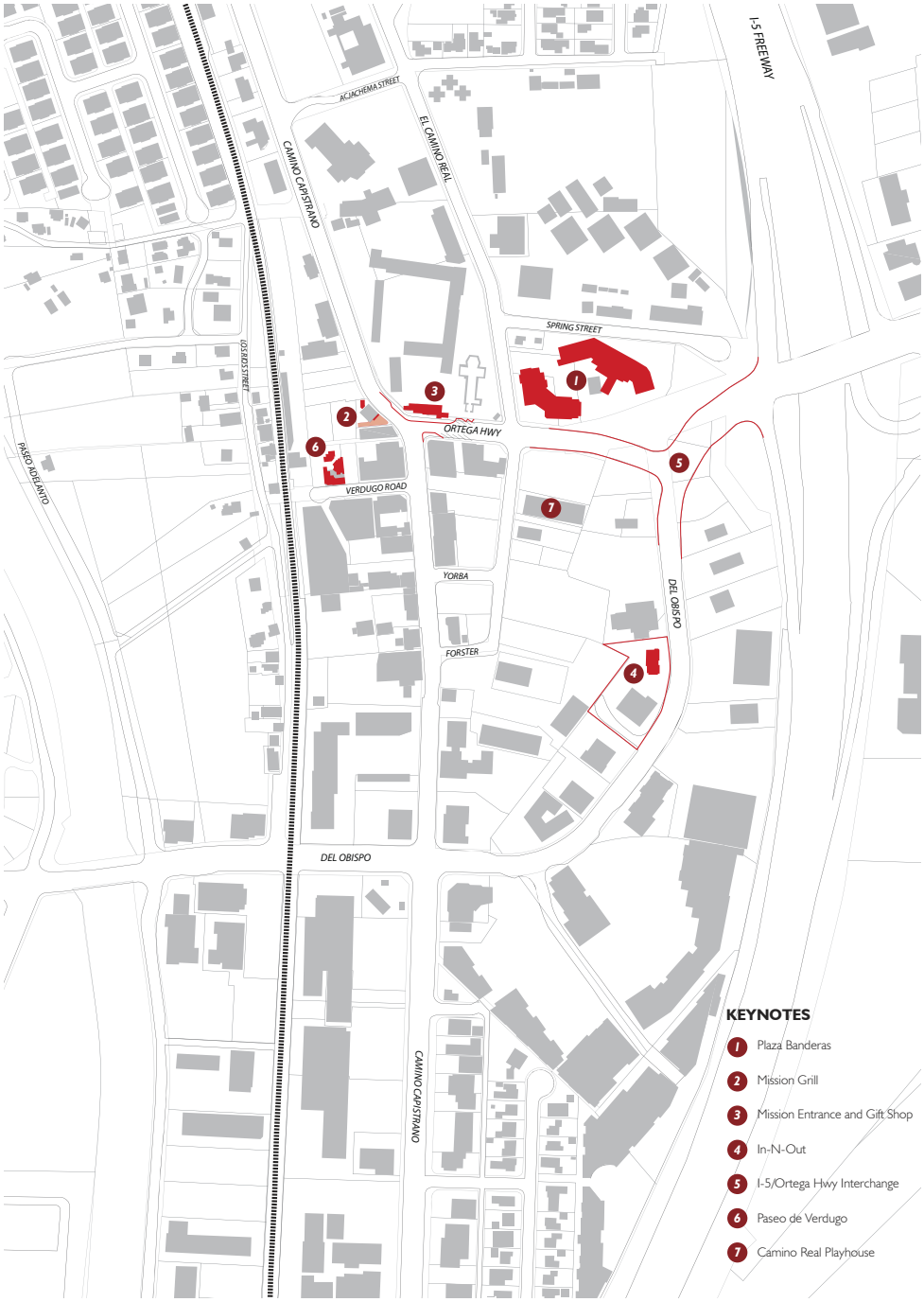
DRAFT

Ownership Patterns



DRAFT

Opportunity Sites



Model of Existing Downtown

View looking north

View looking west from I-5 Freeway

Policy Analysis

12 April 2010
To: Michael Bohn, Studio 111
From: Anthony Perez, Raimi + Associates

Re: San Juan Capistrano General Plan: Policy Analysis for the Historic Town Center Master Plan Update

Michael,

The following is a policy-level analysis of four key documents as they relate to the proposed update of the Historic Town Center Master Plan ('village center' or 'project'). While the update itself is not yet defined, the consultant team has sufficient experience with the types of issues and opportunities associated with such an update to prepare this analysis. Therefore, the following is an evaluation of whether or not the relevant goals, objectives, policies, guidelines or standards in four key documents are generally supportive of or in conflict with a vibrant and sustainable historic town center:

- San Juan Capistrano General Plan
- San Juan Capistrano Zoning Code
- San Juan Capistrano Design Guidelines
- Historic Town Center Master Plan

The first document analyzed below is the City's General Plan.

SAN JUAN CAPISTRANO GENERAL PLAN

The General Plan was adopted in 1961 with incorporation of the city and most recently amended in 2002. The Housing Element is being updated with the most current version being the 2008 Draft. The General Plan is based on a community-wide process that led to the following motto in the City's Vision for the Future: "Preserving the Past to Enhance the Future". The General Plan then articulates this Vision for the Future as follows:

"The San Juan Capistrano of the future is a community in which"

- The historic, small-town community character of the Mission area and downtown celebrates a strong link to the past and diversity of the population;
- The village-like atmosphere of the downtown and Mediterranean period architectural styles (Mission Revival, Monterrey, Spanish Revival, and Italianate) are prominent;
- Protected open space lands, hillsides and ridgelines create a distinctive natural setting;
- Low density of development and low-profile buildings complement and enhance the natural environment;
- Parkland and recreational opportunities for all residents are abundant;
- Older neighborhoods and commercial areas are periodically revitalized with physical improvements;
- History is celebrated through a variety of special events;
- Development is balanced so that sufficient public revenues are generated to support needed community infrastructure and facilities;
- People and property are protected from natural and human-made hazards;
- Pedestrian and equestrian orientation exists, with accessibility to all portions of community;
- A variety of housing types accommodate differences in lifestyles and income levels;
- The circulation system provides safe and convenient access to serve internal community needs, while also addressing inter-community travel needs."

Analysis: The above foundation is strong and contains nothing that in and of itself is at odds with the direction to pursue a vibrant, diverse, and pedestrian-scaled village center for San Juan Capistrano. However, two of the statements stand out as worthy of clarification. First, the statement about "..a variety of housing types accommodate differences in lifestyles and income levels.." stands out because the village center's land use designation of GC (General Commercial) does not envision housing. It can be said that because the GC designation applies to many other areas of the community that are not intended to have mixed-use development, the opportunity for housing was not enabled. However, the GC designation is applied to the village center and controls land use. In our experience, most village environments and certainly downtowns tend to have some housing component beyond lodging. The lack of housing being specifically enabled through the GC designation is problematic if the ultimate vision for the village center is to include housing.

In reviewing the implementing zones (TC and GC), residential development is allowed "...in conjunction with a commercial establishment or use...". Therefore, it is unclear if this is a discrepancy or simply a lack of updating the text to reflect an earlier amendment enabling the TC and GC zones to allow housing.

The last of the statements listed in the vision regarding 'inter-community travel needs' should be clarified as to how it applies in the plan area. While it is important to provide access between San Capistrano's village center and the surrounding areas and communities, it is our understanding that the community does not wish to - nor should it be required to - accomplish this at the cost of diminishing the value and appeal of its village center. Strict application of the statement could be interpreted to require all sorts of modifications to rights-of-way which, in the case of a village-scale center such as San Juan Capistrano's could be significant and challenge the current effort toward revitalization of physical character and appeal.

Parks and Recreation Element

Goal 1: Provide, develop and maintain ample park and recreational facilities that provide a diversity of recreational activities.

Policy 1.6: Increase the accessibility of existing open space areas for recreational activities;

Analysis: In addition to the private open spaces within the Mission, the project area contains four open spaces of varying size and function. By their location and purpose, these spaces are more urban types of recreational or leisure spaces in comparison to the sports or natural type of open spaces elsewhere in the City. These spaces range from one large space of 1.9 acres to two landscaped plazas of 8,000 square feet along Camino Capistrano at Foster and Yorba Streets to a 2,500 square foot plaza at the railroad depot. These spaces total to 2.3 acres of open space in addition to the Mission gardens, which because of their private nature are not counted into the village center's total open space.

The largest of the non-Mission spaces is a 1.93-acre park adjacent to the Blas Aguilar adobe. This open space is the site of archaeological remains of adobe structures and foundations. The space is improved with a bandstand and provides visual open space although it appears as if it is a remnant and behind everything interesting.

Most recently, the Los Rios Park was completed in the Los Rios area west of the railroad depot. This new 5-acre park connects the village center with the historic Los Rios area and recreational facilities to the west.

It is our understanding that one of the two landscaped plazas along Camino Capistrano is private property and could be converted to a building site. It is important to note that in village scale environments, it is not the number of open spaces or the acreage that enhances the village center. Rather, it is the location and physical context of how each open space is framed by active buildings that is important. At this early point in the process, we find that from a physical and visual perspective, additional open space is not necessarily lacking as is the need to better utilize and position the existing open space.

The above goal and policy are supportive of the project and are being implemented through the open spaces identified above.

Goal 2: Develop and expand the existing bicycle, hiking, and equestrian trail system and facilities.

Policy 2.1: Develop and expand the existing trails network that supports bicycles, pedestrians and horses, and coordinate linkages with those networks of adjacent jurisdictions;

Analysis: According to Figure PR-1, there are no planned bicycle routes, paths or trails for the project area. The nearest planned route bypasses the plan area along a route that is roughly parallel to Trabuco Creek. In our experience, the combination of travel modes is an essential characteristic of a vibrant downtown or in this case, a village center. Opportunities exist to implement this goal and policy for the village center by connecting across the railroad depot plaza at Verdugo Street and providing class 3 bike routes throughout the village center.

The General Plan includes the historic walking tour as a component of the City's open space system. While not a conventional recreational trail, this is a positive step toward acknowledging the village center as a distinct and necessary piece of San Juan Capistrano.

This goal and policy are supportive of the project. However, the General Plan's criteria for parkland do not directly support the types of open spaces that exist in the village center because of size. The smallest open space recognized by the General Plan is a neighborhood park at 5 acres. This is of concern from two perspectives: keeping open space in the village center and, providing developers with parkland credit for required open space. In our experience, downtowns and village centers share the characteristic of urban open space such as a plaza or series of such spaces. Sometimes, a large park exists as well but it is more the exception than the rule.

This distinction is important to correct for two major reasons. First, the physical environment of a downtown / village center is purposefully different from that of a residential neighborhood or nature itself: each is its own experience but to combine the needs of each because they are 'parkland', dilutes each space's very purpose as a distinct and effective place. Second, in order to systematically realize and keep urban open spaces in the village center, the development process needs to enable each development application to pay its fair share of required open space. This system is clear for residentially-oriented development and needs to be articulated for enhancing the City's village center without inadvertently encouraging required open space to be sent to other parts of the city. Of course, these questions depend upon the nature and amount of residential development to be envisioned for the village center through this planning process.

The General Plan designates the 1.9 acre open space at Yorba and El Camino Real as Specialty Park while the zoning is for Community Park. According to the Park and Recreation Element, there does not appear to be a designation for parks less than 5 acres in size although the narrative acknowledges small parks of 0.20 acres. In addition, according to Measure X passed by voters in 2008, no change in designation or definition of open space can occur without a public vote. Clarity on the relationship between the General Plan designation and the current zoning of this park is needed to both implement the General Plan and effectively plan the village center.

Land Use Element

Goal 1: Develop a balanced land use pattern to ensure that revenue generation matches the City's responsibility for provision and maintenance of public services and facilities.

Policy 1.1: Encourage a land use composition that provides a balance or surplus between the generation of public revenues and the cost of providing public facilities and services;

Analysis: The City's village center is thought to be underperforming in terms of revenue-generation as compared with other successful village centers. It is widely accepted that based on San Juan Capistrano's favorable demographics, disposable income and strong tourist component, the current village center has the potential for a significant increase in revenues. The planning process will identify this potential and how it can translate into a set of complementary enhancements to the current village center. This policy is supportive of the project direction.

Policy 1.2: Encourage commercial, tourist-oriented, and industrial development that is compatible with existing land uses within the city to improve the generation of sales tax, property tax, and hotel occupancy tax;

Policy 1.3: Encourage mixed commercial and residential use projects in the Mission District downtown area to conserve land and provide additional housing opportunities and population to support commercial services and retail sales;

Analysis: The city's historic center is the local focus for tourist-oriented activities. Associated with such activities are the generation of sales tax, property tax and hotel occupancy tax which are all necessary for the City's fiscal health and sustainability. If residential development is enabled through the General Plan and zoning at levels that are economically feasible and physically compatible, additional housing opportunities in the village could contribute to the community's fiscal health. Such direction to provide housing opportunities within the village center exists in the City's Draft Housing Element. The above policies support the project direction.

Goal 2: Control and direct growth so that community character is preserved.

Policy 2.2: Assure that new development is consistent and compatible with the existing character of the city.

Analysis: Preserving community character is a major aspect of the project in that the village scale and historic characteristics of the buildings and landscape are unique strengths upon which to base the plan. The City's current design guidelines provide substantial direction and sensitivity for approaching new development or modifications to existing development. The above goal and policy are supportive of the project direction.
Goal: 5: Encourage commercial development which serves community needs and is located in the existing central business district.

Policy 5.1: Encourage the location and retention of businesses within the downtown Mission District;

Analysis: The project area includes commercial development which serves community needs as well as more broadly based tourist needs. In our experience, a vibrant and sustainable village center has such a variety of commercial development: as the community's civic and social center, the village center's commercial mix must be wide to avoid becoming only attractive to tourists while marginalizing locals. It is the intent of the project to continue and strengthen this variety. The above goal and policy are supportive of the project direction.

Goal 6: Enhance or redevelop underperforming commercial centers.

Policy 6.1: Allow for the transition of the oversupply of commercial land use to other economically viable revenue-producing land uses;

Analysis: Vibrant village centers readily adapt to changing economic forces which are often out of the community's control. A key aspect of being able to readily adapt is having clear policy direction to inform regulations and administrative procedures over long periods of time. However, adapting to changing forces must be done within the context of the community's expectations for the village center as compared to adapting the village center to become something it is not. It is the intent of the project to enhance the village scale character through careful infill of underutilized land and to provide the regulatory structure for enabling appropriate change over time. The above goal and policy are supportive of the project direction.

Land Use Designations - Six General Plan land use designations are within the 142-acre study area:

- Form-Based Code Area of 31 acres: General Commercial, Specialty Park (site at Yorba and Camino Real) -- The project will address this area in the most detail and accordingly, with the most clarity on development standards;
- Connectivity Area of 62 acres: General Open Space, Public School, Public & Institutional, Precise Plan (Los Rios) and Medium Density Residential (narrow strip between railroad and Los Rios Street) -- The project will address the potential for connections and synergies between the 31 acre core and the areas to the west and north;
- Form-Based Code Framework Area of 49 acres: General Commercial -- The project will address the longer term potential connections and synergies between the 31 acre core and areas to the east and south;

The six land use designations are identified and summarized below:

Designation	Intent	Dwellings per Acre	F.A.R. Max
General Commercial	Community-wide retail, office	n.a.	0.50 (0.30 avg)
Public & Institutional	schools, churches, public, office	n.a.	0.40 (0.25 avg)
Existing Public Schools	existing schools	n.a.	0.30 (0.25 avg)
General Open Space	variety of activities	n.a.	0.20 (0.0001 avg)
Specialty Park	unique/specialized activities	n.a.	0.20 (0.05 avg)
Specific/Precise Plan	Los Rios Precise Plan	4 per gross acre	n.a.

source: Table LU-2, City General Plan Land Use Element

Analysis:
F.A.R. - The existing land use designations are generally supportive of the existing village center. However, in our experience, the allowed floor area ratios (F.A.R.) are low for generating a vibrant, village-scale environment. Many successful village centers such as Carmel, Ojai, and Laguna Beach are examples of higher FAR environments that range from .95 to 1.50. Such a FAR range provides for a physical character of 1-story buildings covering their lot and 2-story buildings covering the front half of their lot with shared parking centrally located. In addition, it is our experience that FAR can be too heavy of a tool with which to regulate a very sensitive physical environment such as a village center. FAR is an excellent measurement technique and especially useful in intense downtown environments where the primary question of intensity is about height. But for a village scale environment where most buildings will be one or two stories with an occasional third story, FAR is not as helpful as simple setbacks and massing standards based on a particular vision. It appears that the substantial direction in the City's Architectural Design Guidelines combined with updated development standards could replace FAR while improving the process. The second thing to note is that the General Plan identifies a maximum

FAR of 0.50 and average of 0.30 for the area that is currently zoned TC and GC. The TC zone allows 0.75 FAR while the GC zone allows 0.40 FAR. The FAR allowed in the TC zone is not only beyond the allowed maximum identified above but it is still not at the minimum levels found in desirable and successful village centers. If FAR were to be replaced as suggested earlier, the issue of intensity would be simplified to the subjects of building height, massing standards, setbacks with each site having a maximum potential based on those parameters as well as through its portion of parking being shared throughout the village center. And because parking is best addressed through a shared approach (on-street and off-street), FAR as a regulatory tool is meaningless if the truly constraining factors listed earlier are tailored to the range of expected results.

Residential Potential - The third thing to note about the above land use designations is that of the allowed residential development. The GC designation does not specifically enable residential development. Further, in reviewing General Plan Table LU-4 'Development Capacity', no residential development is expected in the GC category. The issue of incorporating some residential development in the village center is important for the center's viability and to help provide some extra dimension to the center as compared to that of a retail shopping center. For example, in Carmel's village scale environment of primarily 2-stories, the maximum density for mixed use development or residential development is 33 units per acre. Most revitalized village centers are including housing, in addition to lodging, as part of the revitalization strategy. Some communities want a robust housing component while others simply want to help the area keep from becoming a tourist 'island' that has little to offer locals. While this project's community process will determine the appropriate level of residential development, it is fair to note that the current lack of clarity about or potential for residential development needs to be explored further.

Community Park site - The area identified as a community park on the zoning map at Yorba Street and Camino Real is identified as Specialty Park in the General Plan. This site contains several archaeological resources including building foundations and trash pits. The site is zoned CP (community park) which requires a minimum site area of 5 acres while the Specialty Park zone only requires 7,200 square feet. In addition to the consistency issue of whether or not this site complies with the General Plan minimum for site acreage, this site may be a key site for uses other than parkland. For example, certain non-residential development in conjunction with a new minor street could reasonably be expected to occupy a portion of this area and contribute to the village center. However, it is our understanding that because of Ordinance 940-A (Measure 'X'), even if adjustments or modifications to this situation were deemed necessary, they cannot be achieved without a public vote in favor of such changes.

Population and Parkland - The land use element identifies a maximum population capacity of 38,520 for the city. In addition, through the City's 1976 Residential Growth Management Plan, the City is obligated to not issue more than 400 residential building permits per year. At this early point in the process, it is not expected that this will be an issue. For perspective, Carmel's village core of 8 blocks (20 blocks in all of village center) allows a maximum of 33 units per acre. Applying that density which, based on our experience with village centers, is reasonable from a physical perspective, this would yield up to 1,023 if each and every parcel in San Juan Capistrano's 31-acre core were able to add residential development. Clearly, not every parcel will be desirable for or able to redevelop which will reduce the 31 acres and the corresponding residential potential. But the issue of residential development as a feature within the village scale of San Juan Capistrano should be explored.

Using the above example from the perspective of population and open space, 1,023 dwellings would result in approximately 3,069 people at an average household size of 3. In reviewing the City's Draft Housing Element, a total of 1,062 dwellings are projected to be needed over the next 8 year period with the City's remaining capacity at 2,910 dwellings. Applying the city's requirement of 5 acres of parkland per 1,000 persons, the 1,062 dwellings would translate into a parkland requirement of approximately 15.34 acres. This highlights an interesting point about required parkland.

The standard of 5 acres per 1,000 persons is aimed at the type of recreational space such as sports fields and playgrounds that are in support of neighborhoods and essentially non-commercial, urban environments. Second, the provision of parkland is intended to offset a projected need for recreational space that is exclusive of one's own private home or back yard. Generally the idea is that parkland should be located as close as possible to the population that is creating the demand. There are exceptions such as regional parks and more community-wide parks. If even a third of the required 15.34 acres were to be located in the village center, it would have serious physical implications on the village center itself. Therefore, when considering the parkland needs of a village center, applying the 5-acre standard is not truly reflective of both the need or environment to which the acreage would be applied. Such a standard would not only result in too much land being required but would distort the intent of parkland in an urban setting.

Opportunity Sites identified in the Draft Housing Element - The Draft Housing Element specifically identifies 1.75 acres west of Camino Capistrano and south of Yorba Street as an opportunity site under Program 1 "Mixed-Use zoning". This Program in the Draft Housing Element identifies underutilized sites throughout the city such as older shopping centers, areas adjacent to transit, certain infill lots, and the 'downtown'. Applying the example from Carmel to the 1.75 acre opportunity site would yield 57 dwellings, 173 persons and 0.87 acres of required parkland. While this site is specifically identified, more analysis is needed to better understand both the appropriate levels of residential density and which other sites should be considered for potentially contributing to the housing supply and parkland requirements. Experience shows that dispersing rather than concentrating housing is more effective in helping to revitalize an area.

Circulation Element

Goal 1: Provide a system of roadways that meets the needs of the community.

Policy 1.1: Provide and maintain a city circulation system that is in balance with the land uses in the city;

Policy 1.3: Coordinate improvements to the city circulation system with other major transportation improvement programs;

Policy 1.4: Improve the circulation system roadways in concert with land development to ensure sufficient levels of service;

Policy 1.5: Improve existing arterial system that serves regional circulation patterns in order to reduce local congestion (Ortega Hwy at I-5);

Policy 1.6: Reduce the congestion along local arterial roadways in commercial areas by driveway access consolidation, parking area interconnections and similar actions;

Analysis: The above policies are indirectly supportive of the project. If interpreted strictly and without the clear direction that such policies are to be applied differently in one area of the community as compared to how they are applied in the village center, unintended results could occur. With regard to Ortega Highway, it is our understanding that the public improvements to be made to this arterial as it enters the village center are approved and that those improvements are compatible with and respectful of the village center's purpose and needs.
Goal 2: Promote an advanced public transportation network.
Policy 2.2: Promote new employment-producing development in areas where public transit is convenient and desirable;

Analysis: The project consists of the core 31 acres and two adjacent areas totaling 111 acres which will be evaluated for their long-term potential and synergy with the core. Several parcels within those 111 acres are large enough that they could contribute to employment-producing development and within walking distance of the village core and public transit.

Goal 3: Provide an extensive public bicycle, pedestrian, and equestrian trails network.

Policy 3. Provide and maintain an extensive trails network that supports bicycles, pedestrians, and horses and is coordinated with those networks of adjacent jurisdictions;

Analysis: Opportunities exist to connect with planned trails along Trabuco Creek as well as with areas to the south and east across I-5. Providing the connections is as important as it is to detail the network according to its physical context. For example, a bike path or lane that enters the village center will need to change from its more suburban condition outside of the village center to a more urban condition. In this way, the physical character of the village center is enhanced and distinguished from the surrounding areas and neighborhoods that it is intended to support.

Goal 4: Minimize the conflict between the automobile, commercial vehicles, pedestrians, horses and bicycles.

Policy 4.1: Provide sufficient right-of-way widths along roadways to incorporate features that buffer pedestrians, horses and bicycles from vehicular traffic;

Policy 4.4: Apply creative traffic management approaches to address

congestion in areas with unique problems such as schools, businesses with drive-through access, and other special situations;

Analysis: The above goal and policies are correctly aimed at maintaining a viable and efficient transportation network to support a sustainable community. However, careful application of the above is necessary to contextualize the intent with the physical realities of a village center as compared to neighborhoods or shopping centers. While reducing conflicts between various modes is desirable, in a thriving village center, it is our experience that efficiency and ease of access are to be in balance with the pedestrian-oriented environment and sidewalk activities, outdoor dining.

Cultural Resources Element
Figure CR-1 identifies historic buildings and structures throughout most of the study area, north and west of Del Obispo. Figure CR-2 identifies prehistoric and historic archaeological resources throughout the entire study area.

Analysis: Clearly, the 31-acre core area contains most of the cultural resources and needs to be carefully understood in terms of what can and cannot be moved or changed. This will affect the ultimate available land and sites for development and/or intensification.

Goal 1: Preserve and protect historical, archaeological, and paleontological resources.

Policy 1.1: Balance the benefits of development with the project's potential impacts to existing cultural resources;

Analysis: Many historic village centers have leveraged their cultural resources to help distinguish them from other centers or attractions. Enhancing San Juan Capistrano's inherent distinctions from other nearby communities can be accomplished in many ways. For example, the City has implemented a wayfinding program that identifies such resources and destinations while orienting the visitor to the village center as an overall place. Other compatible techniques will need to involve sensitive design of the streetscape, buildings and other public improvements in ways that do not try to replicate history but do not detract from its presence and character. The above goal and policy are supportive of the project direction.

Community Design Element
Goal 1: Encourage and preserve a sense of place.

Policy 1.2: Encourage high-quality and human scale design in development to maintain the character of the city;

Goal 2: Preserve the historic character of the community.

Policy 2.1: Encourage development which complements the city's traditional, historic character through site design, architecture, and landscaping;

Analysis: The above goals and policies are important in any area of the city but particularly in the village center where being a pedestrian and being in a pleasant environment that is conducive to spending time and money is vital to the area's success. The project will build upon the direction provided in the design guidelines and the General Plan's vision for the future to update and further tailor the community vision with the tools to realize that vision.

Goal 3: Preserve and enhance natural features

Policy 3.3: Preserve and enhance scenic transportation corridors, including I-5 and the railroad;

Policy 3.4: Preserve important viewsheds.

Analysis: The above goal and policies are indirectly supportive of the project but if interpreted strictly, could challenge the very qualities that make the village center distinct from other places in San Juan Capistrano. For example, natural features in the village center clearly consist of heritage trees and landscape and possibly include archaeological resources in terms of inherited features and sites to be left undisturbed. However, it needs to be stated that 'viewsheds' in an urban setting are different from those in a non-urban setting. This distinction is primarily based on the fact that views in a natural or suburban setting tend to be across and over the landscape while views in an urban setting tend to be along a streetscape, terminating either in a building, urban open space or a view of adjacent nature framed by buildings. This last example is present in the village center with vistas of prominent, natural hillsides or ridgelines visible while walking along sidewalks and looking down the side streets. Such vistas serve to orient the pedestrian while adding a strong sense of scale and place that is uniquely San Juan Capistrano's.

Design Criteria - The following criteria for the Mission District are to create a human-scaled downtown which encourages people to walk and interact with each other in a rural, small town atmosphere:
consideration of the community design goals and policies of the Historic Town Center Master Plan;

- centralization of parking areas in more convenient locations (not necessarily tied to each existing or proposed use);
- well-designed pedestrian access for both new and existing uses;
- use of open space in the district to promote a small-scale, rural atmosphere;
- use of plazas, patios and arcades;
- compatibility of building materials;
- development of coordinated graphic designs for private and public signs;
- consideration of specialty design themes for certain portions of the Mission District;
- building heights in the Mission District must not overshadow the existing heritage; building heights shall be kept to a minimum and should generally not exceed two stories. 3 story elements should only be considered if the overall height would not exceed a common 2 story structure.

Scenic Corridors design criteria (designated arterials and the railroad corridor):

- buffer to screen existing unsightly features outside of the r.o.w.
- use of innovative design features for bicycle, sidewalks, equestrian trials, boundary walls, and parkways;
- attention to building design features that are proposed adjacent to a scenic corridor;

Analysis: The above design criteria from the Community Design Element is supportive of the project and serve to inform the eventual development standards and guidelines that accompany the updated Historic Town Center Master Plan.

SAN JUAN CAPISTRANO ZONING CODE
The plan area contains a total of six zoning districts:

- Town Center
- General Commercial
- Community Park
- General Open Space
- Public and Institutional
- Precise Plan (Los Rios 78-01)

The following are applicable excerpts from the City's zoning code. For the purposes of this analysis, only the TC, GC and CP zones are analyzed because the other areas are not anticipated to change or be affected by the project:

Sec. 9-3.303 - Commercial Districts

Tourist Commercial (TC) District. The purpose and intent of the Tourist Commercial (TC) District is to provide for small-scale retail and service uses within the area immediately adjacent to the Mission San Juan Capistrano which would serve tourists as well as residents. Development projects in the Tourist Commercial (TC) District should be designed to reflect the Spanish heritage and semi-rural character of the community and be compatible with the historic significance of the downtown (especially Mission San Juan Capistrano).

General Commercial (GC) District. The purpose and intent of the General Commercial (GC) District is to provide for a wider range of commercial land uses than those permitted in the Tourist Commercial (TC) District and Neighborhood Commercial (NC) District in order to accommodate most of the retail and service needs of the residents of the City.

Analysis: The above purpose statements are supportive of the project except that the aspect of living in the village center is not specifically enabled. In

reading the allowed uses in Table 3-4, townhouse or apartment development is allowed if part of a commercial development. This appears to be able to take the form of a mixed-use development or independent residential and commercial structures. While the tourist commercial area may ultimately have less of a residential component than the rest of the village center, the subject of appropriate housing in the TC zone should be further explored and clarified. This is particularly important given that the Draft Housing Element identifies the 'downtown' as an area for mixed use development (Program 1).

The following development standards apply to the TC and GC zones:

TABLE 3-5: DEVELOPMENT STANDARDS FOR COMMERCIAL DISTRICTS

			One Story			Two Story			Floor Area Ratio		
District	Min. Lot Area	Min. St Frontage	Min. Front Yd2	Min. Side Yd.2,3	Min Rear Yd.2,4	Min. Front Yd.2	Min. Side Yd.2,3	Min. Rear Yd.2,4	1st Flr/ Lot Area	% 2nd Flr to 1st Flr	Bldg Hgt
TC	7,200 sq. ft.	60 ft.	0 ft.	0 ft.	0 ft.	0 ft.	0 ft.	0 ft.	0.75	80%	25 ft.
GC	7,200 sq. ft.	60 ft.	20 ft.	5 ft.	20 ft.	20 ft.	10 ft.	25 ft.	0.40	25%	35 ft.

ANALYSIS: The above standards appear reasonable for the current environment. The General Plan identifies a maximum F.A.R. of 0.50 (average 0.30) for the General Commercial designation which affects the TC and GC zones above. The GC zone allowance for F.A.R is within the General Plan's limits but the TC zone is beyond the 0.50 limit. While the TC zone's 0.75 F.A.R is beyond the General Plan limit for F.A.R., the TC zone's level is approaching more realistic levels but is still below the level of comparable and desirable village centers (i.e., .95 to 1.50).

SEC. 9-3.307 - PUBLIC AND INSTITUTIONAL (P&I) DISTRICT
The purpose and intent of the Public and Institutional (P&I) District is to:

(1) Accommodate the wide range of major public and quasi-public institutional and auxiliary uses established in response to the health, safety, educational, and cultural needs of the City; and
(2) Encourage the assembly of specific public, quasi-public, and related facilities into efficient, functionally-compatible, and attractively-designed administrative centers, educational institutions, and similar complexes, located and maintained in conformance with the General Plan.

SEC. 9-3.309 - OPEN SPACE DISTRICTS
Purpose and intent. The following open space districts apply to the plan area and have been established for the following purpose and intent:

GENERAL OPEN SPACE (GOS) DISTRICT. The purpose and intent of the General Open Space (GOS) District is to provide for the possible combined development of several of the uses or the individual development of one of the uses specifically allowed by the other open space districts in accordance with the General Plan.
COMMUNITY PARK (CP) DISTRICT. The purpose and intent of the Community Park (CP) District is to provide for major active recreation sites in accordance with the General Plan.

TABLE 3-11: DEVELOPMENT STANDARDS FOR OPEN SPACE DISTRICTS

District	Min. Lot Area	Min. Street Frontage	One Story (min yd in ft)			Two Story (min yd in ft)			Floor Area Ratio		
			Min Front	Min Side	Min Rear	Min Front	Min Side	Min Rear	1st Flr/Lot Area	% 2nd Flr to 1st Flr	Bldg Hgt
GOS	10 Ac	200 ft	150	20	50	150	20	50	0.10	75	35
CP	5 Ac	150 ft	30	20	30	30	20	30	0.05	80	35
SP	7,200 sq ft	60 ft.	subject to a Specific Plan								

SAN JUAN CAPISTRANO DESIGN GUIDELINES (adopted 2003)

B. GENERAL DESIGN OBJECTIVES
The design of all development projects within the Downtown should:

Downtown
1. Reinforce and enhance the City's downtown as one of the primary focal points of the community;

2. Contribute to the existing pedestrian-oriented "village-like" environment;

3. Complement the scale, proportion and character of development in the surrounding area;

4. Establish attractive, inviting, imaginative and functional site arrangement of buildings and parking areas, and a high quality architectural and landscape design which provides proper access, visibility and identity;

5. Provide stylistically diverse and creative architectural design solutions which convey a sense of timelessness and elegance;

6. Preserve and incorporate natural amenities unique to the site into the project development proposal;

7. Preserve and incorporate structures which are distinctive due to their age, cultural significance, or unique architectural style into the project;

8. Maintain hillside views to the greatest extent possible.

ANALYSIS: The above general design objectives are supportive of the project. Objective 8 is an example of the concern identified earlier in the evaluation of policy 3.4 'Protect important viewsheds'. As stated in that evaluation, there is a difference between viewsheds within the city and those at its edges. The need exists to establish this difference so that each type of viewshed can occur and appropriately contribute to its particular environment.

C. SITE PLANNING

a. The site arrangement of structures, parking, circulation areas and open spaces should recognize the particular characteristics of the site and should relate to the surrounding built environment in pattern, function, scale, character and materials;

b. Siting of buildings along street frontages is encouraged. Zero or minimal building setbacks should be considered, where appropriate;

c. Continuity of pedestrian oriented activities along street frontages is encouraged. Avoid disrupting the pedestrian experience by parking lots and blank walls;

d. Storefronts and major building entries should be oriented towards streets, courtyards or plazas. Avoid placement of "dead spaces" such as storage areas along street frontages;

e. Modulate building massing to accommodate pedestrian plazas, landscaping, seating areas and public art along the street wall and at prominent intersections;

f. Locate parking at the rear of lots and devote all parking lot areas not specifically required for parking spaces or circulation to landscaping;

g. Create pedestrian paseos to parking lots which are located behind buildings.

ANALYSIS: The above site planning objectives are supportive of the project. A minor but important clarification involves objective 'b' and the 'encouraging' of buildings to front the street. While village-scale environments tend to have some idiosyncratic characteristics that differentiate them from more urban centers, a defining characteristic is that most if not all buildings shape the streetscape by their placement at or very near the sidewalk. The intent of objective 'b' is understood but it leaves latitude for possibly inserting a building pattern that is incompatible with the village-scale fabric. Clarity is needed on this subject without diluting the intent of the objective to provide for flexibility and interest.

D. Architectural Guidelines

1. Architectural Imagery

a. Architectural Style - New infill developments and renovation of existing structures in the downtown district must be respectful of their surroundings. An informal character and sense of individuality is desired to preserve the ambiance and historic integrity of downtown San Juan Capistrano.

High quality, creative architecture that complements "historic" structures may be integrated within the urban fabric if designed appropriately. Such design concepts will be evaluated and may be permitted, if found appropriate for the project site and district context, on a case-by-case basis.

b. Scale - The scale of new buildings should be generally consistent with existing structures in the area. Structures which incorporate building elements with "human scale" proportions are encouraged.

Incorporating landscaping and architectural detailing at the lower level of buildings could be used as a design technique to diminish the overall impact of larger structures and soften their appearance.

The height of new infill development should complement that of existing surrounding buildings.

c. Rhythm - Facade Framework/ Components - Building element repetition establishes a rhythm, creates patterns and alignments that visually link buildings, provides for individual building storefront identity and contributes in the establishment of a pedestrian scale environment.

Care should be given in designing a project to establish or maintain "rhythm" while avoiding monotony. This can be accomplished by arranging repeated major building elements into manageable groups. Repetition of existing facade modules and components (e.g. bulkheads, arches, arcades, and balconies) is strongly encouraged in infill project design.

Analysis: Guidelines A, B and C are supportive of the project through clear intent to preserve the village-scale and character through careful infill development. The project includes an update of the relevant development standards. To the extent practical, this opportunity should be utilized to reflect the above and following guidelines in the eventual standards for the plan area for ease of implementation. As stated earlier in this analysis, it is expected that the 31-acre core will have more detailed requirements than the outer, adjacent areas of the plan area. Additionally, within the 31-acre core, distinctions will most likely be desirable and useful. This could be very helpful in order for example, to require the most of buildings at the intersection of Ortega Highway and Camino Capistrano as compared to the intersection of Camino Capistrano and Avenida del Obispo. In this way, the general nature of guidelines can be made more relevant and clear for the various and distinct places within the plan area.

d. The Pedestrian Experience - Unarticulated and solid wall surfaces degrade the quality of the pedestrian.

Buildings facing pedestrian streets and plazas should incorporate design features that provide visual interest at the street and plaza levels.

Building facades, and storefronts should be designed to enhance the visibility of merchandise and store related activities by pedestrians.

Outdoor activity areas such as plazas and dining areas should be visible to the passing pedestrians.

e. Distinction between Upper and Lower Floors/ Storefront transparency - The design of first floor commercial buildings should be based on a high ratio of void (windows) to solid (wall) areas. The lower building level (storefront) should be predominantly comprised of transparent surfaces to foster pedestrian activity and accommodate retail-merchandising needs.

Analysis: The intent of the above guidelines is clear as to avoid elements of buildings and buildings themselves which are out of scale with and do not respond to pedestrians. There is however, concern about the first statement under guideline d: "..unarticulated and solid wall surfaces degrade the quality of the pedestrian experience." This statement, strictly applied, could result in unnecessarily modulated walls and unintentionally rival the very defining characteristics of several architectural styles native to San Juan Capistrano. For example, deeply recessed and appropriately sized windows in an otherwise smooth and solid white plaster wall pleasantly shape the streetscape in highly regarded village scale environments such as Del Mar, Carmel and portions of Santa Barbara. Clarity about this subject is needed so that the guideline can be implemented without compromising the nature of San Juan Capistrano's architectural heritage and village scale environment.

2. Building Form and Mass

a. The form and mass of new buildings should create a pleasing transition to surrounding development and relate to the scale of adjacent structures.

b. Existing building proportions should be reflected in the design of new infill development.

c. The façade of infill development that extends over a significant portion of the "blockface" should be either divided into a series of appropriately proportioned "structural bays" or incorporate architectural components which relate to the proportions of existing building facades.

d. Building façade design should complement downtown's pedestrian scale environment. This can be achieved by increasing the degree of building detail at the street level, articulating individual floor levels with horizontal bands and by proper use of color.

e. Taller buildings should be made less imposing by incorporating horizontal massing offsets.

f. Long, blank, unarticulated street wall facades are strongly discouraged. Provision of vertical and horizontal articulation is recommend by:

wall surface offsets (reveals, cornices, recesses), window and door openings, balconies, awnings and canopies

g. The predominance of transparent surface (window and door) to solid surface (wall) ratio along the street level elevations is encouraged.

Analysis: The intent of the above guidelines is correct for a highly pedestrian environment such as a village center with the exception of guideline 'f'. This particular guideline identifies 'wall surface offsets' as a method for dealing with long and unarticulated walls. Although this is a legitimate concern in such an environment the strict application of such a guideline can result in weaker storefront design along the streetscape. In our experience, this issue is best addressed through limiting the length of buildings along public frontages or the sidewalk. Typically, in a village-scale environment, buildings are both not very large and not very long as they are seen along the streetscape. By responding to this concern through building length along the public frontage, the rhythm of smaller pedestrian-oriented buildings is realized while avoiding the often arbitrary offsetting of wall planes.

3. Building Materials and Colors

a. Exterior building materials should complement those used in the surrounding area. Use of the following materials is encouraged within Downtown San Juan Capistrano: stucco (smooth or textured), brick, granite, marble, stone, wood

b. Accent materials should be used to highlight building features and provide visual interest. The following building materials may be utilized in the Downtown district:

Brick, Concrete, Stone, Wood, Glass block (storefront and transom only), Tile, (bulkhead, wall enclosures and fenestration), Copper, Painted Metal, Wrought Iron, Fabric Awnings

c. The architectural style, building materials, building features and details, building size, orientation and context should be the primary contributing factors in the selection of building colors. The following are recommended for buildings in the Downtown district:

Subtle/muted colors on larger and simpler buildings, Use of more intense colors on small buildings, contrasting or more intense colors to accent architectural details and entrances, Color palettes harmonious with those found in the surrounding area

d. Use of building materials such as brick, stone, and copper in their natural finish color is encouraged.

4. Roofs and Upper Story Details
a. High quality roof materials, complementary and appropriate to the proposed building style, shall be utilized as part of the building design.

b. Flat roofs are generally discouraged unless the flat roof is "authentic" to the selected architectural style.

c. Roof-mounted mechanical or utility equipment should be architecturally integrated within the overall building design.

d. The design and finish of chimneys, roof flashing, rain gutters, downspouts, vents and other roof protrusions should complement the overall architectural theme.

5. Entrances/ Storefronts
a. Main building entries should be emphasized by utilizing one or more of the following design techniques:

- Recessed or projecting architectural features such as porticos, storefront bays, towers etc.
- Landscaping planters, paving or other hardscape details
- Roofline changes

b. Provision of a prominent corner entry to buildings located at street intersections is recommended.

c. The design of corner buildings should provide storefront features or other transparent surfaces on at least 50% of the lower level street side elevation.

d. Use of high quality door design, storefronts and hardware details is encouraged. Appropriate door types include: Traditional solid wood, Wood and glass panels, Metal and wood frame storefronts

e. Doors for retail shops should include a high percentage of glass area.

6. Windows
a. Traditional, rather than freeform window shapes, are preferred. Multi-paned windows are encouraged. Use of clear glass (at least 88% light transmission) on first floor storefronts is recommended.

b. The storefront window design should maximize visibility of displays and interior retail spaces. The average storefront bulkhead height in the downtown district (18-inches) should be considered in the design of storefront elevations. Maximum bulkhead heights for new construction should not exceed 36 inches.

c. Window designs which permit additional light penetration within building spaces (e.g. transom and clerestory windows) are encouraged.

d. The location of new and replacement windows should take into consideration existing "blockface" window patterns.

e. Adding or replacing windows without any regard for the existing architectural rhythm or character of the original building is prohibited.

f. Sliding or casement windows which can provide large openings and add interest to adjacent pedestrian areas should be provided where appropriate. Such window treatments are especially encouraged for restaurant uses.

g. Window details could add to the architectural variety along street frontages. Use of the following window enhancements should be considered:

Tile borders, Colored window framing, Shutters, Plant-on relief features, Iron or wooden grills, Dormers, Projecting bay windows, Window boxes, Window pop-outs, Deep recesses, Security grilles along street frontages are discouraged unless integrated within the overall architectural theme.

7. Awnings and Canopies
a. Awnings should be designed to complement the building architecture.

b. Fabric or metal awnings could be used to enhance the visual appearance of buildings.

c. Where the facade is divided into distinct structural bays, awnings should be placed between vertical elements. The awning design should respond to the scale, proportion and rhythm created by the structural bays.

d. Awnings constructed of durable, commercial grade fabrics are encouraged. Awning frames and supports should be treated to prevent corrosion. Glossy plastic awnings are prohibited.

8. Exterior Stairways
a. Stairway projections which complement the architectural massing and form of the building are encouraged.

b. Stairway design should be consistent with the overall architectural theme. Where appropriate, decorative features such as tile risers and rails may be utilized to create visual interest.

9. Balconies and Rooftop outdoor areas
a. Inclusion of balconies and rooftop outdoor areas in the overall building design is encouraged. The design of such spaces should complement the overall architectural theme in terms of location, size, and detail.

10. Focal Elements
a. Architectural elements such as towers, spires, domes etc, add visual interest to the urban fabric and could serve as focal/orientation community landmarks. Inclusion of such building elements in the design of new projects will be considered on a case-by-case basis.

ANALYSIS: The above guideline is very important to providing interest and reflective of the existing landmarks in the plan area. However, the eventual development standards need to allow for such features in addition to the maximum height allowed for buildings. The height of buildings is one issue to regulate and the height of 'focal elements' is another. Clarity is needed to distinguish between the requirements for buildings and their features in order to avoid truncated or unnecessarily compressed elements that are included to presumably provide interest but are perceived as awkward.

11. Arcades
a. Arcades could positively contribute towards fulfilling visual and functional building needs. They can take a stylistically traditional appearance or may be introduced as a clean-line "sculptural" design element. Regardless of the selected style, care must be taken to ensure that the design of arcades appears "authentic" to the selected architectural theme.

b. The massing of all arcade components should be proportional to its overall size.

c. Archways should be designed with semi-circular or slightly flat arcs.

d. Column size must relate in scale to the building. The column height should be approximately 4-5 times the width of the column.

e. The use of column bases, capitals and bands is encouraged when use of such details is "authentic" to the selected architectural style and positively contributes to the proposed building design.

12. Plazas/ Courtyards/ Paseos
a. Plazas and courtyards are encouraged within downtown San Juan Capistrano. Ample seating should be provided within plaza areas.

b. Inclusion of a visual focal point such as a fountain or public art within plaza/courtyard areas is recommended.

c. Paseos should be designed as an integral part of the project. Provision of alcoves, plazas and courtyards along paseos' edges or at their terminus points is encouraged.

d. Paseos should be of adequate width to accommodate anticipated functions, including but not limited to access, circulation, light and ventilation.

e. Landscaping, art, decorative lighting fixtures, enhanced paving, and seating should be included within the paseo design to enhance the pedestrian experience within its space.

f. Display windows and business entrances should be provided along paseos to foster pedestrian activity and use.

13. Walls and Fences
a. Wall and fence enclosure design should be addressed as part of the overall development concept.

b. The selected wall and fence design concept should consider and preserve scenic views available to the community, to the greatest extent possible.

c. Where appropriate to the selected architectural style and project location, stucco or brick wall enclosures, enhanced with decorative inset tiles, ornamental metal fencing, entry gates, or planters are encouraged.

14. Other Building Elements/Details
a. A number of functional building elements may be incorporated into the building design to add visual richness and interest. Such elements include the following fixtures and details:

Light fixtures, Metal grille work, Decorative scuppers, catches and downspouts, Balconies, rails, finials, corbels, plaques, etc., Flag or banner pole brackets, Fire sprinkler standpipe enclosures and hose bib covers, Security devices

b. Gutters and downspouts should be concealed, unless designed as an architectural feature.

c. The design of accessory elements such as mailboxes, benches, trash enclosures, newspaper racks, and security gates should complement the architectural style of the project.

d. Refuse containers and service facilities should be screened from view by solid masonry wall enclosures. Landscaping (shrubs and vines) should be provided adjacent to the enclosures to minimize adverse visual impacts and deter graffiti.

Analysis: The above guidelines (3 through 14) directly support the project and to the extent practical, should be reflected in the eventual standards for the plan area for ease of implementation. As stated earlier in this analysis, it is expected that the 31-acre core will have more detailed requirements than the outer, adjacent areas of the plan area. Additionally, within the 31-acre core, distinctions will most likely be desirable and useful. This could be very helpful in order for example, to require the most of buildings at the intersection of Ortega Highway and Camino Capistrano as compared to the intersection of Camino Capistrano and Avenida del Obispo. In this way, the general nature of guidelines can be made more relevant and clear for the various and distinct places within the plan area.

15. Parking Structures
a. Elevators and stairs should be located along the perimeter of parking structures.

b. Shops, offices or other “live” commercial spaces or uses should be incorporated on the ground level or adjacent to parking structures to the greatest extent possible. c. Landscaping should be provided adjacent to wall surfaces.

d. Parking structure interiors, including structural supports and ceilings shall be painted off-white.
Analysis: In our experience, parking (surface lots and parking garages) needs to be visually discreet and in physical balance with the businesses it is intended to support. In addition, parking works best when strategically dispersed in order to encourage walking and promote visibility of storefronts. Further, techniques such as ground floor ‘liners’ are effective ways of providing an otherwise large and faceless parking garage in very close proximity to village-scale buildings and storefronts while contributing to the pedestrian environment. Depending upon the location of the garage or parking lot, landscaping as identified in ‘c’ above may or may not be appropriate. Clarity about the inclusion of parking and parking garages is necessary to not overpower the very attraction that they are to support.

E. Building Additions and Renovation Guidelines - Buildings are often altered by owners or shopkeepers in an effort to “keep up with changing times” or to “update a tired image.” Unfortunately, such changes often result in gradual but severe erosion of the original character of the building and architectural cohesion of the Downtown area. Renovation and or restoration of such structures to their original condition provides an excellent means of maintaining and reinforcing the historic character of Downtown, increases property values in the area, and provides inspiration to other property owners and designers to undertake similar efforts. When an existing structure in the Downtown district is proposed to be renovated or expanded, the work should respect the original design character of the structure and should comply with the design guidelines in this section. In addition, renovation of all structures of historic significance should follow The Secretary of the Interior’s Standards for the Treatment of Historic Properties and associated Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings, published by the U.S. Department of the Interior, National Park Service.

1. Preserve Traditional Features and Decoration
a. Existing design elements including, building proportions, details, materials and fenestration should be considered when additions or building renovations could affect a building’s exterior appearance.

b. When a building is proposed to be refurbished, original architectural details should not be wasted. If enough of them remain, they should be restored based on the original building design. If only a few remain, they should be incorporated as design features in the new design. In either case, the design of any improvements should evolve from and emphasize original building features.

c. All existing historic building detailing should be preserved.

2. Removal of Elements Inconsistent with Original Façade
a. Restoration of buildings is strongly encouraged.

b. Building elements which are incompatible with the original facade design should be removed.

c. Aluminum canopies have a “tacked on” appearance and are inconsistent with the desirable high quality design character of Downtown San Juan Capistrano. Existing canopies should be removed and, if appropriate, replaced with fabric awnings, consistent in design with the architectural style of the building.

3. Storefront Renovation
a. Original storefronts should be preserved and repaired.

b. In cases where some remodeling has occurred and only a portion of the original storefront remains, the storefront should be repaired. Historic details/materials should be maintained where possible and extensively deteriorated or missing details/parts should be replaced with new reproductions of the original ones.

c. Where extensive remodeling has occurred and the original storefront is completely missing, the storefront should be reconstructed based upon historical, pictorial and other physical documentation. If that is not practical, the design of the new storefront should be designed to be compatible with the size, scale, and proportions, of the existing structure.

4. Additions to Existing Structures
a. The design of any proposed addition(s) should be generally consistent with and should complement the scale, proportions, and massing of the original structure.

b. The design of new additions should be “current interpretations” of the existing buildings. The main characteristics of the existing structure should be incorporated into the addition’s design by using modern construction methods. This may include the extension of architectural lines from the existing structure to the addition; repetition of window and entrance spacing; use of harmonious colors and materials; and the inclusion of similar architectural details (i.e., window/door trim, lighting fixtures, tile/brick decoration).

c. New additions should be designed in a manner that could allow their removal, if desired in the future, without impairing the essential form and integrity of the original structure.

5. Seismic Retrofitting
a. Seismic retrofitting improvements should receive the same care and forethought as any other building modification. The design of exterior seismic retrofitting improvements should be concealed to minimize negative impacts on the building’s appearance, to the greatest extent possible.

6. Replacement of Building Components
a. When the exact original construction materials are not available for use in repairs or additions to an existing structure, care should be taken to match the original building materials’ thickness, color and texture as closely as possible with available materials. In general, use of simulated replacement materials such as artificial stone is discouraged.

7. Window Replacement

a. The original window openings should be retained, whenever possible. If the existing ceiling has been lowered, the dropped ceiling should be pulled back from the original window opening.

b. The original windows and frames should be restored, if possible. Missing or severely deteriorated window and frame components should be replaced.

c. Altered window opening(s) should be restored to their original configuration. Blocking of window and door openings should be avoided.

d. When windows are replaced, the original window size, shape, design details and type should be considered in their replacement and use of a similar windows are strongly recommended.

8. Awnings

a. Original awning hardware should be retained if repairable.

b. Use of angled fabric awnings is most appropriate for older storefronts and preferred over hooped or box styles.

9. Door Replacement

a. Original doors and door hardware should be retained, repaired and refinished.

b. The design of replacement doors should be compatible with the historical character and design of the structure.

c. Rear building entry treatment should reflect the overall architectural building theme.

10. Repair and Cleaning

a. Building surface cleaning should be undertaken by the gentlest means possible. Sandblasting and other harsh cleaning methods that may damage historic building materials should be avoided.

b. Waterproofing and graffiti proofing sealers should be used after cleaning and repair.

Analysis: The above guidelines (E1 through 10) directly support the project and to the extent practical, should be reflected in the eventual architectural standards for the plan area for ease of implementation. As stated earlier in this analysis, it is expected that the 31-acre core will have more detailed requirements than the outer, adjacent areas of the plan area. Additionally, within the 31-acre core, distinctions will most likely be desirable and useful. This could be very helpful in order for example, to require the most of buildings at the intersection of Ortega Highway and Camino Capistrano as compared to the intersection of Camino Capistrano and Avenida del Obispo. In this way, the general nature of guidelines can be made more relevant and clear for the various and distinct places within the plan area.

F. Landscaping

a. Use of native planting, vines, flowering plants, arbors, trellises and container planting is encouraged.

b. Inclusion of courtyards, gardens, and fountains in the overall project design is encouraged. Landscaping within courtyards should include a balance of hardscape and landscape materials. Emphasis should be placed on California and Mediterranean landscapes and gardens.

c. Boxed and container plants in decorative ceramic, terra cotta, wood, or stucco planters should be used to enhance street frontages, plazas and courtyards.

d. Planters may be incorporated into seating and stair areas. Such planters should be open to the earth below and should incorporate permanent irrigation systems.

e. All trees in paved areas should be provided with “Deep Root” barriers automatic irrigation and metal grates.

G. Lighting

a. Lighting fixture design should contribute towards establishing a festive atmosphere, improve safety and enhance identification of businesses.

b. Lighting fixtures should be designed to complement the project architecture.

c. Wall mounted lights should be utilized to the greatest extent possible to minimize the total number of freestanding light standards.

H. Signs

Signage in downtown San Juan Capistrano should enhance the character of the district and provide effective business identification.

1. Sign Design

a. Signs should establish rhythm, scale and proportion in facades and arcades. Sign placement should complement building elements rather than block them. The sign size should be proportional and in scale with the building’s façade elements.

b. Sign colors should be compatible with the building color palette. Use of a light background with dark sign copy provides visually effective signage and is strongly encouraged. No more than two primary colors should be used on a sign. A third, secondary color, may be used for accent or shadow details.

c. Sign copy should be kept to a minimum. Use of fewer words creates a more effective sign message. As a general rule, letters should not occupy more than 75% of the sign area.

d. The overall sign shape should be kept generally simple so as not to detract from the message.

e. Avoid hard-to-read and overly intricate typefaces. The selected letter style should complement the building design.

f. Ground level signs should be smaller than those on upper levels. Signs oriented to pedestrian traffic should be smaller than automobile oriented signs.

g. Careful consideration should be given to a sign’s location. The placement of signs provides visual clues to the business entry location and affects the design integrity of the entire building.

2. Awning Signs

a. Awning sign copy shall be centered on the awning. The sign copy should be limited to the business name and logo. The sign size should be in proportion with the awning.

3. Banners

a. Banners should be kept in good condition and should be replaced when deterioration occurs.

4. Projecting (Blade) Signs

a. Use of projecting business identification signage at pedestrian oriented areas is encouraged.

b. Decorative sign support brackets, complementary to the sign design, are recommended.

5. Wall Signs

a. Wall sign colors should positively contribute to the historic character of the Downtown district.

b. Externally illuminated wall signs are recommended.

c. Wall murals should not serve advertising purposes. Wall mural designs will be evaluated on a case-by-case basis.

6. Window Signs

a. Window signs should be visually pleasing and should enhance the storefront design.

b. Window signs primarily target pedestrian traffic and should be placed at eye level

7. Freestanding Signs

a. Pole signs are not permitted in the downtown area. Use of creative monument sign designs, in keeping with existing architectural styles and the historic character of the district, are encouraged.

8. Directory Signs

a. Directory signage should be provided within projects and along public pedestrian areas throughout the downtown district.

Analysis: The above guidelines (G and H) directly support the project and to the extent practical, should be reflected in the eventual signage and

landscape standards for the plan area for ease of implementation. As stated earlier in this analysis, it is expected that the 31-acre core will have more detailed requirements than the outer, adjacent areas of the plan area. Additionally, within the 31-acre core, distinctions will most likely be desirable and useful. This could be very helpful in order for example, to require the most of buildings at the intersection of Ortega Highway and Camino Capistrano as compared to the intersection of Camino Capistrano and Avenida del Obispo. In this way, the general nature of guidelines can be made more relevant and clear for the various and distinct places within the plan area.

HISTORIC TOWN CENTER MASTER PLAN (adopted 1995)

The goals and policies guiding this master plan are in chapter 4.0 and are analyzed below:

Land Use Goal: "The Historic Town Center should reflect a diversity of commercial and service uses which balance the resident's commercial need with those of tourism-based development while maintaining fiscal and economic viability. Also, Historic Town Center land uses should respect and be compatible with the area's historic/archaeological sites and structures."

Analysis: Under this goal, six policies are identified. Three policies promote tourism-based commercial uses, lodging, specialty retail and restaurants in efforts to "...enhance the economic viability of the downtown and contribute to a vital community." These policies are still relevant and in alignment with the General Plan's vision for the area.

One policy encourages "...mixed use development with small scale residential uses consistent with the 1991 Air Quality Management Plan...to contribute toward improved regional air quality." To date, neither the General Plan or the Zoning enable this policy.
One policy identifies the possibility of creating a pedestrian plaza or 'mercado' by realigning Ortega Highway as it enters the 'downtown'. The realignment of this interchange has been designed with Cal Trans and the subject of converting the street between Camino Capistrano and Del Obispo is still open and will be determined through the planning process for this update.

The last policy allows "...the re-creation of the Casa Tejada and the Burruel adobes along Camino Real south of the Blas Aguilar adobe." The need or feasibility for this type of project are not known and will be determined through the planning process for this update.

Circulation Goal: "The City will seek to promote a balanced vehicular and pedestrian circulation system in the Historic Town Center and downtown. The Center will include circulation elements which are limited largely or exclusively to pedestrian circulation."

Analysis: Under this goal, nine policies are identified. Two of the policies address the realignment of Ortega Highway which, as of the writing of this report, has been designed and approved. Two policies address the need to create an integrated pedestrian network throughout the plan area while one of those policies identifies Yorba Street as a possible pedestrian street with limited vehicle access. An integrated pedestrian network is beneficial to the businesses and customers that it serves as well as to the pedestrian who is simply enjoying the village center. However, dedicating a street - Yorba or any other - to primarily pedestrian use can tend to decrease the very connectivity being sought by an integrated pedestrian network. This may sound inconsistent but is stated because so many pedestrian-only streets have started with the best of intentions only to find themselves without traffic and customers. Typically, successful pedestrian-only (limited vehicle access) streets tend to be in areas with very high populations of residents and tourists or international destinations such as 3rd Street Promenade in Santa Monica, Paseo Nuevo in Santa Barbara, or similar destinations in Europe. Most of these destinations have robust parking systems that serve millions of square feet of commercial and restaurant space that are not only used by tourists and locals but also by office workers either above in mixed use buildings or immediately nearby and accessible by transit. The potential for pedestrian-only streets certainly exists in San Juan Capistrano but we caution that it be carefully compared with the option of a typical street that still provides visibility to motorists while providing exciting sidewalk activities.

Two of the policies address the need for a shared parking approach rather than requiring individual properties to create their own parking lots which often cannot support the feasible floor space needed on the site. This is a very successful approach to parking that has been used in many village centers and downtowns. This approach also works to encourage customers to walk more and in turn, be exposed to more businesses.

Two other policies address the potential extension of Forster Street to Forster Lane to improve connectivity and the need to maintain building/storefront frontage along blocks as compared to driveway accesses. While the details and feasibility of the Forster extension are yet to be understood, the idea of connectivity helps many aspects of a village center and it should be explore further. Maximizing the amount of building/storefront frontage along the streetscape is critical to the visual and perceived continuity of the streetscape and in effect, the attractiveness and appeal of the environment.

Historic Preservation Goal: "The Historic Town Center contains numerous historically significant structures which should be preserved for adaptive reuse."

Analysis: Under this goal, there are two policies. Both policies identify historic adobe buildings that should be preserved and rehabilitated for contribution to the village center's appeal and success. We recommend that if the City has not already done so, it should adopt an adaptive reuse ordinance to enable the above policy.

Archaeological Resources Goal: "The Historic Town Center contains potentially significant archaeological site(s) which should be preserved or remain undisturbed by future development."

Analysis: Under this goal, there are three policies. Two of the policies address the potential for a park in the village center as a necessary focal point and one of the policies calls for the recovery and documentation of significant archaeological resources in the area. An identified site for the park is the Burruel adobe ruins near the Blas Aguilar adobe. As mentioned earlier in this analysis, the park exists with some minor improvements for special events. However, further intensification of this park, which may be desirable from a variety of perspectives, may not be possible according to the limitations of Ordinance 940-A (Measure 'X') which requires a public vote prior to any change in open space or definitions of open space.

Community Design Goal: " Development in the Historic Town Center should be of a scale and architectural design which is visually compatible with the existing historic context of downtown."
Analysis: Under this goal, there are eight policies. The policies address a variety of topics ranging from the realignment of Ortega Highway and its potential for producing a pedestrian plaza and focal point, the need for a pedestrian plaza along El Camino Real, minimizing driveway access along streetscapes, and the need to maintain the pedestrian scale throughout the village center (already analyzed earlier) to the importance of mature trees, high quality design and the concealment of parking facilities.

Mature trees can transform an otherwise good environment into a positively memorable environment. To the maximum extent practical, mature trees need to be considered as infrastructure that contributes to the overall appeal and success of the village center and not as something that can be easily replaced.

High quality design, in our review, is clearly articulated in the City's Design Guidelines. As analyzed earlier, it may be prudent to identify particular guidelines that really should be standards and then apply those standards to the areas where the most is expected in terms of quality.

Last, concealing or at least visually improving parking facilities is key to maintaining the very attraction - an historic, pedestrian-scaled village center - that caused people to visit in the first place. This can be accomplished both by strategically dispersing the parking facilities and by their integration with buildings. Further, critical components such as parking facilities need to be regulated as if they were buildings so that the ultimate result is something that contributes to rather than detracts from the village center's appeal and visual continuity.

Fiscal Goal: "The scale and mix of land uses in the Historic Town Center and downtown area should be capable of supporting all or a portion of the land acquisition and capital facility costs for the area (roads, water, sewer, drainage, utilities, etc.)."

Analysis: Under this goal, there are three policies. These policies address the need for the village center to generate revenues that offset additional public costs to San Juan Capistrano, the need to identify funding sources for capital improvements and, the need to establish some form of parking fees for revenue-generation and support of a parking system.

The issue of trying to make the village center cost-neutral to the community has been analyzed earlier and as discussed, is reliant on the ability to maximize the village center within its physical context and the community's expectations. As of the writing of the 1995 Historic Town Center Master Plan, several changes have occurred in the way that cities can generate and receive funds. We expect these issues to be explored further through the process for updating this Master Plan.

The idea of requiring a fee, albeit small, for parking in the village center is sound and worth exploring. Several successful village centers and downtowns have used 'paid parking' as part of their revitalization strategy. Over time, after the costs for the parking facilities have been recovered, the parking revenues can be directed to such items as maintenance of the streetscape, security, and advertising. In our experience, the key to success begins with balancing the ultimate goal of producing significant revenues for many worthwhile expenses with the reality of free and abundant parking. Therefore, a tiered approach that recognizes the difference between near and long term as well as geographic differences such as the core and the outlying areas should be explored. Ultimately, even such a tiered approach will require some adjustment in the early years of its existence in order to not penalize customers while the critical mass of the 'attraction' is yet to be established from the perspective of the customer.

SUMMARY

Overall, the General Plan and Design Guidelines contain several strong and helpful goals and policies that will support the revitalization and future of the village center. Typically, such policy documents can be unproductively vague and lacking direction. But both documents provide enough clarity and support to signal that the project is on solid footing. While there are some consistency issues to resolve, they are minor in comparison to the following key questions facing the village center from a policy perspective:

1. Will the village center offer a physical environment that is truly unique with a diversity of uses that makes the center attractive to locals and not only tourists?
2. Will housing play a key role and be dispersed throughout the core rather than concentrated on a few sites?
3. Will parkland be considered on the specific needs and realities of a village center rather than on current community parkland standards? Will Measure 'X' play a role in the future of the existing park at Yorba and El Camino Real?
4. Will ease of access and traffic flow be considered on the specific needs and realities of a village center rather than on current community public works standards?
5. Will existing and new streets be treated and used as not simply more traffic lanes but as new 'addresses' for businesses or mixed-use development?
6. Will parking be treated as village-center infrastructure that is shared to maximize private property and appropriately intensify development rather than as an individual responsibility that dilutes the whole?

Other questions arise from the above but the above are key to the initiation of this planning process and the calibration of the village center's potential with the community's vision and expectations. Please call me with any question, comments or to discuss further.

Thanks very much,

Anthony Perez, Principal
Raimi + Associates

Financial Feasibility Analysis

KEYSER MARSTON ASSOCIATES
ADVISORS IN PUBLIC/PRIVATE REAL ESTATE DEVELOPMENT

MEMORANDUM

ADVISORS IN
REAL ESTATE
REDEVELOPMENT
AFFORDABLE HOUSING
ECONOMIC DEVELOPMENT

SAN FRANCISCO
A. JERRY KEYSER
TIMOTHY C. KELLY
KATE EARLE FUNK
DEBBIE M. KERN
ROBERT J. WEYMORE
REED T. KAWAHARA

LOS ANGELES
KATHLEEN H. HEAD
JAMES A. RABE
PAUL C. ANDERSON
GREGORY D. SOO-HOO
KEVIN E. ENGSTROM
JULIE L. ROMEY
DENISE BICKERSTAFF

SAN DIEGO
GERALD M. TRIMBLE
PAUL C. MARRA

To: Michael Bohn, Principal
Studio One Eleven

From: Kevin Engstrom

cc: Lameese Elqura

Date: September 22, 2010

Subject: Downtown San Juan Capistrano Pro Forma Scenarios

Pursuant to your request, Keyser Marston Associates, Inc. (KMA) evaluated the financial feasibility prototypical development programs on two sites in Downtown San Juan Capistrano (Downtown). To prepare these pro forma analyses, KMA relied on information supplied by the Project Team. The analysis takes into consideration KMA's experience with similar developments in the region and the market characteristics of San Juan Capistrano (City). Given the state of the economy, the assumptions utilized in this analysis are based on a "normalized" market where capital is available and projects can move forward.

SITE DESCRIPTIONS

For the purposes of this analysis, KMA evaluated two sites, which are described below:

1. Parcel 10 – Assumes development of a 142,629 square foot lot (3.27 acres) at the intersection of Ortega Highway and Del Obispso Street.

2. Parcel 11 – Assumes the development of a 42,286 square foot lot (.97 acres) on Camino Capistrano.

The sites were selected to reflect prototypical development possibilities in the Downtown.

PROPOSED DEVELOPMENT

For the two sites, the Project Team prepared a prototypical project assuming the following level of development:

1. Parcel 10 – Assumes a 105,900 square feet of retail and commercial development. The project will also include a 400-space, above-grade parking structure.[1] The detailed pro forma is attached in Appendix A.

2. Parcel 11 – Assumes a development with 18,460 square feet of retail and commercial development with four residential units. The parking for this project will be at grade. The detailed pro forma is attached in Appendix B.

PRO FORMA ANALYSIS

As indicated above, the pro forma analyses are shown in the appropriate Appendix, with some key assumptions summarized below:

1. The parking structure costs are estimated based on KMA's experience with similar projects in the region and current trends in the market and are estimated at $18,000 per space.

2. The retail and commercial shell costs are estimated at $80 per square foot, with the residential at $90 per square foot. The costs assume Type V construction (wood frame) and exclude contractor fees/general conditions, builder's risk insurance and direct cost contingencies.

3. The shell costs do not assume prevailing wages; however, these are assumed for the parking structure.

4. The permits and fees are based on rough estimates, at $10 per square foot of development.

5. The remaining indirect cost estimates are based on industry and regional standards.

---

[1] Using the average proposed downtown parking ratio of 2.0 stalls/1,000 square feet, the proposed uses lining the structure would require 210 stalls. However, it should be noted that this parking ratio is relatively low for many retail/commercial tenants, as a ratio of 3 to 5 spaces per 1,000 square feet is often required. A new City Hall would require approximately 140 stalls for employees and visitors. The remaining 50 stalls could be available for new development on El Camino Real.

6. The financing costs assume typical financing rates (7.5% interest), fees and construction periods.

7. Given the projects' locations and potential quality level, the retail and commercial rents assume a premium of 10% to 15% above typical rents in the market area. The apartment rents are estimated at $2,110 per month.

8. The analysis assumes typical developer return on cost standards of 9.5% for commercial and 7% for residential.

A brief summary of the pro forma analyses is provided below.

Parcel 10 (Appendix A)

The prototypical project for this site assumes 47,273 square feet of retail space and 58,469 square feet of commercial development. Based on our experience with similar projects throughout the region, KMA estimated the construction costs for this project at $297 per square foot. This estimate also includes the provision of 400 structured parking spaces. KMA estimated the annual triple net rents for the project would be $31 per square foot for the retail development and $23 per square foot for the office space. Assuming these rents and a threshold return on investment of 9.5%, KMA identified a feasibility gap of $4.7 million.

Parcel 11 (Appendix B)

The prototypical project for this site assumes four apartment units, 11,460 square feet of retail space and 7,000 square feet of commercial development. Based on our experience with similar projects throughout the region, KMA estimated the construction costs for this project at $191 per square foot. KMA estimated the annual triple net rents for the project would be $30 per square foot for the retail development and $22 per square foot for the office space, while the residential rents are estimated at $2,110 per month. Assuming these rents and a blended threshold return on investment of 9.2%, KMA estimated a supportable land value of $1.2 million, $28 per square foot of land.

SUMMARY

Some key issues from the analysis include:

1. The provision of structured parking will have a significant impact on project feasibility. As demonstrated in the Parcel 10 analysis, the direct cost of the parking structure exceeded $21,000 per space (including contractor's fees/general requirements, builder's risk insurance and contingency).

2. As shown in Appendix A, the prototypical project on Parcel 10 generates a feasibility gap of $4.7 million. This feasibility gap is in addition to any value assigned to the land. However, it should be noted that part of the feasibility gap could potentially be addressed by contributions from the City and/or private developers. If the City relocates their City Hall to the parcel adjacent to the parking structure, it could make a contribution to the cost in return for dedicated parking spaces for employees and visitors. Further, private developers that build on other adjacent parcels on El Camino Real could also contribute to the structure by providing an in-lieu fee in return for being able to utilize the balance of available parking stalls to satisfy their parking needs, thus maximizing the development program on their site. Assuming a parking ratio of 2.0 spaces per 1,000 square feet is viable for commercial tenants, then 190 parking spaces would be available for civic and/or other commercial projects in the Downtown. The cost of these spaces is approximately $4.0 million.

3. New projects in the downtown are unlikely to be feasible in the near- to mid-term with structured parking.

4. As shown in Appendix B, the prototypical project on Parcel 11 generates a residual land value of $1.2 million, which equates to $28 per square foot.

5. Over the past two years there have been very few, if any, land or building sales in the marketplace that can be utilized for comps. However, the limited commercial sales that have occurred average slightly more than $200 per square foot. Assuming typical FAR's, then the imputed land value for these properties ranges from $45 to $55 per square foot. Therefore, new development may need to support a land residual value of at least $45 to $55 per square foot to be feasible.

6. Assuming a target land residual value of $45 to $55 per square foot, KMA performed a sensitivity test on the rents for the Parcel 11 analysis. The sensitivity test found that if costs hold constant, rents would need to be approximately 15% to 20% higher than those estimated by KMA for a project to be feasible. Therefore, the redevelopment of many properties is unlikely to occur in the near-term. However, those properties that are controlled by the Agency or by current land owners willing to move forward with a lower land basis may offer redevelopment opportunities.

Limiting Conditions

1. The analysis contained in this document is based, in part, on data from secondary sources such as state and local government, planning agencies, real estate brokers, and other third parties. While KMA believes that these sources are reliable, we cannot guarantee their accuracy.

2. The analysis assumes that neither the local nor national economy will experience a major recession. If an unforeseen change occurs in the economy, the conclusions contained herein may no longer be valid.

3. The findings are based on economic rather than political considerations. Therefore, they should be construed neither as a representation nor opinion that government approvals for development can be secured.

4. Market feasibility is not equivalent to financial feasibility; other factors apart from the level of demand for a land use are of crucial importance in determining feasibility. These factors include the cost of acquiring sites, relocation burdens, traffic impacts, remediation of toxics (if any), and mitigation measures required through the approval process.

5. Development opportunities are assumed to be achievable during the specified time frame. A change in development schedule requires that the conclusions contained herein be reviewed for validity.

6. The analysis, opinions, recommendations and conclusions of this document are KMA's informed judgment based on market and economic conditions as of the date of this report. Due to the volatility of market conditions and complex dynamics influencing the economic conditions of the building and development industry, conclusions and recommended actions contained herein should not be relied upon as sole input for final business decisions regarding current and future development and planning.

Attachment

APPENDIX A

PARCEL 10
SAN JUAN CAPISTRANO, CALIFORNIA

TABLE 1

ESTIMATED CONSTRUCTION COSTS
105,922 SF OF COMMERCIAL SPACE
PARCEL 10
SAN JUAN CAPISTRANO, CALIFORNIA

I. Direct Costs [1]						
Off-Site Improvement Costs					$0	
On-Site Improvement Costs	142,629	Sf Land	$5	/Sf Land	713,000	
Structured Parking Costs	400	Spaces	$18,000	/Space	7,200,000	
Building Costs						
Retail	47,273	Sf GBA	$80	/Sf GBA	3,782,000	
Commercial	58,649	Sf GBA	$80	/Sf GBA	4,692,000	
Tenant Improvements						
Retail	47,273	Sf GBA	$15	/Sf Retail GBA	709,000	
Commercial	58,649	Sf GBA	$25	/Sf Retail GBA	1,466,000	
Contractor Fees/General Requirements	12.0%	Construction Costs			2,227,000	
Builder's Risk Insurance	2.0%	Construction Costs			371,000	
Contingency Allowance	5.0%	Other Direct Costs			1,058,000	
Total Direct Costs	**105,922**	**Sf GBA**	**$210**	**/Sf GBA**		**$22,218,000**
II. Indirect Costs						
Arch, Eng, Consulting & Construction Mgmt	8.0%	Direct Costs			$1,777,000	
Permits & Fees [2]	105,922	Sf GBA	$10.00	/Sf GBA	1,059,000	
Taxes, Ins, Legal & Acctg	2.0%	Direct Costs			444,000	
Marketing and Leasing Costs	105,922	Sf GBA	$3.00	/Sf GBA	318,000	
Development Management	3.5%	Direct Costs			778,000	
Contingency Allowance	5.0%	Other Indirect Costs			219,000	
Total Indirect Costs						**$4,595,000**
III. Financing Costs						
Interest During Construction [3]	$31,497,000	Financed	7.50%	Interest	$3,307,000	
Loan Fees						
Construction Loan Fees	$31,497,000	Financed	2.50	Points	787,000	
Permanent Loan Fees [4]	$23,605,000	Financed	2.50	Points	590,000	
Total Financing Costs						**$4,684,000**
IV. Total Construction Costs	**105,922**	**Sf GBA**	**$297**	**/Sf GBA**		**$31,497,000**

[1] Direct costs assume prevailing wage requirements will be imposed on the structured parking costs only.
[2] City staff should verify this estimate.
[3] Assumes an 18-month construction period with a 60% average outstanding balance and a 6-month lease-up period with a 100% average outstanding balance.
[4] Assumes a 7.00% capitalization rate and a 65% loan to value ratio.

DRAFT

TABLE 2

ESTIMATED STABILIZED NET OPERATING INCOME
105,922 SF OF COMMERCIAL SPACE
PARCEL 10
SAN JUAN CAPISTRANO, CALIFORNIA

I. Parking Income						
Net Parking Revenue	400	Spaces	$0	/Space/Year	$0	**$0**
II. Commercial Income						
Retail [1]	47,273	Sf GBA	$31	/Sf/Year	$1,467,800	
Commercial [2]	58,649	Sf GBA	$23	/Sf/Year	1,348,900	
Gross Income					$2,816,700	
(Less): Vacancy and Collection	5.0%	Gross Income			(140,800)	
Effective Gross Income						**$2,675,900**
III. Unreimbursed Commercial Op. Exp.	5.0%	Effective Gross Income				**($133,800)**
IV. Commercial Net Operating Income						**$2,542,100**
V. Total Net Operating Income						**$2,542,100**

1 Based on downtown lease rate comparables of $2.25 per square foot per month with an additional 15% premium applied for new construction and parcel location. Assumes NNN lease type.
2 Based on downtown lease rate comparables of $1.67 per square foot per month with an additional 15% premium applied for new construction and parcel location. Assumes NNN lease type.

TABLE 3

ESTIMATED FAIR REUSE VALUE
105,922 SF OF COMMERCIAL SPACE
PARCEL 10
SAN JUAN CAPISTRANO, CALIFORNIA

I. Supportable Private Investment			
Net Operating Income		$2,542,100	
Threshold Stabilized Return		9.50%	
Total Supportable Private Investment			**$26,759,000**
II. (Less): Total Construction Costs			**$31,497,000**
III. Fair Reuse Value / (Financial Gap)			**($4,738,000)**
Per Square Foot	142,629	Sf Land	**($33)**

APPENDIX B

PARCEL 11
SAN JUAN CAPISTRANO, CALIFORNIA

TABLE 1

ESTIMATED CONSTRUCTION COSTS
4 MARKET RATE APARTMENT UNITS & 22,234 SF OF COMMERCIAL SPACE
PARCEL 11
SAN JUAN CAPISTRANO, CALIFORNIA

I. Direct Costs [1]						
Off-Site Improvement Costs					$0	
On-Site Improvement Costs	42,286	Sf Land	$5	/Sf Land	211,000	
Building Costs						
Residential	4,460	Sf GBA	$90	/Sf GBA	401,000	
Retail	11,460	Sf GBA	$80	/Sf GBA	917,000	
Commercial	7,000	Sf GBA	$80	/Sf GBA	560,000	
Tenant Improvements						
Retail	11,460	Sf GBA	$15	/Sf Retail GBA	172,000	
Commercial	7,000	Sf GBA	$25	/Sf Retail GBA	175,000	
Residential FF&E	4	Units	$1,000	/Unit	4,000	
Contractor Fees/General Requirements	12.0%	Construction Costs			292,000	
Builder's Risk Insurance	2.0%	Construction Costs			49,000	
Contingency Allowance	5.0%	Other Direct Costs			139,000	
Total Direct Costs	**22,920**	**Sf GBA**	**$127**	**/Sf GBA**		**$2,920,000**
II. Indirect Costs						
Arch, Eng, Consulting & Construction Mgmt	8.0%	Direct Costs			$234,000	
Permits & Fees/Impact Fees [2]	22,920	Sf GBA	$10.00	/Sf GBA	229,000	
Taxes, Ins, Legal & Acctg	2.0%	Direct Costs			58,000	
Marketing and Leasing Costs						
Marketing - Residential	2.0%	Direct Costs			58,000	
Retail / Commercial Leasing Commissions	18,460	Sf GBA	$3.00	/Sf GBA	55,000	
Development Management	3.5%	Direct Costs			102,000	
Contingency Allowance	5.0%	Other Indirect Costs			37,000	
Total Indirect Costs						**$773,000**
III. Financing Costs						
Interest During Construction [3]	$4,382,000	Financed	7.50%	Interest	$460,000	
Loan Fees						
Construction Loan Fees	$4,382,000	Financed	2.50	Points	110,000	
Permanent Loan Fees [4]	$4,743,000	Financed	2.50	Points	119,000	
Total Financing Costs						**$689,000**
IV. Total Construction Costs	**22,920**	**Sf GBA**	**$191**	**/Sf GBA**		**$4,382,000**

[1] Direct costs assume prevailing wage requirements will NOT be imposed on the Project.
[2] City staff should verify this estimate.
[3] Assumes an 18-month construction period with a 60% average outstanding balance and a 6-month lease-up period with a 100% average outstanding balance.
[4] Assumes a 7.00% capitalization rate and a 65% loan to value ratio.

DRAFT

TABLE 2

ESTIMATED STABILIZED NET OPERATING INCOME
4 MARKET RATE APARTMENT UNITS & 22,234 SF OF COMMERCIAL SPACE
PARCEL 11
SAN JUAN CAPISTRANO, CALIFORNIA

I. Residential Rental Income [1]						
2-Bdrm @ 1,115 Sf	4	Units	$2,110	/Unit/Month	$101,300	
(Less) Vacancy & Collection Allowance	5.0%	Gross Income			(5,100)	
Effective Gross Income						**$96,200**
II. Residential Operating Expenses						
General Operating Expenses	4	Units	$4,000	/Unit	$16,000	
Management Fee	5%	Effective Gross Income			4,800	
Property Taxes	4	Units	$2,540	/Unit	10,200	
Capital Reserve	4	Units	$150	/Unit	600	
Total Residential Operating Expenses	4	Units	$7,900			**$31,600**
III. Residential Net Operating Income						**$64,600**
IV. Commercial Income						
Retail [2]	11,460	Sf GBA	$30	/Sf/Year	$340,400	
Commercial [3]	7,000	Sf GBA	$22	/Sf/Year	154,000	
Gross Income					$494,400	
(Less): Vacancy and Collection	5.0%	Gross Income			(24,700)	
Effective Gross Income						**$469,700**
V. Unreimbursed Commercial Op. Exp.	5.0%	Effective Gross Income				**($23,500)**
VI. Commercial Net Operating Income						**$446,200**
VII Total Net Operating Income						**$510,800**

1 Based on an average residential rental rate of $2,007 per unit per month with an additional 5% premium applied for new construction.
2 Based on downtown lease rate comparables of $2.25 per square foot per month with an additional 10% premium applied for new construction. Assumes NNN lease type.
3 Based on office lease rate comparables of $1.67 (net of expenses) per square foot per month with an additional 10% premium applied for new construction. Assumes NNN lease type.

TABLE 3

ESTIMATED FAIR REUSE VALUE
4 MARKET RATE APARTMENT UNITS & 22,234 SF OF COMMERCIAL SPACE
PARCEL 11
SAN JUAN CAPISTRANO, CALIFORNIA

I. Supportable Private Investment				
Net Operating Income			$510,800	
Threshold Stabilized Return [1]			9.18%	
Total Supportable Private Investment				**$5,562,000**
II. (Less): Total Construction Costs				**$4,382,000**
III. Fair Reuse Value / (Financial Gap)				**$1,180,000**
Per Square Foot	42,286	Sf Land		**$28**

DRAFT

Fiscal Analysis

KEYSER MARSTON ASSOCIATES
ADVISORS IN PUBLIC/PRIVATE REAL ESTATE DEVELOPMENT

ADVISORS IN:
REAL ESTATE
REDEVELOPMENT
AFFORDABLE HOUSING
ECONOMIC DEVELOPMENT

SAN FRANCISCO
A. JERRY KEYSER
TIMOTHY C. KELLY
KATE EARLE FUNK
DEBBIE M. KERN
ROBERT J. WETMORE
REED T. KAWAHARA

LOS ANGELES
KATHLEEN H. HEAD
JAMES A. RABE
PAUL C. ANDERSON
GREGORY D. SOO-HOO
KEVIN E. ENGSTROM
JULIE L. ROMEY
DENISE BICKERSTAFF

SAN DIEGO
GERALD M. TRIMBLE
PAUL C. MARRA

MEMORANDUM

To: Michael Bohn, Principal
Studio One Eleven

From: Kevin Engstrom

cc: Lameese Elqura

Date: October 11, 2010

Subject: San Juan Capistrano Town Center Fiscal Analysis

Pursuant to your request, Keyser Marston Associates, Inc. (KMA) prepared the static fiscal analysis of the proposed San Juan Capistrano Town Center Master Plan (Master Plan). To conduct the analysis, KMA reviewed the City of San Juan Capistrano's (City) Operating Budget for 2008/2009 and the data previously collected for the Master Plan market study. The review of these documents provides a basis for the cost and revenue projections utilized in the fiscal analysis.[1] The analysis is separated into three sections:

1. **Section 1: Fiscal Analysis Findings** - Summarizes the key findings of the analysis.

2. **Section 2: Master Plan Build-out** - Summarizes the incremental development allowed from the build-out of the Master Plan.

3. **Section 3: Fiscal Analysis Assumptions** - Summarizes the key analytical assumptions utilized to prepare the Fiscal Analysis.

SECTION 1: FISCAL ANALYSIS FINDINGS

For the fiscal analysis, KMA estimated the public revenues accruing to the City that could be generated by the build-out of the Master Plan. KMA also estimated the potential public service costs. The public service costs are deducted from the public revenues to derive the net benefit the Project Area generates to the City. As summarized in Table 1, KMA prepared a static analysis that shows the fiscal impact of the Master Plan at stabilization. The analysis indicates the Master Plan Area will generate annual recurring revenues of approximately $937,300 at stabilization. The annual City expenses are estimated at $396,000. Therefore, the net impact of the Master Plan would be an additional $541,300 of public revenues annually.

Revenues

As shown in Table 2, the Master Plan build-out would generate annual revenues of $938,000 at stabilization. Based on the proposed development patterns and tax allocations, the major source of public revenues is transient occupancy taxes (TOT). In fact, TOT revenue accounts for $820,000 of the City revenues, which is 87% of total revenues generated by the Master Plan. As shown in Table 2, the revenues from other sources are relatively minor.

Typically, the City would also receive property tax revenues from the Master Plan build-out. However, the Town Center Master Plan Area is located in a redevelopment project area. As such, the City's share of property tax revenues are allocated to the City's Redevelopment Agency rather than the General Fund. As such, no property tax revenues will go to the City's General Fund until the expiration of the Project Area in 2023. While not included in the overall totals, KMA did estimate the potential property tax revenue generated by the Master Plan at $1.4 million.

Expenses

As indicated previously, the annual City expenditures due to the build-out of the Master Plan are estimated at $396,000. A breakdown of these expenditures is shown in Table 3. The analysis indicates the City's per capita costs are approximately $500. Public Safety is the City's department generating the greatest cost at nearly $170 per capita. Other City expenses range from $36 to $150 per person served.

[1] A draft of these projections was provided to the project Team and the City for review and acceptance.

Conclusion

Overall, the build-out of the Town Center Master Plan is projected to generate a surplus of public revenues to the City. The commercial development, in particular the hotel rooms are the primary generator of public revenues. Assuming the build-out of the entire plan, the City is projected to have a $542,000 annual operating surplus. In addition, significant property tax revenues will be generated for the City's Redevelopment Agency.

SECTION 2: MASTER PLAN BUILD-OUT

The fiscal analysis of the proposed Master Plan utilizes the total incremental build-out allowed under the Master Plan. To this end, the potential scope of additional residential and commercial development that can be built in the Historic Town Center Plan Area is detailed in Appendix 1 and summarized below:

- Residential Units – 239 Residences
  - Multi-Family Units: 239 Units
  - Single-Family Units: 0 Units
- Commercial/Institutional – 261,997 Square Feet (excluding parking)
  - Retail: 0 Square Feet
  - Commercial: 113,665 Square Feet
  - Civic: 20,661 Square Feet
  - Hotel: 127,671 Square Feet (214 Rooms)
  - Parking: 331,489 Square Feet (1,005 Spaces)
  - Religious: 0 Square Feet
  - Education/Other: 0 Square Feet

For the fiscal analysis, the revenues and costs are measured on a per-capita basis. The scope of development is utilized to identify the number of persons served generated by the Master Plan build-out. This estimate is based on the following assumptions:

- Residents – 478 Residents
  - Multi-Family Units: 2.0 Persons per Unit
  - Single-Family Units: 3.0 Persons per Unit
- Employment – 614 Total Employees
  - Retail: 400 Square Feet of Development per Employee
  - Office: 250 Square Feet of Development per Employee
  - Civic: 400 Square Feet of Development per Employee
  - Hotel: 2.0 Rooms per Employee
  - Parking: 0 Square Feet of Development per Employee
  - Religious: 1,000 Square Feet of Development per Employee
  - Educational/Other: 400 Square Feet of Development per Employee

SECTION 3: FISCAL ANALYSIS ASSUMPTIONS

A summary of the key expense and revenue assumptions utilized for the Master Plan fiscal analysis is provided below. The static fiscal analysis estimates the Master Plan expenditures and revenues at full build-out.

Revenues

To prepare the fiscal analysis, KMA estimated the City's General Fund revenues that could be generated as a result of the Master Plan build-out. Where appropriate, these estimates were derived from the City's 2008/2009 budget.

1. Sales Tax

As shown in Appendix 2, the City receives a 1.0% share of taxable sales revenues. Development of the Master Plan will generate sales tax revenue from two sources: spending at the commercial centers within the Master Plan Area and resident spending at other locations in the City.

In the proposed Master Plan, the total retail space within the Downtown is projected to decrease by over 26,000 square feet. However, the Plan assumes a significant recycling of existing retail to modern retail space. Therefore, KMA assumed the retail sales would maintain static within the Downtown.

On-site Spending (Commercial)

KMA assumed net transferred taxable sales of $200 per square foot for retail and $10 per square foot for office. These sales productivity levels take into account a modest transfer of sales from other locations in the City. In addition, KMA assumed the hotel rooms would generate retail sales equal to 15% of room revenues.

Resident Spending (Elsewhere in the City)

KMA estimated that residents of the Master Plan Area would spend 5% of their income at other locations in the City. To estimate the residents' income, KMA assumed their household income is 25% of the value of the residential units.

As indicated in Appendix 2, the annual sales tax is estimated at $34,000.

2. *Transient Occupancy Tax*

Based on the City's 2008/2009 budget, the City receives a 10% TOT. As shown in Appendix 3, KMA assumed the Master Plan build-out would include 214 hotel rooms with an average daily rate (ADR) of $140. Assuming a 75% occupancy rate, KMA estimates the annual room revenues at $8.20 million. When the City's 10% TOT is applied, KMA estimates the TOT revenue generated by the Master Plan build-out at $820,000.

3. *Other Revenues*

Appendix 4 summarizes the revenue line items from the City's 2008/2009 budget. To prepare the fiscal analysis, KMA estimated revenues generated by the Master Plan build-out based on either residents or persons served.

To recognize that City revenues and services are generated by both residents and businesses, the public service revenue and costs are allocated on a per-person-served basis. For a number of reasons employees and businesses create less of an impact than do residents (e.g., many businesses are closed on weekends, businesses and employees use parks and community services less). To account for this lower impact, it is assumed that the revenue and costs for two employees are equivalent to one resident. Therefore, the number of persons served is equal to the City's existing population plus 50% of the City's existing employment. The analysis assumes there are 36,870 City residents and the number of persons served is estimated at 45,692.[2] The per person served estimates are obtained by dividing the allocable revenue or expense by the total number of persons served. Therefore, the City's revenues, as expressed on a per-capita basis, are summarized below:

- Property Transfer - $4.75 per resident
- Franchise Fees - $29.76 per resident
- Business Tax - $4.27 per person served
- Motor Vehicle In-Lieu Fee - $57.86 per person served[3]
- Charge for Current Services - $10.80 per person served
- Charge for Community Services - $6.26 per person served
- Charge for Public Safety - $5.36 per person served
- Miscellaneous Income - $3.18 per person served

Given the proposed development program, the following general fund revenue budget line items are not included in the analysis: Building Permit & Plan Check, Interest, Rent and Transfers from Other Funds.[4]

4. *Property Tax*

Properties in California are taxed at a 1.0% general rate applied to the assessed value of the property. Traditionally, a City receives an allocated share of the 1% general property tax, with the balance going to other governmental agencies (e.g.

[2] Based on SCAG estimates. City employment is 17,644.
[3] Does not include in-lieu vehicle license fee.
[4] KMA independently estimated the Sales Tax and Transient Occupancy Taxes.

County). However, the Master Plan Area is included in the City's Redevelopment Project Area. As such, no property tax revenues will go to the City's General Fund until the expiration of the Project Area in 2023.

As shown in Appendix 5, the KMA analysis still provides an indication of the assessed value for the project build-out. Assessed value is equal to fair market value, which for this analysis is assumed to be the sales value of both the residential and commercial uses in the Plan. The KMA analysis assumes the following values for Residential, Commercial and Public Service development:

- Residential Units:
  - Multi-Family: $350,000 Assessed Value (239 Units)[5]
  - Single-Family: It is assumed there are no single-family units in the Master Plan
- Commercial Uses:
  - Retail/Office: $200 Per Square Foot (113,665 SF)
  - Hotel: $150,000 per room (214 rooms)
- Public Service:
  - Civic: $0 Per Square Foot (20,661 SF)
  - Parking: $0 Per Square Foot (331,489 SF) – KMA assumes the parking structures will be owned by a non-profit or public entity.

As shown in Appendix 5, the potential property tax revenue generated by the Master Plan is $1.4 million.

Expenditures

The average cost approach is used to estimate the fiscal cost of the proposed development program. Appendix 6 shows a per capita allocation of the costs for City services. The estimates were derived from the City's 2008/2009 budget.

The first column shows the 2008/2009 budget by department and categories within each department. The Projected Budget (Column A) categories are not necessarily directly funded by general tax revenues, so the following expense adjustments are made in the Transfers, Funds and Permits categories (Column B):

- Community Development – Assumes $173,555 is funded from non-recurring permits and fees, which are utilized to offset service costs.

The general fund expenses are then estimated from the Net General Fund Expenditure categories (Column C). The net expenditures are shared by or allocated to all members of the community. In a few cases, a portion of the departmental budget may be considered to be a fixed cost; for instance, the budget for the Legislative, General Services and Finance Department includes the City Council and City Manager. The expenses for these positions are unlikely to be changed by the Master Plan build-out. However, KMA conservatively estimated 100% of these costs were allocable.

The major expenditure categories and the per capita costs are summarized as follows:

	Per Capita Cost
Legislative, Administrative Services & Finances	$85.92
Public Safety	$170.32
Community Services	$59.66
Community Development	$36.06
Public Works	$152.43
Total	$504.40

Therefore, the total per capita cost is $504.

Attachment

[5] Assumes typical unit size of 1,225 SF and value of $285 per square foot.

TABLE 1

FISCAL IMPACT SUMMARY
SAN JUAN CAPISTRANO MASTER PLAN
SAN JUAN CAPISTRANO, CALIFORNIA

Housing Units	239
Commercial Square Footage	561,623
Residents	478
Employees	614
Revenues	
Property Taxes	$0
Sales and Use Tax	34,200
Property Transfer	2,300
Franchise Fees	14,200
Business Tax	3,400
Motor Vehicle Fees	45,400
Charge for Current Services	8,500
Charge for Community Services	4,900
Charge for Public Safety	2,600
Miscellaneous Income	2,000
Transient Occupancy Tax	820,200
Total Revenues	$937,700
Costs	
Legislative, Administrative Services & Finances	$67,000
Public Safety	134,000
Community Services	47,000
Community Development	28,000
Public Works	120,000
Total Costs	$396,000
Net Benefit (Cost)	**$541,700**

TABLE 2

RECURRING FISCAL REVENUE FACTORS
SAN JUAN CAPISTRANO MASTER PLAN
SAN JUAN CAPISTRANO, CALIFORNIA

Residents	478	[1]
Employees	614	[1]
Persons Served	785	[2]
Housing Units	239	[3]
Hotel Rooms	214	[4]

Category	Revenue Factor	Allocation Method	Revenue
Property Taxes			$0
Sales and Use Tax			
Resident Spending Elsewhere in City		Household income	$10,500
Onsite Spending		Sales / SF	$23,700
Subtotal - Sales and Use Tax			$34,200
Property Transfer	$4.75	Per resident	$2,300
Franchise Fees	$29.76	Per resident	$14,200
Business Tax	$4.27	Per person served	$3,400
Motor Vehicle Fees	$57.86	Per person served	$45,400
Charge for Current Services	$10.80	Per person served	$8,500
Charge for Community Services	$6.26	Per person served	$4,900
Charge for Public Safety	$5.36	Per person served	$2,600
Miscellaneous Income	$3.18	Per person served	$2,000
Transient Occupancy Tax	$105.00	RevPAR	$820,200
Building Permit & Plan Check		Not used in projections	
Interest		Not used in projections	
Rent		Not used in projections	
Transfers from Other Funds		Not used in projections	
Total Revenues			**$937,700**

[1] KMA estimates.
[2] Residents plus 50% of employees.
[3] Based on the Master Plan .

TABLE 3

FISCAL COST
SAN JUAN CAPISTRANO MASTER PLAN
SAN JUAN CAPISTRANO, CALIFORNIA

Residents	478 [1]
Employees	614 [1]
Persons Served	785 [2]

	Cost Factor	Allocation Method	Cost
Legislative, Administrative Services & Finances	$ 85.92	Per person served	$67,000
Public Safety	$ 170.32	Per person served	$134,000
Community Services	$ 59.66	Per person served	$47,000
Community Development	$ 36.06	Per person served	$28,000
Public Works	$ 152.43	Per person served	$120,000
Total Expenses			**$396,000**

[1] KMA estimates.
[2] Residents plus 50% of employees.

APPENDIX 1 - DEVELOPMENT ASSUMPTIONS

APPENDIX 1

RESIDENTIAL SUMMARY TABLE
SAN JUAN CAPISTRANO MASTER PLAN
SAN JUAN CAPISTRANO, CALIFORNIA

Residential Summary

	Sq Feet	Units	Price per Unit	Household Income/Unit	Income at % of Price	Residents Per Unit	Residents
Multi-Family	325,692	239	$350,000	$87,500	25%	2.00	478
Single Family	0	0	$0	$0	25%	3.00	0
Total	325,692	239				2.00	478

APPENDIX 1

COMMERCIAL SUMMARY TABLE
SAN JUAN CAPISTRANO MASTER PLAN
SAN JUAN CAPISTRANO, CALIFORNIA

	Rooms	Net New SF	Value per SF/Room	Sales per SF [5]	Total Sales	SF per Employ	Employees
Retail [1]	0	0	200.00	$200.00	$0	400	0
Commercial	0	113,665	200.00	$10.00	$1,136,650	250	455
Civic	0	20,661	0.00	$0.00	$0	400	52
Hotel	214	127,671	150,000.00	$5,750.00	$1,230,500	2.00	107
Parking	0	331,489	0.00	$0.00	$0	0	0
Religious [2]	0	0	0.00	$0.00	$0	0	0
Educational/Other [3]	0	0	0.00	$0.00	$0	0	0
Total	214.00	593,486			$2,367,150		614
Local Spending Pct.	5% [4]						

1 KMA assumes total retail sales and number of retail employees will remain the same. However, the master plan program outlines a 26,269 square foot decrease in retail uses.
2 KMA assumes the total religious sales and number of religious employees will remain the same. However, the master plan program outlines a 1,116 square foot decrease in religious uses.
3 KMA assumes the total educational/other sales and number of educational/other employees will remain the same. However, the master plan program outlines a 4,478 square foot decrease in educational/other uses.
4 Net sales transfer from other City stores.
5 New resident spending in City but not at new retail centers.

APPENDIX 2 - SALES TAX ESTIMATES

APPENDIX 2

ESTIMATED TAXABLE RETAIL EXPENDITURES
SAN JUAN CAPISTRANO MASTER PLAN
SAN JUAN CAPISTRANO, CALIFORNIA

Onsite Spending

	Sq. Ft.	Sales per SF	Taxable Sales	Sales Tax
Retail [1]	0	$200	$0	$0
Commercial	113,665	$10	1,136,650	11,400
Civic	20,661	$0	0	0
Hotel	214	$5,750	1,230,500	12,300
Parking	331,489	$0	0	0
Religious [2]	0	$0	0	0
Educational/Other [3]	0	$0	0	0
Onsite Sales Tax				$23,700

Resident Spending Elsewhere in City

	Units	Price / Unit	Income / Unit	Total Income	Local Spending
Multi-Family	239	$350,000	$87,500	$20,912,500	$1,045,600
Single Family	0	0	0	0	0
				Total Local Spending	$1,045,600
				Sales Tax	$10,500
Total Sales Tax					**$34,200**

[1] KMA assumes total retail sales and number of retail employees will remain the same. However, the master plan program outlines a 26,269 square foot decrease in retail uses.
[2] KMA assumes the total religious sales and number of religious employees will remain the same. However, the master plan program outlines a 1,116 square foot decrease in religious uses.
[3] KMA assumes the total educational/other sales and number of educational/other employees will remain the same. However, the master plan program outlines a 4,478 square foot decrease in educational/other uses.

Prepared by: Keyser Marston Associates, Inc.
Filename: SJC_Fiscal_9 2 10 -KE; App 2 - Sls Tx; trb

DRAFT

APPENDIX 3 - TRANSIENT OCCUPANCY TAX

APPENDIX 3

ESTIMATED TRANSIENT OCCUPANCY TAX
SAN JUAN CAPISTRANO MASTER PLAN
SAN JUAN CAPISTRANO, CALIFORNIA

I.	**Transient Occupancy Tax Calculation**		
	Hotel Rooms	214 Rooms	
	Estimated ADR	$140 /Night	
	Estimated Occupancy Rate	75%	
	Gross Hotel Income		$8,201,600
	San Juan Capistrano Transient Occupancy Tax		10%
II.	**Estimated Transient Occupancy Tax Collected**		**$820,200**

[1] Based on 365 nights per year.
[2] Assumes an average hotel occupancy rate of 75%.

Prepared by: Keyser Marston Associates, Inc.
Filename: SJC_Fiscal_9 2 10 -KE; App 3 -TOT; trb

APPENDIX 4 - OTHER PUBLIC REVENUES

APPENDIX 4 - OTHER PUBLIC REVENUES

PUBLIC REVENUE FACTORS
SAN JUAN CAPISTRANO MASTER PLAN
SAN JUAN CAPISTRANO, CALIFORNIA

Residents	36,870	[1]
Employees	17,644	[2]
Persons Served	45,692	[3]

	Revenue Factor	Allocation Method	2008/09 Revenues
Property Taxes	1.00%	Development Value	$5,211,857
Sales and Use Tax		City Total	7,116,900
Property Transfer	$4.75	Per resident	175,000
Franchise Fees	$29.76	Per resident	1,097,400
Business Tax	$4.27	Per person served	195,000
Motor Vehicle Fees	$57.86	Per person served	2,643,700
Charge for Current Services	$10.80	Per person served	493,625
Charge for Community Services	$6.26	Per person served	286,219
Charge for Public Safety	$5.36	Per person served	245,000
Miscellaneous Income	$3.18	Per person served	145,342
Transient Occupancy Tax		City Total	201,300
Building Permit & Plan Check		Not used in projections	1,097,106
Fines/Forfeitures		Not used in projections	1,222,012
Interest		Not used in projections	492,887
Rent		Not used in projections	203,725
Transfers from Other Funds		Not used in projections	915,884
Total Public Revenue			**$21,742,957**

[1] Based on estimates provided by the CA Department of Finance.
[2] Based on SCAG Estimates.
[3] Residents plus 50% of employees.

Prepared by: Keyser Marston Associates, Inc.
Filename: SJC_Fiscal_9 2 10 -KE; App 4 - Revenue; trb

DRAFT

APPENDIX 5 - ASSESSED VALUE

APPENDIX 5

ASSESSED VALUE
SAN JUAN CAPISTRANO MASTER PLAN
SAN JUAN CAPISTRANO, CALIFORNIA

Residential Units	**Total Units**	**Assessed Value per / Unit**	**Total Assessed Value**
Multi-Family	239	$350,000	$83,650,000
Single Family	0	0	0
Total	239		$83,650,000

Non-Residential (square feet)	**Total SF/Rooms**	**Assessed Value**	**Total Assessed Value**
Retail	0	$200	$0
Commercial	113,665	$200	22,733,000
Civic	20,661	$0	0
Hotel	214	$150,000	32,100,000
Parking	331,489	$0	0
Religious	0	$0	0
Educational/Other	0	$0	0
Total	466,029		$54,833,000
Total Assessed Value			$138,483,000

Property Tax		
Property Tax Rate	1.0000%	$1,385,000
General Fund Share	0.00% [1]	$0

[1] Assumes Downtown is included in Redevelopment Area.

Prepared by: Keyser Marston Associates, Inc.
Filename:SJC_Fiscal_9 2 10 -KE;App 5 -AV;trb

APPENDIX 6 - COST OF CITY SERVICES

APPENDIX 6

METHODOLOGY FOR ESTIMATING THE COST OF CITY SERVICES
SAN JUAN CAPISTRANO MASTER PLAN
SAN JUAN CAPISTRANO, CALIFORNIA

Budget Categories	City of San Juan Capistrano Projected Budget 2008-09 [A]	Less: Transfers, Funds and Permits[1] [B]	Net General Fund Expenditures[2] [C=A-B]	Average Cost Allocation[3] [D]	Allocable Expenses [E=CxD]	Average Cost Allocable Per Person Served[4] [F=E / 45,692]
Legislative, Administrative Services & Finances						
City Council & Commissions	$ 151,955	$ -	$ 151,955	100%	$ 151,955	$ 3.33
City Manager	1,608,663	-	1,608,663	100%	1,608,663	$ 35.21
City Attorney/City Clerk	958,074	-	958,074	100%	958,074	$ 20.97
Administrative Services	1,207,051	-	1,207,051	100%	1,207,051	$ 26.42
Total	$ 3,925,743	$ -	$ 3,925,743		$ 3,925,743	$ 85.92
Public Safety						
Law Enforcement	$ 7,094,949	$ -	$ 7,094,949	100%	$ 7,094,949	$ 155.28
Contract Services	521,324	-	521,324	100%	521,324	$ 11.41
A.S.A.P. Volunteer Program	48,117	-	48,117	100%	48,117	$ 1.05
Emergency Preparedness	117,971	-	117,971	100%	117,971	$ 2.58
Total	$ 7,782,361	$ -	$ 7,782,361		$ 7,782,361	$ 170.32
Community Services						
Administrative Services	$ 1,125,637	$ -	$ 1,125,637	100%	$ 1,125,637	$ 24.64
Facility Operations	817,026	-	817,026	100%	817,026	$ 17.88
Community Programs/Services	783,357	-	783,357	100%	783,357	$ 17.14
Total	$ 2,726,020	$ -	$ 2,726,020		$ 2,726,020	$ 59.66
Community Development						
Planning Services	$ 1,217,912	$ -	$ 1,217,912	100%	$ 1,217,912	$ 26.65
Building & Safety Permits	173,555	173,555	-	100%	-	$ -
Building & Safety Inspections	268,440	-	268,440	100%	268,440	$ 5.87
Code Enforcement	161,432	-	161,432	100%	161,432	$ 3.53
Total	$ 1,821,339	$ -	$ 1,647,784		$ 1,647,784	$ 36.06
Public Works						
Administrative Services	$ 1,316,298	$ -	$ 1,316,298	100%	$ 1,316,298	$ 28.81
Engineering	886,013	-	886,013	100%	886,013	$ 19.39
Maintenance and Support	1,682,137	-	1,682,137	100%	1,682,137	$ 36.81
Street and Traffice	919,287		919,287	100%	919,287	$ 20.12
Parks and Open Space	1,654,459		1,654,459	100%	1,654,459	$ 36.21
Environmental	506,807	-	506,807	100%	506,807	$ 11.09
Total	$ 6,965,001	$ -	$ 6,965,001		$ 6,965,001	$ 152.43
TOTAL GENERAL FUND	**$ 23,220,464**	**$ -**	**$ 23,046,909**		**$ 23,046,909**	**$ 504.40**

Sources: City of San Juan Capistrano City Budget 2008-2009 Budget, Keyser Marston Associates.

[1] Assumes Building Permits & Plan Checks are excluded.
[2] Expenditures paid by the General Fund after deducting specific revenue sources.
[3] KMA estimate.
[4] KMA estimate based on SCAG demographic/employment information. Person served equals to residents plus 50% of employees.
Prepared by: Keyser Marston Associates, Inc.
Filename: SJC_Fiscal_9 2 10 -KE; App 6 - Costs; trb

DRAFT