

5.9 LAND USE AND PLANNING

Land use impacts can be either direct or indirect. Direct impacts are those that result in land use incompatibilities; division of neighborhoods or communities; or interference with other land use plans, including habitat or wildlife conservation plans. This section focuses on direct land use impacts. Indirect impacts are secondary effects resulting from implementation of the land use policy, such as an increase in demand for public utilities or services, or increased traffic on roadways. Indirect impacts are addressed in other sections of this EIR.

5.9.1 Environmental Setting

The City of Orange is located in north-central Orange County, approximately 12 miles northeast of the Pacific Ocean and 32 miles southeast of Los Angeles. Six major freeways connect the City to other locations in Orange, Los Angeles, and Riverside counties. Orange is adjacent to the Cities of Anaheim, Garden Grove, Santa Ana, and Tustin and portions of unincorporated Orange County. The City is predominantly flat with hilly topography appearing in the north and east portions of Orange and continuing beyond the planning area. The Santa Ana River generally forms the western boundary and Santiago Creek traverses the City from the northeast to the southwest.

Existing Land Uses

The Orange planning area consists of the corporate limits of the City of Orange, several County islands, and portions of unincorporated Orange County located primarily east of the City within the area referred to as the City's sphere of influence.

The planning area encompasses approximately 23,800 acres, including about 22,400 acres within the City's corporate limits and 1,400 acres of unincorporated land within the sphere of influence. An additional 15,800 acres of Orange's remaining sphere of influence are located east of the City and outside the planning area.

As of 2004, the developed portion of the planning area contains approximately 43,000 dwelling units, 35 million square feet of nonresidential development, and a population of approximately 136,000.

Various types of land uses are found throughout the planning area and are categorized into 15 land use categories in the existing General Plan. Four categories are established for residential

development ranging from rural residential development to multiple-family development. Five commercial categories, one category for industrial development (with four subdesignations based on maximum FAR), and one public facilities category are established in the existing General Plan. There are three open space area designations that include parks, ridgeline, and other open space. The existing General Plan designates resource areas as areas where mineral or resource extraction may occur. Finally, the existing General Plan also contains overlay designations that encourage more intensive development (through greater FAR) than is permitted in other areas with the same land use designation. Eight overlay districts apply to commercial and industrial areas of the City.

Residential

Residential development represents the predominant land use within Orange's city limits, with housing covering 46 percent of the City's land area. The majority of residential housing is devoted to single-family homes. Residential uses are found in nearly all areas of the City. Housing types range from large single-family hillside estates to historic homes in Old Towne, to multiple-family apartments and mobile homes.

Commercial

Commercial uses comprise approximately 8 percent of Orange's land areas. Commercial areas are concentrated along two major corridors (Tustin Street and Chapman Avenue) and three minor corridors (Katella Avenue, Main Street, and Lincoln Avenue), in two regional centers (The Block/City Center and Village at Orange), and other locations throughout the City. The corridors and regional centers contain regional and subregional retail and service commercial uses. Professional office uses predominate in the commercial area south of the Garden Grove Freeway along Town and Country Drive.

Industrial

Industrial uses are concentrated at the central-western portion of the City along the Santa Ana River and represent about 6 percent of the land area in Orange. The industrial district is primarily used for the manufacture, processing, and distribution of goods. Additional uses in the industrial areas include some small-scale, support retail, service commercial, and mid-rise office developments.

Public Facilities

Public facilities include schools, colleges and universities, City and County facilities, hospitals, and major utility easements and properties. Public facilities represent approximately 4 percent of the land area in Orange and are located throughout the City.

Open Space

Open space comprises approximately 32 percent of the City's land area. Open space areas include properties for passive and active recreation, environmentally sensitive resources, ridgeline preserves, and scenic vistas throughout the City.

Vacant Land

Vacant land represents about 4 percent of the land area in Orange, located primarily in the eastern portion of the planning area near the Orange sphere of influence.

Resource Areas

Resource areas in Orange account for less than 1 percent of the City's land area. Resource areas are used for aggregate mining and agricultural uses, as well as passive and active recreation. These areas are located primarily along Santiago Creek.

Regulatory Setting

The following sections describe the ordinances, plans, and programs that should be considered in association with the General Plan in development and planning decisions.

Natural Community Conservation Act

The Natural Community Conservation Act and Sections 2800-2840 of the Fish and Game Code authorize the preparation of Natural Community Conservation Planning programs (NCCPs) to protect natural communities and species, while allowing a reasonable amount of economic development. Large portions of the eastern section of the planning area are within the NCCP for the County of Orange Central and Coastal Subregion. This NCCP was approved by the DFG and the USFWS in 1996 with the purpose of addressing protection and management of coastal sage scrub habitat and coastal sage scrub-obligate species on a programmatic, subregional level, rather

than on a project-by-project, single species basis. A coastal sage scrub-obligate species relies on coastal sage scrub for survival. The NCCP is discussed in greater detail in Section 5.4, Biological Resources.

Southern California Association of Governments Regional Comprehensive Plan and Regional Transportation Plan

In 1995, the Southern California Association of Governments (SCAG) prepared a Regional Comprehensive Plan (RCP) to address regional issues, goals, objectives, and policies for the southern California region into the early part of the 21st century. The RCP was updated in 2008 based upon the SCAG's 2000 Compass Blueprint Growth Vision, which calls for modest changes to current land use and transportation trends on only 2 percent of the land area of the region. Portions of the southwestern part of the City are located within a designated Compass 2 percent Strategy Opportunity Area.

A key component of the RCP is the Regional Transportation Plan (RTP). The RTP sets broad goals for the region and provides strategies to reduce problems associated with congestion and mobility. In recognition of the close relationship between traffic and air quality issues, the assumptions, goals, and programs contained in the RTP parallel those used to prepare the Air Quality Management Plan (AQMP). The RTP was also updated in 2008 to implement transportation provisions of the RCP.

County of Orange General Plan

The Orange County General Plan guides land use decision-making in unincorporated sections of the County. The unincorporated portions of Orange's sphere of influence are also governed by the County General Plan. The City's sphere of influence is established by the Local Agency Formation Commission (LAFCO). As properties in the unincorporated sphere of influence develop, they may also be annexed to and served by the City. The County and incorporated communities within the County have agreed, through a formal Memorandum of Understanding, to consult with each other whenever development actions are proposed within a city's sphere of influence.

City of Orange Zoning Ordinance

The City of Orange Zoning Ordinance (Title 17 of the Orange Municipal Code) will be the primary implementation tool for the Land Use Element. The Zoning Code consists of two parts:

the Official Zoning Map dividing the City into zoning districts consistent with the land use designations of the General Plan; and text establishing development standards for each district including permitted uses, density and intensity of uses, building height, performance standards, and other regulations. Per state law, the provisions of the Zoning Ordinance must be consistent with the land use and development policies of the General Plan Land Use Element.

City of Orange Specific Plans

A Specific Plan is a detailed plan for the development of a particular area. Falling under the broader umbrella of the General Plan, Specific Plans are intended to provide more finite specification of the types of uses to be permitted, development standards (setbacks, heights, landscape, architecture, etc.), and circulation and infrastructure improvements within identified subareas of the City. Specific Plans are often used to ensure that multiple property owners and developers adhere to a single common development plan. Further, they can provide flexibility in development standards beyond those contained in the Zoning Ordinance. Orange has utilized Specific Plans as a tool to achieve the coordinated development of individual parcels within a broader context.

Adopted Specific Plans include:

- Archstone Gateway Specific Plan
- Chapman University Specific Plan
- East Orange Plan (1975)
- Immanuel Lutheran Church Specific Plan
- Orange Park Acres Specific Plan
- Pinnacle at Uptown Orange Specific Plan
- Santa Fe Depot Specific Plan
- Serrano Heights Specific Plan
- St. John's Lutheran Church Specific Plan
- Upper Peters Canyon Specific Plan

Orange Redevelopment Plan

Under California law, cities can form redevelopment agencies and adopt redevelopment plans as mechanisms for facilitating community renewal. The Orange Redevelopment Agency was established with redevelopment authority on August 11, 1983, with the adoption of Ordinance

No. 21-83. Since then, the Redevelopment Agency has been instrumental in upgrading the Tustin Street project area, redeveloping the Southwest Project area that includes the City's southwest quadrant and the Old Towne Orange Historic District, and renewing the Northwest Project area, which includes a large section of the City's industrial areas. In 2001, the three redevelopment project areas were merged into one, known as the Orange Merged and Amended Redevelopment Project Area. The Redevelopment Agency strives to achieve its threefold mission: to enhance the commercial and industrial areas of the City; to revitalize those areas; and to increase, improve, and preserve the community's supply of low- and moderate-income housing available at affordable housing cost. Orange's City Council acts as the governing board of the Redevelopment Agency.

5.9.2 Threshold for Determining Significance

CEQA Guidelines Appendix G provides the following criteria for determining significance. For the purposes of this EIR, a significant impact would occur if implementation of the General Plan would:

- a) Physically divide an established community;
- b) Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project adopted for the purpose of avoiding or mitigating an environmental effect; or
- c) Conflict with any applicable habitat conservation plan or natural community conservation plan.

5.9.3 Environmental Impact

Development pursuant to the proposed General Plan land use policy would result in an increase of approximately 23,478 dwelling units and 35.7 million square feet of nonresidential building floor area over existing conditions. A net population increase of 57,844 persons is also anticipated at buildout according to the proposed General Plan.

Future development potential within the planning area exists within eight land use focus areas (see Figure 3-5 in the Project Description) established within the Land Use Element of the proposed General Plan, and throughout the planning area at-large where existing development has not reached the development potential allowed by the existing General Plan designations.

Additionally, some future development will occur on previously undeveloped land in the eastern portion of the planning area that has already been entitled for development. Most of the City is not anticipated to experience land use change as a result of the proposed General Plan because no changes in land use are proposed and many neighborhoods have a balanced, stable level of development without a current need for redevelopment.

The Land Use Element addresses infill residential, commercial, and industrial development and new mixed use development within the City through General Plan redesignations within the eight land use focus areas. The focus areas represent key neighborhoods and corridors within the City experiencing a gradual transition from commercial to residential character, underutilized commercial properties, and areas experiencing high levels of current interest for future commercial, mixed use, and industrial development. Many of these areas are located within the City's Redevelopment Project Area and are located generally west of the SR-55 corridor (see Figure 3-4). Each land use focus area has unique future development objectives, responding to priorities established in the Vision Statement, and input from the community. Providing additional community open space and facilitating use of transit and other alternative transportation modes are encouraged as a component of future development within all land use focus areas.

Table 3-1 (see the Project Description) identifies the development capacity associated with the planned distribution of land uses specified in the Land Use Plan of the proposed Land Use Element. Table 5.9-1 summarizes the change in development capacity between existing conditions and proposed General Plan buildout.

**Table 5.9-1
Planning Area Development Changes**

| | Existing (2004) | Proposed General Plan Buildout (2030) | Net Change |
|---|------------------------|--|-----------------------|
| Dwelling Units | 43,372 | 66,850 | 23,478 |
| Nonresidential development, square feet | 35,000,000 | 70,716,000 | 35,716,000 |
| Population | 136,699 | 194,543 | 57,844 |

Source: EDAW and Parsons Brinkerhoff 2008; California Department of Finance 2004

a) Divide an Established Community

Most new development in Orange will occur through infill development and adaptive reuse primarily in the land use focus areas. Those parcels anticipated to accommodate development are generally surrounded by existing development and are not large enough to physically divide areas within the City. The proposed General Plan identifies one roadway, Metropolitan Drive, behind the UCI Medical Center that may need to be extended. Additionally, the proposed General Plan proposes the addition of an interchange at Meats Avenue and SR-55. Roadway widening and intersection improvements may also occur throughout the City to accommodate the additional growth allowed under the General Plan. However, division of established communities would not occur with the extension of Metropolitan Drive because the primary use of the area is commercial activities and public facilities. Roadway widening would not divide established communities because roadway widening would occur to existing facilities. The addition of the Meats Avenue/SR 55 interchange would impact some single-family residences and mobile homes but would not create barriers to or divide the surrounding area. The proposed General Plan contains policies that emphasize increasing connectivity between land uses via a multimodal mobility network and do not support incompatible development or infrastructure that could divide established communities.

New growth in the easternmost portion of the planning area will occur on undeveloped land and would not result in the division of established communities. Therefore, implementation of the proposed General Plan will have a **less than significant** impact with regard to division of an established community.

The Land Use Element of the proposed General Plan contains the following policies that promote development that integrates with and minimizes impacts to surrounding land uses:

- Ensure that new development reflects existing design standards, qualities, and features that are in context with nearby development. (Land Use Element Policy 1.4)
- Minimize effects of new development on the privacy and character of surrounding neighborhoods. (Land Use Element Policy 1.6)
- Improve vehicular, pedestrian, and visual connections between commercial areas and the rest of the community. (Land Use Element Policy 3.3)

- Work with and encourage other agencies and service providers to minimize potential visual and environmental impacts of their facilities on Orange. (Land Use Element Policy 7.5)

The Growth Management Element of the proposed General Plan contains the following policy that promotes development that integrates with and minimizes impacts to surrounding land uses:

- Continue to work toward achieving a balance between residential, industrial, commercial, and public land uses. Support programs that match Orange residents with local jobs to reduce long commutes and improve the fiscal and public health of the community. (Growth Management Element Policy 2.3)

b) Conflict with an Adopted Land Use Plan

SCAG Regional Comprehensive Plan and Guide

The SCAG Regional Comprehensive Plan and Guide (RCPG), which includes the adopted RTP, contains a number of policies applicable to the proposed General Plan. These are discussed below in Table 5.9-2.

**Table 5.9-2
Consistency with SCAG Regional Policies**

| SCAG Policy | | Consistency Statement |
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| 3.01 | The population, housing, and jobs forecasts, which are adopted by SCAG's Regional Council and that reflect local plans and policies shall be used by SCAG in all phases of implementation and review. | This policy and any environmental impacts are discussed in Section 5.11, Population and Housing of this EIR. |
| 3.03 | The timing, financing, and location of public facilities, utility systems, and transportation systems shall be used by SCAG to implement the region's growth policies. | The goals and policies of the Land Use, Circulation, Infrastructure, and Growth Management Elements address the timing, financing, and location of public facilities, utility systems, and transportation systems. Specifically, the goals and policies of these elements are interrelated to ensure that the location, quantity, and intensity of growth allowed by the Land Use Element are linked with the location, timing, and financing of the public facility, utility system, and transportation system improvements needed to adequately serve such growths. Furthermore, the proposed General Plan includes Implementation Programs that require the City to participate in the preparation of plans and programs that address regional issues and coordinate with regional agencies when planning/designing facilities and services for new developments. |

| SCAG Policy | | Consistency Statement |
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| | | The General Plan is consistent with RCPG Policy 3.03. |
| GMC Policies related to the RCPG Goal to improve the regional standard of living. | | |
| 3.05 | Encourage patterns of urban development and land use which reduce costs on infrastructure construction and make better use of existing facilities. | The General Plan establishes guidelines for phasing, prioritizing, and financing needed public facilities and infrastructure concurrent with, and in anticipation of, development. The Infrastructure and Growth Management Elements include policies that direct the City to require development projects to pay their fair share of the costs of facilities and services related to growth. In addition, the Land Use Element includes goals and policies that encourage mixed use development in areas already served by infrastructure. The proposed land use designations are intended to promote efficiencies between land use, infrastructure, transportation facilities, and services by reducing public service costs, promoting the development of revenue-generating land uses that defray the costs of high-quality public services, balancing the provision of jobs and housing with available infrastructure and public services, and intensifying land uses within eight focus areas encompassing some of the City’s older commercial and industrial corridors and most traveled roadway corridors where public facilities are already in place. Thus, the General Plan is consistent with RCPG Policies 3.05 and 3.09. |
| 3.09 | Support local jurisdictions' efforts to minimize the cost of infrastructure and public service delivery, and efforts to seek new sources of funding for development and the provision of services. | |
| 3.10 | Support local jurisdictions' actions to minimize red tape and expedite the permitting process to maintain economic vitality and competitiveness. | Land Use Element and Economic Development Element policies direct the City to provide options for industrial development that reflect the market transition from traditional manufacturing activities to warehousing uses and modern office parks and to allow for adaptive reuse of historic buildings that once housed agricultural and manufacturing activities for residential, commercial, or office uses. In addition, the Economic Development Element contains goals and policies that direct the City to remove physical and environmental barriers to economic development. The General Plan is consistent with RCPG Policy 3.10. |
| GMC Policies related to the RCPG Goal to improve the regional quality of life. | | |
| 3.12 | Encourage existing or proposed local jurisdictions’ programs aimed at designing land uses which encourage the use of transit and thus reduce the need for roadway expansion, reduce the number of auto trips and vehicle miles traveled, and create opportunities for residents to walk and bike. | The Land Use, Circulation, and Urban Design Elements include several policies that encourage the use of transit, create opportunities for residents to walk and bike, and thus reduce the number of auto trips and the need for roadway expansion, including encouraging mixed use projects linked with a multimodal circulation network composed of transit, bicycle, and trail systems; targeting increased density, improving walkability, and encouraging transit-oriented development near the Santa Fe Depot and the associated Metrolink station and OCTA bus terminal (Orange Transportation Center); promoting higher density and intensity infill residential and commercial development within focus areas that are major employment hubs in the City and are served by existing transit lines; and establishing and maintaining pedestrian and bicycle connections between residential, commercial, and open space areas. The General Plan is consistent with RCPG Policy 3.12. |

| SCAG Policy | | Consistency Statement |
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| 3.13 | Encourage local jurisdictions' plans that maximize the use of existing urbanized areas accessible to transit through infill and redevelopment. | The Land Use Element directs the City to accommodate future growth by promoting higher density and intensity infill residential and commercial development within eight focus areas along the City's established commercial corridors that are served by existing high-volume OCTA bus service. The Land Use Element also proposes targeted mixed use, transit-oriented development and adaptive reuse of older industrial buildings near the Santa Fe Depot and the associated Orange Transportation Center to promote increased transit accessibility for Old Towne residents and employees, as well as employees of major medical centers and office development served by bus service from the Orange Transportation Center. The General Plan is consistent with RCPG Policies 3.13 and 3.14. |
| 3.16 | Encourage developments in and around activity centers, transportation corridors, underutilized infrastructure systems, and areas needing recycling and redevelopment. | The Land Use Element directs the City to accommodate future growth by promoting infill residential and commercial development within the eight focus areas (many of which are located within the City's Redevelopment Project Area) to facilitate the use of transit and other alternative transportation modes, revitalize these areas, and maximize existing infrastructure investments. These areas are characterized by underutilized property concentrated around employment and retail hubs including major medical centers, regional entertainment-oriented retail centers, and transit lines. The General Plan is consistent with RCPG Policy 3.16. |
| 3.17 | Support and encourage settlement patterns, which contain a range of urban densities. | The Land Use Element proposes a range of urban residential densities and nonresidential intensities. The various land use designations established by the Land Use Element propose residential densities ranging from 1 to 60 dwelling units per acre and nonresidential intensities ranging from 0.35 to 3.0 floor area ratio (FAR). The proposed Land Use Element also promotes flexibility in future development of urban mixed use environments and encourages expansion of open space opportunities in neighborhood scale mixed use areas by proposing a transfer of development rights program. The proposed General Plan is consistent with RCPG Policy 3.17. |
| 3.18 | Encourage planned development in locations least likely to cause adverse environmental impact. | The Land Use and Economic Development Elements include land use designations and policies that are oriented to new development occurring primarily in the form of infill-oriented site redevelopment or adaptive reuse of buildings, supporting the protection of natural resources, environmentally sensitive areas, and production lands. For example, the Open Space land use designation, which includes a substantial portion of the eastern planning area, protects environmentally sensitive areas and steep hillsides from development. The Open Space land use designation also protects areas for groundwater recharge purposes. In addition, the Resource Area land use designation allows for the continued use of areas for mining and agricultural activities, including two regionally significant aggregate resource areas identified by the State Mining and Geology Board pursuant to Surface Mining and Reclamation Act (SMARA). The Open Space Ridgeline designation preserves |
| 3.20 | Support the protection of vital resources such as wetlands, groundwater recharge areas, woodlands, production lands, and land containing unique and endangered plants and animals. | |

| SCAG Policy | | Consistency Statement |
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| | | visually significant ridgelines and steep hillsides from development or grading that would impact these resources. The goals and policies of the Natural Resources Element promote the protection of open space, ridgelines, and water resources. Lastly, the proposed land use designations of areas protected by the Central/Coastal NCCP/HCP and IRLR are consistent with the provisions of these plans. The proposed General Plan is consistent with RCPG Policies 3.18 and 3.20. |
| 3.21 | Encourage the implementation of measures aimed at the preservation and protection of recorded and unrecorded cultural resources and archaeological sites. | As described in Section 5.5 Cultural Resources, the City will be required to assess potential impacts to cultural resources prior to approval of any development project allowed under the proposed General Plan. Additionally, the Cultural Resources Element contains policies to preserve both publicly and privately owned historic and cultural resources. The proposed General Plan is consistent with RCPG Policy 3.21. |
| 3.22 | Discourage development, or encourage the use of special design requirements, in areas with steep slopes, high fire, flood, and seismic hazards. | As described in Sections 5.4, Biological Resources; 5.6, Geology/Soils; 5.7, Hazards and Hazardous Materials; 5.8, Hydrology and Water Quality; and 5.10, Noise, development associated with the proposed General Plan will be required to assess potential impacts related to biological and ecological resources; steep slopes; and high fire, flood, and seismic hazards. Section 5.4, Biological Resources describes actions and policies contained in the proposed General Plan that will reduce impacts related to biological resources to a level less than significant. Additionally, noise mitigation described in Section 5.10, Noise will reduce impacts related to noise that could affect biological resources. Section 5.6, Geology/Soils contains mitigation measures 5.6.1 through 5.6.4, which require the City to address geologic risks related to steep slopes and seismic hazards, including enforcement of the hillside development ordinance and using open space easements and other regulatory techniques to prohibit development and avoid public safety hazards where the threat from seismic hazards cannot be mitigated. Section 5.7, Hazards and Hazardous Materials describes actions and policies contained in the proposed General Plan that will address risks related to high fire hazards and provide adequate emergency response and recovery plans. Section 5.8, Hydrology and Water Quality describes actions and policies contained in the proposed General Plan that will address risks related to flood hazards. The Land Use Element and Safety Element contain policies to restrict and/or minimize the risks of development in areas subject to hazards. The Noise Element contains policies to promote noise compatible land uses and to minimize noise in mixed use developments. The proposed General Plan is consistent with RCPG Policies 3.22 and 3.23. |
| 3.23 | Encourage mitigation measures that reduce noise in certain locations, measures aimed at preservation of biological and ecological resources, measures that would reduce exposure to seismic hazards, minimize earthquake damage, and to develop emergency response and recovery plans. | |

| SCAG Policy | | Consistency Statement |
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| GMC Policies related to the RCPG Goal to provide social, political, and cultural equity. | | |
| 3.24 | Encourage efforts of local jurisdictions in the implementation of programs that increase the supply and quality of housing and provide affordable housing as evaluated in the Regional Housing Needs Assessment. | Implementation Programs associated with the City's Housing Element call for (a) continued implementation of the City's Affordable Housing Ordinance to offer a variety of regulatory incentives, including density bonuses, for affordable housing; (b) continued use of a one-stop development review process to facilitate City processing of proposals for affordable housing; (c) continued facilitation of the development of affordable senior housing through provision of financial assistance, and modified development standards, such as reduced parking; (d) continued provision of accessory second units in R1 zones as a means of providing infill rental housing; and (e) the provision of a variety of residential densities throughout the City. Additionally, the Land Use Element proposes five different mixed use designations that would foster a variety of housing types. Therefore, the proposed General Plan is consistent with RCPG Policy 3.24. |
| 3.27 | Support local jurisdictions and other service providers in their efforts to develop sustainable communities and provide, equally to all members of society, accessible and effective services such as: public education, housing, health care, social services, recreational facilities, law enforcement, and fire protection. | Policies and programs throughout the General Plan provide the tools for developing a sustainable community. The Land Use, Circulation, and Urban Design Elements include several policies that encourage the use of transit, encourage mixed use projects, encourage a variety of housing types, and encourage a multimodal transportation system. Additionally, the Public Safety Element includes several policies to decrease crime and provide appropriate law enforcement and police protection services. These policies and programs are reinforced by Implementation Programs that encourage energy conservation and facilitate equal access to housing opportunities, public education, recreational facilities, law enforcement, and fire protection. Implementation of the General Plan will not impede access to health care and social or other services to anyone within the City of Orange. The General Plan is consistent with RCPG Policy 3.27. |
| AIR QUALITY CHAPTER | | |
| 5.07 | Determine specific programs and associated actions needed (e.g., indirect source rules, enhanced use of telecommunications, provision of community-based shuttle services, provision of demand management based programs, or vehicle-miles-traveled/emission fees) so that options to command and control regulation can be assessed. | The Natural Resources Element and Circulation Element include policies and Implementation Programs that direct the City to support alternative modes of transportation and technologies, as well as public transit as methods of improving regional air quality. The Land Use Element directs the City to accommodate future growth by promoting infill residential and commercial development within the eight focus areas (many of which are located within the City's Redevelopment Project Area) to facilitate the use of transit and other alternative transportation modes. These areas are characterized by underutilized property concentrated around employment and retail hubs including major medical centers, regional entertainment-oriented retail centers, and transit lines. The General Plan is consistent with RCPG Policy 5.07. |
| 5.11 | Through the environmental document review process, ensure that plans at all | The proposed General Plan includes infill land use patterns and policies that reduce air pollution emission from automobiles. |

| SCAG Policy | | Consistency Statement |
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| | levels of government (regional, air basin, county, subregional, and local) consider air quality, land use, transportation, and economic relationships to ensure consistency and minimize conflicts. | Specifically, the Land Use Element calls for the development of transit-oriented development near the Metrolink station and also designates land in several identified areas for mixed use development along key OCTA bus service corridors. The proposed General Plan is consistent with RCPG Policy 5.11. |
| OPEN SPACE AND CONSERVATION CHAPTER | | |
| 9.01 | Provide adequate land resources to meet the outdoor recreation needs of the present and future residents in the region and to promote tourism in the region. | When compared to the National Recreation and Park Association’s recommendation of 3 acres per 1,000 residents, the City has a current park shortage of approximately 230 acres. The proposed General Plan states that the City will actively work to acquire, build, and maintain additional parkland, in order to achieve a minimum parkland ratio of 3 acres per 1,000 persons by 2030, and continue to work toward a desired ratio of 5 acres per 1,000 persons by 2050. The City will evaluate progress toward achieving this goal in a report to the City Council and community every 5 years. The proposed General Plan states that the City will require dedication of parkland at a rate of 3 acres per 1,000 anticipated residents or payment of in-lieu fees for new residential projects. The proposed General Plan also contains a policy to consider the use of transfer of development rights as a means to acquire more publicly accessible open space. The proposed General Plan is consistent with RCPG Policies 9.01, 9.02, and 9.03. |
| 9.02 | Increase the accessibility to open space lands for outdoor recreation. | |
| 9.03 | Promote self-sustaining regional recreation resources and facilities. | |
| 9.04 | Maintain open space for adequate protection to lives and properties against natural and manmade hazards. | As described in Sections 5.6, Geology/Soils; 5.7, Hazards and Hazardous Materials; and 5.8, Hydrology and Water Quality, development associated with the proposed General Plan will be required to assess potential impacts related to development in hazardous areas. Section 5.6, Geology/Soils contains mitigation measures 5.6.1 through 5.6.4, which require the City to address geologic risks related to steep slopes and seismic hazards, including enforcement of the hillside development ordinance and using open space easements and other regulatory techniques to prohibit development and avoid public safety hazards where the threat from seismic hazards cannot be mitigated. Section 5.7, Hazards and Hazardous Materials describes actions and policies contained in the proposed General Plan that will address risks related to high fire hazards and provide adequate emergency response and recovery plans. Section 5.8, Hydrology and Water Quality describes actions and policies contained in the proposed General Plan that will address risks related to flood hazards. The Land Use Element and Safety Element contain policies to restrict and/or minimize the risks of development in areas subject to hazards. The proposed General Plan is consistent with RCPG Policies 9.04 and 9.05. |
| 9.05 | Minimize potentially hazardous developments in hillsides, canyons, areas susceptible to flooding, earthquakes, wildfire and other known hazards, and areas with limited access for emergency equipments. | |
| 9.06 | Minimize public expenditure for infrastructure and facilities to support urban type uses in areas where public health and safety could not be guaranteed. | The City’s Land Use Policy Map includes a Resource Areas land use designation, which is intended to allow for the continued use of mining activities and agricultural uses. No changes to the Resource Area land use designation will occur with the proposed General Plan update and potential impacts to these resources will be less than significant. The proposed General Plan is consistent with RCPG Policy 9.06. |

| SCAG Policy | | Consistency Statement |
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| 9.08 | Develop well-managed viable ecosystems or known habitats of rare, threatened and endangered species, including wetlands. | The City's Land Use Policy Map includes Open Space and Open Space Parkland use designations, which will preserve sensitive ecosystems or known habitats of rare, threatened, and endangered species, including wetlands from development. Additionally, the Natural Resources Element contains numerous policies that will preserve open spaces and protect biological resources, particularly near Santiago Creek, Santiago Oaks Regional Park, Irvine Regional Park, and Peters Canyon Regional Park. The potential impacts related to biological resources are described in greater detail in Section 5.4, Biological Resources. The proposed General Plan is consistent with RCPG Policy 9.08. |
| WATER QUALITY CHAPTER (WQC) | | |
| 11.07 | Encourage water reclamation throughout the region where it is cost-effective, feasible, and appropriate to reduce reliance on imported water and wastewater discharges. Current administrative impediments to increased use of wastewater should be addressed. | The General Plan calls for the City to support efforts by the Irvine Ranch Water District, Golden State Water District, Serrano Water District, and East Orange County Water District to achieve the following water supply, distribution, and conservation objectives: (a) maintain groundwater recharge areas to protect water quality and ensure continued recharge of local groundwater basins; (b) reduce the amount of water used for landscaping and increase use of native and drought-tolerant plants; and (c) encourage the production, distribution, and use of recycled and reclaimed water for landscaping projects, while maintaining urban runoff water quality objectives. The Infrastructure and Natural Resources Elements contain policies that promote water conservation and increased use of recycled water. The proposed General Plan is consistent with RCPG Policy 11.07. |
| Regional Transportation Plan Policies | | |
| 4.01 | Transportation investments shall be based on SCAG's adopted Regional Performance Indicators. | The proposed policies and programs of the proposed General Plan will facilitate implementation of the RTP. As discussed in Section 5.14, Transportation/Traffic, the City will undertake actions to improve local and regional roadways, facilitate access to alternative modes of transportation, and expand existing nonvehicular transportation options. Additionally, policies and programs described in the Circulation and Growth Management Element of the proposed General Plan will facilitate traffic improvements for the City's orderly growth and development. The proposed General Plan is consistent with RCPG Policy 4.01. |
| 4.04 | Transportation Control Measures shall be a priority. | Goals, policies, and programs discussed in the Circulation and Growth Management Elements of the proposed General Plan will provide transportation control measures. Additionally, implementation of mixed use development described in the Land Use Element of the proposed General Plan will reduce the length and duration of vehicle trips and reduce traffic congestion. The proposed General Plan is consistent with RCPG Policy 4.04. |
| 4.16 | Maintaining and operating the existing transportation system will be a priority | The proposed General Plan will include roadway expansions and new roadway connections. However, these improvements |

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| | over expanding capacity. | are necessary to improve upon existing inadequate vehicular mobility and will be limited to the existing roadway system and will not constitute additions of entirely new roadways. Furthermore, the proposed General Plan will include additional alternative modes of transportation that will reduce vehicle trips within the City. The Circulation Element and Infrastructure Element contain policies that promote the maintenance of roads, trails, and sidewalks. The proposed General Plan is consistent with RCPG Policy 4.16. |
| COMPASS/GROWTH VISIONING PRINCIPLES | | |
| Principle 1: Increasing the region’s mobility | | |
| GV P1.1 | Encourage transportation investments and land use decisions that are mutually supportive. | The Land Use Element, Circulation Element, and Urban Design Element provide direction for fostering mobility within the City of Orange. The Land Use Plan provides policies and programs that will foster mixed use development in areas with existing concentrations of employment and services, as well as regional bus and rail service and other strategies that will shorten and reduce vehicular trips. Additionally, the Circulation Element includes transportation improvements that will reduce traffic congestion and provides guidance for the development of alternative modes of transportation, as well as policies that support continued development of a multimodal transportation network in the City. Additionally, the Growth Management Element of the proposed General Plan will ensure that traffic improvements within the City are coordinated and timed concurrently with anticipated development and redevelopment projects throughout the City, consistent with policies and plans set forth in the General Plan Land Use Element. Additionally, the Growth Management Element provides a means of implementing the City’s Master Plan of Arterial Highways. The proposed General Plan is consistent with Growth Visioning Principle 1. |
| GV P1.2 | Locate new housing near existing jobs and new jobs near existing housing. | |
| GV P1.3 | Encourage transit-oriented development. | |
| GV P1.4 | Promote a variety of travel choices. | |
| Principle 2: Foster livability in all communities | | |
| GV P2.1 | Promote infill development and redevelopment to revitalize existing communities. | The Land Use Element directs the City to redevelop historically industrial properties as residential, office, and commercial uses and transit-oriented development in Old Towne Orange. The proposed Land Use Element and Urban Design Element also call for mixed use development in the City’s major commercial and institutional employment hubs that will reduce vehicular trips and promote walking not only within mixed use areas, but also between existing neighborhoods and abutting commercial and employment districts. The Circulation Element of the proposed General Plan expands upon the existing pedestrian, bicycle, and equestrian network to improve walkability within the City of Orange. Overall, the proposed Land Use Element and Circulation Element contain numerous goals and policies that encourage development of high-quality, well-designed mixed use projects. The proposed General Plan Land Use Map designates significant portions of the City for low density |
| GV P2.2 | Promote developments, which provide a mix of uses. | |
| GV P2.3 | Promote “people scaled,” walkable communities. | |
| GV P2.4 | Support the preservation of stable, single-family neighborhoods. | |

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| | | residential development. The proposed General Plan is consistent with Growth Visioning Principle 2. |
| Principle 3: Enable prosperity for all people | | |
| GV P3.1 | Provide, in each community, a variety of housing types to meet the housing needs of all income levels. | <p>The General Plan contains policies and programs supporting provision of a variety of housing. The General Plan allows a variety of housing types for all income levels by establishing four residential land use designations ranging from Estate Low Density Residential (1–2 dwelling units per acre) to Medium Density Residential (15–24 dwelling units per acre). The Plan also identifies five mixed use land use designations. Neighborhood Mixed Use designations allow up to 15 dwelling units per acre and 24 dwelling units per acre, respectively. Old Towne Mixed Use designations also allow up to 15 dwelling units per acre and 24 dwelling units per acre, respectively. The Urban Mixed Use designation allows 30 to 60 dwelling units per acre.</p> <p>The Economic Development Element of the proposed General Plan contains numerous goals and policies related to sustaining a strong and diversified economic base, ensuring fiscal stability, reducing or eliminating physical and environmental constraints that may impede economic development, fostering new commercial and industrial development and expansion, and providing adequate infrastructure to support anticipated economic development and growth. The Economic Development Element of the proposed General Plan also encourages provision of affordable housing to increase housing opportunities and improve quality of life for workers in Orange. The Land Use Element of the proposed General Plan contains goals and policies to encourage civic engagement on the part of residents, businesses, and agencies in the planning and decision-making process. The Land Use Element of the proposed General Plan also accommodates elementary schools and educational institutions in some residential land use designations and the public facilities land use designation. The proposed General Plan is consistent with Growth Visioning Principle 3.</p> |
| GV P3.2 | Support educational opportunities that promote balanced growth. | |
| GV P3.3 | Ensure environmental justice regardless of race, ethnicity or income class. | |
| GV P3.4 | Support local and state fiscal policies that encourage balanced growth. | |
| GV P3.5 | Encourage civic engagement. | |
| Principle 4: Promote sustainability for future generations | | |
| GV P4.1 | Preserve rural, agricultural, recreational and environmentally sensitive areas. | <p>The Resource Areas land use designation included in the City’s Land Use Policy Map will allow agricultural uses, such as potted plant nurseries, to remain in production. No changes to the Resource Area land use designation will occur with the proposed General Plan. Open Space and Open Space Ridgeline land use designations will preserve environmentally sensitive habitats. Additionally, the Natural Resources Element of the City of Orange General Plan contains numerous policies that will preserve open spaces and protect biological resources. The potential impacts related to biological resources are described in greater detail in Section 5.4, Biological Resources.</p> <p>For recreational areas, the proposed General Plan states that the City will actively work to acquire, build, and maintain</p> |
| GV P4.2 | Focus development in urban centers and existing cities. | |
| GV P4.3 | Develop strategies to accommodate growth that uses resources efficiently, eliminate pollution and significantly reduce waste. | |
| GV P4.4 | Utilize “green” development techniques. | |

| | SCAG Policy | Consistency Statement |
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| | | <p>approximately 480 acres of additional parkland, in order to achieve a minimum parkland ratio of 3 acres per 1,000 persons by 2030, and continue to work toward a desired ratio of 5 acres per 1,000 persons by 2050. The City will evaluate progress toward achieving this goal in a report to the City Council and community every 5 years. The proposed General Plan states that the City will require dedication of parkland at a rate of 3 acres per 1,000 anticipated residents or payment of in-lieu fees for new residential projects. The proposed General Plan also contains a policy to consider the use of transfer of development rights as a means to acquire more publicly accessible open space.</p> <p>The Land Use Element directs the City to redevelop historically industrial properties as residential, office, and commercial uses and transit-oriented development in Old Towne Orange. The proposed Land Use Element also calls for mixed use development that will reduce vehicular trips and promote walking. One of the primary objectives of the Circulation Element is to develop a multimodal circulation system that enhances connections between land uses. The Circulation Element of the proposed General Plan expands upon the existing pedestrian, bicycle, and equestrian network to improve walkability within the City of Orange. Overall, the proposed Land Use Element and Circulation Element contain numerous goals and policies that encourage development of high-quality, well-designed mixed use projects that will conserve energy resources and reduce pollution. The Infrastructure and Natural Resources Element contains goals and policies that promote recycling and water conservation. The proposed General Plan is consistent with Growth Visioning Principle 4.</p> |

As stated in the table above, the proposed General Plan is consistent with the RCPG and RTP administered by SCAG. The impact would be **less than significant**.

County of Orange General Plan

Orange contains numerous unincorporated County parcels within the planning area. Within the central and western portions of the planning area, proposed General Plan designations are consistent with those identified on the County of Orange General Plan Map. Within the eastern portion of the planning area, however, the County of Orange General Plan map identifies the majority of the eastern planning area as Open Space (5) while the proposed General Plan designates the development areas known as Santiago Hills and East Orange as Low Density Residential, Low Medium Residential, Medium Density Residential, and Recreational

Commercial. According to the County of Orange General Plan “areas identified as Open Space (5) are not necessarily committed to permanent open space uses. Certain property within the Open Space categories is committed, through public or private ownership, to remain as open space, but other property, due to market pressures to serve a growing County population may ultimately be developed in other ways.” The impacts of developing these areas and consistency with the County General Plan have already been assessed in other EIRs and mitigation measures were required as part of the East Orange development plan approval. The proposed General Plan does not change these existing designations. Therefore, the proposed General Plan is consistent with the County of Orange General Plan and the impact would be **less than significant**.

Local Plans

Locally adopted land use plans, policies, or regulations that would be applicable to the proposed project include the City’s Zoning Ordinance, specific plans, and the Redevelopment Plan.

The City of Orange Zoning Ordinance, Title 17 of the City’s Municipal Code, is one of the primary means of implementing the General Plan. Adoption of the proposed General Plan would require a review of the Zoning Ordinance regarding policies pertaining to land use, density/intensity, design and development, resource conservation, public safety, and other pertinent topics to ensure consistency. In particular, the Zoning Map would need to be revised to be consistent with the proposed General Plan Land Use Plan, incorporating new land use categories and density limits for each parcel. Further, the General Plan proposes new designations that would need to be reflected in the Zoning Ordinance. These include five new mixed use categories, a new office professional designation, three fewer commercial designations, and two fewer industrial designations. However, California law requires that the Zoning Code be revised to reflect the adopted General Plan within a reasonable period of time, which is typically 1 year. During this time, there would be temporary conflicts between the Zoning Ordinance and the proposed General Plan; however, development within the City would be required to adhere to the more restrictive regulation.

The City has Specific Plans for several areas of Orange. They are more specific than the underlying zoning requirements in their definition of permitted land uses and development standards to reflect the unique characteristics of their planning area. The City also has a redevelopment plan, the Orange Merged and Amended Redevelopment Project Area.

Upon adoption of the proposed General Plan, the City will review its currently adopted Specific Plans and Redevelopment Plan and revise these where necessary to reflect changes made in the

proposed General Plan, such as land use, density/intensity, design, and development. According to State Government Code “any specific plan or other plan of the city or county that is applicable to the same areas or matters affected by a general plan amendment shall be reviewed and amended as necessary to make the specific or other plan consistent with the general plan.” Comparable to the Zoning Ordinance, the statutes allow a “reasonable” time for these modifications, which the courts have generally interpreted to be 1 year from the date of proposed General Plan adoption. As the specific plans and redevelopment plan in the City are typically designed to refine the uses set forth in the General Plan and provide further guidance for development in the area, conflicts are anticipated to be limited, although there could be temporary conflicts between the specific plans, redevelopment plan, and the proposed General Plan. However, development within the City would be required to adhere to the more restrictive regulation.

In addition to plan consistency, the proposed General Plan Land Use Element contains a number of policies addressing land use and consistency.

- Maintain a land use structure that balances jobs and housing with available infrastructure and public and human services. (Land Use Element Policy 1.1)
- Balance economic gains from new development while preserving the character and densities of residential neighborhoods. (Land Use Element Policy 1.2)
- Provide a range of housing densities and types to meet the diverse needs and lifestyles of residents. (Land Use Element Policy 1.3)
- Provide a range of open space and park amenities to meet the diverse needs of current and new residents. (Land Use Element Policy 1.7)
- Encourage transfers of development rights within areas designated Urban Mixed Use on the Land Use Policy Map to promote development of high-rise office and residential structures at compatible locations. (Land Use Element Policy 2.2)
- Encourage mixed-use projects that contain a mixture of compatible uses, and provide necessary supporting public and community facilities. (Land Use Element Policy 2.4)
- Minimize traffic and parking impacts of proposed mixed-use projects. (Land Use Element Policy 2.5)

- Encourage linkage in and around mixed-use areas using a multimodal circulation network, particularly transit, bicycle and pedestrian sidewalk, path, paseo, and trail systems. (Land Use Element Policy 2.6)
- Ensure that the architecture, landscape design, and site planning of mixed-use projects are of the highest quality, and emphasize a pedestrian orientation and safe and convenient access between uses. (Land Use Element Policy 2.7)
- Discourage commercial and industrial enterprises that have significant adverse soil, air, water, or noise impacts. (Land Use Element Policy 3.4)
- Promote targeted development of mixed-use, transit-oriented development surrounding the Santa Fe Depot to achieve development intensities compatible with the fabric of Old Towne. (Land Use Element Policy 5.1)
- Promote adaptive reuse of previously industrial and agricultural historic structures for residential, office, or commercial purposes. (Land Use Element Policy 5.3)
- Ensure that new development is compatible with the style and design of established structures and the surrounding environment. (Land Use Element Policy 6.1)
- In areas where residential and commercial or industrial land uses abut each other, use buffering techniques to improve compatibility, including employing setbacks, screening, soundwalls with pedestrian access, and appearance standards. (Land Use Element Policy 6.2)
- Establish and maintain greenways, and pedestrian and bicycle connections that complement the residential, commercial, and open space areas they connect. (Land Use Element Policy 6.3)
- Mitigate adverse air, noise, circulation, and other environmental impacts caused by new development adjacent to existing neighborhoods through use of sound walls, landscaping buffers, speed limits, and other traffic control measures. (Land Use Element Policy 6.10)
- Work with institutions within the City to ensure that implementation of their future plans is compatible with the City's goals for surrounding areas. (Land Use Element Policy 7.2)
- Coordinate planning efforts with adjacent cities, special purpose agencies, utilities, and community service providers. (Land Use Element Policy 7.3)

- Ensure positive benefits for Orange from regional transportation, land use, air quality, waste management and disposal, and HCPs. (Land Use Element Policy 7.4)
- Explore joint use agreements with other agencies to share existing and future public facilities among institutions in Orange. (Land Use Element Policy 7.6)

The Growth Management Element of the proposed General Plan contains the following policies that promote development that integrates with and minimizes impacts to surrounding land uses:

- Integrate land use and transportation planning to provide adequate transportation system service standards. (Growth Management Element Policy 1.6)
- Ensure that new developments incorporate nonmotorized and alternative transit amenities such as bike racks, bus benches and shelters, and pedestrian connections. (Growth Management Element Policy 1.9)

In addition to plan consistency, the proposed General Plan Growth Management Element contains a number of policies addressing land use and consistency.

As discussed within this impact, implementation of the proposed General Plan would be consistent with applicable adopted plans, regulations, or policies. Therefore, impacts associated with potential inconsistencies with all other applicable land use plans for the City would be **less than significant**.

c) Conflict with Applicable Habitat Conservation Plan/Natural Community Conservation Plan

Implementation of the proposed General Plan within the City would be subject to the Orange County Central and Coastal NCCP. The City's General Plan land use designations in these areas conform to the NCCP in that all areas currently proposed for urban development are areas identified as permitted for development and "take" by the Central/Coastal NCCP. All remaining areas are designated Open Space. Therefore, impacts associated with potential inconsistencies with the applicable NCCP would be **less than significant**.

5.9.4 Mitigation Measures

No mitigation is required as the impacts will be less than significant at the program level.

5.9.5 Impact after Mitigation

At the General Plan level, impact will be less than significant. Individual development projects will be required to undergo project-specific environmental review and mitigation measures will be identified to reduce any significant land use and planning impacts.

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