



# LAND USE CLASSIFICATION SYSTEM AND ALTERNATIVES WORKBOOK

May 2005

## PURPOSE

As part of the General Plan program, the General Plan Advisory Committee (GPAC) will be asked to consider land use alternatives for twelve (12) focus areas. This paper presents the land use classification system for the proposed General Plan, as well as possible alternatives for each focus area. The alternatives reflect the preliminary draft Vision Statement for the General Plan crafted by the GPAC. The focus areas are:

1. Tustin Street – Mall Vicinity
2. East Chapman Avenue Corridor (El Modena)
3. Chapman Avenue/Tustin Street
4. Tustin Street –Palm to Quincy
5. West Katella Avenue Corridor
6. Main Street and West Chapman Avenue
7. West Chapman/Uptown Orange
8. Old Towne and Santa Fe Depot
9. Industrial Areas
10. Lemon Street Corridor
11. Eckhoff Street/Orangewood Avenue
12. Lincoln Avenue Corridor

A packet of maps has been provided to each GPAC member to accompany this workbook. The map on the first page of the packet identifies the boundaries of each focus area. The focus areas were determined jointly by City staff and the consultant team and represent areas within the City where change may occur throughout the 20-year planning horizon of this General Plan update. Within portions of the City that do not lie within one of the identified focus areas, no major changes are anticipated within the General Plan update.

**GPAC Members should review this material and make notes in the spaces provided prior to upcoming GPAC meetings on May 5, May 19, and June 2, 2005. Please come to the meetings prepared to offer your comments and suggestions regarding the land use classification system and proposed alternatives for each focus area.**

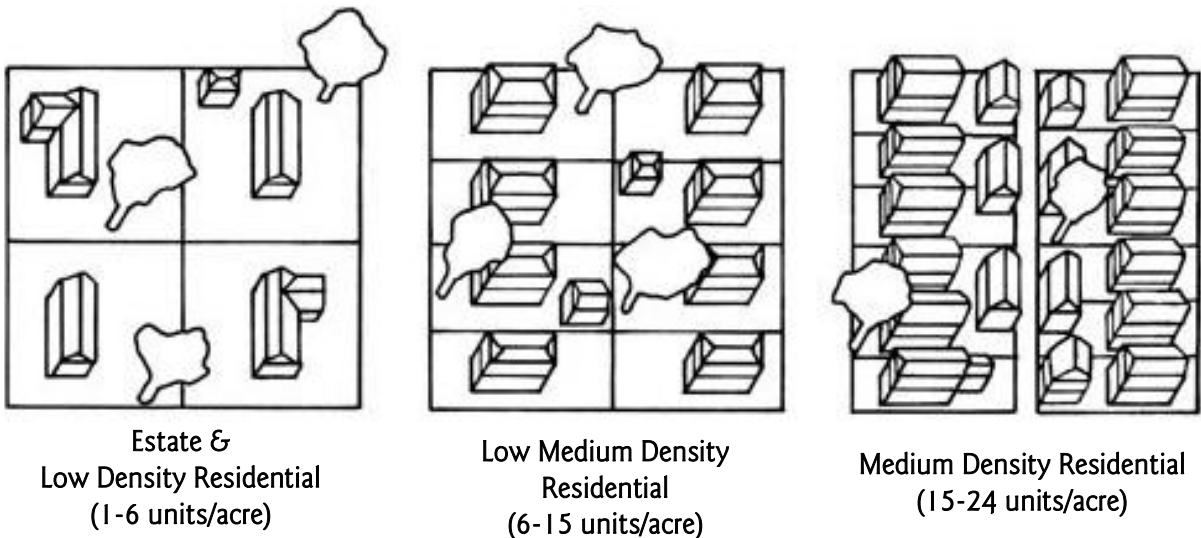
## WORKBOOK CONTENT

This workbook provides an overview of the preliminary land use classification system and land use alternatives for the Orange General Plan. The classifications may be refined by the GPAC, and the alternatives will be reviewed by both the GPAC and Orange community as inputs into the Draft General Plan. The topics addressed in this paper are:

- Land Use Density and Intensity
- Land Use Classification System
- Land Use Alternatives

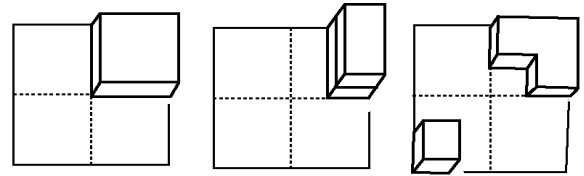
## LAND USE DENSITY AND INTENSITY

Planners describe the extent to which properties can be or are developed using the terms “density” and “intensity.” **Density** is used for residential uses and refers to the population and development capacity of a given parcel or group of parcels. Density within this paper is described in terms of dwelling units per acre of land (du/acre), exclusive of existing or proposed streets and rights-of-way. Typical residential densities found within the City of Orange, and described within the current General Plan, are illustrated below.

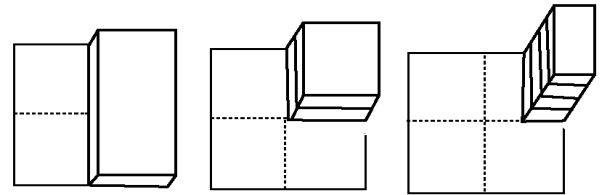


Development **intensity**, which applies to non-residential uses, refers to the extent of development on a parcel of land or lot (that is, the total building square footage, building height, the floor-area ratio, and/or the percent of lot coverage). While intensity is often used to describe non-residential development levels, in a broader sense, intensity also can describe overall levels of mixed residential and non-residential development. Throughout this paper, floor-area ratio (FAR) and building floor area square footage are used as measures of non-residential development intensity.

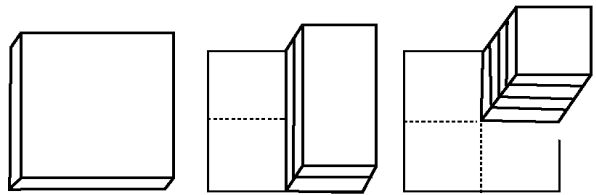
Floor-area ratio (FAR) expresses the intensity of use on a lot (see diagram to the right). The FAR represents the ratio between the total gross floor area of all buildings on a lot and the total land area of that lot. For example, a 20,000-square-foot building on a 40,000-square-foot lot yields an FAR of 0.50. A 0.50 FAR describes a single-story building that covers half of the lot, a two-story building covering approximately one-quarter of the lot, or a four-story building covering one-eighth of the lot.



0.25 FAR



0.5 FAR



1.0 FAR

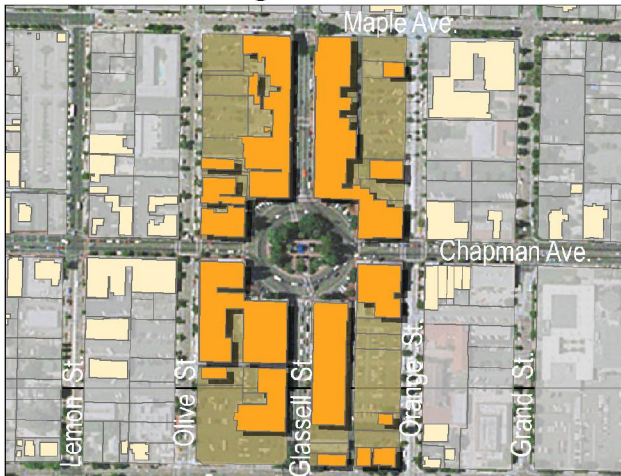
Floor Area Ratio (FAR):  $\frac{\text{Gross Building Area}}{\text{Lot Area}}$

**EXAMPLES OF FAR IN ORANGE**

For purposes of illustration, the diagrams below provide examples of FAR for commercial retail and office sites drawn from throughout the City.

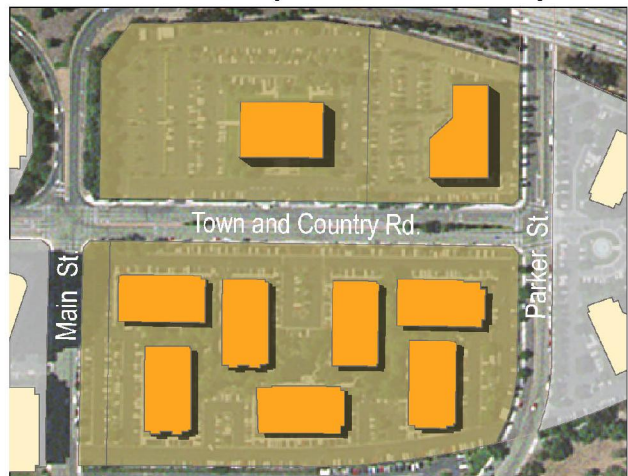
The first example illustrates buildings within two square blocks of Old Towne Orange along Glassell Street north and south of Chapman Avenue. The lot area is approximately 549,800 square feet and the gross floor area of the buildings is approximately 549,900 square feet. (Most of the buildings have two stories.) As shown in the diagram, when the gross building floor area is divided by the lot area, an FAR of approximately 1.0 results. The same process is illustrated for office properties located along Town and Country Road, and industrial areas located on Glassell Street, north of Taft Avenue.

**Old Towne Orange**



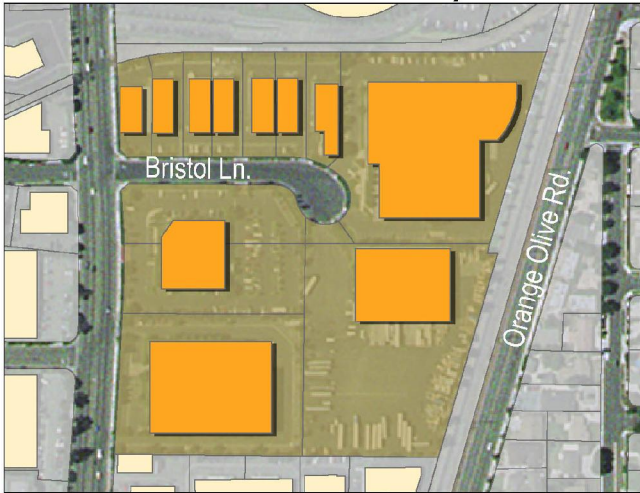
**FAR: 1.0** Building Floor Area: 549,900 sq. ft.  
 Parcel/Lot Area: 549,800 sq. ft.

**Town and Country Road Office Properties**



**FAR: 0.49** Building Floor Area: 449,200 sq. ft.  
 Parcel/Lot Area: 918,900 sq. ft.

## Glassell Street Industrial Properties



**FAR: 0.33** Building Floor Area: 238,000 sq. ft.  
Parcel/Lot Area: 720,300 sq. ft.

## LAND USE CLASSIFICATION SYSTEM

### EXISTING GENERAL PLAN

The existing General Plan<sup>1</sup> Land Use Element provides for 14 land use categories. Four categories are established for residential development, ranging from rural residential development to multiple-family development. Four commercial categories, one category for industrial development and a public activities category are also established. Open space areas that are to be preserved are placed in one of three open space designations: “Parks”, “Open Space” and “Ridgelines”.

Finally, areas where mineral or resource extraction is or may occur are designated as “Resource Area”.

The land use designations are described here in terms of general land uses and maximum densities/intensities permitted. Corresponding zone districts specify the permitted uses for each category as well as the applicable development standards. The current General Plan includes the following designations:

- **Estate Density Residential** (1-2 units per acre)
- **Low Density Residential** (2-6 units per acre)
- **Low Medium Density Residential** (6-15 units per acre)
- **Medium Density Residential** (15 to 24 units per acre)
- **Old Town – Mixed Use** (24 units per acre; Maximum 0.5 FAR. 1.0 FAR is also allowed if off-site parking is provided.)
- **Office/Professional** (Maximum 0.5 FAR)
- **General Commercial** (Maximum 0.5 FAR, except for areas where higher FAR overlays apply)
- **Commercial Recreation** (Maximum 1.5 FAR on Katella Avenue west of Batavia Street, and maximum 0.5 FAR between Glassell Street and Batavia Street.)
- **Recreation Commercial** (East Orange Only; Maximum 0.35 FAR)
- **Industrial** (Maximum 0.4 FAR, except for areas where higher FAR overlays apply)
- **Public Facilities** (Minor uses such as schools – Maximum 0.5 FAR. Major institutions – Maximum 2.0 FAR)

<sup>1</sup> References to the existing General Plan throughout this working paper refer to the draft Integrated General Plan, which was prepared to integrate the proposed development plan for East Orange with the adopted General Plan for the remaining portions of the City.

- Open Space – Park
- Open Space
- Open Space – Ridgelines
- Resource Areas

## PROPOSED MODIFICATIONS TO LAND USE CLASSIFICATION SYSTEM

As part of the General Plan update effort, the City staff and General Plan consultant team examined these land use categories to determine what changes were needed to reflect: 1) development trends affecting the City's near and long-term futures, 2) changes in State land use law since the existing designations were created, and 3) community interests and desires expressed during early stages of the General Plan update program. As a result, the team has drafted a modified land use classification system, presented in Table I on the following pages.

Table I presents descriptions of each General Plan land use designation and the corresponding range of density or intensity of development permitted for each. Changes from the current land use classification system are highlighted in Table I using *italics*. The maximum allowable development on any individual parcel is governed by these measures of density or intensity, with the anticipated yield influenced by the physical characteristics of a parcel, access and infrastructure issues, and compatibility considerations, among other factors.

### RESIDENTIAL DESIGNATIONS

The residential categories continue to include four designations that allow for a range of housing types and densities. No changes have been made to the residential categories.

### MIXED USE ACTIVITY CENTERS

In response to the Community Vision and recent development trends, the revised classification system also introduces two new categories of Mixed Use Activity Centers – *Urban and Neighborhood*. Additionally, the current General Plan *Commercial Recreation* designation has been reconfigured as a mixed use designation that incorporates both entertainment-oriented commercial uses and housing. All of these designations describe creative mixes of commercial retail, office, housing, civic and entertainment uses that vary in composition and intensity based upon location, accessibility, and the surrounding development context. More detailed descriptions of each category appear in Table I.

### COMMERCIAL AND OFFICE DESIGNATIONS

The commercial and office categories consist of four designations: *General Commercial*, *Recreation Commercial* (applies within East Orange only), *Neighborhood Office Professional*, and *Urban Office Professional*. These categories provide for a range of revenue- and employment-generating businesses.

**Table 1**  
**Preliminary Land Use Classification System**

Land Use Designation		Density or Intensity		Description
		Range	Typical (Factor)	
<b>Residential Designations (No changes)</b>				
ESTR	Estate Low Density Residential	1-2 DU/Acre	1.5 DU/Acre	Large lot, single-family residential development in a rural or semi-rural setting. Private, non-commercial equestrian and agricultural uses may be allowed if associated with residential uses.
LDR	Low Density Residential	2-6 DU/Acre	3.77 DU/Acre	Conventional single-residential residential development characterized by individual single-family homes constructed in subdivisions with lot sizes ranging from 4,500 to 12,000 square feet, or by custom units built on slightly larger lots.
LMDR	Low Medium Density Residential	6-15 DU/Acre	6.71 DU/Acre	Includes small lot or zero lot line single-family subdivisions, duplexes and mobile home parks, as well as lower intensity apartment and condominium complexes.
MDR	Medium Density Residential	15-24 DU/Acre	14.3 DU/Acre	Apartment and condominium/townhouse units in areas with ready access to major circulation routes, business districts and public open space areas. Typical developments may consist of two- or three-story buildings that house multiple dwelling units and provide some form of open space.
<b>Mixed Use Activity Center Designations</b>				
NMIX	Neighborhood Mixed Use <i>(Includes previous Old Town Mixed Use)</i>	Max. 24 DU/Acre; 1.0 - 1.5 FAR	12 DU/Acre; 1.0 FAR	Local- and neighborhood-supporting mixed use activity centers and corridors. Commercial retail is encouraged to be the primary use on the ground floor. Professional office and housing uses are also encouraged, either integrated with a commercial use, or as separate, free-standing uses. Walkability and pedestrian access are key considerations.
UMIX	Urban Mixed Use <i>(Includes previous higher intensity Commercial FAR Overlays.)</i>	25 – 60 DU/Acre; 1.5 - 3.0 FAR	30 DU/Acre; 1.7 FAR	Urban, high-intensity, regionally-oriented activity centers that define the character of surrounding areas. This designation provides for integrated commercial retail, professional office, housing and civic uses. Commercial retail is intended to be the primary use on the ground floor. Convenient transit access, innovative housing options, and pedestrian-oriented design are key considerations.
CR	Commercial Recreation Mixed Use <i>(Higher FAR than previous. Introduces housing.)</i>	25-40 DU/Acre; 1.5-3.0 FAR	26 DU/Acre; 1.7 FAR	Urban, high-intensity activity center gateways to the City, located along high-frequency transit corridors. This designation provides for entertainment-oriented retail, professional office, dining, and service uses, integrated with high density housing, hotels, and recreational activities. Uses should attract local and regional residents and tourists.
<b>Commercial and Office Designations</b>				
GC	General Commercial <i>(Includes previous higher intensity Commercial FAR overlays.)</i>	Max. 1.0 FAR	0.25 FAR	A wide range of retail and service commercial uses and professional offices. Regional shopping centers, mid- and high-rise office projects, corridor shopping districts and neighborhood corner stores are all permitted uses.

**Table I**  
**Preliminary Land Use Classification System**

Land Use Designation		Density or Intensity		Description
		Range	Typical (Factor)	
RC	Recreation Commercial <i>(East Orange only)</i>	Max. 0.35 FAR	0.175 FAR	Outdoor commercial recreational uses such as golf courses and typical recreation commercial facilities, which include, but are not limited to marinas, boat rental buildings, staging areas, fishing facilities, and other commercial sports facilities.
NOP	Neighborhood Office Professional <i>(Equivalent to previous Office Professional)</i>	Max. 0.5 FAR	0.355 FAR	Low-rise office and professional office park development. Professional office is intended as the primary use. However, support retail and service commercial uses are also permitted as necessary to serve adjacent professional offices.
UOP	Urban Office Professional <i>(Includes previous higher intensity Commercial FAR overlays.)</i>	1.5-3.0 FAR	1.5 FAR	Urban, high-intensity, mid- and high-rise office centers. Professional office is intended as the primary use. However, support retail and service commercial uses are also permitted as necessary to serve adjacent professional offices. Hospitals and supporting uses are also permitted.
<b>Industrial Designations</b>				
LI	Light Industrial <i>(Includes some previous higher intensity Industrial FAR overlays.)</i>	Max. 1.0 FAR	0.35 FAR	Allows for manufacturing, processing and distribution of goods. Wholesale activities associated with industrial operations, as well as small-scale, support retail, service commercial and office uses may also be established in areas with ready access to major circulation routes.
I	Industrial <i>(Includes remaining previous higher intensity Industrial FAR overlays.)</i>	Max. 0.75 FAR	0.65 FAR	
<b>Public/Semi-Public Uses (No Changes)</b>				
PFI	Public Facilities and Institutions	Civic uses / Schools - Max. 0.5 FAR  Institutions – Max. 2.0 FAR	0.15 FAR	Provides for several types of public, quasi-public and institutional land uses, including schools, colleges and universities, City and County facilities, hospitals and major utility easements and properties.
OS	Open Space	NA	NA	Steep hillsides, creeks, or environmentally sensitive areas that should not be developed. Although designated as permanent open space, most areas will not be developed as public parks. Creekside areas that promote connectivity of the City's trail systems may be developed as public park spaces. Lands in this category include both privately held open spaces and public lands.
OS-P	Open Space – Park	NA	NA	Public lands used for passive and active recreation. Includes all park lands owned and maintained by the City of Orange, as well as parks operated by the County.
OS-R	Open Space – Ridgeline	NA	NA	Areas designated open space to preserve visually significant ridgelines identified on the Land Use Policy. No

**Table I**  
**Preliminary Land Use Classification System**

Land Use Designation		Density or Intensity		Description
		Range	Typical (Factor)	
				development or grading is permitted.
RA	Resource Area	NA	NA	Allows for agricultural uses and continued use of stream and river channels for aggregate mining. Passive and active recreational uses are also permitted. May serve as a holding zone for future uses compatible with established and planned land uses in surrounding areas.

**INDUSTRIAL DESIGNATIONS**

The existing industrial category has been divided into two designations: *Light Industrial* and *Industrial*. The principal difference between the designations is the permitted maximum intensity of development allowed within each area. Permitted uses within industrial areas will continue primarily to be determined using the City’s Zoning Ordinance.

**PUBLIC AND SEMI-PUBLIC DESIGNATIONS**

The public and semi-public categories will continue to allow for important public and private facilities and institutions, including parks, open space areas, resource lands, civic facilities, hospitals, and educational institutions. No changes have been made to these designations, other than renaming the Public Facilities category *Public Facilities and Institutions*.

The density/intensity maximums outlined in Table I serve as development caps. Actual development intensities are expected to be lower than the caps. In order to estimate future build-out of the City and resulting impacts on the circulation system, average density and intensity factors have also been assumed, and are shown in Table I. The City anticipates most development will occur at or below these factors, although on any single property, development up to the cap is allowed. However, any development proposed in excess of the factors indicated in Table I may be required to perform special studies to show the development’s ability to mitigate adverse impacts on adjacent properties and the Citywide circulation system.

**Comments**

---



---



---



---



---



---



---



---



## TUSTIN STREET / MALL VICINITY

### PLANNING CONTEXT

Over the past few years, *The Mall of Orange* has been renovated and transformed into *The Village at Orange*, and new residential development has occurred on the fringe of the mall property. The area is well served by OCTA bus routes, and abuts established residential neighborhoods to the west. In addition to the solid commercial uses that characterize this part of the City, other key features include Eisenhower Park and the Orange Sports Park. Pockets of residential development are also located behind the commercial uses on the east side of Tustin, adjacent to the 55 Freeway.

### EXISTING LAND USE

The Tustin Street/Mall Vicinity focus area is located in north central Orange, and is bounded roughly by Canal Street to the west, Taft Avenue to the south, the 55 Freeway to the east, and the Brickyard commercial center to the north. Located within the corridor is *The Village at Orange*, which includes many national retail tenants. Other uses within the corridor consist of retail stores, restaurants, some professional office uses, and a variety of Low Medium and Medium Density residential units. Key opportunities for revitalization within the corridor include a bowling alley, adjacent mobile home park, and multiple-family residential areas located north of Meats Avenue and east of Tustin Street, adjacent to the 55 Freeway.

### EXISTING GENERAL PLAN

The existing General Plan designations for this focus area emphasize continued commercial retail uses along the corridor, maintaining the solid commercial uses found within the corridor today, and expanding the potential for additional commercial retail uses on currently vacant or underutilized properties. *Low Medium* and *Medium Density* residential designations are found east and west of Tustin south of Meats Avenue. The bowling alley site is designated *General Commercial*, and the mobile home park site adjacent to the 55 Freeway is designated *Low Medium Density* residential. The apartment complex located east of Tustin at Heim Avenue is designated *Medium Density* residential.

### ALTERNATIVE 1

Alternative 1 would introduce a *Neighborhood Mixed Use* designation for the currently commercial areas along Tustin Street, as well as a *Low Medium Density* residential designation on the bowling alley site. The neighborhood style of mixed-use encourages that the first floor of any multiple-story structure consist of a commercial retail use. Subsequent stories could consist of housing, offices, or other commercial uses. Stand-alone residential and office projects would also be appropriate within the mixed use area. The other residential uses described as part of the Existing General Plan would remain unchanged.



## EAST CHAPMAN AVENUE CORRIDOR (EL MODENA)

### PLANNING CONTEXT

The East Chapman/El Modena area is characterized by diverse commercial uses and experiences a high level of pedestrian activity. Residential uses front Chapman Avenue in some areas. Both well-utilized and underutilized commercial properties are located along Chapman and various major cross streets. Introducing mixed-use residential and commercial development within this corridor warrants discussion and consideration.

### EXISTING LAND USE

The East Chapman/El Modena focus area is located toward the eastern edge of the current City limits, and is bounded roughly by James Street to the west, Marmon Avenue and Marmon Street to the south, Solana Drive to the east, and Silverleaf Avenue and Sycamore Street to the north. The El Modena area includes unincorporated portions of the County of Orange within the City's Sphere of Influence north of Chapman Avenue between Esplanade Street and Woodlawn Drive. Uses within the focus area consist of commercial retail stores, as well as offices and churches along Chapman Avenue, supported by a combination of single-family homes and multiple-family duplexes and apartments south of Chapman. The unincorporated area is characterized largely by single-family homes and some multiple-family dwellings at varying densities.

### EXISTING GENERAL PLAN

The existing General Plan designations for this focus area emphasize continued commercial retail uses along the Chapman Avenue corridor, where a *General Commercial* designation is applied to most properties. This designation provides the opportunity to maintain the current retail character of the corridor, as well as encouraging the introduction of additional stores and services that support the surrounding neighborhoods. The currently residential portions of the focus area located west of Esplanade Street, on Hamlin Street, and on Washington Avenue between Hewes Street and Hamlin Street are designated *Medium Density Residential*, allowing for multiple-family apartment uses up to 24 units per acre. Other residential areas within this focus area south of Chapman Avenue are designated *Low Medium Density Residential*, allowing for small lot single-family houses, duplexes, and lower intensity apartments and condominiums up to 15 units per acre. Within the unincorporated portions of El Modena, areas south of Pearl Street between Esplanade Street and Hewes Street and most areas between Hewes Street and Rancho Santiago Boulevard are designated *Low Medium Density Residential*. Remaining areas north of Pearl Street are designated *Low Density Residential*.

**ALTERNATIVE 1**

Alternative 1 would introduce a *Neighborhood Mixed Use* designation for currently commercial areas along Chapman Avenue from Hamlin to Earlham, as well as the currently residential portions of Washington Avenue, Hamlin Street, and Hewes Street. First floor commercial retail use would be encouraged within mixed use areas along Chapman Avenue. Subsequent stories could consist of housing, offices, or other commercial uses. Stand-alone residential projects with pedestrian-oriented linkages to Chapman would also be appropriate, particularly south of Chapman along Washington, Hamlin, and Hewes. All other uses described as part of the Existing General Plan would remain unchanged.

**ALTERNATIVE 2**

Alternative 2 would extend the *Neighborhood Mixed Use* designation described in Alternative 1 one block west along both sides of Chapman Avenue between Earlham Street and Esplanade Street. The north side of this extension is located within currently unincorporated portions of El Modena. The characteristics of the *Neighborhood Mixed Use* designation described within Alternative 1 would remain the same. All other uses described as part of the Existing General Plan would remain unchanged.

**COMMUNITY INPUT**

Through workshops conducted for the General Plan update, the community has expressed that land use decisions within this focus area should take into account the following:

- Providing protection for residential areas from heavy traffic along Chapman.
- Improving the pedestrian environment and quality of streets.
- Protecting the unique semi-rural identity of this part of Orange.
- Address traffic issues along Chapman Avenue and Santiago Canyon Road.
- Creating more commercial and retail opportunities.
- Improving roadway safety.
- Commercial uses here seem to have high failure rates.
- This may be a good location for mixed use.
- The strip centers at this location need to be reinvented.
- This may be a good location for one-way circulation couplets.

**COMMENTS**

---

---

---

---

---

---

---

---

---

---

## CHAPMAN AVENUE/TUSTIN STREET

### PLANNING CONTEXT

The Chapman Avenue / Tustin Street focus area consists of residential, commercial, institutional, and open space uses, including Chapman Hospital, Yorba Park, and Santiago Creek. The 55 Freeway also splits this focus area in a north-south direction, with an interchange at Chapman Avenue. Key factors to consider within this area include the continued viability of commercial uses at the intersection of Chapman and Tustin, potential for more productive use of properties on both sides of Tustin Avenue from Chapman to La Veta, maintaining public access to Santiago Creek throughout the focus area, and the future use of the Chapman Hospital and Yorba Park sites east of the 55 Freeway.

### EXISTING LAND USE

Existing land uses along Tustin Street within this focus area consist of a variety of commercial and office uses, and a few single-family homes. Approaching Santiago Creek, apartments and a mobile home park are located on west side of Tustin. Public facilities, a church and some multi-family residential uses comprise the area east of Tustin and north and west of the creek. Apartments and a mobile home park are also located south of the creek within the focus area. East of the 55 Freeway, current uses south of Chapman Avenue include open space surrounding Santiago Creek, and Yorba Park. Current uses north of Chapman include medical office buildings and Chapman Hospital.

### EXISTING GENERAL PLAN

Existing General Plan designations emphasize continued commercial and multiple-family residential designations west of the 55 Freeway. Most currently commercial areas along Tustin Street are designated *General Commercial* to provide for retail and service uses that support surrounding residential areas. Areas along Tustin approaching Santiago Creek are designated *Low Medium* and *Medium Density Residential*, allowing a combination of duplexes, mobile home parks, and apartments and condominiums. East of the 55 Freeway, an *Open Space – Park* designation is applied to Yorba Park and land south of the park adjacent to the creek. The site of the current

medical buildings and Chapman Hospital is designated *General Commercial*, which allows consideration of broader office and retail development options for this site in the long-range future. An *Open Space* designation surrounds Santiago Creek throughout the focus area. Currently vacant land located north of the hospital and medical complex is also designated *Open Space*.

### **ALTERNATIVE 1**

Alternative 1 would introduce a *Neighborhood Mixed Use* designation along portions of Tustin Street south of Palmyra Avenue. On the west side of Tustin, this designation would extend south to encompass the current apartment and mobile home park sites north of Santiago Creek. On the east side of the street, the designation would extend south to, but would not include, the current church site. This style of mixed use would encourage multiple-story projects with retail on the ground floor, and housing or offices above. Stand-alone retail, office, and multiple-family housing projects with pedestrian connections to retail areas, Tustin Street, and Santiago Creek would also be encouraged. East of the 55 Freeway, Alternative 1 introduces a *General Commercial* designation for the Yorba Park site. This designation recognizes the long-range potential of the site to serve as a retail center adjacent to the freeway. The City would investigate and evaluate all available options to provide adequate open spaces that compensate for the redevelopment of Yorba Park. The Chapman Hospital site would remain designated as *General Commercial* under this alternative, but the maximum allowable intensity would be increased from 0.5 FAR to 1.0 FAR. This change would improve potential for future expansion of the medical offices surrounding the hospital, as well as the hospital itself. Maintenance of trail connections to Santiago Creek is also a key focus of Alternative 1, evidenced by the *Open Space* designation surrounding the creek. All other uses described as part of the Existing General Plan would remain unchanged.

### **ALTERNATIVE 2**

Alternative 2 would introduce a *Neighborhood Mixed Use* designation for the Yorba Park and Chapman Hospital sites. Remaining portions of the focus area are designated in the manner described for Alternative 1. The neighborhood style of mixed use would encourage multiple-story projects with commercial retail uses on the ground floor and housing or offices above. Publicly-accessible plazas or open spaces may also be encouraged within projects on either or both sites. The City would investigate and evaluate all available options to provide adequate open spaces that compensate for the redevelopment of Yorba Park.

### **COMMUNITY INPUT**

Through workshops conducted for the General Plan update, the community has expressed that land use decisions within this focus area should take into account the following:

- Supporting development of and access to the Santiago Creek Trail.
- Increasing bike access and perhaps promoting a local circulator bus system through this very automobile-dependent area.





## WEST KATELLA AVENUE CORRIDOR

### PLANNING CONTEXT

West Katella serves as a gateway into the City from Anaheim and interfaces with the highly active area surrounding The Pond and Anaheim Stadium, the Santa Ana River, and the Platinum Triangle. While the West Katella corridor functions as a solid commercial district for the City, the western-most portion of Katella seems to have un-tapped potential due to strategic location and under-utilized properties.

### EXISTING LAND USE

The West Katella Avenue Corridor consists of properties located north and south of Katella Avenue between the Santa Ana River on the west and California Street on the east. The focus area also includes portions of Main Street between Collins Channel and Katella, portions of Struck Avenue between Katella and Collins Channel, and a mobile home park located northwest of Katella and Tustin Street. Existing uses within the focus area consist primarily of commercial retail areas (including the Promenade), and offices located along Katella, Main, and Struck. Residential uses within the corridor include the mobile home park noted above, and apartments on the north side of Katella on both sides of the intersection at Shaffer Street.

### EXISTING GENERAL PLAN

The existing General Plan designations within this corridor promote *Commercial Recreation* within the portion of the area between the river and Glassell Street, *General Commercial* uses between Glassell Street and California Street, *Low Medium Density Residential* use on the current mobile home park site, and *Medium Density Residential* use on the north side of Katella on both sides of the intersection at Shaffer Street. The *Commercial Recreation* use described within the current plan does not include housing, but would provide for a regionally-oriented destination consisting of retail uses, restaurants, and recreation activities, similar in many ways to the current Promenade development. The commercial and residential designations would promote continuation of current development trends found elsewhere within the corridor.

### ALTERNATIVE 1

Alternative 1 promotes *Commercial Recreation Mixed Use* within the portion of the area between the river and Main Street, *Neighborhood Mixed Use* between Glassell Street and California Street, and *General Commercial* uses between Main Street and Glassell Street, as well as on the current mobile home park site.

Under this Alternative, the *Commercial Recreation Mixed Use* area would be a regionally-oriented destination, characterized by mid- to high-rise structures which could include housing (at up to 40 units per acre), retail uses, restaurants, and recreation activities. The intent is to establish an



## MAIN STREET AND WEST CHAPMAN AVENUE

### PLANNING CONTEXT

South Main Street serves as a key approach to the major medical hub created by CHOC and St. Joseph's Medical Center. These medical facilities have generated a spin-off demand for medical office space and other complementary uses that existing land use policies and parcel sizes do not easily accommodate. In recent years new medical office buildings have been constructed on redeveloped sites, but many commercial properties remain developed with miscellaneous commercial uses. The corridor also abuts established single- and multi-family neighborhoods.

The West Chapman Avenue corridor serves as a gateway to Old Towne from Anaheim and the 57 Freeway. Commercial properties on Chapman Avenue west of Main Street are in need of revitalization, in order to make a more positive statement about the community to visitors entering via this gateway. One key opportunity site along the West Chapman corridor is the Adray's building, which has been vacant for several years. This site is often mentioned as one of the City's best opportunities for commercial revitalization or redevelopment.

### EXISTING LAND USE

This focus area consists of both the West Chapman Avenue and South Main Street areas. The South Main Street Corridor includes the CHOC and St. Joseph's Hospital medical centers on La Veta Avenue, as well as various commercial and office uses located on Main Street between La Veta and Chapman Avenue. Multiple-family residential apartments located west of Main and south of Chapman form a buffer between the Main Street corridor and single-family neighborhoods to the west. The South Main Street corridor also includes areas south of the 22 Freeway along Town and Country Road characterized by mid-rise office, senior housing, and commercial retail uses. The West Chapman corridor is comprised of commercial, office, and church uses located between Flower Street and Jewel Place.

### EXISTING GENERAL PLAN

Existing General Plan designations promote *General Commercial* uses for properties facing West Chapman Avenue within the corridor, as well as for properties facing South Main Street north of La Veta Avenue. Within the existing General Plan, this designation allows a maximum 0.5 FAR within these areas. The residential buffer area located west of South Main Street is designated *Medium Density Residential*, which allows up to 24 units per acre. For areas within the focus area located south of La Veta, including the Town and Country Road area, an FAR overlay within the existing General Plan increases the maximum allowable intensity for the *General Commercial* designation to 2.5 FAR, permitting construction of mid- to high-rise office towers, medical facilities, and higher intensity commercial centers.

## ALTERNATIVE 1

Alternative 1 promotes mid- to high-rise office, medical, housing, and retail uses south of La Veta Avenue, by applying the *Urban Mixed Use* and *Urban Office Professional* designations to properties along La Veta and Town and Country Road, and Parker Street. The areas designated *Urban Mixed Use* south of the 22 Freeway are intended to provide for integrated commercial retail, professional office, housing and civic uses. Commercial retail is intended to be the primary use on the ground floor within these areas. Areas designated *Urban Office Professional* south of the 22 Freeway are intended to provide for urban, high-intensity, mid- and high-rise office centers. Professional office is intended as the primary use. Both designations increase the maximum allowable intensity in this area from 2.5 to 3.0 FAR.

Alternative 1 also would promote a *Neighborhood Mixed Use* designation for portions of Main Street south of Almond Avenue, and portions of Chapman Avenue west of west of Crest Street. This designation encourages compatible and integrated residential, commercial, and office uses, either as multiple-story projects with ground-floor retail, or as stand alone projects with pedestrian connections to the Chapman Avenue or Main Street corridors. This designation increases the maximum allowable intensity of these areas from 0.5 FAR to 1.5 FAR, and provides opportunities for up to 24 units per acre of housing. The *General Commercial* designation present at the intersection of Main Street and Chapman Avenue remains unchanged, but the maximum permitted intensity at this location is increased in Alternative 1 from 0.5 FAR to 1.0 FAR to enable more productive use of retail properties near the intersection.

## ALTERNATIVE 2

Alternative 2 would extend the *Urban Office Professional* designation described in Alternative 1 for areas south of La Veta Avenue north along Main Street to Almond Avenue. This change would increase the maximum allowed intensity for the area from 0.5 FAR within the Existing General Plan or 1.5 FAR in Alternative 1, to 3.0 FAR in Alternative 2. Uses within this area would likely transition over time to mid- to high-rise office buildings. The residential buffer area located west of Main Street would be designated *Medium Density Residential*, allowing up to 24 units per acre, consistent with the Existing General Plan. Other uses along the West Chapman corridor and surrounding the intersection of Main Street and Chapman Avenue described as part of Alternative 1 would remain unchanged.

## COMMUNITY INPUT

In addition, through workshops conducted for the General Plan update process, the community has expressed that land use decisions within this focus area should take into account the following:

- Making this area more pedestrian friendly.
- Encouraging medical-related uses.
- Transforming West Chapman into a great boulevard with streetscape improvements.



the north side of Rampart Street, and a very limited number of single-family homes located north of Chapman Avenue.

### EXISTING GENERAL PLAN

Existing General Plan designations within this focus area consist of *General Commercial*, *Medium Density Residential*, *Low Medium Density Residential*, and *Office Professional* uses. The maximum permitted intensity within the commercially designated areas varies by location according to FAR overlays established within the General Plan Land Use Element. For areas located south of Rampart Street and east of the 5 Freeway, the maximum permitted intensity is 0.5 FAR. For areas north of Rampart and east of the 5 Freeway, as well as within areas south of the 22 Freeway along The City Drive, the maximum permitted intensity is 2.5 FAR. For areas located south of the 5 Freeway and north of the 22 Freeway, the maximum permitted intensity is 3.0 FAR. Areas adjacent to the single-family neighborhood south of the 5 Freeway and north of Chapman Avenue within the focus area are designated for office, multiple-family residential and commercial uses.

### ALTERNATIVE 1

Alternative 1 promotes retail and mid/high-rise housing uses within the Uptown Orange area and neighborhood-scale mixed uses for areas adjacent to the current single-family neighborhood. All properties within the focus area, with the exception of the northwest intersection of Chapman Avenue and Manchester Street, and the northeast corner of Chapman Avenue and Lewis Street are designated *Urban Mixed Use*. This designation increases the maximum FAR for the area to 3.0 FAR, and introduces up to 60 units per acre of housing. The areas adjacent to Manchester Street and Lewis Street are designated *Neighborhood Mixed Use* to promote better compatibility with the adjacent residential areas.

### COMMUNITY INPUT

In addition, through workshops conducted for the General Plan update process, the community has expressed that land use decisions within this focus area should take into account the following:

- Recognizing the potential value of the river to this area.
- Development should provide both physical and visual access to the river.
- Some in the community believe this area can be enhanced by increasing the density and range of uses. Others believe limiting density is a more appropriate approach.
- Giving the area more character and building upon its location as one of the main “doors” to the city.

### COMMENTS

---

---

---

---

## OLD TOWNE AND SANTA FE DEPOT

### PLANNING CONTEXT

Over the past several years, the City has taken steps to enable long-term preservation of many historic properties throughout the Old Towne area, and in the process, has created one of California’s most viable and recognized historic districts. Today, strong interest exists among segments of the community to reduce overall residential densities in Old Towne, and to make the areas surrounding the Santa Fe Depot more walkable and transit-oriented.

The Santa Fe Depot and associated Metrolink station and OCTA terminal make commuting options available to people living and working in Orange. The proximity of this area to The Plaza and Chapman University, in conjunction with the presence of the Veterans’ Memorial Park, under-utilized industrial properties and surface parking lots, present opportunities for land use changes that could better integrate this area with its surroundings, the introduction of transit-oriented housing, and creative re-use of historic industrial buildings.

### EXISTING LAND USE

The Old Towne and Santa Fe Depot focus area is bounded by Batavia Street to the west, La Veta Avenue to the south, Cambridge Street to the east, and Walnut Avenue to the north. Uses within Old Towne consist of a variety of commercial retail, service, restaurant, and office uses lining the Chapman Avenue and Glassell Street corridors; industrial and warehousing buildings lining the BNSF Railway west of Glassell Street; several churches; Orange City Hall; the City’s Main Library branch; portions of Chapman University; and numerous single-family and multiple-family residential units at varying densities.

## EXISTING GENERAL PLAN

Maintenance of integrated commercial, residential and office uses along the Chapman Avenue and Glassell Street corridors are promoted within the existing General Plan through use of the *Old Town Mixed Use* designation at these locations. This designation is also applied to most properties in the immediate blocks surrounding The Plaza, bounded generally by Cypress Street on the west, Almond Avenue on the south, Shaffer Street and Center Street on the east, and Maple Avenue on the north. Some areas west of Cypress between Maple and Chapman are also designated *Old Town Mixed Use*. Within the mixed use areas, the existing Plan allows a maximum intensity of 0.5 FAR and up to 24 housing units per acre.

Portions of Old Towne adjacent to the BNSF railway are currently designated *Industrial*, which allows a maximum building intensity of 0.4 FAR. The existing General Plan does not encourage residential use in areas surrounding the railroad. Areas located at the northeast corner of Batavia Street and La Veta Avenue are also designated *Industrial*. City Hall, the Main Library, and portions of Chapman University are designated as *Public Facilities*.

Planned residential densities within Old Towne vary by density and location. West of Glassell Street, *Low Medium Density* (15 du/ac max.) and *Medium Density* (24 du/ac max.) are the predominate designations. Over the 20-year planning horizon of the General Plan, these designations would encourage infill small lot single-family homes, condominiums, townhomes, and apartments within established single-family residential neighborhoods. The *Low Density Residential* (6 du/ac max.) designation is applied to two smaller pockets of existing single-family homes west of Glassell. East of Glassell, planned residential densities are generally lower, with pockets of *Medium Density* residential located adjacent to the mixed use area both north and south of Chapman Avenue, and larger areas of *Low Density Residential*, as well as *Low Medium Density* residential located east of Grand Street and north of Chapman Avenue, as well as east of Center Street and south of Culver Avenue.

## ALTERNATIVE 1

Alternative 1 would reduce residential densities throughout Old Towne, and introduce neighborhood-scale mixed use within currently industrial areas south of Chapman Avenue and west of Glassell Street adjacent to the BNSF railroad. Under Alternative 1, *Low Density* (max. 6 du/ac) residential designations are applied to most current residential areas located east of Lemon Street. West of Lemon Street, a combination of *Low*, *Low Medium*, and *Medium Density* residential designations are applied, consistent with current development patterns. The intent of these changes is to encourage infill development within Old Towne over time that is consistent with the style, density, character, and intensity of the current residential neighborhood.

Most areas designated *Old Towne Mixed Use* within the existing General Plan are designated *Neighborhood Mixed Use* within this Alternative, which would increase the maximum allowable building intensity from 0.5 FAR to 1.0 FAR, and also encourage and support development up to the property lines in order to maintain the historic streetscape and building pattern in the Old

Towne area. Ground floor retail uses would be encouraged for most infill development projects, which could be supported by residential or office uses on subsequent stories. Stand alone commercial, residential, or office projects may also be appropriate, provided they do not interrupt the historic streetscape. This mixed use designation is expanded westward to encompass much of the area located between Cypress Street and Parker Street south of Chapman and north of Almond Avenue. The intent of this re-designation is to encourage development of a transit-oriented, walkable residential and shopping environment adjacent to the Metrolink.

*Public Facility* designations described within the Existing General Plan are expanded along Cypress Street, north of Maple Avenue near the railway corridor to incorporate a planned expansion of Chapman University.

Other designations within Old Towne would remain unchanged within Alternative 1.

## **ALTERNATIVE 2**

Alternative 2 would extend the *Neighborhood Mixed Use* designation described in Alternative 1 north and south along the BNSF Railway, including most properties designated as *Industrial* within the existing General Plan, and extending to a neighborhood area bounded by Parker Street, La Veta Avenue, Montgomery Place, and Palmyra Avenue. Other designations would remain the same as those identified within Alternative 1.

## **COMMUNITY INPUT**

In addition, through workshops conducted for the General Plan update process, the community has expressed that land use decisions within this focus area should take into account the following:

- Enabling adaptive re-use of older industrial buildings, in a way that diversifies the mix of uses in Old Towne and protects the character of the area.
- Facilitating development of artist/live work spaces and galleries.
- Keeping residential densities low- to medium-density.
- Maintaining Old Towne's historic character.
- Enforcing current codes.
- Promoting the old-time village atmosphere through walkable neighborhoods and outdoor activities.
- Calming traffic on residential streets.
- Exploring the idea of expanding the Depot as a transportation center.
- Add to parks that are currently in the Old Towne area.

## **COMMENTS**

---

---

---

---

## **INDUSTRIAL AREAS**

### **PLANNING CONTEXT**

Orange’s industrial areas are characterized by a broad mix of business park, office, manufacturing, warehousing and commercial uses. Over time, market forces may create a demand for more office space, or more intense business park or warehouse uses than currently exist in the area. Considering ways to increase the intensity of uses throughout the City’s industrial areas will encourage more productive use of limited land resources. Care must also be exercised to ensure adequate buffering of higher intensity industrial uses from surrounding residential areas to the north and east.

### **EXISTING LAND USE**

This focus area generally consists of properties located north of Orangewood Avenue / Walnut Avenue and west of the BNSF Railway. Portions of the area, including the Katella Avenue Corridor and the Orangewood/Eckhoff area, are called out for more detailed discussion on their own. Existing land uses within the industrial area consist primarily of industrial, commercial, and office uses, along with several of vacant parcels located north of Taft Avenue. The area is characterized by warehouses, manufacturing uses, several regional distribution facilities, some wholesale retail centers, business parks, and a limited number of single-family homes. The focus area also includes some smaller offices and retail uses located on the east side of Orange-Olive Road, north and south of Taft Avenue.

### **EXISTING GENERAL PLAN**

Designations within the existing General Plan promote continued expansion of manufacturing, warehousing, distribution, and office uses within Orange’s industrial areas. An *Industrial* designation is applied to the entire area. FAR overlays described in the existing Land Use Element

determine the maximum allowed building intensity within portions of the industrial area. For areas located west of Batavia Street and generally south of Grove Avenue, the maximum allowable building intensity is 1.5 FAR. For remaining portions of the industrial area, the maximum allowable intensity is 0.4 FAR. A *General Commercial* designation is applied to properties on the east side of Orange-Olive Road, north and south of Taft Avenue, which allows a maximum building intensity of 0.5 FAR. Residential uses are discouraged within the industrial areas.

### **ALTERNATIVE 1**

Alternative 1 would generally encourage higher intensity industrial uses and promote more productive use of industrial lands. Areas located west of Batavia Street and generally south of Grove Avenue would be designated *Industrial*, and under this alternative, the maximum allowed intensity would decrease from 1.5 FAR to 0.75 FAR. This change may help preclude professional office uses within this portion of the corridor in favor of true industrial or business park uses. The remaining portions of the industrial area would be designated *Light Industrial*, and under this alternative, the maximum allowed intensity would increase from 0.4 FAR to 1.0 FAR. This change recognizes that most of the development within the area is approaching the current intensity cap, and provides room for expansion of current businesses within the area and infill of vacant properties with more intensive uses. Properties on the east side of the Taft Avenue/Orange-Olive Road intersection are designated *Medium Density Residential* under this alternative, which would allow up to 24 housing units per acre.

### **COMMUNITY INPUT**

In addition, through workshops conducted for the General Plan update process, the community has expressed that land use decisions within this focus area should take into account the following:

- Limiting office condominium conversions.
- Facilitating the development of a river trail system.
- Encouraging adaptive re-use in industrial areas.
- Protecting the majority of industrial uses.
- Creating buffer zones between residential and industrial areas.

### **COMMENTS**

---

---

---

---

---

---

---

---

---

---

---

## LEMON STREET CORRIDOR

### PLANNING CONTEXT

This corridor represents an opportunity to establish a buffer between industrial uses to the west and residential uses to the east. Buffers may be created by establishing a corridor of well-insulated higher density residential uses, or by using a portion of the corridor for lighter industrial warehousing or office uses, gradually transitioning into a single-family area from west to east.

### EXISTING LAND USE

The Lemon Street corridor is bounded by Lemon Street on the east, the BNSF Railway on the west, Hoover Avenue on the north, and Walnut Avenue on the south. The corridor includes predominately industrial and office uses, mixed with a few smaller commercial areas, a public facility, some parking, and a vacant lot.

### EXISTING GENERAL PLAN

The existing General Plan designates the entire corridor for *Industrial* use, at a maximum building intensity of 0.4 FAR. This would encourage future development within the corridor that is similar in character to what is found there today, as well as infill projects consisting of industrial, business park, or office uses.

### ALTERNATIVE 1

Alternative 1 encourages continued smaller industrial and office uses on the west side of Cypress Street south of Collins Avenue, combined with a transition to higher density residential uses east of Cypress and north of Collins adjacent to existing multiple-family development. The *Light Industrial* designation would be applied to the industrial portions of the corridor, enabling a maximum building intensity of 1.0 FAR. The *Medium Density Residential* designation would be used for the residential portion, allowing a maximum density of 24 dwelling units per acre.



areas adjacent to the offices have been allowed to develop as industrial parks. Additional consideration is needed regarding the intended role of this district in the City's future.

**EXISTING LAND USE**

This focus area encompasses properties generally located east of the Santa Ana River, north of the south side of Orangewood Avenue, west of Bitterbush Channel, and south of Collins Channel. Existing uses include professional offices, commercial uses, warehouses, and distribution centers.

**EXISTING GENERAL PLAN**

The existing General Plan designates portions of the focus area north of Orangewood Avenue as *Industrial*, and portions south of Orangewood as *Office Professional*. The maximum allowable building intensity within the industrial portions is 0.6 FAR. For areas north of Orangewood and south of the railroad, a 3-story height limit is also applied. For the office areas south of Orangewood, the maximum allowable building intensity is 0.5 FAR.

**ALTERNATIVE 1**

Alternative 1 proposes a slight expansion of current industrial and office uses north of Orangewood Avenue, and maintenance of current neighborhood-scale office activities south of Orangewood. All areas north of Orangewood would be designated *Light Industrial*, which would increase the maximum allowable building intensity from 0.6 FAR to 1.0 FAR, and remove the 3-story height limit south of the railroad. The alternative recognizes this area's potential to continue to provide options for lower-scale office uses and business-park oriented light industrial uses, as well as warehouse and distribution uses. Uses south of Orangewood would be designated *Neighborhood Office Professional*. No change to permitted uses or maximum building intensity at this location is proposed.

**COMMUNITY INPUT**

In addition, through workshops conducted for the General Plan update process, the community has expressed that land use decisions within this focus area should take into account the following:

- Creating a river trail connection.

**COMMENTS**

---

---

---

---

---

---

---

---

---

---

## LINCOLN AVENUE CORRIDOR

### PLANNING CONTEXT

The Lincoln Avenue corridor is comprised of assorted uses, many of which occupy converted residential structures. Recently, the City annexed the Del Rio property at the western-most end of Lincoln (at the Santa Ana River), and approved residential development on that site. Given the interface of the Lincoln corridor with established neighborhoods and limited neighborhood-serving uses in the area, the continued function of this corridor warrants discussion. Redefining the corridor as a multi-family residential district with concentrated and centrally-located commercial activities is one option for the future.

### EXISTING LAND USE

The Lincoln Avenue corridor is bounded on the west by Dell Street and on the east by Eisenhower Park and Canal Street. The corridor extends beyond Lincoln at intersections with Glassell Street and Orange-Olive Road. Existing uses consist primarily of multiple-family apartments of varying ages and styles, older single-family homes, churches, commercial retail uses and offices spread throughout the corridor.

### EXISTING GENERAL PLAN

Most properties located along this portion of the Lincoln Avenue corridor are designated *General Commercial* within the existing General Plan, which allows a maximum building intensity of 0.5 FAR. Currently residential properties located north of Lincoln and west of Orange-Olive are designated *Medium Density Residential*, which allows a maximum density of 24 units per acre. This designation is consistent with the type and intensity of current residential uses in the area.

### ALTERNATIVE 1

Alternative 1 promotes the establishment of *General Commercial* nodes surrounding intersections at Glassell Street, Orange-Olive Road, and Oceanview Avenue. *Low Medium Density* residential designations would be placed between these node to encourage infill of small-lot single-family

houses, duplexes, and smaller apartment structures. The maximum permitted intensity within the commercial areas would be 1.0 FAR. The maximum permitted density of residential uses would be 15 units per acre. The areas north of Lincoln designated *Medium Density Residential* within the existing General Plan would remain unchanged.

### **ALTERNATIVE 2**

Alternative 2 also encourages establishment of *General Commercial* nodes within the Lincoln Avenue corridor, but replaces the *Low Medium Density* residential designations described within Alternative 1 with *Medium Density Residential* designations that allow up to 24 units per acre. Other uses described within Alternative 1 would remain unchanged.

### **ALTERNATIVE 3**

Alternative 3 replaces the *General Commercial* nodes described in Alternative 2 with *Neighborhood Mixed Use* designations, which encourage either multiple-story projects with ground-floor retail uses supported by housing or offices above, or stand-alone commercial, residential, or office projects with pedestrian connections to retail areas and the street. The maximum building intensity within the mixed use nodes would be 1.5 FAR. The maximum residential density would be 24 units per acre.

### **COMMUNITY INPUT**

In addition, through workshops conducted for the General Plan update process, the community has expressed that land use decisions within this focus area should take into account the following:

- Preserving historic buildings.
- Increasing landscaping and/or providing a green belt along Lincoln Avenue adjacent to the street.
- Improving the image of Lincoln Avenue.
- Enhancing connections to Anaheim.
- Consider open space requirements associated with residential uses.
- This is a major traffic area, which may not be appropriate for more housing.

### **COMMENTS**

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---