



# INTRODUCTION

## INTRODUCTION TO THE GENERAL PLAN

Orange is grounded by a unique and rich history that provides a foundation upon which the City is prepared to build to meet the challenges of the 21<sup>st</sup> Century. This General Plan is the primary source of long-range planning and policy direction that will be used to guide growth and change, and to preserve and enhance the quality of life within the community.



Old Towne Orange shopping district

The General Plan strives to protect those characteristics that make Orange a desirable and distinctive place to live, work, and play. Those attributes include: 1) high-quality services that residents have come to expect; 2) a variety of residential, business, and recreational environments; and 3) the important role that the history and traditions of the City play in community life.

The essence of Orange is variety, quality, and surprise. Numerous housing options are accommodated in the Plan, allowing residents a range of housing types, including homes in the largest historic district in Southern California and suburban tract homes designed by a world-famous architect. Housing locations also vary from densely populated urban neighborhoods near public transit, cultural, and recreational activities to semi-rural equestrian environments close to nature. This Plan maintains that variety of choice.

Orange is a high-quality community that boasts world class hospitals, educational institutions, and business diversity. Its public services are second to none, its parks and open spaces attract visitors from around the region, and its business environment has made the City a regional economic leader. Yet, throughout its periods of growth and development, the City has maintained its small town attitude. With countless restaurants to enjoy in the City's retail areas, many small shops to discover at the Plaza, and the Santiago Creek area to explore, Orange continues to offer welcome surprises.

As described above, Orange is already a very special place, but it is also a City at a crossroads in its history. This Plan comes at a critical juncture as the City expands its physical development one final time to the east. It ensures that the special quality of life that has defined this community is not lost as the region continues to be confronted by development pressures. Orange provides a strong sense of place and identity, and this General Plan is designed to protect those qualities for future generations.



## Purpose of the General Plan

*“City planning is:*

- *An aid to the people in the street to visualize their city properly planned;*
- *A practical, sensible way of providing a place for everything with everything in its place;*
- *An instrument for uniting citizens to work for the city’s future; and*
- *An efficient means of avoiding duplication and waste in public improvements.”*

*- adapted from John Nolen, 1926*

Each city and county within California is required to adopt a general plan and update this plan at regular intervals. The purpose of the general plan is to anticipate and plan for “the physical development of the county or city, and any land outside its boundaries which bears relation to its planning” (California Government Code Section 65300).

Orange’s General Plan might be compared to a roadmap that will lead to a better future. Contained within this roadmap is a description of Orange today, a vision of a desirable Orange of tomorrow, and the outline of a path, expressed through goals, policies and implementation measures, to achieve the vision’s promise of tomorrow.

To be considered comprehensive, this General Plan must address many issues that influence land use decisions. Specifically, state law requires that the General Plan address not only land use but also circulation, housing, the conservation of natural resources, the preservation of open space, the noise environment, and the protection of public safety (Government Code Section 65302). In addition to addressing the issues required by the state, Orange’s General Plan also addresses important local issues involving cultural resources, economic development, urban design, and growth management.

The primary benefit of long range planning is that it allows the City to control, to the degree possible, its own destiny. Much of the vision statement and many of the goals and policies outlined in this Plan will, if implemented, enhance livability for residents, foster a better business climate, and provide for the city’s visitors. The links forged within the Plan between land uses and the transportation, infrastructure, and public services networks will provide the flexibility needed to accommodate growth and change over the life of the Plan. The General Plan also focuses on strengthening the connections between residential neighborhoods and adjacent commercial centers and recreational amenities. Such connections may lead to a healthier lifestyle for residents by creating mobility options that did not exist before.

## Orange’s Planning Area

Orange benefits from its location near six major freeways that link the City to residential communities, shopping, and jobs throughout Orange, Los Angeles, and Riverside Counties (Figure I-1). The planning area addressed by the General Plan is illustrated in Figure I-2.

The City of Orange lies in the heart of north-central Orange County, an area undergoing a marked change in land use. To the west and south are the rapidly growing and urbanizing cities of Anaheim and Santa Ana. To the southeast is the City of Tustin. Completely contained within the borders of Orange is the City of Villa Park. To the east lies vast acreage of unincorporated land



within the County of Orange. In addition to the corporate limits of the City, the planning area generally addresses portions of unincorporated Orange County located within and adjacent to the incorporated City limits. 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 (SOI). An additional 15,800 acres of Orange's remaining SOI are located east of the City and outside the planning area.

A primary goal of the General Plan is to realize the long-held vision of "One Orange"—a city that stretches from the Santa Ana River to the Anaheim Hills, supporting a wide variety of residential lifestyles. These residential options include the dense urban environment of Uptown, the small town flavor of Old Towne, the "modernism for the masses" neighborhoods of the Eichler tracts, and tranquil, equestrian-oriented neighborhoods such as Orange Park Acres.

Orange is connected to the surrounding region through a complex network of freeways; through Metrolink, a heavy rail commuter system; and through bus transit provided by the Orange County Transportation Authority (OCTA). The City occupies a unique geographic location that offers residents and businesses easy access to both the benefits of urban living and the quiet solitude of open spaces and suburban life.

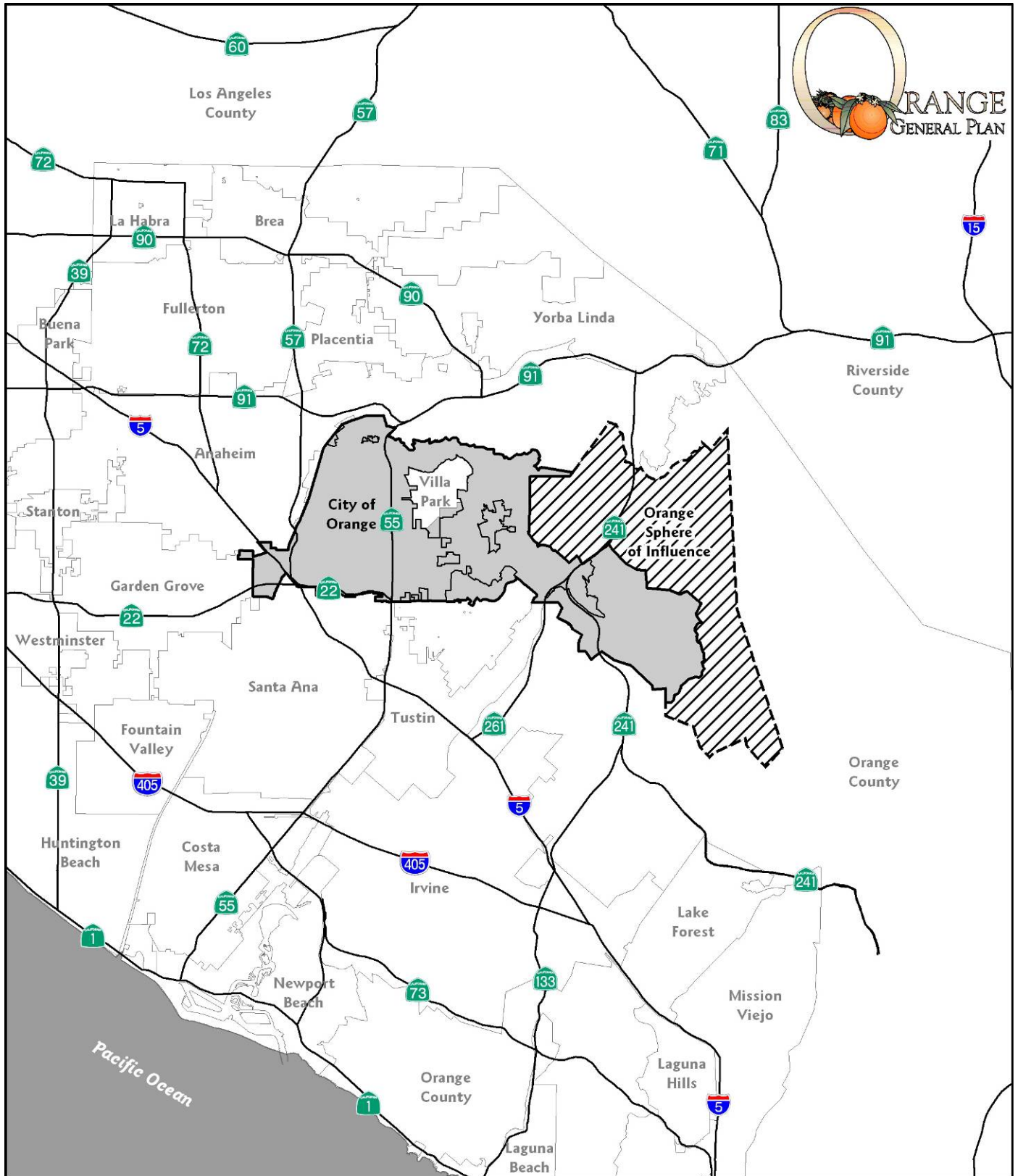
### **A Brief History of Orange**

In order to prepare for the future, it is often worthwhile to look to the past for inspiration. A review of Orange's dynamic history reveals seven important phases: pre-colonization, colonization, early settlement, agriculture and industry, immigration and ethnic diversity, interwar development, and postwar development.

#### **Pre-Colonization (before 1800)**

The City of Orange has a rich cultural heritage stretching back perhaps as far as 15,000 years. Evidence of pre-colonial occupation indicates an evolution from mobile foraging to sedentary settlement patterns. By the Late Prehistoric Period, human settlements with high population densities and complex political, social, technological, and religious systems were typical throughout the Los Angeles Basin. This period ended abruptly when Spanish colonists began establishing missions along the California coast.

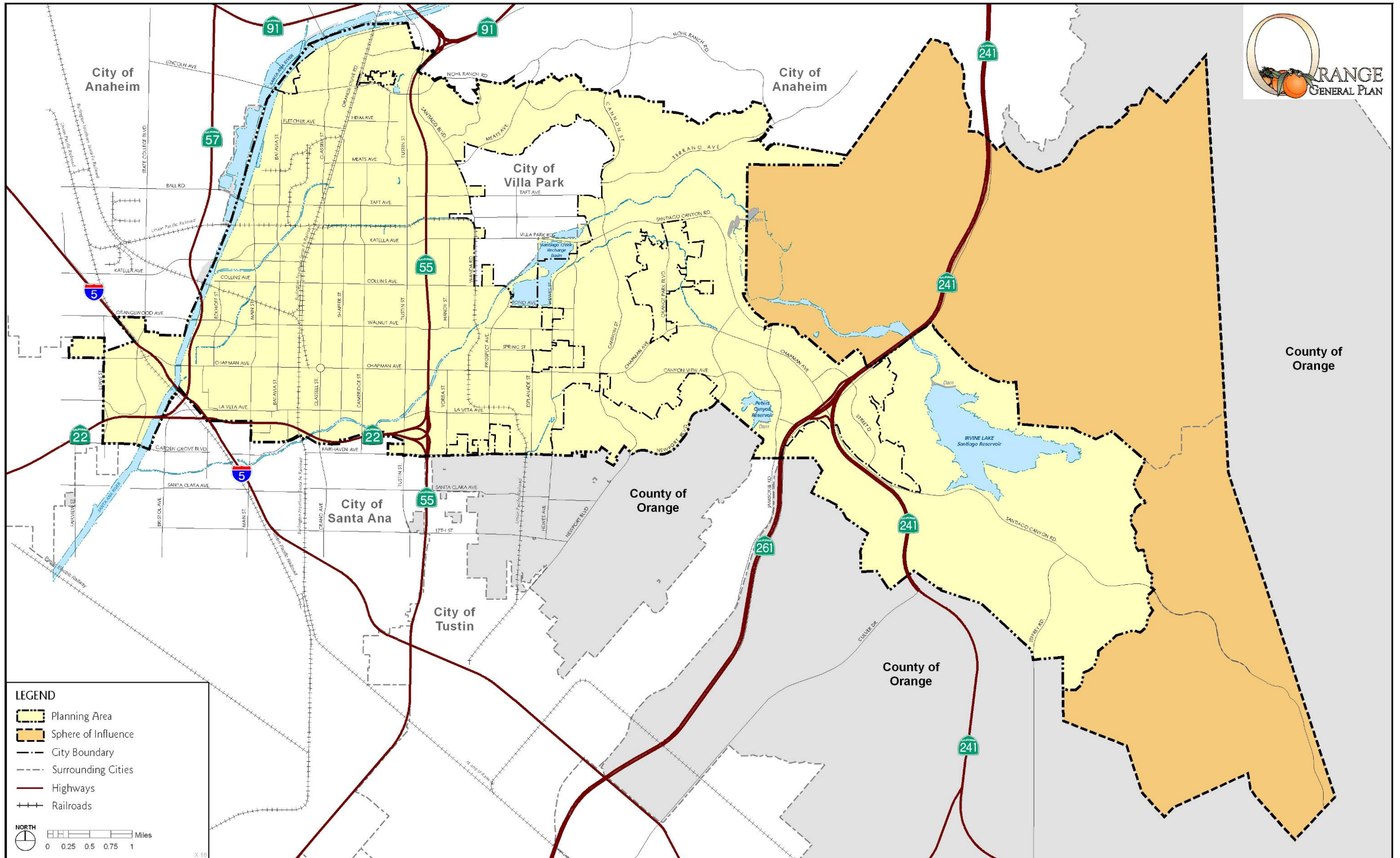
The City of Orange is situated within the ethnographic territory of the Gabrielino Indians of California. The Gabrielino people lived in either permanent or semi-permanent villages, primarily along coastal estuaries and major inland watercourses. Gabrielino culture was heavily affected by colonial Spanish missionary efforts, with disease and forced participation in the mission system disrupting most traditional culture and resulting in a catastrophic reduction of the native population.



**LEGEND**  
■ Planning Area  
□ Surrounding Cities



Figure I-1 Regional Location Map







While traveling through the area in 1769, Father Juan Crespi, whose diaries are the first written account of interactions between Spanish priests and the indigenous populations, noted the presence of a large village, *Hotuuknga*, upstream from present day Olive on the north side of the Santa Ana River. Crespi wrote that 52 Indians came to greet their party and accepted blankets, beads, and other goods. When he returned two years later, the group was hostile and the Spaniards quickly continued on their way. As late as the 1870s, a small “Indian camp” was visible on the north side of Santiago Creek just west of the Glassell Street crossing.

### **Colonization (circa 1800-1870)**

The first landowner in the Orange area was Juan Pablo Grijalva, a retired Spanish soldier. His land extended from the Santa Ana River and the foothills above Villa Park to the ocean at Newport Beach. Along with his son-in-law, Jose Antonio Yorba, he began a cattle ranch and built the first irrigation ditches to carry water from the Santa Ana River. After Grijalva’s death, Yorba and his nephew, Juan Pablo Peralta, received title to the Rancho Santiago de Santa Ana land grant with a total of 78,941 acres.

After California became a state in 1848, one member of the extended family that owned the Rancho—Leonardo Cota—borrowed money from Abel Stearns, who was the largest landowner in Southern California. Cota put up his share of the Rancho as collateral. When Cota defaulted on the loan in 1866, Stearns filed a lawsuit in Los Angeles Superior Court to demand a partition of the land so that Stearns could claim Cota’s section. As a result, the Rancho was subdivided into 1,000 units parceled out to the heirs and the claimants in the lawsuit.

### **Early Settlement (circa 1870-1920)**

The early roots of the Orange we recognize today had their origins in the partitioning of the Rancho. Two of the most important historic areas within the city—Old Towne and El Modena—were established at this time.

#### ***Old Towne***

When the Rancho Santiago de Santa Ana was subdivided in the late 1860s, a Los Angeles Lawyer, Alfred B. Chapman, represented several parties in the partition suit. As payment for his fees, Chapman acquired approximately 4,000 acres. In 1870, Chapman hired another lawyer, William T. Glassell, to survey and subdivide his land holdings into farm lots ranging in size from 10 to 40 acres.



Old Towne Orange commercial building, circa 1900

## INTRODUCTION



With an eye to the future, the founders set aside eight lots in the center of the newly subdivided blocks of land, to be used as a public square. This public amenity is now known as Plaza Square, or simply the Plaza. In honor of the founders, the two main streets, which intersected at the public square, were named Chapman Avenue (running east-west) and Glassell Street (north-south).

Orange grew rapidly during the Great Boom of the 1880s. New settlers flocked to the region due to cross-country expansion, inexpensive rail fares, and the balmy Southern California climate. Many of the new settlers entered Orange via the Santa Fe Railroad (later called the Atchison, Topeka, and Santa Fe) Depot four blocks west of the Plaza (currently the site of the historic Santa Fe Depot building and Depot Park). Much of the real estate boom of the 1880s was driven by speculation. Landowners subdivided their ranches in order to sell individual lots, which were often bought by speculators. By 1887, dozens of new subdivisions and four new townsites were laid out. Connecting these new communities were two horse-drawn streetcar systems: the Orange, McPherson and Modena; and the Santa Ana, Orange and Tustin lines.

By the late 1870s and early 1880s, the population of Orange was large enough to support the construction of civic buildings and gathering places such as churches, schools, and public parks. As the community continued to grow and lots were further subdivided, the new residents named the streets after the towns they came from in the East, such as Batavia and Palmyra.

Orange incorporated on April 6, 1888. At the time of incorporation, Orange was about three square miles, with 600 people who predominantly lived on small family ranches surrounding the town. Although most residents lived on working farms, some homes—generally for the town's doctors, lawyers, and merchants—were built on the small lots surrounding the Plaza.

After the Great Boom of the 1880s became a bust, major construction in Orange lay dormant for over ten years. With the new century came growth in the town's citrus industry and an increase in economic prosperity. The Plaza soon became the commercial and social hub of Orange. Radiating out from the Plaza, Chapman Avenue and Glassell Street became favored locations for the principal banks, newspapers, stores, and public institutions. Residential development, which increased to meet growing demand, occurred on the secondary streets beyond the Plaza and commercial center.



A Craftsman bungalow in Old Towne Orange, circa 1916





### ***El Modena***

Paralleling the early settlement of Old Towne was the establishment of another town located approximately three miles to the east. Known as El Modena, this small enclave evolved from a Quaker village into a citrus-farming Mexican-American barrio over the course of its nearly 120-year history. San Francisco millionaire and philanthropist David Hewes became one of the primary developers in the area when he bought hundreds of acres around 1885. By 1886, there were 400 people living in El Modena. In 1888, a horse drawn streetcar connected El Modena to Orange. By 1889 the building boom was over and the population declined briefly before rebounding with the successful establishment of the area as an important fruit growing location.

### **Agriculture and Industry (circa 1880-1950)**

With the expansion of citrus farming, water quickly became a critical element for ongoing prosperity. In 1871, the A.B. Chapman canal began bringing water from the Santa Ana River to the townsite, with ranchers digging lateral ditches to their farms. By 1873, settlers began to develop wells, tapping into a water table only 18 feet below ground. A drought in 1877 motivated local ranchers to buy out the water company and form the Santa Ana Valley Irrigation Company (SAVI).

As a cooperative water venture, SAVI was vital to the agricultural development of the arid Southern California region. Beginning in the 1880s, the transcontinental railroad system granted growers in Orange County access to markets across the nation. The introduction of reliable irrigation and transportation systems was accompanied by a surge in agricultural production and productivity in Orange County. This was particularly true in Orange. From 1880 to 1950, citrus and other agricultural industries were the predominant influences on the economic, political, and cultural development of the city.

By 1893, citrus had become so dominant that the Orange County Fruit Exchange (now known as Sunkist) was organized and incorporated. Its headquarters, built at the northeast corner of Glassell Street and Almond Avenue, marked the beginning of Orange's industrial district.

The citrus industry continued to grow until the Great Depression. Between 1933 and 1935, unemployment in Orange County grew to 15 percent, leading to labor issues that culminated in a farm workers strike in 1936. Another blow to the citrus industry occurred in the 1950s with the spread of "Quick Decline" disease, which resulted in reduced crops and loss of trees. This, combined with the strong demand for housing after World War II and the need for developable real estate, began to diminish the once-powerful role of the citrus industry.

### **Immigration and Ethnic Diversity (circa 1910-1950)**

Two international events had significant effects on El Modena and Orange in the 1910s: the Mexican Revolution and World War I. Beginning around 1910, many Mexican families came to the U.S. seeking refuge from the chaos sparked by the Mexican Revolution. When the U.S. entered World War I in 1917, men across the country were drafted into the war effort. As a result, the fruit harvesting workforce dwindled, creating employment opportunities for these new immigrants. The increased demand for workers and the influx of Mexicans supported two vibrant communities: the Cypress Street Barrio and El Modena. The ethnic diversity of Orange was also increased by many Chinese railroad workers who made it their home.



## *Cypress Street Barrio*

Beginning in 1893, Mexican citrus workers settled on Cypress Street, a short distance west of the Plaza, when a packinghouse was built on the 300 block of North Cypress. Growers realized that having an easily accessible, stable, and permanently housed workforce assured a lessened chance of labor problems. Residents of the Cypress Street Barrio were a tight-knit group with many new residents coming from the same villages in Mexico. Today, some residents can trace their family's neighborhood roots back four generations.

In 1946, the City instituted new zoning laws that designated much of the Barrio for light industrial use. Because of this zoning, residents could not qualify for permits to rebuild or remodel their homes.

## *El Modena*

By the 1920s, the town of El Modena began to take on a distinctly Mexican character. Many Mexican-American El Modena families worked in packinghouses and orchards. The area was isolated from surrounding communities by swathes of fruit tree groves. Property lots in El Modena were small, creating a very intimate community whose focus was on the church and the nearby schools.

## *Segregation*

Isolation and segregation from the Anglo residents of Orange were unfortunate facets of life for the residents of El Modena and the Cypress Street Barrio. Many popular recreational activities were segregated, including movie theaters. Mexican-Americans were restricted from playing ball in public parks and their use of the community pool was limited to Mondays, because the pool was drained on Monday night. The effects of segregation were also felt in the schools, where Mexican-American student enrollment was restricted to "La Caballeriza" ("The Barn"), a two-room wooden schoolhouse behind the Lemon Street School.

A breakthrough came in 1947, when the U.S. Supreme Court ruled in favor of the League of United Latin American Citizens in the case *Mendez v. Westminster*, ordering that "school districts not segregate on the basis of national origin." El Modena was among the four school districts subject to this ruling. In the wake of *Mendez* came the landmark *Brown v. Board of Education* decision in 1954. As integration slowly commenced, many disgruntled Anglo families moved away, settling in newly drawn school districts that were often "re"-segregated.

The original town proper of El Modena, north of Chapman Avenue, continues to be an unincorporated part of Orange County, despite annexation in the 1960s and 1970s of surrounding areas by the ever-growing City of Orange. Although many additions and alterations to the area's older



La Morenita general store in El Modena, circa 1930



homes have taken place, the single-family, working-class residential character of El Modena remains.

### **Interwar Development (circa 1920-1941)**

As the citrus economy continued to flourish into the 1920s, the demand for housing grew and fueled the architectural diversity of the city. The first residential neighborhoods were created on a compact grid of streets. The cottages and California-oriented Craftsman houses of the 1910s and early 1920s were followed by European-influenced Tudor, Provincial, Mediterranean, and Norman Revival styles. The Mediterranean Revival style was the most popular in Orange, and houses in this style that remain exist primarily on the outskirts of the original townsite. Beginning in the 1930s, Ranch and Minimal Traditional style homes became dominant due to the economic restraints created by the Great Depression. Minimal Traditional homes tend to be boxy, with flat wall surfaces and little ornamentation or other detailing; they often feature simplified features of Tudor and Colonial Revival styles. Ranch homes became the most prevalent type of housing built in the United States between the 1930s and 1960s. Throughout the 1920s and up until World War II, Orange grew slowly and methodically. The boundaries of the original townsite were expanded with new residential areas, with infill development completing the historic area that is now known as Old Towne.

### **Postwar Development (circa 1945-1975)**

World War II brought prosperity to southern California's economy and ended the ravages caused by the Great Depression, which had devastated fruit prices. After World War II, the face of California was changed forever by returning soldiers and a massive influx of new state residents. Orange,



A Mediterranean Revival residence in Old Towne Orange, circa 1920

located centrally in the Los Angeles metropolitan area, was no exception. Military personnel, facing housing shortages in other areas, moved into the region. Orange's remaining open and agricultural space was highly attractive to developers of bedroom communities.

By the 1950s, many ranchers readily sold their acreage; orange groves were succumbing to the "Quick Decline" disease and the demand for real estate for housing construction soared. Orange's explosive suburban residential growth began in 1953 and peaked in 1962, when thousands of acres of land were sold for development. Between 1950 and 1960, the local population swelled from 10,000 to 26,000 as former orchards were torn out and replaced with subdivisions of single-family homes. Most of the larger tracts (50-100 homes) were built by outside developers, though there were a few local developers who worked on a smaller scale. One of the more notable developers working in Orange during this period was Joseph Eichler, who built three tracts to the



north and east of Old Towne. These Eichler developments brought distinct elegance, originality, and modern design principles to suburban homes.

### *Eichler Homes*



Fairhaven Tract residence designed by architect A. Quincy Jones, circa 1960

Between 1949 and 1974, Joseph Eichler built about 11,000 homes in California, including 575 in Southern California and 350 in Orange. Frank Lloyd Wright's Usonian building principles, which included integration with the natural landscape, the use of indigenous materials, and an aesthetic to appeal to the

“common man,” gave Eichler ideas for his own suburban tract housing. Eichler hired a series of progressive firms, including Anshen & Allen, Jones & Emmons, and Claude Oakland Associates, to design innovative, modern, and affordable homes for California's growing middle class consumers. For over two decades, Eichler Homes would utilize streamlined production methods, specialized construction materials, an innovative marketing campaign, and one of the first non-discriminatory suburban housing policies in the country to change the shape of California's suburbs.

### *Chapman University*

Chapman College was founded in 1861 as Hesperian College in Woodland, California by the Disciples of Christ. By 1920, Hesperian College merged with the new Los Angeles-based California Christian College. The major benefactor to California Christian College was Fullerton citrus rancher Charles Clarke Chapman, and in 1934 the college was renamed Chapman College.

After World War II, as returning veterans with G.I. Bill funding filled college classrooms across the nation, Chapman College required a larger campus to accommodate the higher student population. When the Orange Unified School District proposed building a new high school, Chapman College purchased the old Orange Union High School campus at Glassell Street and Palm Avenue. Chapman College moved to this site in 1954 and became the first four-year, accredited college in Orange County. In 1991, the college changed its name to Chapman University.

### *Civic and Community Development*

The surge in Orange's population in the 1950s and 1960s created a need for new government buildings to replace the early City Hall, Fire Station, and Carnegie Library. The Orange Public Library (then addressed as 101 North Center Street, but now as 407 East Chapman Avenue) was completed in 1961. Welton Becket and Associates designed a new civic center completed in 1963. Several fire stations were constructed during the 1960s, including a new headquarters on South Grand Street in 1969. A new main post office was constructed on Tustin Avenue in 1971.



New business districts were also created during the mid-1950s, diminishing downtown Orange's importance as the city's major commercial center. Major shopping centers opened on the corners of Tustin Street, Chapman Avenue, Collins Avenue, Glassell Street, North Batavia Street, East Katella Avenue, Meats Avenue, Main Street, and La Veta Avenue, attracting supermarkets, restaurants, hardware stores, banks, and gas stations, among other businesses. Shopping centers built during the 1960s and 1970s include Town and Country Village Shopping Center, the Mall of Orange (now The Village at Orange), and The City Shopping Center (now The Block at Orange).

The industrial areas located on the City's west side continued to flourish. Lots were consolidated, allowing for larger structures. The first of the office condominiums were completed. The growth pressures in the industrial area started to affect the quality of life for those living in the Cypress Street Barrio area and other residential pockets within the industrial district.

### **Modern Orange: 1975-Present**

During the postwar suburban construction boom, the most desirable land for subdivisions was the flat coastal plain where cities such as Garden Grove, Westminster, and Costa Mesa developed. By the late 1960s, construction slowed. Further development stalled with the energy crisis of 1973. By the 1980s, however, the foothills to the east of El Modena became prime real estate. Orange Park Acres, which lies between Chapman Avenue and Santiago Canyon Road, was first subdivided in 1928, but most of the area was annexed by the City of Orange during the 1990s. The Orange campus of Rancho Santiago Community College was constructed in 1985 and became Santiago Canyon College in 1997. As a result of this continued residential development, by the late 1990s the citrus packing industry had steadily moved out of Orange County. Today the only operating packinghouse in Orange County is in the City of Orange.

Once the flatlands were fully developed, the remaining undeveloped lands that were previously thought to be too expensive or complicated to develop, including the hillsides, became much more desirable. In 2005, the City approved a development proposal for the remaining undeveloped hillsides to the east of Orange and within its SOI. The newest neighborhoods in Orange are Santiago Hills II and East Orange, which consist of approximately 4,000 homes. Both neighborhoods are located adjacent to the Irvine Ranch Land Reserve, and have significantly expanded the boundaries of Orange towards the east. These areas comprise approximately 6,821 acres, with 4,988 acres set aside as permanent open space. Part of the development agreement called for the inclusion of amenities such as neighborhood parks, a 20-acre regional sports park, public trails, and a new fire station.

## **Historic Growth**

As shown in Figure I-3, the birthplace of the City of Orange can be traced to a single spot—the intersection of Chapman Avenue and Glassell Street. The City founders felt that a grand public space right in the heart of the community would be an asset that would help them sell lots. Now known as Plaza Park, this park and traffic circle is the hub of the City.

The original city plot was for a 1-square-mile town divided by a north-south commercial corridor and an east-west commercial corridor. The surrounding quadrants were residential areas. Moving



outward from the Plaza, lot sizes grew progressively larger. This original area, now known as Old Towne, has become one of the most cherished destinations in Orange County.

Once the original square mile district was fully built out, the City began to grow through annexation. Nutwood Place, a residential subdivision to the south, was the first area annexed. Factors such as the Great Depression and World War II limited growth until 1950.

By 1950, the demand for housing and the decline of the citrus industry combined to change Orange forever. The first areas to see growth and then annexation were the industrial lands west of the railroad tracks, south of Sycamore Avenue, and east of the River. This included the adjoining residential neighborhood.

Between 1960 and 1970, Orange saw some of its greatest periods of growth. The original farms north of Old Towne were redeveloped as residential subdivisions. These subdivisions sought annexation to take advantage of the high quality of services for which Orange is known. The area north of Collins Avenue saw dozens of residential neighborhoods spring up. Industry found a home west of the railroad tracks, east of the Santa Ana River, and north of the Bitterbush Channel (Sycamore Avenue). Areas adjacent to the new 57 Freeway west of the Santa Ana River were also brought into the fold, including the area where the UCI Medical Center stands today. Growth also occurred east of Old Towne, including the areas surrounding the El Modena and McPherson neighborhoods.

In the 1970s, the only area newly annexed to the city was the Nohl Ranch area at the City's northern border. This suburban residential district is bisected by Meats Avenue. In the 1980's, the Irvine Company's Santiago Hills and other projects redefined Orange's eastern boundary. This growth also included the development of Santiago Canyon College. The unincorporated Orange Park Acres neighborhood was surrounded by this large scale development.

By the 1990s, the City was well established. Additional areas annexed to the City were mostly infill development projects, including residential neighborhoods adjacent to Hart Park, north of Bond Avenue along Hewes Street, suburban residential tracks near Cerro Villa Park and Belmont Park, and a residential neighborhood located near Cannon Street.

Since 2000, numerous parcels have been annexed to the City, including the Del Rio/River Bend site along the Santa Ana River at the northwest tip of the city, a residential neighborhood centered on Serrano Park, a large parcel to the east of the current boundary along Chapman Avenue where it climbs up the hillside, and about a dozen small County islands surrounded by previously incorporated areas.

## **The Vision for the Future**

By understanding the historical factors that have helped shape today's Orange, the City is well-positioned to chart a course to achieve its vision for the future. The Vision Statement is the foundation for General Plan goals and policies. It is an expression of our shared values and requirements for Orange's future. The Vision identifies the ideal conditions to work toward over the next 20 years and provides guidance for our policy makers as they work to improve the quality of life in Orange.

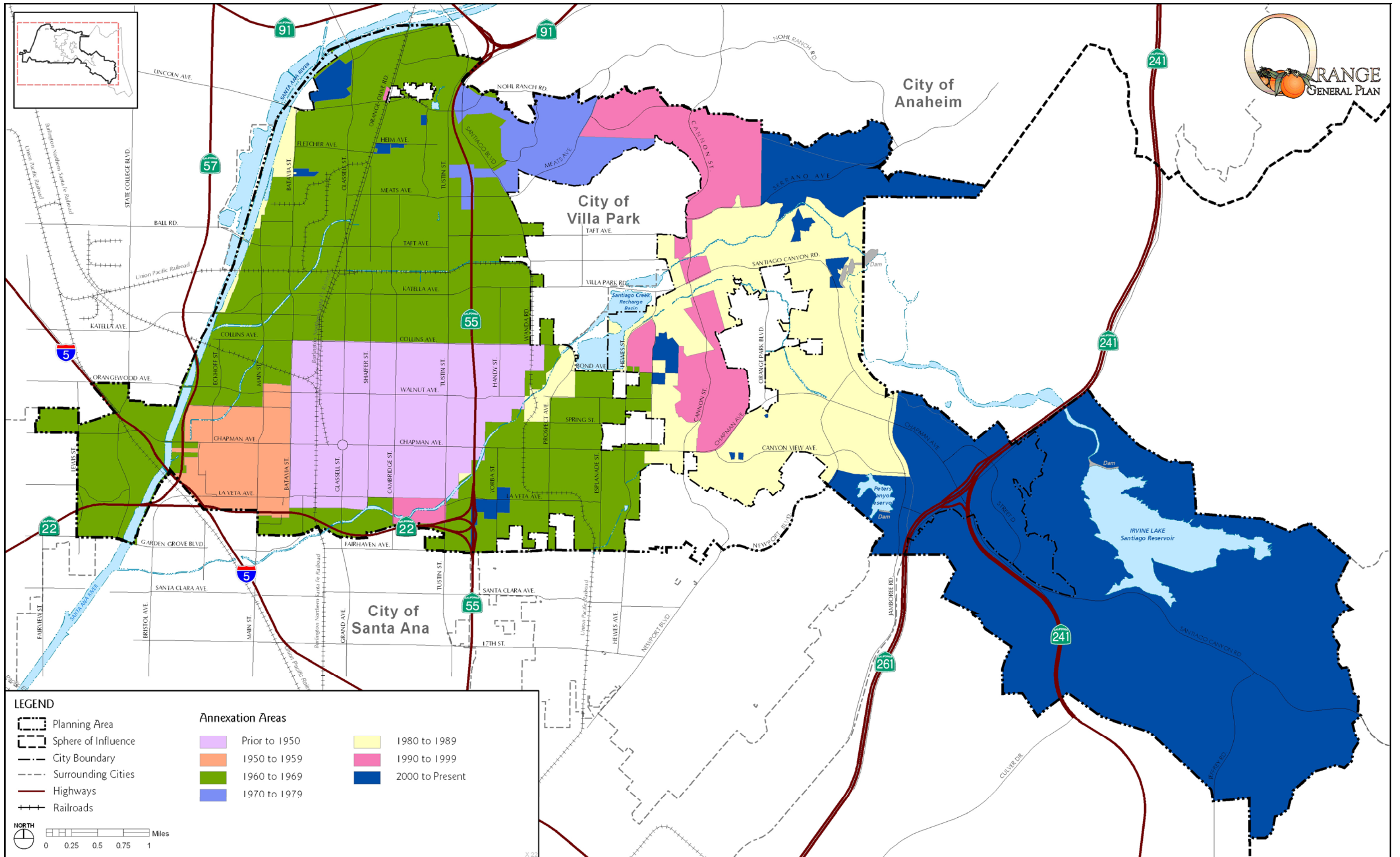


Figure I-3 Orange's Historic Growth







## A VISION FOR ORANGE: 2030

### Preamble

The people, neighborhoods, businesses, and educational and religious institutions define Orange. Our identity has been enhanced because we have honored the past while creating our future. We must continue to maintain our small town character within residential neighborhoods, while providing a wide range of services, products, and amenities in our commercial, retail, and industrial districts.

### Where We Live

Our vision for Orange is to continue to provide housing for all lifestyles within its diverse population. The General Plan will strive to maintain the different residential areas that make Orange unique: whether living in a semi-rural area that provides scenic views of natural beauty and convenient access to nature and trails; residing in a traditional suburban neighborhood setting; or enjoying the urban core experience near shops, restaurants, civic facilities, and public services. In the future, we will strive to achieve the following objectives:

- Orange must continue to encourage a variety of living environments for a diverse population, consistent with existing neighborhoods.
- The City will build upon existing assets to create a living, active, and diverse environment that complements all lifestyles and enhances neighborhoods, without compromising the valued resources that make Orange unique.
- The City will continue efforts to protect and enhance its historic core. This same type of care and attention will be applied throughout the rest of the City.
- The City will work to improve the quality of life for all residents by providing residential, commercial, industrial, and public uses that exist in harmony with the surrounding urban and natural environments.
- Residential areas will be connected to commercial, recreational, and open space areas, as well as educational and cultural facilities via a balanced, multi-modal circulation network that accommodates vehicles, pedestrians, cyclists, hikers, and equestrians. This network will create additional opportunities for walking and biking, enhancing safety and well-being for neighborhoods and businesses.
- The City will encourage a local economy that provides ample commercial, financial, office, and industrial opportunities that provide employment and sufficient revenue to support important community services.
- Orange recognizes the importance of managing development in a manner that ensures adequate and timely public services and infrastructure and limits impacts on the natural environment.



**Where We Work**

Our vision for Orange is to find an appropriate balance between residential, commercial, and industrial demands. This vision encourages the City’s retail districts to improve piece by piece, so that their efforts will result in a public realm along Chapman Avenue, Tustin Street, Katella Avenue, and Main Street that will be characterized by visually attractive commercial development, active public areas, high-quality streetscapes, and innovative design that complements Orange’s heritage.

To achieve our vision, we shall work toward the following objectives:

- The City will strive to provide for a range of businesses including both small, family-owned businesses and larger businesses that serve a regional market.
- The appearance and variety of commercial, retail, industrial, and employment centers will reflect the pride that residents have for Orange, as well as the long-term investments the City has made in its infrastructure.
- Orange will tap into the entertainment and hospitality markets by enabling development of high-quality facilities strategically located near other regional tourist draws.
- We will continue to support educational and medical institutions and other industries that provide high paying jobs and are major contributors to the community.

**Where We Play**

Our community recognizes that its quality of life will be judged by how well we connect with our surroundings. Therefore, this General Plan has focused on maintaining and creating those special places that bring us together. It is paramount to reinforce the connections between those places and the community, so that all our residents and visitors can share and enjoy the outdoors and other activities.

Therefore, our Vision includes the following objectives:

- The City will work to define neighborhoods through the use of open space areas and a trail system that provides a source of aesthetic beauty and recreational opportunities. These open space areas support a healthy and active community.
- We will continue to protect our critical watersheds, such as Santiago Creek, and other significant natural and open space resources.
- The City will strive to build a comprehensive system of parks, open space, equestrian areas, scenic resources, undeveloped natural areas, as well as a full array of recreational, educational, and cultural offerings such as libraries, sports, entertainment areas, and play facilities.
- We will develop a connected multi-modal network for traveling from one end of town to the other that provides the option for residents from different neighborhoods to access parks, open spaces, and scenic areas by vehicle, transit, foot, bicycle or, where appropriate, horse.



## Visioning Process and Community Participation

Vital to the success of this General Plan update was the high level of participation from the public. The objective for the community participation component of the General Plan was to rely upon members of the community to provide direction for the Plan, to assist in the drafting of the Vision Statement, and to identify issues and opportunities that will enhance the quality of life in Orange. A variety of outreach tools allowed all who wished to participate to do so in a manner with which they felt comfortable. Outreach tools included articles in the City’s quarterly newsletter, workshops targeting seniors and youth, and stakeholder interviews including talks with the City Council and City department heads. Focus group discussions were conducted with representatives of special interest groups, including business owners, developers and real estate experts, community resource organizations, open space and trail advocates, and neighborhood groups. Additional focus group sessions were conducted with representatives from housing organizations, historic preservation and arts organizations, parks and recreation advocates, and the local hospitals. Other focus groups were comprised of infrastructure experts, education representatives, and those who work in the circulation and mobility fields.

Leading the effort was the General Plan Advisory Committee (GPAC). The GPAC membership consisted of community representatives appointed by the City Council who brought broad-based insights regarding the issues and opportunities confronting Orange over the next two decades. The GPAC membership represented diverse community interests and geographic areas of the City. The GPAC was the principal body for identifying, confirming, and validating community concerns and desires, and functioned as a conduit between City, residents, property owners, and the business community. The group extensively analyzed a full spectrum of community issues, opportunities, and challenges. The GPAC met nine (9) times and successfully drafted and adopted the Vision Statement, identified and reviewed future options for land use opportunity areas, and drafted goals and policies for each General Plan element. In addition to their meetings, the GPAC toured the City by bus and shared their impressions with City staff and the rest of the group.

The City also conducted four (4) community-wide workshops. The first workshop focused on the opportunity areas selected by the GPAC. The workshop objective was to identify issues and opportunities for each area. The second workshop was based on the input from the first workshop and was a review of potential land use alternative scenarios for the opportunity areas. The direction gained from the second workshop was further refined and presented to the public at the third workshop, where the long-term impacts of each scenario were considered. Finally, a fourth workshop was held to validate the Vision Statement, the preferred land use scenarios, and the goals and policies crafted by the GPAC. In addition to



Orange residents provided numerous ideas for future land use options in many City neighborhoods during workshops.



these workshops, the City made a special effort to reach out to both youth and seniors, with individual workshops focused upon each of these groups.

Other community participation tools included Joint Workshops with the City Council and the Planning Commission, and working with the Chamber of Commerce's Junior Leadership group.

The City also invited representatives of the regions' Native American tribes to contribute to the process. The tribes contacted included the Juaneno Band of Mission Indians and the Gabrieleno/Tongva Tribal Council.

### **Organization and Use of the General Plan**

The Orange General Plan contains goals, policies, and plans to guide land use and development decisions in the future. The General Plan consists of the following elements, or chapters:

- Land Use Element
- Circulation & Mobility Element
- Natural Resources Element
- Public Safety Element
- Noise Element
- Growth Management Element
- Cultural Resources & Historic Preservation Element
- Infrastructure Element
- Urban Design Element
- Economic Development Element
- Housing Element

As shown in Figure I-4, Orange's General Plan sometimes deviates from the state- and county-mandated elements in non-substantive ways to better conform to the objectives of the Vision Statement. For example, the state-required Conservation and Open-Space Elements have been combined in the Natural Resources Element. In addition to the state-mandated elements, stipulations of Orange County's Measure M require cities to prepare a Growth Management Element, addressing timely provision of capital facilities and public services associated with new development.

The Orange General Plan also includes optional elements that address unique concerns that will affect Orange's quality of life in the future. These optional elements include Cultural Resources & Historic Preservation, Infrastructure, Urban Design, and Economic Development.

Several supporting documents were produced during the development of the General Plan, including the General Plan Program Environmental Impact Report (Program EIR). Other technical reports and studies used in preparing the Plan include an existing land use survey, a traffic/circulation model, a historic resources inventory and cultural resources predictive model, and market studies and fiscal impact reports for opportunity areas identified in the Land Use Element.



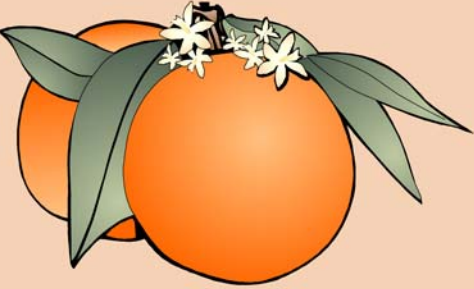
 <b>Orange General Plan Elements</b>	State-Mandated Elements	County-Mandated Element	Optional Elements	Orange Vision Statement		
				Where We Live	Where We Work	Where We Play
Land Use	●			●	●	●
Circulation & Mobility	●			●	●	
Natural Resources (Open Space and Conservation)	●					●
Public Safety	●			●	●	
Noise	●			●	●	
Growth Management		●		●	●	
Cultural Resources & Historic Preservation			●	●	●	●
Infrastructure			●	●	●	
Urban Design			●	●	●	●
Economic Development			●		●	
Housing	●			●		

Figure I-4 General Plan Structure



## General Plan Structure

The General Plan document is comprised of this *Introduction*, and eleven elements. Each element may stand alone, but is also an integral part of the overall plan. The General Plan is accompanied by an Implementation Program and Glossary. Each of the elements is organized according to the following format: 1) Introduction; 2) Issues, Goals, and Policies; and 3) the Plan.

The *Introduction* of each element describes the focus and the purpose of the element. The relationship of the element to other General Plan elements is also specified in the Introduction.

The *Issues, Goals, and Policies* section of each element contains a description of identified planning issues, goals, and policies related to the element topic, based on input received from the community, members of the GPAC, and members of the City Council, Planning Commission, and City staff. *Issues* represent the needs, concerns, or desires addressed by the General Plan. *Goals* are overall statements of community desires and consist of broad statements of purpose or direction. *Policies* serve as guides to the City Council and City staff in reviewing development proposals and making other decisions that affect future growth and development in Orange.

Each element also contains a *Plan* section. The Plan section offers an overview of the City's course of action to implement identified goals and policies. Many of the elements also contain one or more policy maps which consolidate the various opportunities, constraints, classifications, and policies expressed in the Element in graphic form. For example, the Land Use Element contains a "Land Use Policy Map" and a "Land Use Plan" identifying and describing the locations of future land uses by type, density, and intensity within the City of Orange.

Following the elements is the *Implementation Program*, which identifies specific actions to achieve the goals, policies, and plans identified in each General Plan element. The Implementation Program is provided as an Appendix to the General Plan.

The organization of the General Plan allows users to identify the section that interests them and quickly obtain a perspective of the City's policies on that subject. However, General Plan users should realize that the policies in the various elements are interrelated and should be examined collectively. Policies are presented as written statements, tables, diagrams, and maps. All of these components must be considered together when making planning decisions.

## Related Plans and Policies

State law places the General Plan atop the hierarchy of land use planning regulations. Several local ordinances and other City plans must conform to General Plan policy direction and work to implement the General Plan. Also, regional governmental agencies, such as the Southern California Association of Governments (SCAG), the South Coast Air Quality Management District (SCAQMD), and the Regional Water Quality Control Board (RWQCB) have been established in recognition of the fact that planning issues extend beyond the boundaries of individual cities. Efforts to address regional planning issues such as air and water quality, transportation, affordable housing, and habitat conservation have resulted in the adoption of regional plans. The policies adopted by Orange will be affected by these plans, and will in turn have effects on these other plans. The paragraphs below describe ordinances, plans, and programs that should be consulted in association with the General Plan when making development and planning decisions.



## **Orange Zoning Code**

The Zoning Code, the primary tool used to implement the General Plan, regulates development type and intensity citywide. Development regulations imposed include those setting limits on building height, requiring setbacks, and specifying the percentage of a site that must be landscaped. The Zoning Code also outlines standards for residential planned unit development and affordable housing, among many other land use issues.

## **Orange Redevelopment Plans**

Under California law, cities can form redevelopment agencies and adopt redevelopment plans as mechanisms for facilitating community renewal. The Orange Redevelopment Agency (Agency) was established with redevelopment authority on August 11, 1983, with the adoption of Ordinance No. 21-83. Since then, the 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 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 Agency strives to achieve its three-fold 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.

## **Specific Plans and Neighborhood Plans in Orange**

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 and Neighborhood Plans as tools to achieve the coordinated development of individual parcels within a broader context. Adopted Specific Plans and Neighborhood Plans include:

- Archstone Gateway
- Chapman University
- Immanuel Lutheran Church
- Orange Park Acres
- Pinnacle at Uptown Orange
- St. John's Lutheran Church and School
- Santa Fe Depot Area
- Serrano Heights
- Upper Peters Canyon

Earlier planning efforts that have influenced the growth and change within Orange include the 1975 East Orange General Plan and the Orange Park Acres development plan.



### **California Environmental Quality Act**

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for thorough environmental analysis of projects that could affect the environment. The provisions of the law and environmental review procedure are described in the CEQA Statutes and Guidelines. CEQA is the instrument for ensuring that environmental impacts of local development projects are appropriately assessed and mitigated. The City also maintains local CEQA Guidelines that provide more detailed guidance for the application of CEQA to new development in Orange.

### **SCAG Regional Comprehensive Plan and Regional Transportation Plan**

In 1995, 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 two percent of the land area of the region. 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.

### **Air Quality Management Plan**

The federal Clean Air Act requires preparation of plans to improve air quality in any region designated as a nonattainment area. A nonattainment area is a geographic region identified by the Environmental Protection Agency (EPA) and/or the California Air Resources Board as not meeting state or federal standards for a given pollutant. The AQMP, prepared by SCAQMD, was first adopted in 1994 and is updated on a three-year cycle. It contains policies and measures designed to achieve federal and state air quality standards within the South Coast Air Basin. The assumptions and programs in the AQMP draw directly from regional goals, objectives, and assumptions in the RCP.

### **Orange County General Plan**

The Orange County General Plan guides land use decision-making in unincorporated sections of the County. Orange's SOI is also governed by the County General Plan. The City's SOI is established by the Local Agency Formation Commission (LAFCO). As properties in the SOI 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 SOI.





### **Local Agency Formation Commission Guidelines**

The provisions of California's Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 set forth procedures for LAFCOs throughout the state to review annexation applications. The Act was adopted to:

- encourage orderly development;
- ensure that populations receive efficient and high quality governmental services; and
- guide development away from open space and prime agricultural lands, unless such action promotes planned, orderly, and efficient development.

The Orange County LAFCO must adhere to adopted guidelines pursuant to the Act in its review of future City annexations within or beyond the City's SOI.

### **County of Orange Master Plan of Arterial Highways**

The County of Orange *Master Plan of Arterial Highways* (MPAH) forms part of the Orange County General Plan and designates the arterial system in the Circulation & Mobility Element of the General Plan. Defined according to specific arterial functional classifications, the MPAH serves to define the intended future roadway system for the County. Cities within the County are expected to achieve consistency with the MPAH in individual General Plan circulation elements. To implement changes to the MPAH, approval from the Orange County Transportation Authority (OCTA) is required.

### **Measure M**

In 1990, Orange County voters approved Measure M, authorizing a half-cent retail sales tax increase for a period of 20 years effective April 1, 1991. Revenue generated by Measure M is returned to local jurisdictions for use on local and regional transportation improvements and maintenance projects. To qualify for this revenue, each jurisdiction must comply with the Countywide Traffic Improvement and Growth Management Program. Specifically, to receive an allocation of Measure M funds, Orange must submit a statement of compliance with the growth management components of the program. Requirements include the adoption of a traffic circulation plan consistent with the County MPAH, adoption of a Growth Management Element within the General Plan, adoption and adequate funding of a local transportation fee program, and adoption of a seven-year capital improvement program that includes all transportation projects funded either partially or fully by Measure M funds.

The current Measure M expires in 2011, and a November 2006 ballot measure renewed the program (now known as M2) through 2031. M2 extends the requirements of Measure M, without increasing sales taxes, to fund freeway, street, transit, and environmental projects identified in a Transportation Investment Plan considered by voters in tandem with the renewal measure.



### **Orange County Central/Coastal Natural Communities Conservation Plan**

The Orange County Central/Coastal *Natural Communities Conservation Plan* (NCCP) was approved in 1996. The NCCP is a program of the State of California designed to address the needs of habitats and species at the level of natural communities. An NCCP is a plan for conservation of natural communities that takes an ecosystem approach and encourages cooperation between private and government interests. It also provides for the regional and area-wide protection and perpetuation of plants, animals, and their habitats, while allowing compatible land use and economic activity. An NCCP seeks to anticipate and prevent the controversies caused by species listings (as federally endangered, for instance) by focusing on the long-term stability of natural communities.

### **National Pollution Discharge Elimination System Program**

Urban pollutants degrade water quality and adversely affect wildlife and plants dependent on aquatic habitat. The City is a co-permittee with the County of Orange in the National Pollution Discharge Elimination System (NPDES) program, which is designed to reduce pollutants in runoff. According to the NPDES permit for the region, all new development projects and substantial rehabilitation projects are required to incorporate Best Management Practices (BMPs) as identified in the County *Drainage Area Master Plan* (DAMP).