



Resolution CC# 93-32
Adopted May 6, 1993
Includes amendments through May 6, 2003

THE CITY OF SAN CLEMENTE

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Introduction



I. INTRODUCTION

A. *Statutory Requirements*

California State law (Government Code Section 65300) requires that each city prepare and adopt a comprehensive, long-term general plan for its development. It must contain seven elements including land use, circulation, housing, conservation, open space, noise, and safety. In addition, it permits the inclusion of other elements which address specific needs and objectives of the city.

B. *Role and Purpose of a General Plan*

The General Plan is the foundational policy document of the City of San Clemente. It defines the framework by which the City's physical and economic resources are to be managed and utilized over time. Decisions by the City in regard to the use of its land; design and character of buildings and open spaces; conservation of existing and provision of new housing; provision of supporting infrastructure and public and human services; protection of environmental resources, protection of residents from natural and man-caused hazards; and allocation of fiscal resources are guided by the Plan. The General Plan acts to clarify and articulate the City's intentions with respect to the rights and expectations of the general public, property owners, and prospective investors and business interests. Through the Plan, the City can inform these groups of its goals, policies, and development standards, thereby communicating what is expected of the City government and private sector to meet its objectives.

C. *Other Requirements*

In addition to the General Plan requirements, a number of other state and county legislative actions and ballot initiatives have resulted in the need to establish local policy and programs to address specific development and environmental issues. As a result of Measure M, the County of Orange requires the preparation of local growth management elements to enable receipt of the voter-approved funds for local highway and other transportation improvements. Its scope and content are defined by County guidelines and subject to its review and approval. The County further intends that this element will satisfy state requirements for the preparation of local congestion management plans to access Proposition 111 transportation improvement funds.

State of California legislation (AB2948, Tanner) authorized the preparation of county wide hazardous waste management plans and local incorporation of applicable portions of the county plan into a City's general plan (and zoning ordinances).

D. *Purpose of the San Clemente General Plan Update*

The City of San Clemente's General Plan was last comprehensively updated in 1982. Since that time, considerable growth has occurred, new issues have emerged, and community objectives regarding the management of new development and conservation of natural resources have evolved. Consequently, it is necessary to update General Plan policy and programs to, not only reflect current conditions, but accurately reflect the prevailing vision and objective of the City's residents, property and business owners.

This General Plan, including its policies and programs, was developed in the context of promoting the City's adopted Mission statement.

Mission Statement

The City of San Clemente, in partnership with the community we serve, will foster a tradition dedicated to:

Maintaining a safe, healthy atmosphere in which to live, work and play;

building development to ensure responsible growth while preserving and enhancing our village character unique environment and natural amenities;

providing for the City's long-term stability through promotion of economic vitality and diversity...

Resulting in a balanced community committed to protecting what is valued today while meeting tomorrow's needs.

E. Organization and Content of the General Plan

1. Document Structure

The General Plan for the City of San Clemente contains each of the seven elements required by State law in addition to a Coastal Element required by the Coastal Act. The Housing and Coastal Elements are provided under a separate cover. In addition to the mandated elements, this General Plan incorporates the Growth Management Element to satisfy Orange County Measure "M" and State of California Proposition 111 requirements, and a Hazardous Waste Management Element to meet the requirements of the State Tanner legislation. Additionally, it incorporates elements addressing four other key issues in the City: urban design; economic development, utility infrastructure and public services, and parks and recreation.

As defined by the State General Plan Guidelines, the mandated and optional elements often overlap in subject matter and policy. To avoid potential redundancy and confusion as well as provide a cohesive and consistent approach to issues, the City of San Clemente General Plan is organized by resource topic rather than each of the mandated and optional elements. The following table indicates the organization of topics for the San Clemente General Plan and how they correspond to the State-mandated and optional elements:

Topics/Elements	State Mandated Element	“Optional” Element
-----------------	------------------------	--------------------

Chapter One: Community Development

1.0 Land Use*	Land Use/Open Space	Urban Design
2.0 Urban Design		
3.0 Economic Development	Housing Coastal	Urban Design
Housing*		Economic Development
Coastal*		

Chapter Two: Infrastructure and Community Services

4.0 Circulation	Circulation	
5.0 Scenic Highways	Circulation	
6.0 Utilities		Utilities/Public Services
7.0 Public Facilities and Services	Safety	Utilities/Public Services
8.0 Parks and Recreation	Open Space	Parks and Recreation
9.0 Growth Management		Growth Management

Chapter Three: Environmental Resources

10.0 Natural and Historic/ Cultural Resources	Conservation/Open Space
11.0 Energy Conservation	Conservation

Chapter Four: Hazards

12.0 Geologic, Seismic & Soils Hazards	Safety/Open Space
13.0 Natural Hazards (Flooding and Marine)	Safety
14.0 Noise	Noise
15.0 Hazardous Materials and Uses	Safety/Land Use
16.0 Nuclear	Safety

*The Housing Element and the Coastal Element are provided under a separate cover.

2. Element Structure

Each General Plan topic/element contains the following subsections:

- I. Statutory Requirements
- II. Opportunities and Constraints (Issues)
- III. Overview of the Element's Policies
- IV. Goals, Policies, and Objectives
 - (a) Goals
The ultimate purpose of an effort stated in a way that is general in nature and immeasurable.
 - (b) Objectives
A measurable goal.
 - (c) Policies
A specific statement guiding action and implying clear commitment.
- V. Implementation Programs
Actions, procedures, or techniques that carry out the general plan policy through implementing a standard. Each policy is linked to a specific action oriented implementation program.
- VI. Glossary (Provided where appropriate)

F. Relationship Among General Plan Elements

As a comprehensive strategy for the management of a city's diverse physical, economic, and social resources, there is a high level of interrelationship among the topics and elements of the General Plan. The Land Use Element provides for the types, density/intensity, design, and distribution of commercial residential and industrial development as well as public and private open space. The Housing Element provides for the manner in which existing housing will be conserved and new housing will be produced, in context of the areas permitted for development by the Land Use Element. The Economic Development Element provides for the manner in which the uses accommodated by the Land Use Element will be attracted to the City and maintained at a high level of productivity over time. The Urban Design Element provides for the type and design of open spaces which are the linkages between private and public buildings. The Circulation and Growth Management Elements identify the types of and specify the means by which public infrastructure will be provided to support the uses accommodated by the Land Use Element. The Public Facilities and Services and Parks and Recreation Elements define the range of services needed to support the City's residents, businesses, and visitors. The Environmental Resources Element (Natural Resources and Energy Conservation) defines policy for the protection of significant resources in context of new land use development. The Hazards Element (Geologic, Seismic, and Soil Hazards, Hazardous Materials and Uses, Noise, and Natural Hazards) provides for the protection of humans and uses from the adverse effects of natural and man-caused hazards.

G. Monitoring and Update of the General Plan

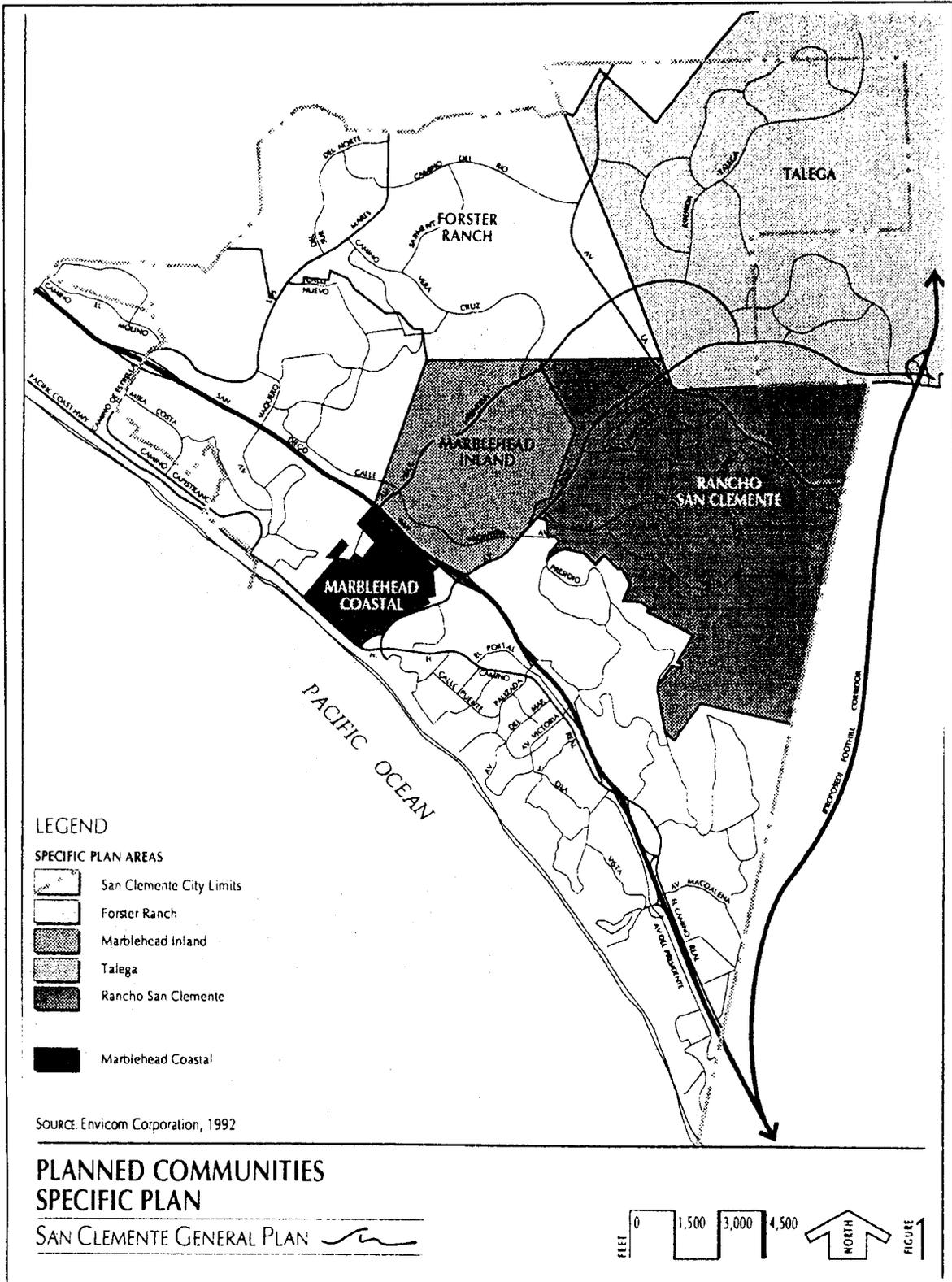
The State recommends that the short-term portions of the General Plan be reviewed annually and revised as necessary to reflect the availability of new implementation tools, changes in funding

sources, and the results of monitoring the effectiveness of past decisions. The City's Planning Commission is required to report annually to the Council on the status of the Plan and progress made in its implementation. The Housing Element must be reviewed and updated at least every five years. The State also recommends that the entire plan be thoroughly reviewed at least every five years and revised as necessary to reflect new conditions, local attitudes, and technological advances. Plan amendments are limited to a maximum of four times per year, consistent with the requirements for a General Law City such as the City of San Clemente.

H. Relationship To Other Documents/Planning Programs

1. General Plan Update Environmental Impact Report
In accordance with the requirements of the California Environmental Quality Act, a separate document has been prepared discussing the environmental impacts anticipated upon implementation of this General Plan and proposed mitigation measures.
2. General Plan Update Technical Background Report
The Technical Background Report is a corollary document to the General Plan. Published in March 1991, it presents extensive discussion and analysis of the existing conditions in San Clemente pertaining to each topic contained in this General Plan.
3. City of San Clemente Zoning Ordinance
The principal method for the implementation of the General Plan Land Use Map is the Zoning Ordinance. Upon adoption of this General Plan, the City will initiate a comprehensive zoning amendment to update the Zoning Ordinance for consistency with the General Plan. The City's Zoning Map will also be updated to be consistent with the adopted Land Use Map. Together, the Zoning Ordinance and the Zoning Map will identify specific types of land use, intensity of use and development standards applicable to specific areas and parcels of land within the City.
4. Sign Ordinance/Sign Design Guidelines
Minimum standards for signage type, location and size are contained in the City's Sign Ordinance. Guidelines for design and color are contained in the City's Sign Design Guidelines. These documents are separate from the City's Zoning Ordinance.
5. Planned Communities/Specific Plans
Contained within the City are five large tracts of land whose permitted use and density are subject to the provision of specific plans which have been or will be adopted by the City. The five approved specific plan areas are Rancho San Clemente, Marblehead Inland, Talega, Forster Ranch, and Marblehead Coastal (see Figure 1). A fifth area, Marblehead Coastal has yet to have a Specific Plan approved. Unless exempted through a development agreement or other legal mechanism, specific plans are required by law to be consistent with adopted General Plan policy.
6. Hillside Development Ordinance
The Hillside Development Ordinance sets forth standards for ridgeline preservation and aesthetic consideration for hillside development in designated areas of the City.

7. Local Coastal Program
Portions of the City of San Clement lie within the Coastal Zone as designated by the California Coastal Act. As such, the City is required to adopt a Local Coastal Program, including a Coastal Element. Upon adoption of this General Plan, the City will initiate an update of its Coastal Element to ensure consistency between all of the elements of the General Plan. The Coastal Element is subject to the approval of the California Coastal Commission.
8. Parks and Recreation Master Plan
The Parks and Recreation Master Plan is one of the primary implementation tools for the Parks and Recreation Element of the General Plan. The Master Plan prescribes locations, functional type and facility standards for public parks and recreation facilities in San Clemente, as well as, funding mechanisms and phasing.
9. Master Landscape Plan for Scenic Corridors
The Master Landscape Plan for Scenic Corridors (MLPSC) establishes a unified landscape program for the designated scenic highways in San Clemente which link the existing City with the four developing inland ranch areas (Rancho San Clement, Marblehead Inland, Forster Ranch and Talega). The MLPSC is one of the primary implementation tools for the Scenic Highways Element of the General Plan.
10. Urban Design Guidelines for San Clemente
The Urban Design Guidelines apply to new development in the City, outside of the specific plan areas which have their own adopted design guidelines. The guidelines prescribe general guidelines for architecture, scale, massing, site design and streetscape. The Guideline document is the primary implementation tool for the Urban Design Element of the General Plan.
11. Regional Circulation Funding and Phasing Program
The Regional Circulation Funding and Phasing Program (RCFPP) is the primary implementation tool for the Circulation Element of the General Plan. It identifies major circulation improvements needed to accommodate future development in accordance with the General Plan Land Use Map, and dictates funding and phasing programs to ensure adequate circulation facilities.
12. The Master Plan of Arterial Highways
The City of San Clemente coordinates with the County of Orange to ensure consistency between the County's Master Plan of Arterial Highways and the City's Circulation Plan.



13. Water, Sewer and Drainage Master Plans

These master plans set forth the phasing and funding mechanisms needed to ensure adequate water, sewer and drainage facilities as the City develops. The master plans are the primary implementation tools of the Public facilities, Utilities and growth Management elements.

14. Regional Planning Programs

The City participates in voluntary regional planning programs, as well as, mandated programs. The General Plan sets forth policy to ensure consistency with these plans and programs where appropriate. Program participation includes Measure M, Proposition 111, the Orange County Hazardous Waste Management, Jobs Housing Balance, Air Quality, Fair Housing, Growth Management and the State's Natural Community Conservation Planning Program (NCCP).

I. Community Participation In The General Plan's Preparation

The preparation of the City of San Clemente General Plan involved an extensive program of community involvement. Its central focus was a 25 member advisory committee (GPAC) appointed by the City Council composed of residents, business persons, interest group spokespersons, and representatives from the City Council, Planning Commission, and other City organizations. A number of GPAC members had previously served on the Growth Management and Urban Design Advisory Committees. The GPAC participated in 22 meetings during the Plan's formulation, beginning in November, 1990. While the meetings were intended for the conduct of GPAC business, residents were encouraged to speak at each.

Workshops targeted at the participation of the entire community were conducted during December, 1990 and June 1991, November 1992, and January 1993.

The purpose of the first workshop was to solicit input regarding the land use issues, constraints and opportunities that exist in San Clemente. Over 200 community members, land and business owners attended. The workshop comments were summarized and subsequently utilized by the General Plan Advisory Committee, Staff and the consultant to formulate the Goals of the General Plan Land Use Element. From these goals, the GPAC further defined objectives, policies and specific implementation programs. Copies of the summarized comments are available for review through the San Clemente Planning Division.

At the second workshop, where again over 200 community members attended, the draft goals, policies and programs of the Land Use Element were presented. Feedback was utilized to polish the goals and policies, and further comments were solicited regarding the remaining elements that were to be drafted for the General Plan.

The primary purpose of the third and fourth citywide workshops was to present the draft General Plan and Environmental Impact Report prior to commencement of the public hearing and adoption process.

The formal public hearing and adoption process for the General Plan consisted of six (6) public hearings before the Planning Commission, and another four (4) public hearings before the City Council. The City Council adopted the Planning Commission recommended General Plan with further modifications, on May 6, 1993 (City Council Resolution No. 93-32). Following adoption, public verification copies of the Final General Plan and EIR were circulated for public review. The City Council confirmed the accuracy of the public verification copy of the General Plan and EIR with changes, on August 4, 1993.

J. General Plan Location and Regional Setting

1. Location

The City of San Clemente is located at the southwestern tip of Orange County along the Pacific Coast, approximately midway between Los Angeles and San Diego. **Figure 2** depicts the relationship of San Clemente to the urban areas of Orange and Los Angeles counties. The City is bounded geographically by the foothills of the Santa Ana Mountains to the northwest, San Mateo Creek to the east, the Pacific Ocean to the southwest, and San Juan Creek to the northwest. The northwest boundary follows the irregular city limits shared with the City of San Juan Capistrano and Dana Point. The southern boundary is shared with the Camp Pendleton Marine Reservation. The City limits approximately describe a triangular shape with a base that extends along the coast for approximately seven miles and extends inland approximately five miles as depicted in **Figure 3**. The City corporate limits contain an area of 17.1 square miles.

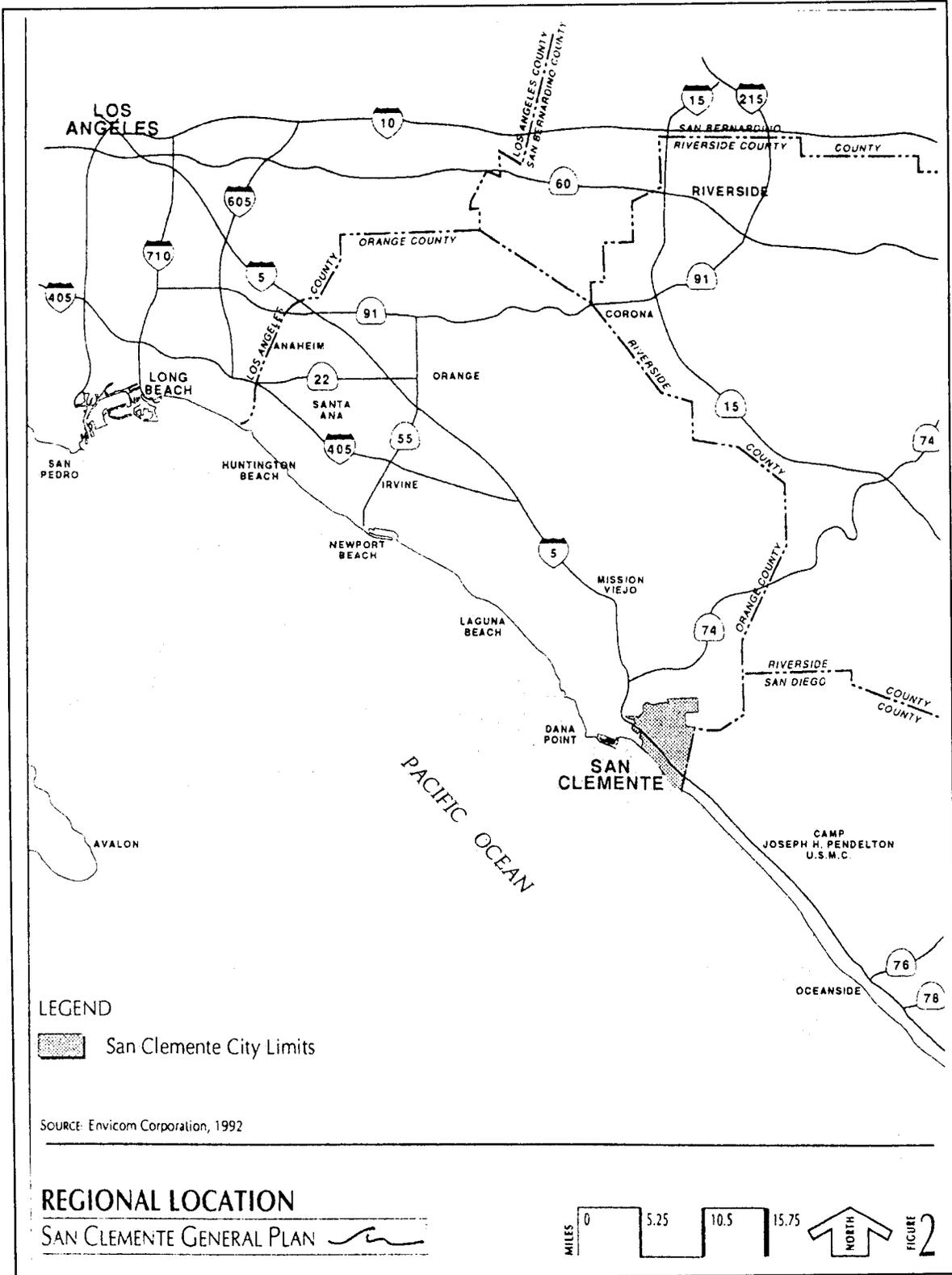
The Sphere of Influence for the City of San Clemente is defined as that land outside of a City's boundary that has been approved by the Local Agency Formation Commission (LAFCO) to be included in the City's planning efforts for possible future annexation. The City's Sphere of Influence, depicted in **Figure 4**, was defined to encompass the portion of the Talega Specific Plan that extends beyond the City limits. Land in the existing Sphere of Influence, with the exception of the Talega Reserve, will be sequentially annexed as development occurs, based on connectivity to City boundaries. In anticipation of annexation, the City and the County of Orange entered into a Joint Powers Agreement creating the Talega Joint Planning Authority (JPA). The purpose of the JPA is to review development in the unincorporated portion of Talega prior to annexation. With minor exceptions, City codes and policies apply to all development in the Sphere of Influence. Information about the most current boundaries is available at the City Community Development Department.

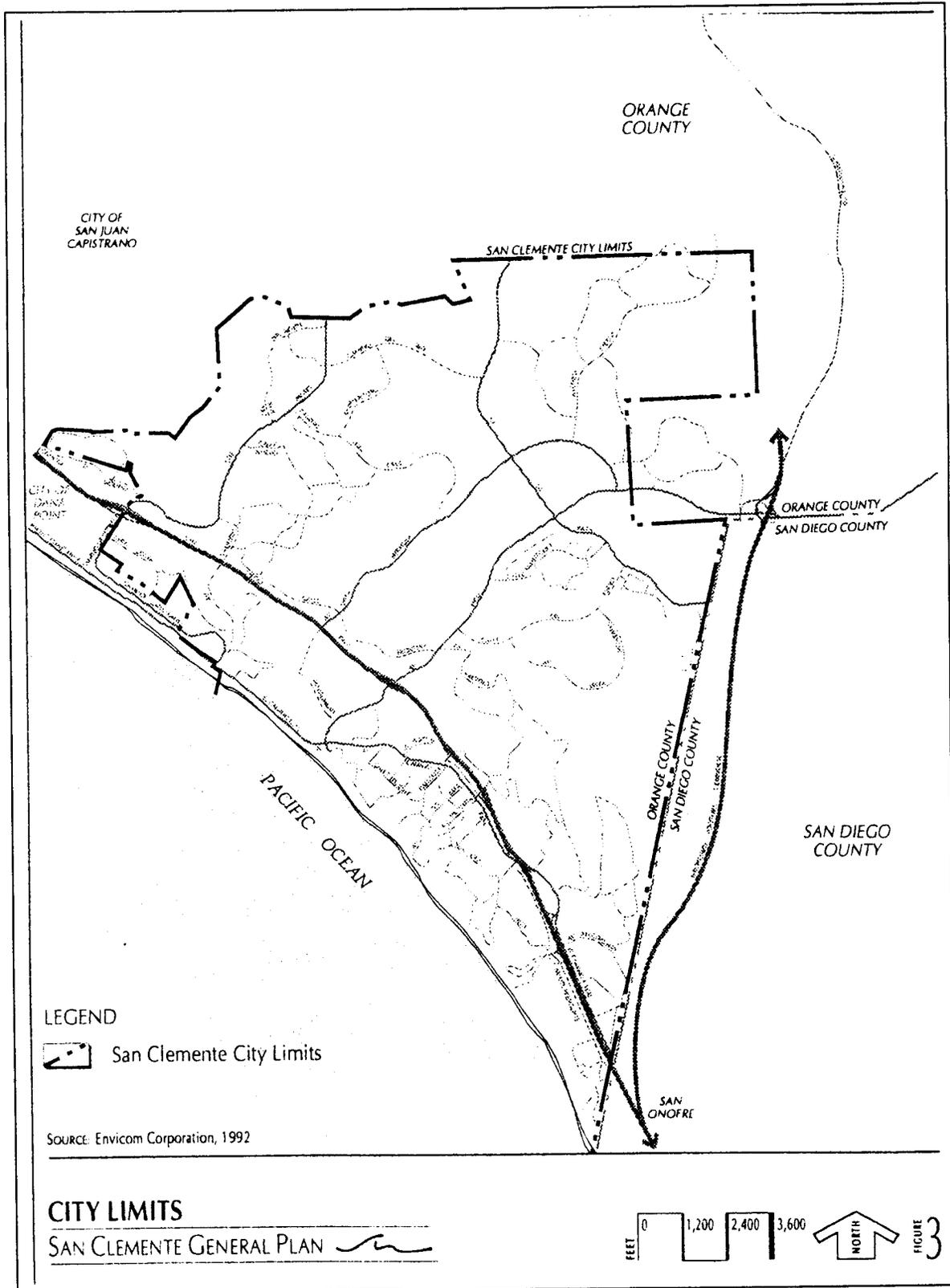
2. Regional Location

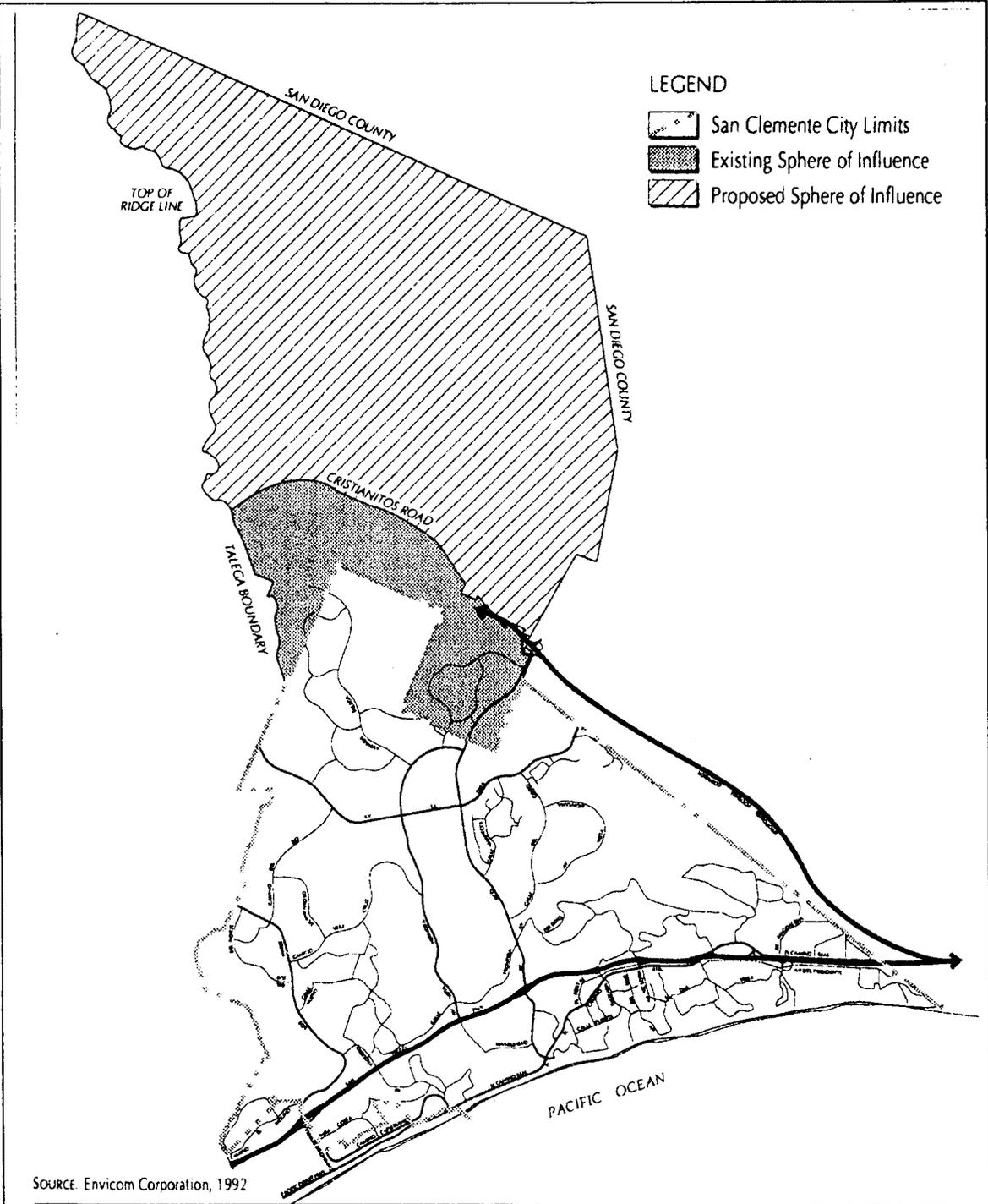
The City of San Clemente, through its location at the southern edge of urbanized Orange County, is accessible to the surrounding communities and beyond through a limited network of major and secondary arterials. The San Diego Freeway (I-5) is the primary north-south linkage through the City and parallels the coast at a distance ranging from approximately 1/2 mile to one mile inland. It provides access to urban areas of Orange County and Los Angeles to the north and provides the only access to the south through Camp Pendleton to San Diego. In an alignment that roughly parallels the freeway, Pacific Coast Highway abuts the coast through the northern half of the City, then changes to El Camino Real as it climbs southwest to intersect with the I-5 freeway; from there, it parallels the freeway alignment to its termination at Cristianitos Road. The primary east-west circulation routes are Avenida Pico and Avenida Camino de los Mares. The City's single connection to urban areas east of the Cleveland National Forest is the Ortega Highway, which intersects I-5 approximately three miles north of the corporate limits.

II. COMMUNITY HISTORY

Incorporated in 1925, San Clemente has a unique history as a planned community developed under the initial leadership of its founder, Ole Hanson.



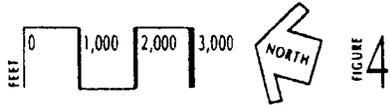




SOURCE: Envicom Corporation, 1992

**EXISTING AND PROPOSED
SPHERE OF INFLUENCE (SOI)**

SAN CLEMENTE GENERAL PLAN



Ole Hanson's original vision for San Clemente was based on a profound realization of the potential that the City's ocean-front location, climate, regional location and topography offered. His understanding of the City's attributes was coupled with a strong conviction about what kinds of activities, places, architecture and landscape could contribute to the "art of living".

As a consequence, the original building and infrastructure of the City were designed to compliment the land. The basic infrastructure of Hanson's planned City included a commercial core, beautifully landscaped residential areas and a range of community serving facilities such as the Pier, parks, the Community Center and the Ole Hanson Beach Club still standing today. These public facilities combined with a well planned street system and a unified architectural theme of Spanish Colonial Revival served to unify the community.

Ole Hanson's efforts in the 1920's were far more successful than he projected. Indeed, his original "Spanish Village by the Sea": of 125 acres has since grown to over 17.1 square miles. Over the past decade alone, San Clemente experienced a tremendous amount of new development resulting in a doubling of its population. What was once a tiny residential suburb now includes offices, business parks uses, hotels, several golf courses and parks, and a variety of other land uses to serve its residents. Despite its vast growth since 1925, the patterns that Ole Hanson laid down on the landscape of the City are still prominent and continue to provide examples to emulate in new development.

III. POPULATION CHARACTERISTICS

A. Introduction

The decennial census, conducted by the federal government, is the most detailed and heavily relied upon demographic source available for obtaining social-economic characteristic information.

The demographic information provided herein is a critical factor in quantifying and forecasting some of the important needs and directions of the City of San Clemente. This is particularly true in providing special social services and activities and in terms of developing planning policies related to the physical characteristics and conditions of the community.

B. Population Trends

San Clemente's population increased by 60 percent or 10,262 people between 1970 and 1980. Between 1980 and 1990, the City's population increased 50 percent, according to the U.S. Census. As of April, 1990 San Clemente had 41,100 residents, which represented an increase of 13,775 residents in the ten year period between 1980 and 1990. This population increase reflects a relatively high growth rate when compared to the average 24.7 percent population increase for the entire County of Orange.

C. Income

In both 1980 and 1990, the per capita income levels for San Clemente were higher than those of Orange County as a whole, the 5-county region, and the State of California. The figures presented in **Table 1** represent the per capita income levels for the City of San Clemente in 1980 and 1990 as they are compared with the County(s) and the State.

The median income for residents of San Clemente has changed appreciably in 10 years. As reported in the 1980 Census, the median income in San Clemente was \$23,956.00, 12 percent lower than Orange County's median income of \$26,771.00. Between 1980 and 1990, San Clemente's median income grew at a faster rate than both Orange County's and the State's. After an adjustment for inflation, the 1990 Census presents an increase in median income of 44.4 percent for San Clemente with the median income reaching \$46,374.00 in 1989. In comparison, the growth rate for the County was 21 percent (\$45,922.00, 1989 median income) and a 17 percent increase for the State (\$35,798.00, 1989 median income).

TABLE 1

Per Capita Income Comparisons: 1980-1990
State of California, Five County Region,
Orange County and City of San Clemente

Geographic Area	1980	1990
California	\$8,303	\$14,855
Five County Region*	\$8,371	\$15,066
Orange County	\$9,569	\$18,321
San Clemente	\$10,575	\$19,268

Includes Orange, Los Angeles, Riverside, San Bernardino and Ventura Counties

Source: 1980 US Census, 1990 US Census, US Bureau of Economic, The Natelson Company, Inc.

D. Race-Ethnicity

San Clemente's population includes several races and groups of Spanish origin, however, the community is predominantly Caucasian, which represented over 84 percent of the population in 1990. Lesser concentrations of Hispanics (13%) and Asians (2%) exist, with other races-ethnicity's representing less than 1 percent of the City's population.

E. Age Of Population

Age distribution is an important market characteristic that relates strongly to housing demand within the market as influenced by the housing preferences of its age group. The housing needs of the 35-64 year old group includes larger single family dwelling units, three (3) bedroom condominiums and apartments, priced for the median to 120 percent and above median income groups. The 20-34 year old age group housing needs include, apartments for the very low and low income groups (50 to 80 percent of median income) and low-cost condominiums priced for the 80 to 100 percent of median income groups.

The median age of residents in San Clemente has increased from 32.2 years in 1980 to 33.5 years in 1990. The age group distribution has not changed appreciably, from 1980, as indicated by **Table 2**. The largest increase follows the aging of the baby boomer age group. The 65 and older age group has decreased in total percent of the population from 15 percent in 1980 to 13 percent in 1990. San Clemente's population is comprised of a slightly higher proportion of adults, 79 percent (18 years and over) when compared to the County average of 76 percent.

TABLE 2Age Distribution of Population
San Clemente
1980-2000

Age	1980 Population	Percent of Total	1990 Population	Percent of Total
0-19	6,472	24%	9,659	23%
20-34	7,671	28%	11,349	28%
35-64	9,098	33%	14,756	36%
65+	4,084	15%	5,336	13%
Median Age	32.2		33.5	
Total Population	27,325	100%	41,100	100%