



# LAND USE

## INTRODUCTION AND VISION FOR THE FUTURE

The Land Use Element describes the desired future physical and economic composition of Orange's planning area and the planned relationship of uses. The primary objectives of the Element are to determine the future location, type, and intensity of new development and redevelopment projects, and to establish the desired mix and relationship between such projects to maximize the long-term livability of the community.



The City also seeks to achieve a number of additional objectives, consistent with Orange's **Vision for the Future**, described in the General Plan Introduction. These objectives include:

- Providing policy guidance for Orange's future based on innovative land use planning techniques, unifying the developed portion of the City with east Orange, and expressing community values.
- Encouraging a variety of semi-rural, suburban, and urban neighborhood living environments.
- Protecting and enhancing the City's historic core, and expanding historic preservation efforts to other neighborhoods within the City.
- Encouraging new residential, commercial, industrial, and public uses within established focus areas.
- Supporting a multi-modal circulation network that accommodates vehicles, pedestrians, cyclists, hikers, and equestrians.
- Managing future development in a manner that ensures adequate and timely public services and infrastructure.
- Improving the appearance and variety of the City's commercial, retail, industrial, and employment centers.
- Enabling development of high quality entertainment-oriented mixed-use projects strategically located near regional tourist draws.
- Expanding open space areas and promoting completion of a trail system.
- Protecting critical watersheds and other natural and open space resources.



The Land Use Element provides a key policy foundation for the entire General Plan. Through the use of text and diagrams, the Land Use Element establishes clear and logical patterns of land use as well as standards for new development. The goals and policies contained in this Element establish a constitutional framework for future land use planning and decision-making in the City.

Another important feature of this Element is the Land Use Policy Map, which indicates the location, density, and intensity of development for all land uses citywide. The proposed land use designations identify the types and nature of development permitted throughout the planning area. The goals and policies contained in this Element are designed to ensure land use diversity and balanced development; encourage mixed-use development; promote commercial enterprise in Orange; encourage high quality industrial development; maintain and enhance the role of Old Towne within the community; encourage an efficient and responsible relationship between land use, transit, open space, and areas of environmental sensitivity; ensure City interests are achieved through inter-jurisdictional and regional planning; and encourage public involvement in land use planning decisions.

### **Purpose of the Land Use Element**

The Land Use Element is one of seven elements required by the State to be included in Orange's General Plan. The Land Use Element directs and defines development patterns by designating allowable uses, requirements, and locations for both existing and future development. This Element has the most wide-ranging scope in the General Plan, and affects all of the others. Although the interpretation of the Land Use Element is the responsibility of the community's policymakers, this vision of long-term land use will influence short-term plans such as infill development, Specific Plans, and public works investments.

### **Scope and Content of the Land Use Element**

The Land Use Element is divided into three sections:

- (1) Introduction
- (2) Issues, Goals, and Policies
- (3) Land Use Plan

The *Introduction* defines the purpose, scope, and content of the Land Use Element, and its relationship to other General Plan Elements. The *Issues, Goals, and Policies* section describes the City's intent to encourage diverse land uses that foster a vibrant and sustainable community, and to coordinate planning and public participation activities in determining future land uses. The *Land Use Plan* section communicates how these goals and policies will be implemented through land use diagrams and maps depicting assigned land uses, locations, and the extent of future use envisioned by the community.

The Land Use Plan complies with the requirements of the Land Use Element as stated in Section 65302 of California's Government Code. Land uses requiring future planning include "housing, business, industry, open space, forest/timber, agriculture, natural resources, recreation, scenic beauty, education, public buildings and land, solid and liquid waste disposal facilities, and other public and private uses of land." The Land Use Plan also establishes standards for residential density and non-residential building intensity for



designated land uses citywide, and it expresses the community's vision for revitalization of eight focus areas located throughout the City.

## **Relationship to Other General Plan Elements**

The Land Use Element serves as a guide for future development in the City and determines many key issues examined in the remaining Elements. For example, different land uses generate various trip demands, which influence the capacity and service levels of Orange's transportation systems. The Circulation & Mobility Element lays out future transportation services and routes designed to meet the demands of both existing and future development.

Future residential development described in the Land Use Element affects the City's housing goals, programs and objectives, which are discussed in the Housing Element. Land use decisions and the City's long-range economic development strategy are also directly inter-related. This Element proposes new development strategies for a number of the City's most important commercial corridors, and advocates intensification of certain areas as mixed-use corridors and urban office and employment centers. These Land Use Element policies are directly related to the long-range policies of the Economic Development Element.

The Land Use Element also designates areas to be used as open spaces, areas for parks and recreation, and areas for conservation and preservation of natural resources. Goals and policies regarding the preservation and maintenance of these areas are also addressed in the Natural Resources Element.

Land uses defined in the Land Use Element are also affected by the Urban Design Element. The goals and policies of the Urban Design Element address physical characteristics of the community, such as building massing, concentration, setbacks, and landscaping features that affect land use requirements. The Cultural Resources & Historic Preservation Element expresses the City's strategy for requiring preservation of structures and areas that carry historic significance.

Growth and development patterns in Orange are to be managed in a way that does not overwhelm or reduce the quality of services provided by the City's infrastructure system. The goals and policies of the Growth Management and Infrastructure Elements are related to the contents of the Land Use Element because they affect land use designations and requirements.

Safety and noise abatement issues also relate to land uses. To comply with noise level requirements, land use designations are determined in tandem with noise contour maps in the Noise Element. Provisions are made within the Noise Element to allow higher noise levels within the mixed-use environments promoted within the Land Use Element. To mitigate or avoid damage and injury from natural and human-caused hazards, hazards maps in the Safety Element must also be consistent with the Land Use Element.

## **ISSUES, GOALS, AND POLICIES**

The goals, policies, and implementation programs of the Land Use Element address eight citywide issues, as well as issues pertaining to eight focus areas identified within the City.



Citywide land use issues represent opportunities to improve the way land is currently used and the way future land use is planned. These opportunities capitalize on existing community assets, such as hospitals, universities and colleges, transportation networks, and natural features. Land use issues include: (1) ensuring land use diversity and balanced development; (2) encouraging mixed-use development for purposes of promoting convenient and efficient relationships between housing, employment, services, and transit; (3) promoting commercial enterprise in Orange; (4) encouraging high quality industrial development; (5) maintaining and enhancing the role of Old Towne within the community; (6) considering and promoting the contextual and environmental compatibility of various land uses; (7) ensuring City interests are achieved through inter-jurisdictional and regional planning; and (8) encouraging public involvement in land use planning decisions.

### **Land Use Diversity and Balanced Development**

A well-balanced community provides a broad range of housing and business opportunities as well as recreational, institutional, and cultural activities that serve Orange's diverse population and enhance the overall living environment. By encouraging a mix of land uses, the City can create an active and diverse environment that complements all lifestyles and supports neighborhoods. The City will continue to work toward creating a balanced inventory of land uses that meets the housing needs of all income groups and household types, creates a stable employment and tax base, maintains logical relationships between land uses and community assets, and provides residents with a diverse range of recreational opportunities.

**GOAL 1.0: Meet the present and future needs of all residential and business sectors with a diverse and balanced mix of land uses.**

Policy 1.1: Maintain a land use structure that balances jobs and housing with available infrastructure and public and human services.

Policy 1.2: Balance economic gains from new development while preserving the character and densities of residential neighborhoods.

Policy 1.3: Provide a range of housing densities and types to meet the diverse needs and lifestyles of residents.

Policy 1.4: Ensure that new development reflects existing design standards, qualities, and features that are in context with nearby development.

Policy 1.5: Prioritize recreation and open space uses at Irvine Lake and protect historic visual resources in east Orange.

Policy 1.6: Minimize effects of new development on the privacy and character of surrounding neighborhoods.

Policy 1.7: Provide a range of open space and park amenities to meet the diverse needs of current and new residents.

### **Encouraging Mixed-use**

Development opportunities for creative commercial, residential, office, or mixed-use centers are emerging within older commercial corridors throughout the City. Three different styles of mixed-use are defined in the Land Use Plan and are implemented through five land use



designations. The three mixed-use styles are Neighborhood, Old Towne, and Urban. Future development options for these mixed-use areas rely on high quality, pedestrian-oriented design, incorporation of community open spaces, and full integration of alternative transportation modes. Successful completion of high quality mixed-use projects in Orange will assist the City in accomplishing multiple objectives concerned with housing, circulation, land use, economic vitality, recreation, and the environment.

**GOAL 2.0: Create successful, high quality mixed-use districts consisting of a mix of residential, commercial, office, civic, and common open space land uses, supported by alternative modes of transportation.**

- Policy 2.1: Encourage development of mixed-use projects to revitalize older commercial areas throughout the City and industrial areas surrounding the historic Santa Fe Depot.
- Policy 2.2: Encourage transfers of development rights within areas designated Urban Mixed-use on the Land Use Policy Map to promote development of high-rise office and residential structures at compatible locations.
- Policy 2.3: Encourage transfers of development rights within areas designated Neighborhood Mixed-use and Old Towne Mixed-use on the Land Use Policy Map to promote historic preservation and creation of open spaces accessible to the community.
- Policy 2.4: Encourage mixed-use projects that contain a variety of compatible uses, and provide necessary supporting public and community facilities.
- Policy 2.5: Minimize traffic and parking impacts of proposed mixed-use projects.
- Policy 2.6: Encourage linkage in and around mixed-use areas using a multi-modal circulation network, particularly transit, pedestrian sidewalks, paths and paseos, and bicycle and trail systems.
- Policy 2.7: Ensure that the architecture, landscape design, and site planning of mixed-use projects are of the highest quality, and that they emphasize a pedestrian orientation and safe, convenient access between uses.
- Policy 2.8: Ensure that adequate gathering areas or plazas are incorporated within mixed-use projects and areas to allow for social interaction and community activities.
- Policy 2.9: Encourage mixed-use development to include ground floor retail.

### **Vibrant Commercial Districts**

Commercial activities continue to play an important role in shaping the City. Business activities provide jobs and revenue that support important community services. Much of the City’s revenue comes from sales tax generated by commercial establishments. The City will continue to revitalize and improve the appearance of aging commercial districts. The City will encourage land use patterns and development standards that promote vibrant commercial activities, take advantage of existing land use assets, assist existing businesses that want to expand, promote the local economy and existing establishments, and reinforce the relationship between neighborhoods and adjacent business districts with respect to goods, services, and employment.





- GOAL 3.0:** Create commercial uses that provide a solid economic base and employment opportunities and identify Orange as an attractive and diverse shopping destination.
- Policy 3.1: Promote development of revenue-generating land uses that help defray the costs of high quality public services.
- Policy 3.2: Actively promote the City as a place to shop and conduct business, and encourage local patronage of Orange businesses.
- Policy 3.3: Improve vehicular, pedestrian, and visual connections between commercial areas and the rest of the community.
- Policy 3.4: Discourage commercial and industrial enterprises that have significant adverse soil, air, water, or noise impacts.

### **Sustainable Industrial and Office Uses**

Providing options for industrial development and office uses within the City is important, because these uses contribute to the economic wellbeing and the employment base of the community. Industrial development in Orange and throughout the region has changed significantly in recent years. Although traditional manufacturing activities continue to be a key component of Orange's industrial areas, many such businesses have been replaced by warehousing uses and modern office uses that are more attractive in appearance and more compatible with adjacent neighborhoods. In some instances, large buildings and warehouses that once housed manufacturing or agriculture-oriented activities are now available for adapting to future residential, office, or commercial uses. In addition, Orange has experienced increased demand for larger, multi-story professional office complexes at locations such as South Main Street, Town and Country Road, La Veta Avenue, and The City Drive. Demand has also increased for medical office space surrounding local hospitals. The City will emphasize the important role industry continues to play in the community's future, will encourage continued development of professional offices, and will ensure that the quality of the environment is not compromised by industrial uses.

- GOAL 4.0:** Encourage high quality, sustainable, industrial and office uses that provide jobs and revenue; support environmental quality; and promote options for adaptive re-use.
- Policy 4.1: Maximize use of limited land resources for industrial and office uses within areas designated Light Industrial or Industrial on the Land Use Policy Map.
- Policy 4.2: Encourage development of professional office space located near medical institutions and County facilities.
- Policy 4.3: Protect residents and the environment from potential adverse soil, air, water, and noise impacts of industrial operations.
- Policy 4.4: Encourage development of mixed office, industrial, and support commercial uses in areas designated Light Industrial on the Land Use Policy Map.
- Policy 4.5: Accommodate a wide variety of industrial uses that contribute to a healthy and diverse economic base.



## Old Towne Orange

When people think of Orange, they often think of the historic downtown district and adjoining residential neighborhoods. Old Towne Orange is an active, vibrant area that supports a variety of commercial, office, civic, and residential uses. In recent years, the City has taken steps to enable long-term preservation of many historic properties in the Old Towne area. This has created one of California's most viable and recognized historic districts. The historic Santa Fe Depot, associated Metrolink station, and Orange County Transportation Authority (OCTA) Transportation Center provide valuable commuting options. Land use policies for Old Towne call for targeted growth in the area near the Santa Fe Depot, to be achieved through increased density and more walkable and transit-oriented development. This area also provides opportunities for adaptive reuse of historic industrial buildings.

**GOAL 5.0: Maintain and enhance the vibrant, transit-accessible, pedestrian-friendly, and livable character of Old Towne's neighborhoods and commercial core.**

Policy 5.1: Promote targeted development of mixed-use, transit-oriented development surrounding the Santa Fe Depot to achieve development intensities compatible with the fabric of Old Towne.

Policy 5.2: Promote adaptive re-use of previously industrial and agricultural historic structures for residential, office, or commercial purposes.

Policy 5.3: Continue to promote institutional and civic uses located throughout Old Towne.

Policy 5.4: Develop additional sensitively designed public parking throughout Old Towne.

Policy 5.5: Continue to require consistent, high quality, historically-referenced design within Old Towne.

Policy 5.6: Continue to upgrade infrastructure throughout Old Towne.

Policy 5.7: Ensure that roadway improvements within Old Towne are designed to promote walkability and a safe pedestrian environment.

Policy 5.8: Maintain balance between Old Towne and Chapman University's growth, so that the University complements Old Towne.

Policy 5.9: Promote attractive and safe pedestrian access between the Santa Fe Depot and the Plaza.

## Contextual and Environmental Compatibility

The quality of the physical environment, built or natural, plays a large part in defining Orange's quality of life. Land use conflicts often occur when newer developments are insensitive to the use, scale or character of existing development and/or the surrounding natural environment. In other cases, older, obsolete nonconforming uses remain interspersed among newer development, as when old service stations or repair shops survive in the midst of residential development. Such conflicts can lead to degradation of the built and natural environments. The following goals and policies are designed to ensure contextual and environmental compatibility of development within the City, and to achieve compliance with local, regional, state, and federal environmental requirements.



These policies also represent an overview of the City’s strategy to consider the contextual and environmental effects of new development and reuse projects. Additional related policies addressing this topic may be found in the Natural Resources, Cultural Resources & Historic Preservation, Infrastructure, Urban Design, Public Safety, and Noise Elements.

**GOAL 6.0: Advance development activity that is mutually beneficial to both the environment and the community.**

- Policy 6.1: Ensure that new development is compatible with the style and design of established structures and the surrounding environment.
- Policy 6.2: In areas where residential uses abut commercial or industrial land uses, use buffering techniques to improve compatibility. Such techniques include the use of setbacks, screening, soundwalls with pedestrian access, and appearance standards.
- Policy 6.3: Establish and maintain greenways, and pedestrian and bicycle connections that complement the residential, commercial and open space areas they connect.
- Policy 6.4: Create and maintain open space resources that provide recreational opportunities, protect hillside vistas and ridgelines, and conserve natural resources.
- Policy 6.5: Reduce pollutant runoff from new development and urban runoff to the maximum extent practicable.
- Policy 6.6: Enhance the walkability of both new and current development.
- Policy 6.7: Integrate natural amenities and connections, including waterways and wildlife corridors, within the design of urban and suburban spaces.
- Policy 6.8: Maximize landscaping along streetscapes and within development projects to enhance public health and environmental benefits.
- Policy 6.9: Restrict development in areas where exposure to hazards such as flood, erosion, liquefaction, dam failure, hazardous materials, and toxic gases cannot be mitigated to reduce risk to residents and liability to the City.
- Policy 6.10: Mitigate adverse air, noise, circulation, and other environmental impacts caused by new development adjacent to existing neighborhoods through use of sound walls, landscaping buffers, speed limits, and other traffic control measures.
- Policy 6.11: Recognize the value of natural and cultural resources in the undeveloped portions of the planning area.
- Policy 6.12: Maximize the land use opportunities for the Irvine Lake area by providing a mix of uses, such as lodging, housing, and recreational uses.

## Coordinated Planning

Future planning considers ongoing planning efforts of other City departments, agencies, surrounding jurisdictions, and special districts. In addition, ongoing planning efforts undertaken by regional agencies such as the County of Orange, the Southern California Association of Governments, the Southern California Air Quality Management District, the





Orange County Transportation Authority, the Santa Ana Regional Water Quality Control Board, and others will be examined for consistency with the City's long-range objectives.

**GOAL 7.0: Promote coordinated planning among City departments and agencies, property owners, residents, special districts, and other jurisdictions in the region.**

Policy 7.1: Coordinate with the Orange Unified School District and Community College District regarding future plans for their facilities.

Policy 7.2: Work with institutions within the City to ensure that implementation of their future plans is compatible with the City's goals for surrounding areas.

Policy 7.3: Coordinate planning efforts with adjacent cities, special purpose agencies, utilities, and community service providers.

Policy 7.4: Ensure positive benefits for Orange from regional transportation, land use, air quality, waste management and disposal, and habitat conservation plans.

Policy 7.5: Work with and encourage other agencies and service providers to minimize potential visual and environmental impacts of their facilities on Orange.

Policy 7.6: Explore joint use agreements with other agencies to share existing and future public facilities among institutions in Orange.

## Public Participation

The City recognizes that the single most important component of any future planning effort is public participation. The following goal and policies emphasize the need for continued public involvement in all parts of the planning process.

**GOAL 8.0: Encourage active involvement of residents, businesses, and agencies in the planning and decision making process.**

Policy 8.1: Continue to provide opportunities for public education and involvement in land use planning decisions through public hearings, community meetings, study sessions, electronic media, and any other appropriate and available means.

Policy 8.2: Emphasize public-private cooperation in implementing the General Plan and future planning activities.

Policy 8.3: Foster meaningful involvement and interaction among diverse groups within the City regarding land use planning efforts and decision making.

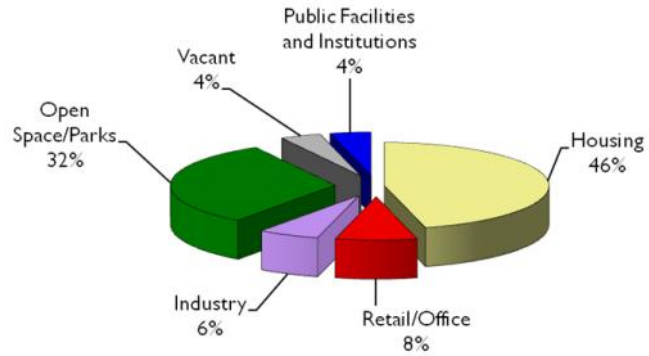
## LAND USE PLAN

The Land Use Plan discusses how the City will grow and change over the next 20 years, and describes those aspects of the community that will be enhanced and maintained. Current and future land uses are categorized and mapped to identify where residential, commercial, industrial, and community facilities are anticipated to be located. The Land Use Plan describes the planned distribution and development intensities of all land uses in the City, and describes how the City's land use goals will be achieved both citywide and within eight identified focus areas.



## Land Use Distribution

The predominantly residential land use pattern in Orange reflects the City’s history of transition from a citrus-growing center clustered near the railroad to a town core surrounded by residential neighborhoods and supporting businesses and services. Based on a land use inventory completed in 2004, residential development represented the predominant land use within Orange’s city limits, with housing covering 46 percent of the City’s land area. Commercial and industrial uses represented about 14 percent of the City’s land area, while natural hillsides, parks, and open space represented 32 percent. Figure LU-1 identifies the division of on-the-ground land uses within the City in 2004.



**Figure LU-1**  
**Land Use Distribution (2004)**

## 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 the General Plan is described in terms of dwelling units per net acre of land (du/ac), exclusive of existing or proposed streets and rights-of-way. Typical residential densities found within Orange are illustrated in Figure LU-2.

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 Element, floor-area ratio (FAR) and building floor area square footage are used as measures of non-residential development intensity.

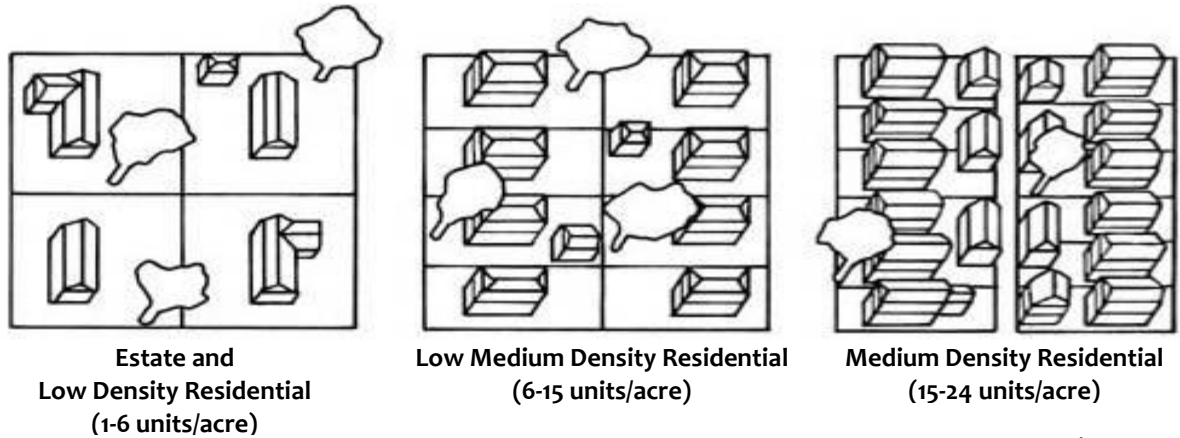


Figure LU-2  
Typical Residential Densities in Orange

Floor-area ratio (FAR) expresses the intensity of use on a lot (see Figure LU-3). 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.

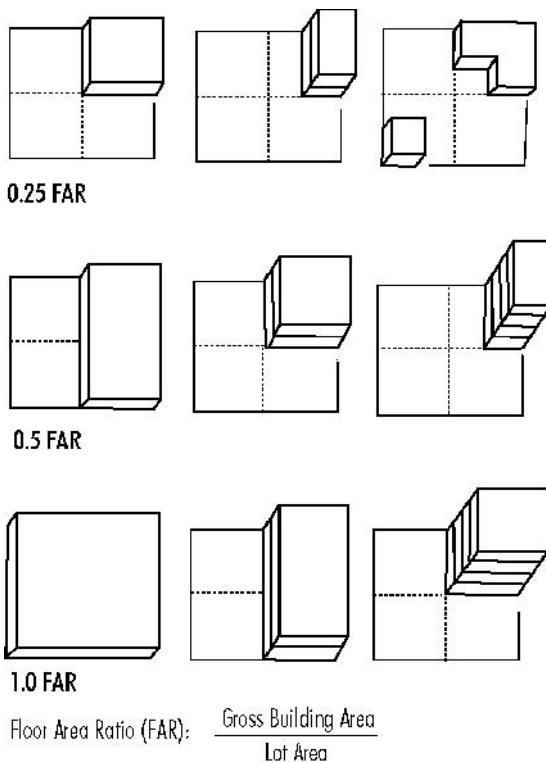


Figure LU-3  
Floor Area Ratios Defined

For purposes of illustration, the diagrams in Figure LU-4 provide examples of FAR for commercial retail and office sites drawn from throughout the City. The middle 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.



## Land Use Designations

The Land Use Element establishes 19 land use designations. The land use designations have been established to reflect: (1) development trends affecting the City’s near and long-term futures; (2) opportunity areas associated with major institutional uses, shopping and employment centers, and access to transportation facilities; and (3) community interests and desires expressed during the General Plan update process. Four designations are established for residential development that allow for a range of housing types and densities. Three mixed-use activity center designations encourage creative mixes of commercial retail, office, housing, civic, and entertainment uses at key locations throughout the City. Five commercial and office designations and two industrial designations provide for a range of revenue- and employment-generating businesses. Five public and semi-public use categories provide locations for important public and private facilities and institutions, including parks, open space areas, resource lands, civic facilities, hospitals, and educational institutions.

Table LU-1 presents descriptions of each General Plan land use designation and the corresponding range of density or intensity of development permitted for each. 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, by access and infrastructure issues, and by compatibility considerations. The land use designations are described here in terms of general land uses and maximum densities or intensities permitted. Corresponding zoning districts specify the permitted uses for each category as well as the applicable development standards. The density or intensity maximums outlined in Table LU-1 serve as development caps. Actual development intensities are expected to be lower than the caps, based on

### Glassell Street Industrial Properties



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

### 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.

**Figure LU-4**  
**Floor Area Ratio Examples in Orange**





market factors and past development trends. In order to estimate future build-out of the City and resulting impacts on the circulation system, expected levels of density and intensity have also been assumed, and are shown in Table LU-1. The City anticipates most development will occur at or below these expected levels, although on any single property, development up to the cap is allowed. However, any development proposed in excess of the expected levels indicated in Table LU-1 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.

Density ranges are provided in Table LU-1 for each of the residential land use designations and the Urban Mixed Use designation, whereas only maximum densities are established for the Neighborhood Mixed Use and Old Towne Mixed Use designations. Similarly, FAR ranges are provided in Table LU-1 for several commercial, industrial, office, and mixed commercial/residential land uses, while others feature a maximum FAR value. In cases where a range is listed, the minimum value represents the least intense land use permitted within the area, while the maximum value represents the most intense land use permitted. For designations where only a maximum value is listed, no minimum is implied.

For mixed-use designations listed in Table LU-1, both densities (du/ac) and intensities (FAR) are established. The permitted dwelling units per acre should be interpreted to be contained within the maximum FAR expressed for each category.

<b>Table LU-1 Land Use Designations</b>				
<b>Land Use Designation</b>		<b>Density or Intensity</b>		<b>Description</b>
		<b>Range</b>	<b>Expected</b>	
<b>Residential Designations</b>				
ESTR	Estate Low Density Residential	0-2.0 du/ac	1.8 du/ac	Large lot, single-family residential development in a rural or semi-rural setting. Private, noncommercial equestrian and agricultural uses may be allowed if associated with residential uses.
LDR	Low Density Residential	2.1-6.0 du/ac	5.0 du/ac	Conventional single-family residential development characterized by individual single-family homes constructed in subdivisions, or by custom units built on individual lots.
LMDR	Low Medium Density Residential	6.1-15.0 du/ac	8.0 du/ac	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	15.1-24.0 du/ac	16.3 du/ac	Apartment and condominium or 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>				





**Table LU-1  
Land Use Designations**

Land Use Designation		Density or Intensity		Description
		Range	Expected	
NMIX	Neighborhood Mixed-use	Max. 24.0 du/ac; 1.0 - 1.5 FAR	16.3 du/ac; 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. The lower end of the FAR range supports retail development, while the higher end supports a combination of uses including both commercial and office.
OTMIX	Old Towne Mixed-use			Local- and neighborhood-supporting mixed-use activity centers designed to be contextually appropriate within a historic area. Commercial retail is encouraged to be the primary use on the ground floor. Professional office and housing uses are also encouraged, particularly as adaptive reuse opportunities within existing structures. Transit-orientation, walkability, and pedestrian access are key considerations. The lower end of the FAR range supports retail development, while the higher end of the range supports a combination of uses including commercial and office.
Old Towne Mixed Use 15	Max. 15.0 du/ac; 0.5-1.0 FAR	8.0 du/ac; 1.0 FAR		
Old Towne Mixed Use 24	Max. 24.0 du/ac; 1.0-1.5 FAR	16.3 du/ac; 1.5 FAR		
Old Towne Mixed Use Spoke	6.0 – 15.0 du/ac; Max. 0.6 FAR	10.0 du/ac; 0.6 FAR		Local- and neighborhood-supporting mixed-use activity centers designed to be contextually appropriate within a historic area. Commercial retail is encouraged to be the primary use on the ground floor. Professional office and housing uses are also encouraged, particularly as adaptive reuse opportunities within existing structures. Transit-orientation, walkability, and pedestrian access are key considerations, as well as protection of the existing historic, residential-scale, and building character of the spoke streets outside of the downtown core. The lower end of the FAR range supports retail development, while the higher end of the range supports a combination of uses including commercial and office.
UMIX	Urban Mixed-use	30.0 – 60.0 du/ac; 1.5 - 3.0 FAR	48.0 du/ac; 1.7 FAR	Urban, high-intensity, regionally-oriented activity centers that define the character of surrounding areas and serve as gateways to the City. This designation provides for integrated commercial retail, high-rise office, housing, and civic uses. Commercial retail is intended to be the primary use on the ground floor. Convenient, high-frequency transit access, innovative housing options, and pedestrian-oriented design are key considerations.
<b>Commercial and Office Designations</b>				
GC	General Commercial	Max. 1.0 FAR	0.35 FAR	A wide range of retail and service commercial uses and professional offices. Regional shopping centers, mid-rise office projects, corridor shopping districts, and neighborhood corner stores are permitted uses.
RC	Recreation Commercial	Max. 0.35 FAR	0.18 FAR	Outdoor commercial recreational uses which include, but not limited to: golf courses, marinas, boat rental buildings, staging areas, fishing facilities, and other commercial sports facilities.



**Table LU-1  
Land Use Designations**

Land Use Designation		Density or Intensity		Description
		Range	Expected	
NOP	Neighborhood Office Professional	Max. 0.5 FAR	0.36 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	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.
YNCO	Yorba North Commercial Overlay	Max. 1.0 FAR	0.35 FAR	Allows for mixed uses compatible with a public facility or institutional use, such as a civic, college, or health care campus, including integrated retail, housing, office, and civic uses where a specific plan is approved for a public facility or institutional activity center. Innovative housing and pedestrian-oriented design are key considerations.
YSCO	Yorba South Commercial Overlay	Max. 1.0 FAR	0.35 FAR	A wide range of potential retail and service commercial uses, in conjunction with on-site parkland improvements, off-site parkland, and/or park improvements. Commercial use may only be activated through a Development Agreement with the City that identifies specific parkland obligations.
<b>Industrial Designations</b>				
LI	Light Industrial	Max. 1.0 FAR 3-story height limit	0.50 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. A 3-story building height limit applies within Light Industrial designated areas.
I	Industrial	Max. 0.75 FAR	0.65 FAR	
<b>Public Facilities and Open Space Designations</b>				
PFI	Public Facilities and Institutions			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. Includes service organizations and housing related to an institutional use, such as dormitories, employee housing, assisted living, convalescent homes, and skilled nursing facilities.
Civic uses/Schools		Max. 0.50 FAR		
Cemeteries, Corporate yard, Water towers, Southern California Electric facilities			.05 FAR	
Schools, Water Department facilities			.15 FAR	
Civic Center, Libraries, Police and Fire Department facilities			.25 FAR	
Institutions		Max. 2.0 FAR		
Colleges and Universities			.35 FAR	
Hospitals			1.0 FAR	
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



**Table LU-1  
Land Use Designations**

Land Use Designation		Density or Intensity		Description
		Range	Expected	
				with the exception of river and creekside areas that promote connectivity of the City’s trails system. 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 parklands 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 Map. No 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.

**Residential Uses**

Four residential categories allow for a variety of housing types representing the diverse residential character of Orange. The City will continue to preserve and enhance existing single-family residential neighborhoods. Older neighborhoods, characterized by higher densities, are located throughout the western part of the City. Lower density housing, typical of newer residential development, is located principally on the City’s eastern side.

**Estate Low Density Residential**  
Density Range: 0-2.0 du/ac

The Estate Low Density Residential designation provides for single-family detached, estate-style homes on large lots, featuring a custom character of development. Estate Low Density Residential development is primarily found in Orange Park Acres and other similar parts of east Orange. Private, noncommercial equestrian and agricultural uses may be allowed if they are associated with the residential uses.





**Low Density Residential**

*Density Range: 2.1-6.0 du/ac*

The Low Density Residential designation provides for typical single-family residential neighborhoods. Low Density Residential uses make up the majority of land uses in Orange, and are found throughout the City in both older, established areas, such as Old Towne, and newer development areas, including east Orange.



**Low Medium Density Residential**

*Density Range: 6.1-15.0 du/ac*

The Low Medium Density Residential designation provides for both detached and attached single-family homes on smaller lots, as well as duplexes and some mobile homes, multi-family townhouses, condominiums, and apartments. Low Medium Density residential uses are typically found adjacent to commercial or mixed-use activity centers, such as near South Main Street, Tustin Avenue, or El Modena. Low Medium Density residential uses are also found within newer development areas, such as Serrano Heights.



**Medium Density Residential**

*Density Range: 15.1-24.0 du/ac*

The Medium Density Residential designation provides for multi-family townhouses, condominiums, and apartments featuring some form of internal open space in areas with good access to major circulation routes, business districts, and public open space areas. Medium Density residential uses are typically found adjacent to commercial districts, such as near Lincoln Avenue, Katella Avenue, or La Veta Avenue. Medium Density residential uses are also found near major transportation corridors,







such as the Santa Fe Depot or freeway interchanges along Chapman Avenue, Tustin Street, or Glassell Street.

**Mixed-Use Activity Centers**

In response to the Vision and recent development trends, the General Plan provides three designations for mixed-use activity centers. All of these designations promote 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.

**Old Towne Mixed-use**  
 Maximum Density: *Old Towne Mixed Use Spoke: 15.0 du/ ac*  
                           *Old Towne Mixed Use 15: 15.0 du/ ac*  
                           *Old Towne Mixed Use 24: 24.0 du/ac*

Intensity Range:           *Old Towne Mixed Use Spoke: 0.6 FAR*  
                                   *Old Towne Mixed Use 15: 0.5-1.0 FAR*  
                                   *Old Towne Mixed Use 24: 1.0-1.5 FAR*

The Old Towne mixed-use designations provide for integrated commercial retail, professional office, housing, and civic uses designed to be contextually appropriate within a historic area. These areas are intended to be local- and neighborhood-supporting 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, particularly as adaptive reuse opportunities within historic structures. Transit-orientation, walkability, and pedestrian access are key considerations, as well as protection of the existing historic, residential-scale, and building character of the Spoke Streets outside of the downtown core. The lower end of the FAR range supports retail development, while the higher end of the range supports a combination of uses including commercial and office. Uses within this area are additionally subject to provisions of the *Old Towne Design Standards* and *Santa Fe Depot Specific Plan*, as applicable.







**Neighborhood Mixed-use**

Maximum Density: South Main Street: 24.0 du/ac

Intensity Range: 1.0-1.5 FAR

This land use designation provides for integrated commercial retail, professional office, housing, and civic uses along the South Main Street corridor. This area is intended to be a local- and neighborhood-supporting activity center and corridor. 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. The lower end of the FAR range supports retail development, while the higher end of the range supports a combination of commercial and office uses.



**Urban Mixed-use**

Density Range: 30.0-60.0 du/ac

Intensity Range: 1.5-3.0 FAR

This designation provides for integrated commercial retail, professional office, housing, and civic uses along West Katella Avenue, Town and Country Road, and within Uptown Orange. These areas are intended to provide for urban, high-intensity, regionally-oriented activity centers that define the character of surrounding areas. 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.



**Commercial and Office Designations**

The commercial and office categories consist of four designations that provide for a range of revenue- and employment-generating businesses.

**General Commercial**

Maximum Intensity: 1.0 FAR

The General Commercial designation provides for a wide range of retail and service commercial uses and professional offices. This designation is found along many of the City’s most highly-traveled roadway corridors, including Katella Avenue, Chapman





Avenue, and Tustin Street. Regional shopping centers, mid- and high-rise office projects, corridor shopping districts, and neighborhood corner stores are all permitted uses.

**Recreation Commercial**

*Maximum Intensity: 0.35 FAR*

Recreation commercial uses provide for the operation and development of resort or amusement oriented commercial and recreational uses. The designation refers to recreational uses of regional interest that will draw visitors from throughout the City, Orange County, and Southern California. The areas adjacent to the east and south sides of Irvine Lake in east Orange are proposed for this land use. Permitted uses include, but are not limited to, marinas, boat rental buildings, staging areas, conference centers, golf courses, clubhouses, hotels, resorts, restaurants, and other commercial sports facilities.



**Neighborhood Office Professional**

*Maximum Intensity: 0.5 FAR*

This land use designation provides for low-rise office and professional office park development in appropriate areas throughout the City, including portions of Chapman Avenue east of Old Towne and portions of the La Veta Avenue corridor. The principal use in this designation is intended to be professional offices; however, support retail and service commercial uses are permitted as necessary to serve adjacent professional office needs.



**Urban Office Professional**

*Intensity Range: 1.5 – 3.0 FAR*



The Urban Office Professional designation encourages urban, high-intensity, mid- and high-rise office centers located at the City's edges, away from established single-family residential areas. Urban Office Professional uses are located primarily north of the SR-22 Freeway and south of La Veta Avenue, concentrated around the hospital node at the southern end of Main Street. 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.



**Yorba North Commercial Overlay**

*Maximum Intensity: 1.0 FAR*

The Yorba North Commercial Overlay designation applies to the Chapman Hospital site. This designation allows for mixed uses compatible with a public facility or institutional use, such as a civic, college, or health care campus, including integrated retail, housing, office, and civic uses where a specific plan is approved for a public facility or institutional activity center. Innovative housing and pedestrian-oriented design are key considerations.

**Yorba South Commercial Overlay**

*Maximum Intensity: 1.0 FAR*

The Yorba South Commercial Overlay designation applies to the current Yorba Park site near Chapman Hospital, SR-55, and Chapman Avenue. This designation provides for a wide range of potential retail and service commercial uses, in conjunction with on-site parkland improvements, off-site parkland, and/or park improvements. Commercial use may only be activated through a Development Agreement with the City that identifies specific parkland obligations.

**Industrial Designations**

Two industrial land use designations provide locations for offices, manufacturing, warehousing, and distribution uses within the City. The principal difference between the designations is the permitted maximum intensity of development allowed within each area. Permitted uses within industrial areas will continue to be primarily determined using the City's Zoning Ordinance.

**Light Industrial**

*Maximum Intensity: 1.0 FAR*

*Height Limit: 3 stories*

The Light Industrial designation is intended for uses that are compatible with nearby commercial and residential districts and that do not produce substantial environmental nuisances (noise, odor, dust, smoke, glare, etc.). This designation allows for manufacturing,





processing, and distribution of goods. Light industrial uses are located primarily within areas west of Glassell Street and north of Walnut Avenue. 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. The maximum intensity permitted within the Light Industrial designation is 1.0 FAR, which is higher than that permitted within the Industrial designation. This distinction recognizes that ancillary office uses will be more prevalent in Light Industrial areas than within Industrial areas. A three-story height limit applies within the Light Industrial designation to maintain compatibility of scale with nearby commercial and residential districts.



**Industrial**  
Maximum Intensity: 0.75 FAR

Industrial uses include manufacturing and industrial activities that may lead to some environmental nuisances that would be incompatible with residential or commercial uses. Industrial uses are located primarily in areas west of Glassell Street and north of Walnut Avenue. This designation 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. The maximum intensity permitted within the Industrial designation is 0.75 FAR.



**Public Facilities and Open Space**

Five designations for public facilities and open space areas allow for important public and private facilities and institutions, including parks, open space areas, resource lands, civic facilities, hospitals, and educational institutions.

**Public Facilities and Institutions**  
Maximum Intensity: Civic uses, schools, and public facilities: 0.5 FAR  
Institutions: 2.0 FAR

The Public Facilities and Institutions designation provides for several types of public, quasi-public, and institutional land uses, including schools, colleges and universities, City and County government facilities, hospitals, and major utility easements and properties. This designation also includes service organizations and housing related to an institutional use, such as dormitories, employee housing, assisted living, convalescent homes, and skilled nursing

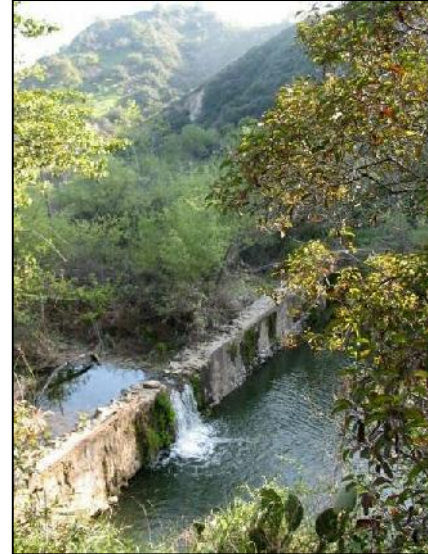




facilities. The maximum permitted intensity for civic uses, schools, and public facilities is 0.5 FAR, whereas the maximum for institutions, such as universities and hospitals, is 2.0 FAR.

**Open Space**

The Open Space designation includes a substantial part of the eastern portion of Orange’s planning area. Much of this area includes steep hillsides or environmentally sensitive areas that should be preserved. Although these areas may be designated as permanent open space, it is not intended that they be developed as public parks. Lands within this designation include both privately held open space lands and public lands.



**Open Space Park**

The Open Space Park designation refers to public lands used for passive and active recreation. This includes all parklands owned and maintained by the City of Orange, as well as parks operated by the County.



**Open Space Ridgeline**

The Open Space Ridgeline designation is designed to preserve visually significant ridgelines and steep hillsides. The City has adopted a hillside grading policy that prohibits development or grading on ridgelines with this designated land use.

**Resource Area**

The Resource Area designation provides for the continued use of areas for mining and agriculture. Passive and active recreational uses are also permitted in areas with this designation. Resource Areas also serve as a holding zone for areas that are currently used for mining and agriculture, but may not have these uses in the future.





## Land Use Policy Map

The Land Use Policy Map (Figure LU-5) graphically represents the planned distribution and intensity of land use citywide. The colors shown on the map correspond to the land use designations described above.

## General Plan Development Capacity

Table LU-2 identifies the development capacity associated with the planned distribution of land uses. Over time, as properties transition from one use to another or property owners rebuild, land uses and intensities will gradually shift to align with the intent of this Land Use Element. Table LU-2 summarizes the land use distribution, and the resultant residential and nonresidential levels of development that can be expected from full implementation of land use policies established by this General Plan. Given the largely built-out character of Orange and the good condition of most buildings, significant redevelopment activities may not occur over the life of this General Plan. However, within focus areas described in this Element, future land use changes are anticipated.

## General Plan and Zoning Consistency

The Land Use Element is primarily implemented by the City's Zoning Code, which specifies districts and performance standards for various types of land uses described in the General Plan. Table LU-3 indicates the corresponding zone district that applies to each General Plan land use designation. The zone districts specify the permitted uses for each category as well as applicable development standards. Zone districts specified in Table LU-3 for Mixed-use General Plan designations are new districts, and will be developed as part of the Zoning Code update implementing the General Plan.

## Specific Plans and Neighborhood Plans in Orange

A specific plan is a detailed plan for the development of a particular area. Specific plans are intended to provide finite specification of the types of uses to be permitted, development standards (setbacks, heights, landscape, architecture, etc.), and circulation and infrastructure improvements that are only broadly defined by the General Plan. Specific plans are often used to ensure that multiple property owners and developers adhere to a single common development plan. Specific plans are also used as a means of achieving superior design by providing flexibility in development standards beyond those contained in the Zoning Ordinance.

The City has used Specific Plans and Neighborhood Plans as tools to achieve the coordinated development of individual parcels. Specific Plans and Neighborhood Plans currently in effect include:

- Archstone Gateway
- Chapman University
- East Orange Plan (1975)
- Immanuel Lutheran Church
- Orange Park Acres



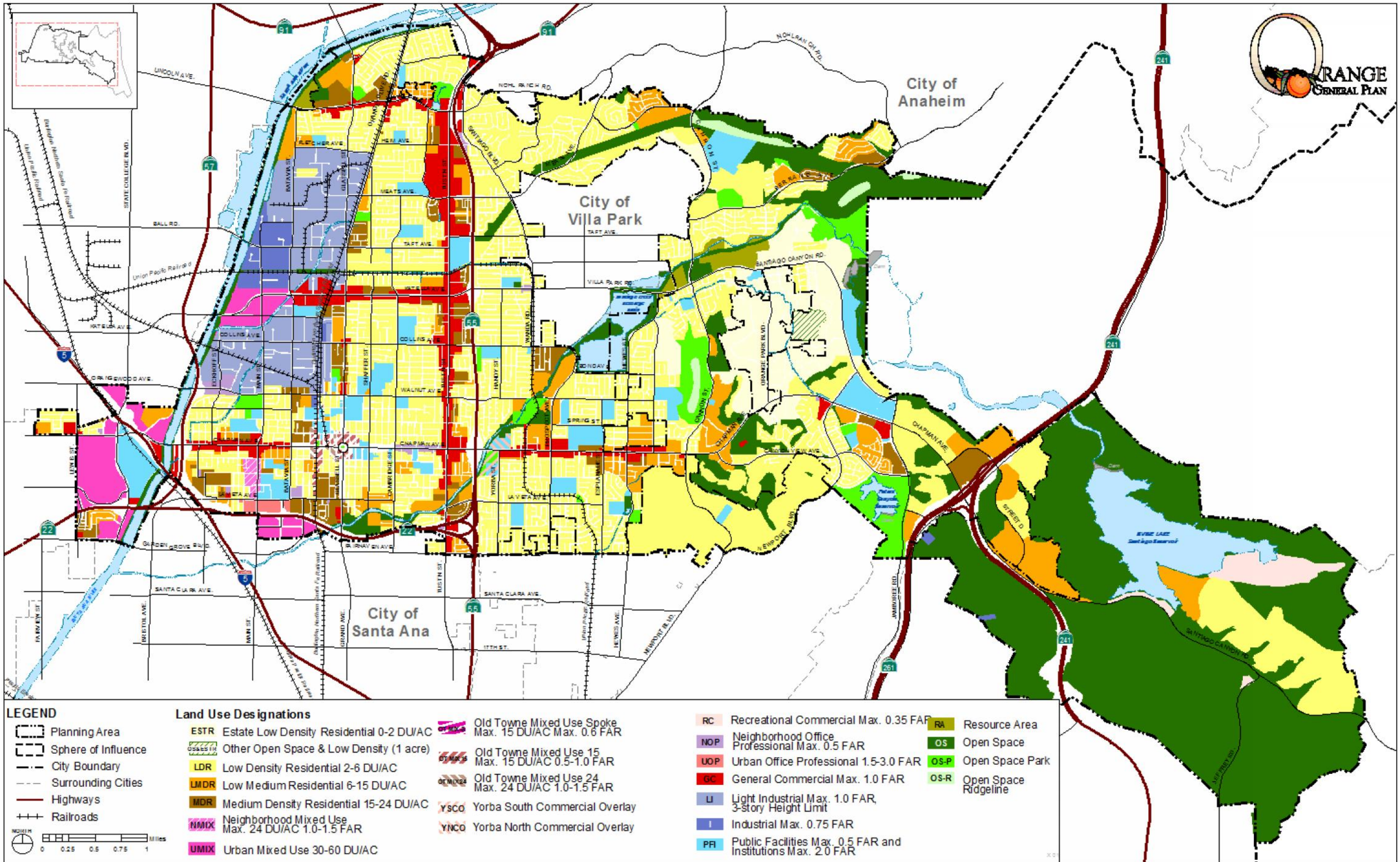


Figure LU-5 Land Use Policy Map





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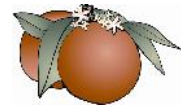


**Table LU-2  
General Plan Development Capacity**

Land Use Designation	Acres			Dwelling Units			Non-Residential Square Feet (1,000s)			Population			
	Planning Area		Total	Sphere of Influence	Planning Area		Total	Planning Area		Total	Planning Area		Total
	City	Unincorporated			Unincorporated	City		Unincorporated	City		Unincorporated	City	
Estate Low Density Residential	650	355	1,011	--	1,181	639	1,819	--	--	--	3,678	1,989	5,667
Low-Density Residential	5,599	814	6,413	--	27,994	4,069	32,063	--	--	--	87,203	12,674	99,877
Low-Medium Density Residential	1,298	54	1,356	--	10,414	435	10,849	--	--	--	32,439	1,357	33,796
Medium Density Residential	609	2	607	--	9,863	29	9,892	--	--	--	24,658	73	24,731
Old Towne Mixed Use													
Old Towne Mixed Use Spoke	30	--	31	--	123	--	123	403	--	403	308	--	308
Old Towne Mixed Use 15	49	1	50	--	274	5	280	640	13	652	685	17	702
Old Towne Mixed Use 24	11	--	11	--	130	--	130	224	--	224	326	--	326
Neighborhood Mixed Use	26	--	26	--	300	--	300	343	--	343	749	--	749
Urban Mixed Use	426	--	426	--	10,223	--	10,223	15,772	--	15,772	25,558	--	25,558
General Commercial	686	1	687	--	--	--	--	10,465	11	10,476	--	--	--
Recreational Commercial	218	--	218	--	--	--	--	1,659	--	1,659	--	--	--
Neighborhood Office Professional	58	--	58	--	--	--	--	897	--	897	--	--	--
Urban Office Professional	28	--	28	--	--	--	--	1,823	--	1,823	--	--	--
Light Industrial	936	--	936	--	--	--	--	20,381	--	20,381	--	--	--
Industrial	184	--	184	--	--	--	--	5,220	--	5,220	--	--	--
Public Facilities and Institutions													
Public and Civic Facilities	568	9	577	--	--	--	--	3,056	59	3,115	--	--	--
Institutions	332	--	325	--	--	--	--	9,035	--	9,035	--	--	--
Open Space	6,646	--	6,646	--	--	--	--	--	--	--	--	--	--
Open Space-Park	573	1	574	--	--	--	--	--	--	--	--	--	--
Open Space-Ridgeline	98	--	98	--	--	--	--	--	--	--	--	--	--
Resource Area	93	27	120	--	--	--	--	--	--	--	--	--	--
Streets and Rights of Way	3,268	312	3,579	--	--	--	--	--	--	--	--	--	--
<b>Total</b>	<b>22,387</b>	<b>1,575</b>	<b>23,962</b>	<b>15,800</b>	<b>60,503</b>	<b>5,177</b>	<b>65,680</b>	<b>69,919</b>	<b>82</b>	<b>70,001</b>	<b>175,605</b>	<b>16,110</b>	<b>191,715</b>

Note: Population estimates are based on average of 3.16 persons per single-family dwelling unit and 2.5 persons per multiple-family unit.





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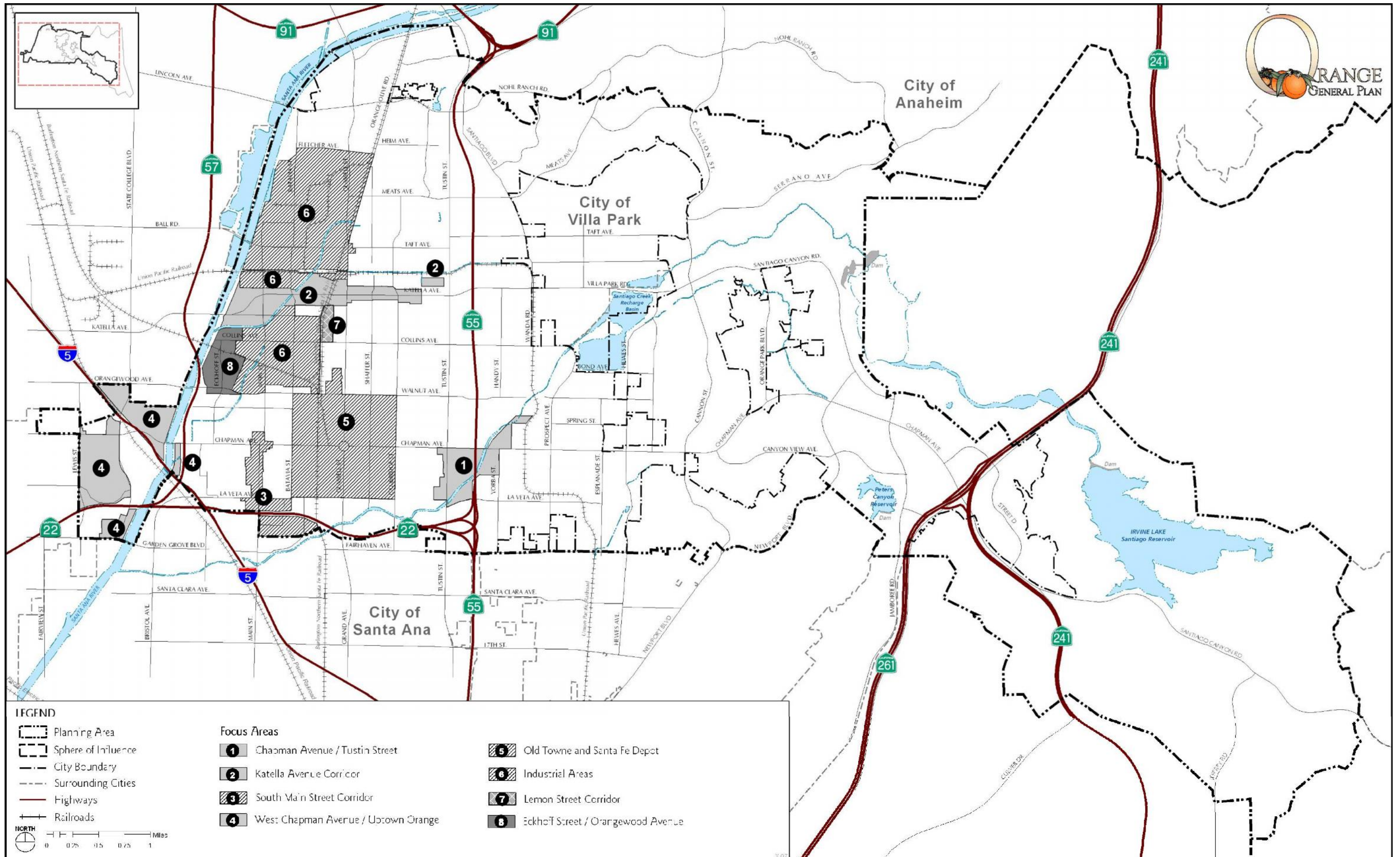


Figure LU-6 Land Use Focus Areas





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- Pinnacle at Uptown Orange
- St. John’s Lutheran Church
- Santa Fe Depot Area
- Serrano Heights
- Upper Peters Canyon

Each of these plans and any future specific plans adopted by the City must be consistent with the policies expressed in this Element. The City will continue to utilize specific plans to achieve development objectives consistent with the General Plan.

### **Land Use Focus Areas**

Figure LU-6 identifies the following eight land use focus areas, which represent locations in the City where future land use change may occur.

- (1) Chapman Avenue/Tustin Street
- (2) Katella Avenue Corridor
- (3) South Main Street Corridor
- (4) West Chapman Avenue/Uptown Orange
- (5) Old Towne and Santa Fe Depot
- (6) Industrial Areas
- (7) Lemon Street Corridor
- (8) Eckhoff Street/Orangewood Avenue

Within portions of the City that do not lie within one of the identified focus areas, no significant land use changes are anticipated. For properties within the focus areas where uses established prior to adoption of this General Plan become non-conforming, the City recognizes these pre-existing conditions as legal. It is the City’s desire to allow these uses and the facilities in which they are located to continue until a change to the property is initiated by the property owner.

Each focus area has unique future development objectives, responding to priorities established in the Vision and input from the community. Providing additional community open space and facilitating use of transit and other alternative transportation modes are encouraged as a component of future development within many focus areas. Others focus areas maintain and enhance job growth, economic development, and affordable housing options within the City. For each area, the sections that follow provide a brief discussion of the recent planning context, a summary of each area’s market potential, and a description of the land use plan and future development objectives.

#### **Chapman Avenue/Tustin Street**

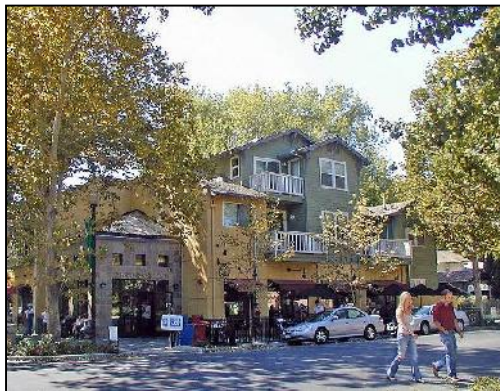
This focus area consists of residential, commercial, institutional, open space, and park uses surrounding the intersection of Chapman Avenue and Tustin Street. The focus area includes Chapman Hospital, Yorba Park, and Santiago Creek. SR-55 passes through this focus area in a north-south direction, with an interchange at Chapman Avenue. Key considerations within this area include the continued viability of commercial and institutional uses at the intersection of Chapman Avenue and Tustin Street, potential for more productive use of properties on both sides of Tustin Avenue from Chapman Avenue to La Veta Avenue,



maintaining public access to Santiago Creek throughout the focus area, and the future use of the Yorba Park site east of the SR-55. Although the Open Space–Park designation has not been changed on the Yorba Park site, the Yorba South Commercial Overlay has been applied to the park and the adjacent Orange Unified School District (OUSD) Education Center. The Yorba South Commercial Overlay designation provides for the future potential of the Yorba Park site to be used for commercial purposes that take advantage of its proximity to the SR-55 interchange. Any future commercial use of the Yorba Park site would require the City and potential developer to identify commensurate parkland and/or facilities per the terms of a Development Agreement.

This area is well-served by the SR-55 freeway, but is not a regional destination. Market studies completed for the General Plan update have concluded that this area is likely to develop as an office and professional service center. The Chapman Hospital site includes continued hospital and medical office use. This focus area is located completely within the City’s Redevelopment Project Area, which can allow for ongoing revitalization and/or intensification of existing commercial uses. The Yorba North Commercial Overlay has been applied to the Chapman Hospital site. This Overlay designation provides for mixed uses compatible with a public facility or institutional use subject to approval of a specific plan. The integration of housing, small-scale commercial uses and pedestrian-orientated features in this area desirable given its relationship to existing neighborhood-serving commercial uses, the Santiago Creek Trail corridor, and Grijalva Park.

The land use plan for this focus area is based upon the following future development objectives, which are consistent with citywide Land Use Element policies and the Vision:



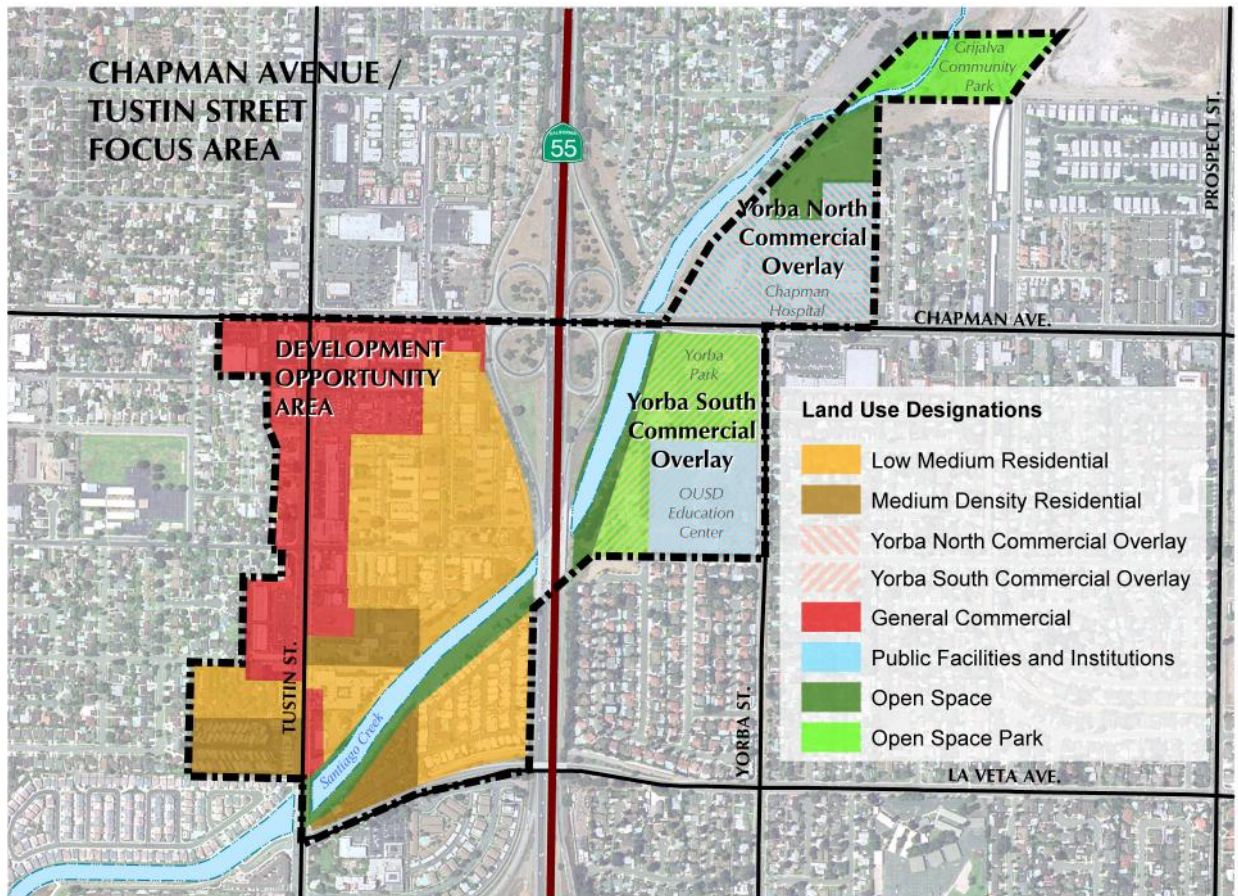
- Emphasize continued commercial and multiple-family residential designations west of SR-55.
- Promote viable open space recreation uses of Grijalva Park, and Santiago Creek.
- Allow potential future commercial uses on the Yorba Park and OUSD Education Center sites in conjunction with on- or off-site parkland improvements.
- Maintain hospital and medical office uses near Chapman Hospital.

The plan maintains the Public Facilities and Institutions designation on the Chapman Hospital site east of SR-55, allowing continued hospital and medical office uses. 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 Street 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 SR-55, an Open Space-Park designation is applied to Yorba Park and to Grijalva Park, located northeast of the Chapman Hospital site. An Open Space designation surrounds much





of Santiago Creek throughout the focus area. An additional Open Space area is located between Grijalva Community Park and Chapman Hospital.



### Katella Avenue Corridor



The 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 the Collins Channel and Katella Avenue, and portions of Struck Avenue between Katella Avenue and the Collins Channel. West Katella serves as a gateway into the City from Anaheim and interfaces with the highly active area surrounding The Pond and Angel Stadium, the Santa Ana River, and the Platinum Triangle. While the West Katella corridor functions as a solid commercial district for the City, the westernmost portion of Katella Avenue has untapped potential due to its strategic location and under-utilized properties.

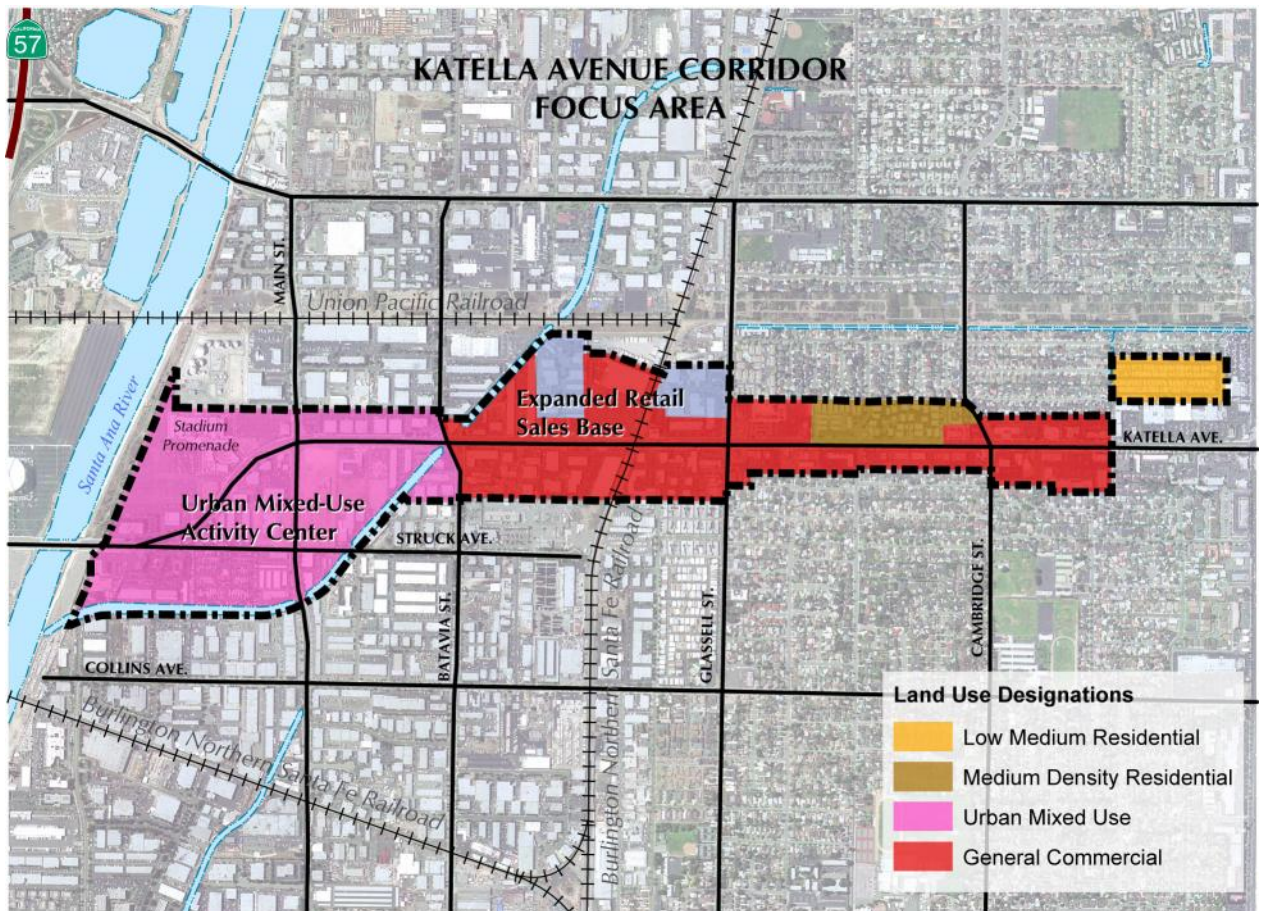
This western portion of this focus area is located within the City’s Redevelopment Project Area. The Katella Avenue Corridor includes a good variety of both retail and small office uses.





Its location at the midpoint of the City's industrial area provides service and support functions for these uses. The current Stadium Promenade site could maximize development potential to include mixed housing and retail uses that complement the current uses on the site.

Market studies completed for the General Plan update concluded that the western-most portion of this focus area could support mixed-use development, including housing at high densities. By employing this land use strategy, the City could encourage design of a signature development project on West Katella Avenue, serving as a gateway from the Platinum Triangle in Anaheim into the City of Orange.



The land use plan for this focus area is based upon the following future development objectives, which are consistent with citywide Land Use Element policies and the Vision statement:

- Establish an active, vibrant urban mixed-use residential gateway to the City featuring high-density residential uses.
- Capitalize on development of expanded entertainment uses and housing across the Santa Ana River in Anaheim.
- Enhance retail options and convenience throughout west Orange.



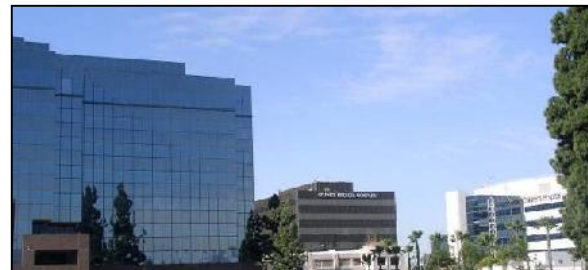
The land use plan features an Urban Mixed-use designation within the portion of the area between the Santa Ana River and Batavia Street, General Commercial and Industrial between Batavia Street and Glassell Street, and General Commercial and Medium Density Residential uses between Glassell Street and California Street. The Urban Mixed-use area is intended to be a regionally-oriented activity center, characterized by mid- to high-rise structures with uses that could include housing (30.0 to 60.0 du/ac), commercial retail uses, restaurants, offices, and civic uses. The General Commercial designation recognizes the contributions of the Katella Avenue corridor to the City’s overall retail sales base, and encourages some expansion and intensification of these uses, up to a maximum FAR of 1.0. Additionally, public input regarding this area emphasizes the need to incorporate youth and teen activities within the uses; to improve the appearance of Katella Avenue in the context of new development, conveying the identity of a grand boulevard; and to gradually phase out strip commercial uses along certain segments of the corridor. The Neighborhood Mixed-use designation allows local- and neighborhood-supporting mixed-use activity centers and corridors, which could include housing (at up to 15.0 du/ac). This designation maintains the commercial nature of the corridor with housing uses that help to transition into adjacent Low Density Residential designations.



The Neighborhood Mixed-use designation allows local- and neighborhood-supporting mixed-use activity centers and corridors, which could include housing (at up to 15.0 du/ac). This designation maintains the commercial nature of the corridor with housing uses that help to transition into adjacent Low Density Residential designations.

### South Main Street Corridor

The South Main Street Corridor includes the Children’s Hospital of Orange County (CHOC) and St. Joseph Hospital medical centers on La Veta Avenue, as well as various commercial and office uses on Main Street between La Veta Avenue and Chapman Avenue. Multiple-family residential apartments located west of Main Street and south of Chapman Avenue 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 SR-22 along Town and Country Road, characterized by mid-rise office, senior housing, and commercial retail uses.



The South Main Street corridor also includes areas south of SR-22 along Town and Country Road, characterized by mid-rise office, senior housing, and commercial retail uses.

Most of this focus area is located within the City’s Redevelopment Project Area. South Main Street serves as a key approach to the major medical hub created by CHOC and St. Joseph Hospital medical centers. 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 that are incompatible with desired medical uses. The corridor also abuts established single-

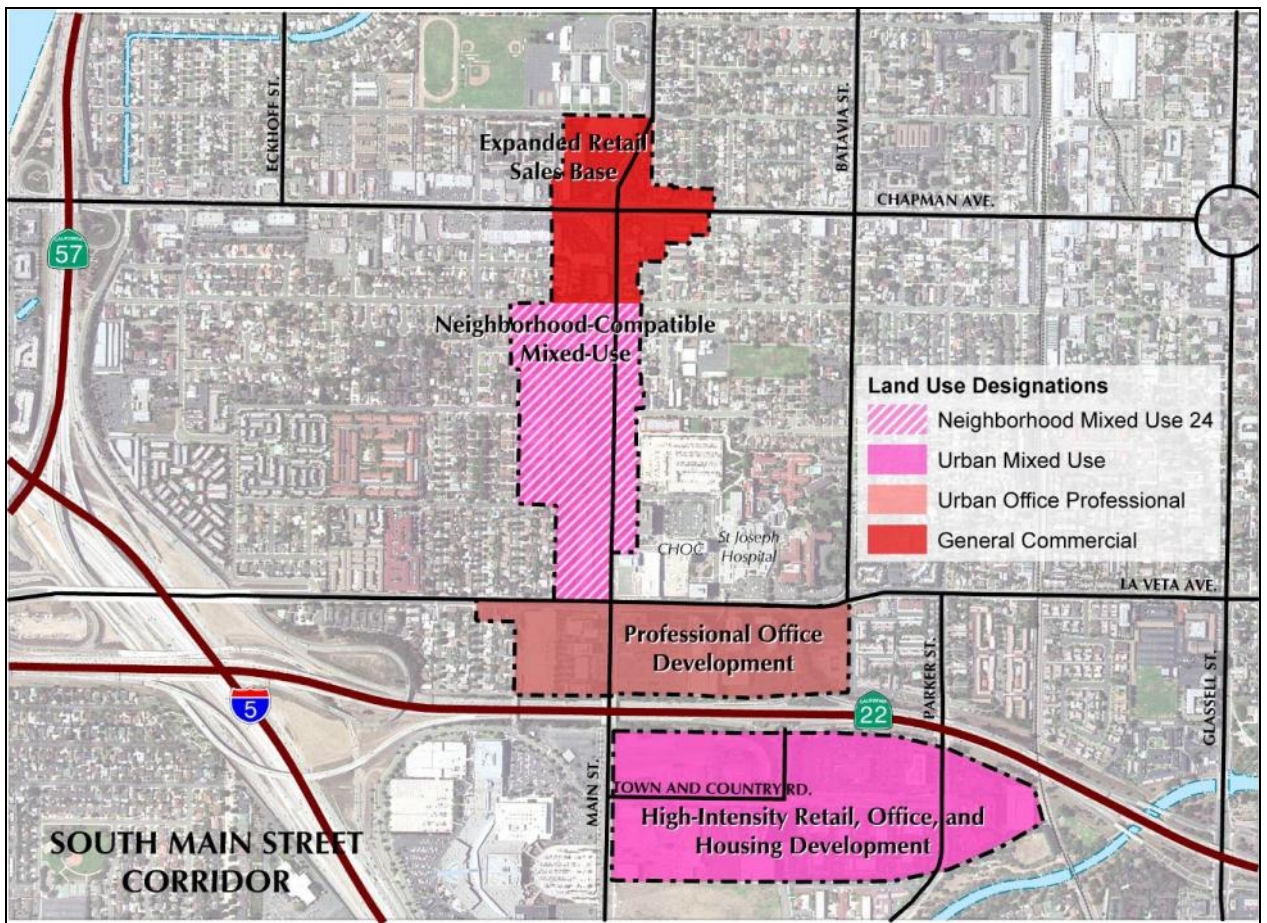




and multi-family neighborhoods, making expansion and intensification a challenge. Market studies completed for the General Plan update concluded that this area has good potential to provide for relatively high density housing and mixed-use development that supports current and future medical facilities in the area, while the Town and Country shopping center and Main Place regional mall in Santa Ana continue to provide nearby retail amenities.

The land use plan for this focus area is based upon the following future development objective, which is consistent with citywide Land Use Element policies and the Community Vision:

- Encourage compatible and integrated residential, commercial, and office uses.
- Promote development of a medical corridor that capitalizes on existing hospital and medical uses.





The plan encourages mid- to high-rise office, medical, housing, and retail uses south of La Veta Avenue. It applies the Urban Mixed-use and Urban Office Professional designations to properties along La Veta Avenue, Town and Country Road, and Parker Street. Urban Mixed-use areas south of SR-22 are intended to provide for integrated commercial retail, professional office, housing, and civic uses. Commercial retail uses are intended to be the

primary use on the ground floor within these areas. Urban Office Professional areas north of SR-22 are intended to provide for urban, high-intensity, mid- and high-rise office centers. Professional office is intended as the primary use. Both designations allow for a maximum allowable intensity of 3.0 FAR within this area. A limited number of high-rise office and residential projects may also be permitted within this focus area through the use of transferable development rights.

The plan also features Neighborhood Mixed-use designations for portions of Main Street south of Almond Avenue. This designation encourages compatible and integrated residential, commercial, office, and medical uses, either as multiple-story projects with ground-floor retail, or as stand-alone projects with pedestrian connections to the arterial corridors. Neighborhood-scale mixed-use at this location is intended to support the ongoing transformation of south Main Street into a medical corridor in a manner sensitive to surrounding single-family residential areas. On south Main Street, Neighborhood Mixed-use areas are permitted at a maximum density of 24.0 du/ac, and a maximum FAR of 1.5. In the Town and Country Road area south of SR-22, high intensity retail, office and housing development is encouraged within the Urban Mixed-use designation, which allows a maximum density of 60.0 du/ac, and a maximum FAR of 3.0. The General Commercial designation present at the intersection of Main Street and Chapman Avenue allows for a maximum development intensity of 1.0 FAR, to enable more productive use of retail properties near the intersection.

### **West Chapman Avenue/Uptown Orange**

The West Chapman/Uptown Orange focus area consists of mostly commercial and industrial properties located west of SR-57, as well as commercial areas located along Anita Drive, just east of the Santa Ana River. In recent years, the City has experienced a high level of interest in sites available for redevelopment in Uptown Orange (generally bounded by SR-57 and State College Boulevard). Large multi-family developments have recently been constructed and property owners and developers remain interested in increased office, retail, and housing opportunities. Factors influencing redevelopment interest in this area include expansion of the University of California Irvine (UCI) Medical Center, freeway accessibility, improvements at The Block at Orange,







County government facilities located in the area, and the City of Anaheim's Platinum Triangle Plan.

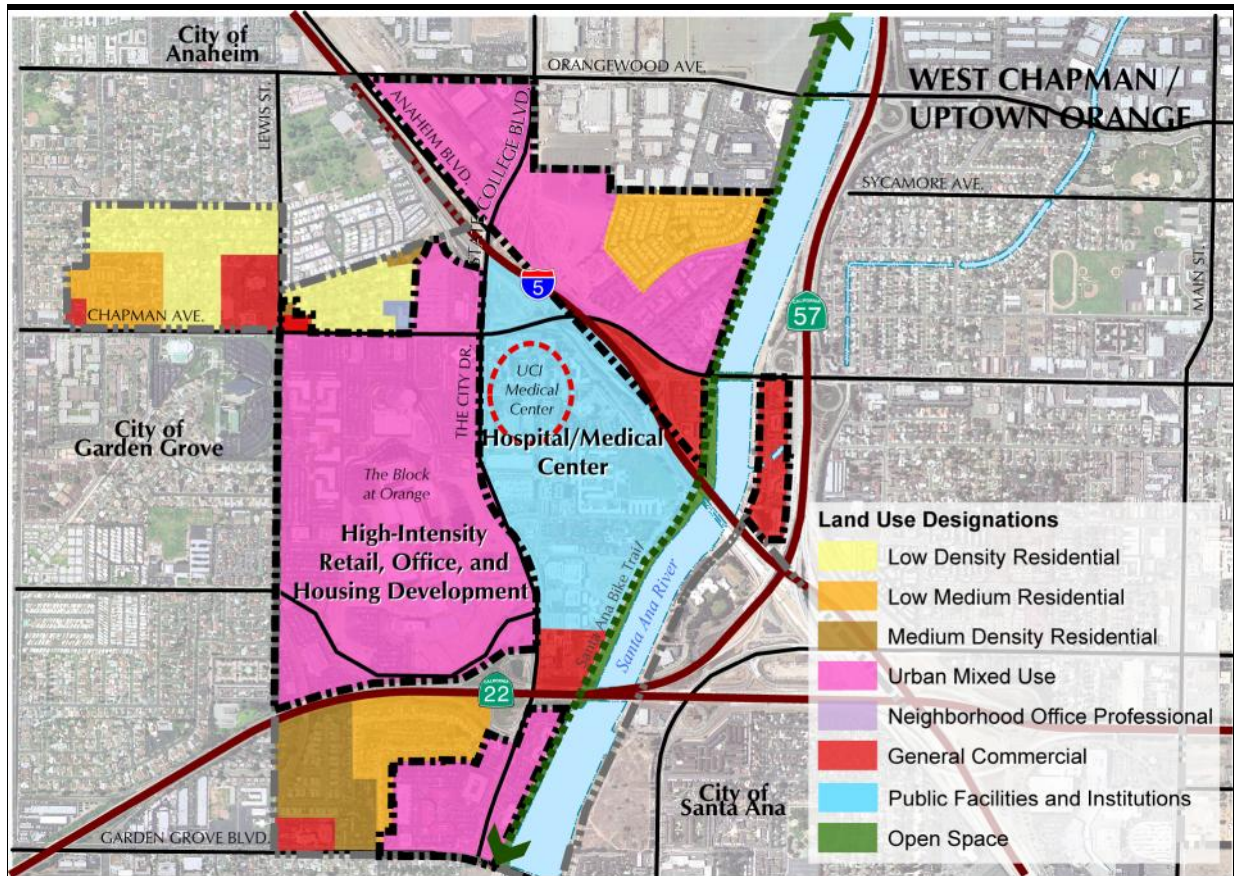
Uptown Orange is the most urban of the eight focus areas. It adjoins Anaheim, Garden Grove, and Santa Ana, where substantial higher-density development is already underway. Uptown is well-served by freeways and contains a mix of major destination uses, including shopping, entertainment, offices, hotels, and a hospital. As a regional mixed-use node, Uptown should accommodate additional development intensity, including high-density multifamily residential development.

Market studies completed for the General Plan update concluded that Uptown Orange has the potential to complement similar residential/mixed-use development in surrounding cities. Existing and proposed retail/entertainment facilities at The Block provide the atmosphere to create a live, work, and play destination once higher-density residential units are introduced. This mixed-use development strategy and increased residential densities will require improved transit access. Additionally, the presence of the Santa Ana River and associated regional bike trail along the eastern edge of the focus area provides great opportunity to improve the community's access to and relationship with the river, and to integrate access to and views of the river corridor in the design of mixed-use projects.

The land use plan for this focus area is based upon the following future development objectives, which are consistent with citywide Land Use Element policies and the Vision Statement:

- Encourage integrated commercial retail, professional office, housing, and civic uses.
- Provide convenient transit access, innovative housing options, and pedestrian-oriented design.
- Require new development projects to provide community open space areas and retain or improve access to the Santa Ana River Trail.

The plan features an Urban Mixed-use designation for most of the focus area, which provides for integrated commercial retail, professional office, housing and civic uses. Convenient transit access, innovative housing options, and pedestrian-oriented design will be encouraged. High intensity retail, office and housing development is encouraged within the Urban Mixed-use designation, which allows a maximum density of 60.0 du/ac, and a maximum FAR of 3.0. A limited number of high-rise office and residential projects that exceed the maximum density or intensity may also be permitted within this focus area through the use of transferable development rights. New development projects in this area will be required to demonstrate provision of community open space areas, and, for projects adjacent to the Santa Ana River, to provide access to the River Trail when possible.



### Old Towne and Santa Fe Depot

The Old Towne and Santa Fe Depot focus area is generally bounded by Walnut Avenue to the north, La Veta Avenue to the south, Cambridge Street to the east, and Batavia Street to the west. Uses within Old Towne consist of a variety of commercial retail, service, restaurant, and office uses lining the Chapman Avenue and Glassell Street corridors; Hart, Plaza, and Depot Parks; industrial and warehouse buildings lining the Burlington Northern/Santa Fe (BNSF) Railway west of Glassell Street; several churches; Orange City Hall; the Orange Public Library & History Center; the Senior Center; much of the Chapman University campus; and numerous single-family and multiple-family residential units at varying densities.



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



The Santa Fe Depot and associated Metrolink station and OCTA Transportation Center provide commuting options to people living and working in Orange. Opportunities for land use changes in this area arise because of its proximity to The Plaza and Chapman University, and due to the presence of Depot Park, under-utilized industrial properties, and surface parking lots. Land use changes could better integrate this area with its surroundings and could lead to more transit-oriented housing and creative re-use of historic industrial and commercial buildings.

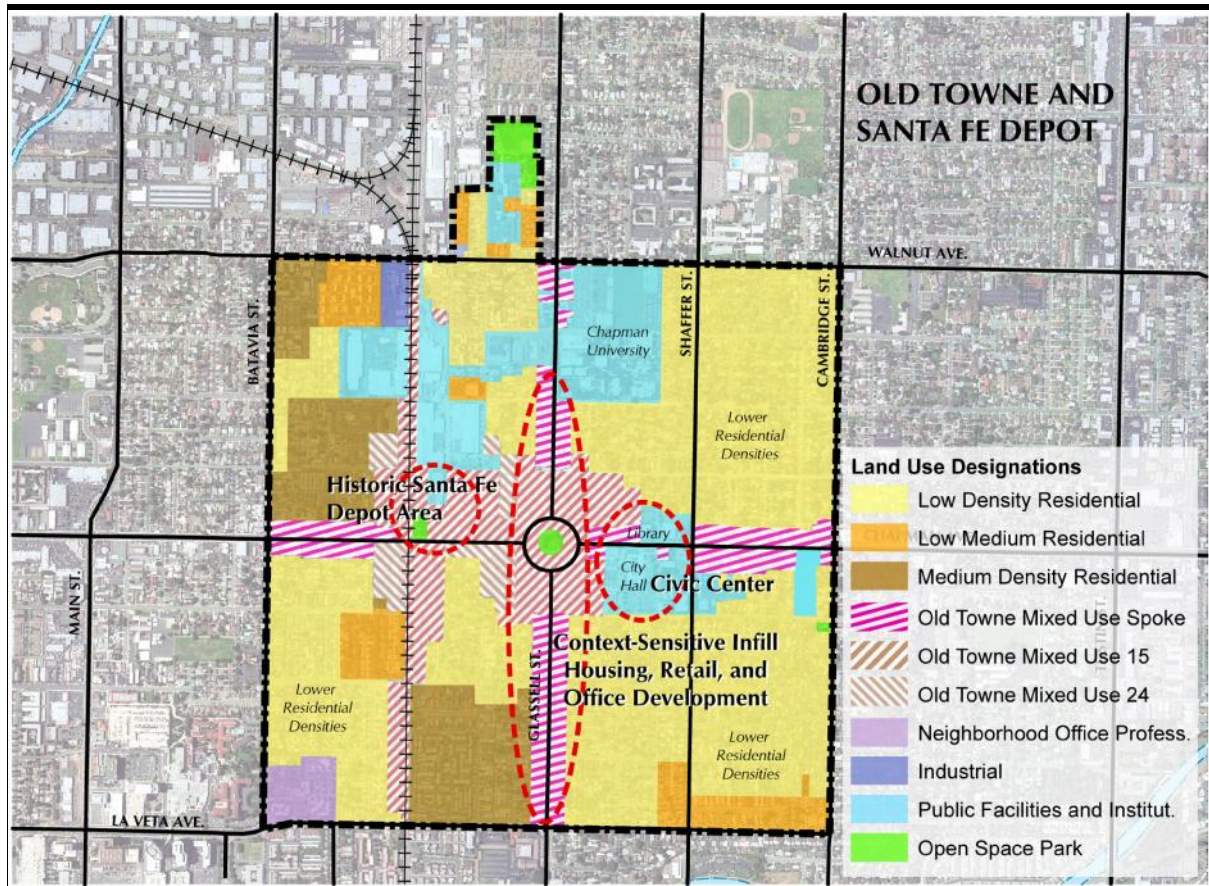
Old Towne is the heart of the City, and the General Plan seeks to protect the small-scale fabric of the area, as well as the existing predominantly single-family neighborhoods that surround the Plaza. Residents in this “small town” district enjoy proximity to key quality-of-life amenities, such as restaurants, shopping, commuter rail services, and other public facilities. The area provides amenities that are compatible with and supportive of new mixed-use development, which may include small-scale office development, additional storefront retail, and new housing. Market studies completed for the General Plan update concluded that mixed-use designations in this area are more likely to build out as residential use than as non-residential use. Residential uses will in turn drive support for additional non-residential development.

The land use plan for this focus area is based upon the following future development objectives, which are consistent with citywide Land Use Element policies and the Vision statement:

- Reduce residential densities in many Old Towne neighborhoods.
- Continue to protect and enhance Old Towne’s historic character.
- Introduce neighborhood-scale mixed-use along Chapman Avenue and Glassell Street, and adjacent to the BNSF railroad.
- Encourage the adaptive re-use of existing industrial areas and the creation of transit-oriented developments around the historic Santa Fe Depot.
- Maintain and enhance Old Towne’s walkability.
- Provide for continued use and enhancement of the civic center.

The plan features lower residential densities within the northeast, southwest and southeast quadrants of Old Towne, and introduces mixed-use within the historically industrial areas adjacent to the BNSF railroad. Low Density (maximum 6.0 du/ac) residential designations are applied to most current residential areas located east of Glassell Street. West of Glassell Street, a combination of Low, Low Medium, and Medium Density Residential designations are found, consistent with current development patterns. The intent of these designations is to ensure that infill development within Old Towne over time is consistent with the style, density, character, and intensity of the historic residential neighborhood character.





Two Old Towne Mixed-use designations with a maximum density of 15.0 du/ac surround the Plaza and line much of Chapman Avenue, Glassell Street, and the BNSF railroad corridor. One of these is designed with a lower floor area ratio to maintain the historic residential character associated with the Spoke Streets. A higher-density Old Towne Mixed Use designation that allows up to 24.0 du/ac generally occurs along Olive Street, north and south of Chapman Avenue, and around Pixley Street. The higher-density designation supports future plans for transit-oriented development near the Metrolink station outlined within the *Santa Fe Depot Specific Plan*. The Old Towne Mixed Use designations encourage and support development up to the property lines in the downtown core and Santa Fe Depot Specific Plan area in order to maintain the historic streetscape and building pattern that characterizes these portions of the Old Towne area. Ground floor retail uses are 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. The Old Towne Mixed-use designations also encourage the adaptive re-use of the existing industrial areas, and support improved walkability within the area.

Chapman University and the Orange Civic Center are contained within the Public Facilities and Institutions designation. The civic center includes City Hall, the Orange Public Library & History Center, the Chamber of Commerce, Fire Department Station 1, St. John's Lutheran School, Emanuel Lutheran School, the Women's Club, and the Ainsworth House.



## Industrial Areas

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 also addressed in more detail in other focus areas. Orange's industrial area is characterized by a broad mix of business park, office, manufacturing, warehousing and commercial uses. A limited number of single-family homes are located in the industrial area, mostly concentrated along Cully Drive.



The entirety of this focus area is located within the City's Redevelopment Project Area. Over time, market forces may create demand for more office space or for more intense business park or warehouse uses than currently exist. 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 between higher intensity industrial uses and surrounding residential areas to the north and east. Market studies completed for the General Plan update concluded that demand for industrial and office use in this area is strong, particularly among those who want to own their buildings. Therefore, the City seeks to preserve the primary industrial land use found in this area and to encourage intensification and/or redevelopment of underutilized parcels.

The land use plan for this focus area is based on the following future development objectives, which are consistent with citywide Land Use Element policies and the Vision statement:



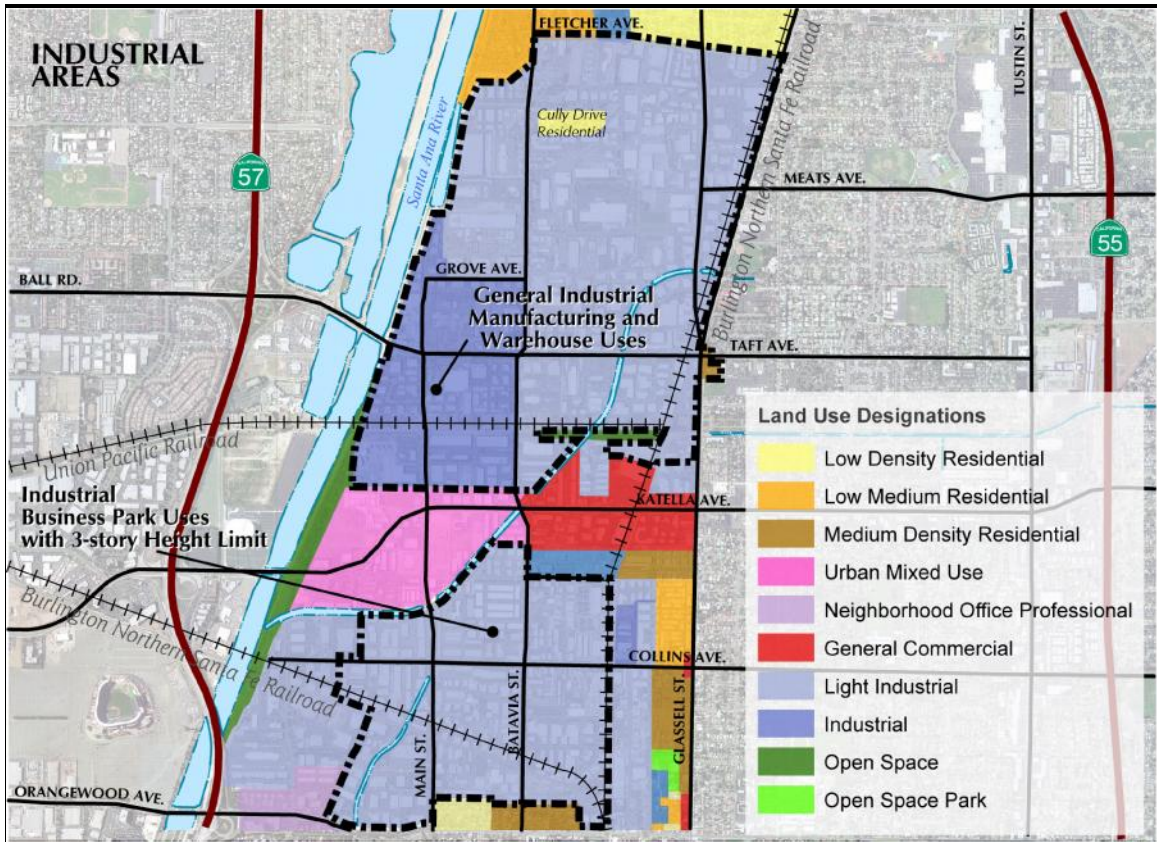
- Decrease the maximum allowed intensity within areas located west of Batavia Street and generally south of Grove Avenue to discourage professional office uses within this area in favor of true industrial uses.
- Provide room for expansion of current businesses and infill of vacant properties in remaining portions of this area by increasing the maximum allowed development intensity.
- Preserve the single-family residential character of the Cully Drive neighborhood.

The plan features Industrial land use designations west of Batavia Street and generally south of Grove Avenue. At these locations, the maximum allowed intensity is 0.75 FAR. The remaining portions of the industrial area are designated Light Industrial. In these areas, the maximum allowed intensity is 1.0 FAR with a three-story height limit to ensure a sensitive interface with nearby residential areas. These changes provide capacity for current





businesses to expand, and enable more intensive uses to provide infill of currently vacant properties.



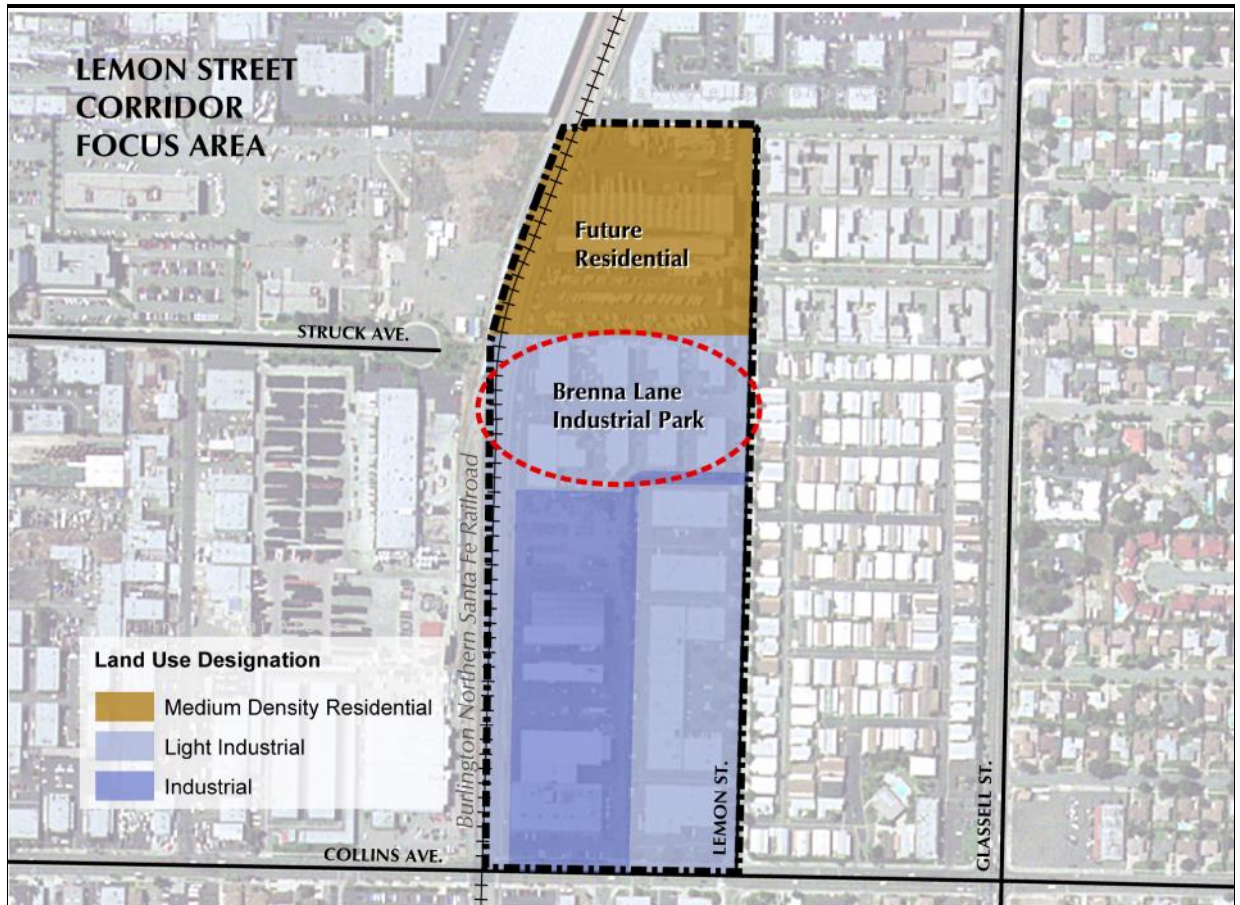
Properties on the east side of the Taft Avenue/Orange-Olive Road intersection are designated Medium Density Residential (permitting up to 24.0 du/ac). Additionally, to protect the integrity and character of the Cully Drive neighborhood, currently residential lots located on Cully Drive, east of Batavia Street, are designated for Low Density Residential use, permitting up to 6.0 du/ac.

### Lemon Street Corridor

The Lemon Street corridor is bounded by Lemon Street on the east, the BNSF Railway on the west, Hoover Avenue on the north, and Collins Avenue on the south. The corridor includes predominately industrial and office uses and vacant lots. This corridor represents an opportunity to redefine and improve the industrial interface with single- and multi-family residential uses to the east.







Market studies completed for the General Plan update indicate that developers have shown interest in providing residential uses within the Lemon Street corridor. This focus area is located in the City’s Redevelopment Project Area, and it is likely that the Redevelopment Agency will need to provide financial and lot assembly assistance in order to successfully transition this area to desirable residential development.

The land use plan for this focus area is based upon the following future development objective, which is consistent with citywide Land Use Element policies and the Vision statement:

- Establish a corridor of well-insulated, higher density residential uses, gradually transitioning, from west to east, into a single-family residential area.

The plan features a Medium Density Residential designation to the north of the focus area, allowing a maximum density of 24.0 du/ac and industrial in the southern two-thirds of the area. Future development in this area should also incorporate accessible open spaces for residents and workers and take advantage of opportunities for future trails parallel to the railroad tracks.



### **Eckhoff Street/Orangewood Avenue**

This focus area encompasses the area generally east of the Santa Ana River, north of Orangewood Avenue, west of Bitterbush Channel, and south of Collins Channel. The focus area largely consists of professional offices, commercial uses, warehouses, and distribution centers. It has historically been planned and zoned for industrial use; however, over the years, properties have been allowed to develop as offices, and areas adjacent to the offices have been allowed to develop as industrial parks.



This focus area is located within the City's Redevelopment Project Area. As in the City's industrial area as a whole, demand for industrial and office use in the Eckhoff Street/Orangewood Avenue area has been strong, particularly among those who want to own their buildings. The City seeks to encourage intensification and/or redevelopment of underutilized parcels.

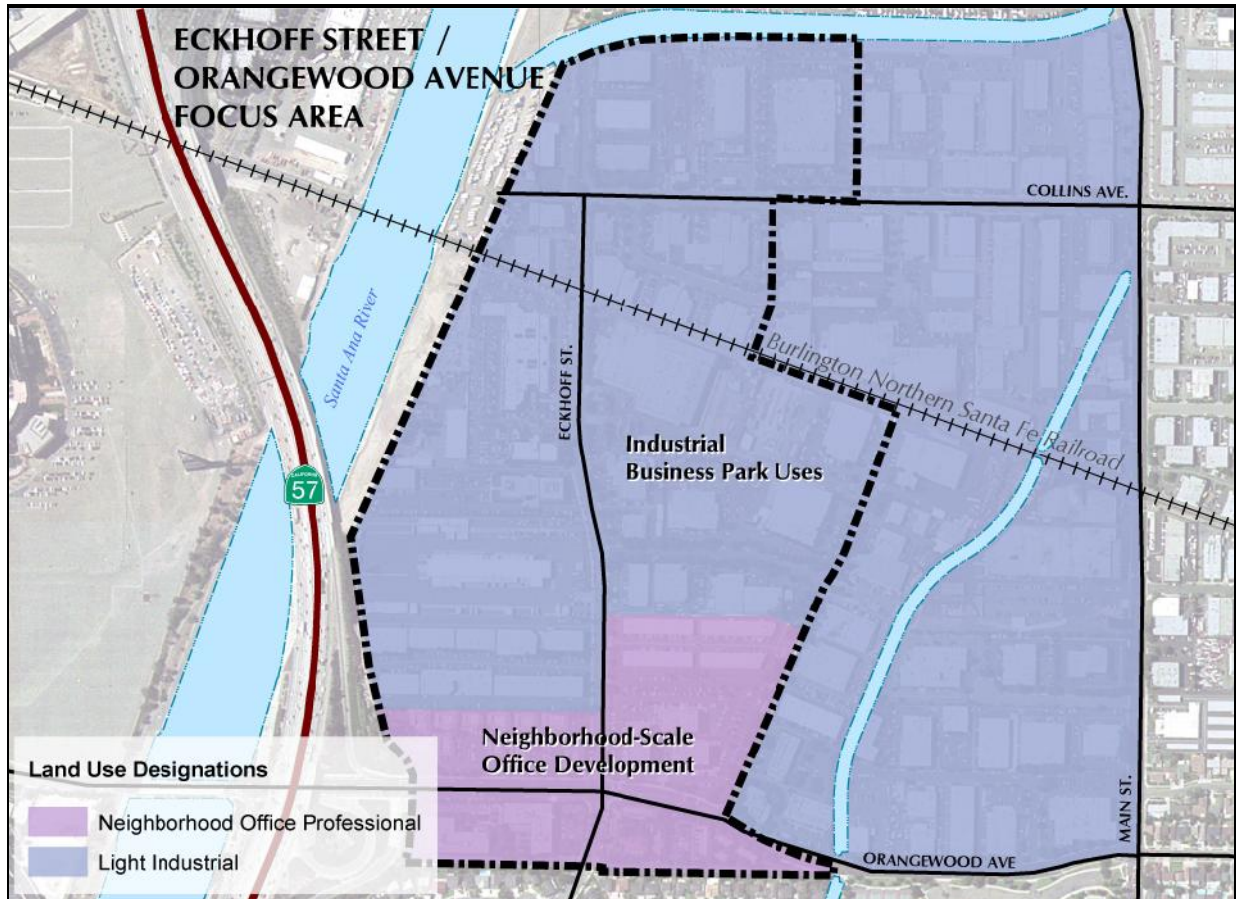


The land use plan for this focus area is based on the following objectives for future development, which are consistent with citywide Land Use Element policies and the Community Vision:

- Recognize the potential of areas north of Orangewood Avenue to continue to provide options for lower-scale office uses and business-park oriented light industrial uses, as well as warehouse and distribution uses.
- Expand current neighborhood-scale office activities along Orangewood Avenue.

The plan supports an expansion of current neighborhood office uses along Orangewood Avenue and north of the Eckhoff Street intersection. All areas designated Light Industrial have a maximum allowable building intensity of 1.0 FAR and a 3-story height limit. Properties designated for Neighborhood Office Professional use have a maximum allowable building intensity of 0.5 FAR.





## Land Use Diversity and Balanced Development

A well-balanced community provides a broad range of housing and business opportunities as well as recreational, institutional, and cultural activities that enhance the overall living environment. By encouraging a mix of land uses, the City can create an active and diverse environment that complements all lifestyles and supports neighborhoods. A balanced inventory of land uses is needed to meet the housing needs of all income groups and lifestyles, to create a stable employment and tax base, to maintain logical relationships between land uses and community assets, and to provide residents with a range of recreational opportunities. Maintaining a variety of complementary land uses will continue to be a high priority for the City.

A key challenge that the City will face when reviewing future development is that newer areas of Orange (mostly located in the eastern portion of the City) and long-established areas of the City (mostly located in the western portion) have very different development and community service needs. Priorities in the City’s western area tend to be more established, focusing on reinvention of older commercial and industrial areas and on new opportunities to provide open space as part of infill development. This contrasts with priorities for east Orange, which is characterized by more recent suburban residential development. Here, providing adequate levels of roadway, utility infrastructure, and community services that are in step with new development and do not degrade service levels in other parts of the City is a key priority.





## Mixed-use Development

As this Element has discussed, mixed-use refers to the mixing of compatible uses such as residential, commercial, and office, which increases the diversity of land uses within a given area. Mixed-use developments create vital urban areas that accommodate residents, employment, retail, and amenities within walking distance. Mixed-use will also activate neighborhoods throughout the day, unlike single-use office districts, for instance, that are often deserted at night. Mixed-use buildings are often vertically mixed, with commercial space on the first floor and residential or office space above. Horizontal mixed-use is also desirable at some locations, allowing commercial to be adjacent to an office or residential use.



The Land Use Policy Map identifies multiple types of mixed-use within the City. All of the mixed-use designations encourage a creative blend of commercial retail, office, housing, civic, and entertainment uses that may vary in composition and intensity based upon location, accessibility, and the surrounding development context. Figure LU-7 identifies potential configurations of mixed-use, in both plan and elevation, which may be found in Orange pursuant to the policies outlined in this Element. As shown in the figure, the style and intensity of mixed-use in Orange varies by location. For example, in areas designated for Urban Mixed-use, vertical mixed-use is encouraged, and mid-to-high rise buildings reaching upwards of 10 or more stories may be allowed. By contrast, in Neighborhood and Old Towne Mixed-use areas, either horizontal or vertical mixed-use is encouraged. Buildings tend not to exceed three stories, and they are designed to blend in with their surroundings. The City encourages this diversity of mixed-use development as a way of establishing vibrant activity centers, providing diverse housing opportunities, and encouraging walkable districts with convenient access to goods and services.

### Transfer of Development Rights for Residential Development or Open Space

The City seeks to promote flexibility in future development of urban mixed-use environments, to encourage and support historic preservation within Old Towne, and to encourage expansion of open space opportunities in neighborhood scale mixed-use areas. Transfers of development rights are encouraged for these four future development conditions, which are summarized in Table LU-4 and discussed below.



**Table LU-4  
Transfer of Development Rights Conditions**

Purpose	Site Characteristics		Maximum Transferable Unused FAR (Receiver Site)	Other Requirements
	Receiver Site Land Use Designation(s)	Donor Site Land Use Designation(s)		
Provide for increased levels of residential use at appropriate sites.	Urban Mixed-use	Urban Mixed-use	0.25 FAR	Development Agreement
Encourage development of well-designed high rise development consisting of buildings 10 stories or higher at identified locations.	Urban Mixed-use	Urban Mixed-use	1.0 FAR	Development Agreement  20 percent of receiver site must be developed as permanent improved open space
Expand and preserve open space in Neighborhood mixed-use environments	Neighborhood Mixed-use	Neighborhood Mixed-use	Variable (determined by Development Agreement)	Development Agreement
		Old Towne Mixed-use		
Encourage and support historic preservation in Old Towne mixed-use environments.	Old Towne Mixed-use	Old Towne Mixed-use	Variable (determined by Development Agreement)	Development Agreement
	Neighborhood Mixed-use			

For properties within the Urban Mixed-use designation, (see Figure LU-8) allowable land uses include residential (at 30.0 to 60.0 du/ac) or commercial retail or office, or any combination of those uses that does not exceed a maximum FAR of 3.0. For properties with proposed commercial retail and/or office development that do not exceed the maximum FAR, any unused FAR on that donor site, up to a maximum 0.25 FAR of an identified receiver site, may be transferred to other Urban Mixed-use designated properties for the purpose of developing additional residential units on the property that receives the unused FAR. This approach to development is known as a transfer of development rights (TDR) and must be completed under a development agreement in accordance with City ordinances. This TDR technique is allowed in addition to density bonus provisions of State law (section 65915 of the California Government Code). Transfers of development rights from a donor site under this strategy may be limited to one receiver site, or may involve multiple receiver sites.

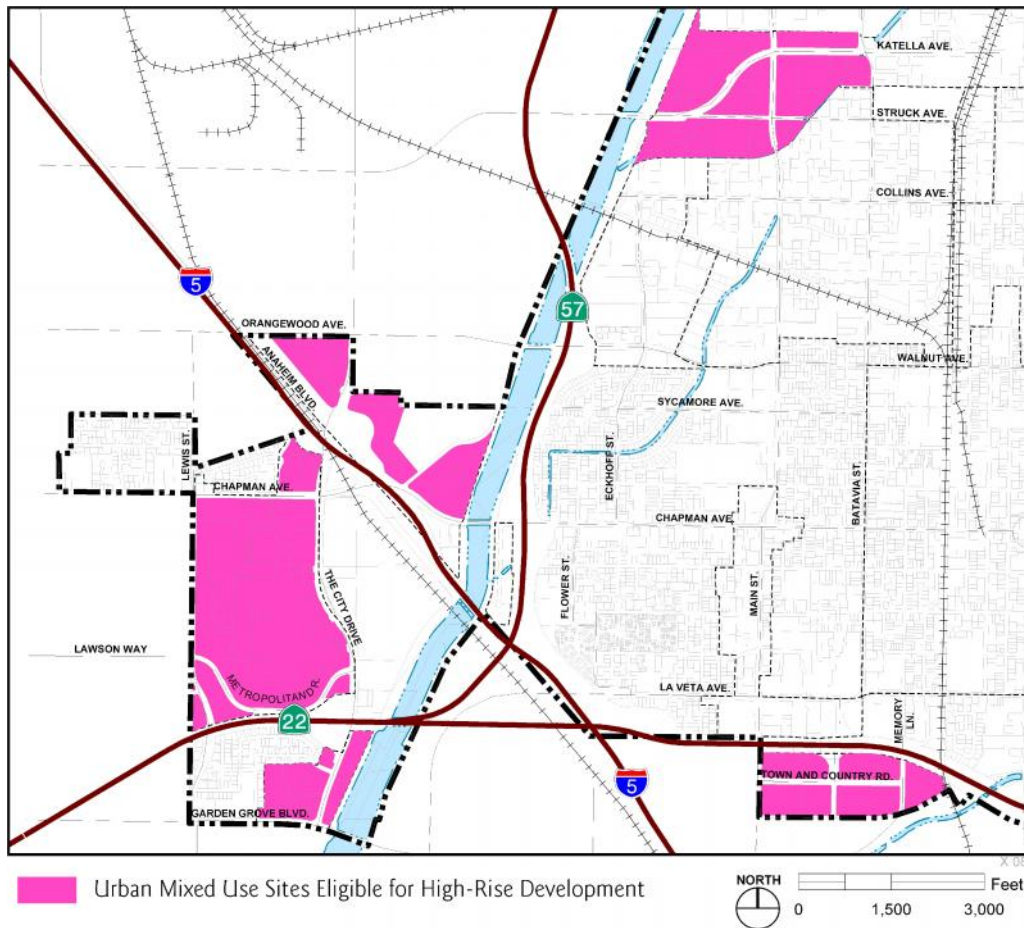


Figure LU-7 Mixed-use Types





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**Figure LU-8**  
**Urban Mixed-use Sites Eligible for High Rise Development**

To determine the number of residential units that can be added to the receiver property, unused FAR is converted to building floor area square footage; for example, 0.25 FAR for a receiver property of 10 acres in size is 108,900 square feet. The resulting square feet of building floor area is then divided by 1,000 square feet (the average size of a residential unit) to determine the number of additional residential units that can be added to the receiver property above and beyond the allowed 30.0-60.0 du/ac already allowed on that property. In this example, dividing 108,900 by 1,000 equals a maximum of 109 dwelling units that can be added to the receiver property, above and beyond the 300-600 dwelling units already allowed.

For some properties within the Urban Mixed-use designation, the City desires well-designed high-rise development consisting of buildings 10 stories or higher. For any unused FAR, up to a maximum of 1.0 FAR of the receiving property may be transferred from other Urban Mixed-use designated properties, if proposed development on the receiving property results in the construction of a well designed high-rise building, and at least 20 percent of the property is developed as permanent improved, publicly accessible open space.



For properties in the Neighborhood Mixed-use designation, transfers of unused FAR are permitted and encouraged for the purpose of creating open space. Similarly, in the Old Towne Mixed-use designation, transfers of unused FAR are permitted to support historic preservation within the Old Towne neighborhood.

## Industrial and Office Uses

Providing options for industrial development and office uses within the City contributes to the economic and employment base of the community. A variety of industrial and warehouse facilities are located in the area north and south of the western end of Katella Avenue. Uses range from large beverage and grocery distributors, to masonry and foam manufacturers, down to small one-person printing operations. Office spaces that support industrial practices can also be found in this area.

Industrial development in Orange and throughout the region has undergone some transitions in recent years. Even though traditional manufacturing activities dominate these areas, in some cases warehousing uses and a few modern office parks are starting to replace manufacturing. In addition, Orange has experienced increased demand for larger, multi-story professional office complexes at locations such as South Main Street, Town and Country Road, La Veta Avenue, and The City Drive. Demand has also grown for medical office space surrounding local hospitals.

The Land Use Policy Map indicates a change in proposed land use designations directly west of the core of Old Towne, from Industrial to Old Towne Mixed-use. By changing the land use designation, the City is encouraging the adaptive reuse of several industrial sites to support walkability and transit presence in the area. The City continues to support industrial and office uses in areas currently characterized by these uses, and encourages a mixture of office, commercial, and residential uses in the area near the Old Towne core.



## Contextual and Environmental Compatibility

The quality of the built and natural environments plays a large part in defining Orange's quality of life. Land use conflicts often occur when newer development is allowed to occur that is insensitive to the use, scale, or character of current development and the surrounding environment. In other cases, older, obsolete and nonconforming uses remain, interspersed





among newer developments, as when old service stations or repair shops are located in the midst of residential development. Such conflicts can lead to degradation of the built environment. The City has ensured that all proposed land use designations in this Element are designed to complement and enhance adjacent and surrounding land uses and the natural environment.

## **Coordinated Planning**

Future planning considers ongoing planning efforts of all City departments, agencies, surrounding jurisdictions and special districts. In addition, ongoing planning efforts undertaken by regional agencies such as the County of Orange, the Southern California Association of Governments, the South Coast Air Quality Management District, the Santa Ana Regional Water Quality Control Board, and others need to be examined for consistency with the City's long-range objectives.

The following plans and programs, which are administered by federal, state, county, and special purpose agencies, will help achieve the goals of the Land Use Element. The City will continue to coordinate with the agencies responsible for administering these plans to ensure that City interests are considered and met.

### **National Pollutant Discharge and Elimination System**

The City of Orange is under the jurisdiction of the Santa Ana Regional Water Quality Control Board (RWQCB), which implements the National Pollutant Discharge and Elimination System (NPDES) permit for the northern and central portions of Orange County. The NPDES permit, a requirement under the Clean Water Act, addresses pollution from urban runoff that threatens water quality of receiving waters (such as streams and lakes). Under the NPDES permit, Orange must implement measures to reduce urban runoff during all phases of development: planning, construction, and existing use. Requirements include incorporating Best Management Practices to reduce runoff from construction and current uses, reporting any violations to the RWQCB, and education regarding the negative water quality impacts of urban runoff.

### **California Environmental Quality Act and Guidelines**

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for more thorough environmental analysis of projects that might affect the environment. Provisions of the law and environmental review procedures are described in the CEQA Statutes, State CEQA Guidelines, and the City's guidelines implementing CEQA. Implementation of CEQA ensures that during the decision making stage of development, City officials and the general public will be able to assess the environmental impacts associated with private and public development projects.

### **Southern California Association of Governments Growth Management Plan**

The Southern California Association of Governments (SCAG) Growth Management Plan recommends methods to redirect regional growth to minimize traffic congestion and better protect environmental quality. The goals of the Growth Management Plan include balancing



jobs and housing. While SCAG has no authority to mandate implementation of the Growth Management Plan, principal goals have implications for the land use composition of Orange.

**LAND USE IMPLEMENTATION**

The goals, policies and plans identified in this Element are implemented through a variety of City plans, ordinances, development requirements, capital improvements, and ongoing collaboration with regional agencies and neighboring jurisdictions. Specific implementation measures for this Element are contained in the General Plan Appendix.

