ORANGE SANTA FE DEPOT SPECIFIC PLAN

CITY OF ORANGE

SEPTEMBER 2012

Acknowledgments

City Council

Carolyn V. Cavecche, Mayor
Denis Bilodeau, Mayor Pro Tem
Tita Smith, Councilmember
Jon Dumitru, Councilmember
Fred Whitaker, Councilmember

Planning Commission

William “Bill” Steiner, Chair
Patricia “Pat” Buttress, Vice-Chair
Raymond Grangoff
Adrienne Gladson
William “Bill” Cathcart

City Staff

John Sibley, City Manager
Alice Angus, AICP, Community Development Director
Anna Pehoushek, AICP, Principal Planner
Jennifer Le, Senior Planner/Environmental Coordinator
Amir Farahani, City Traffic Engineer
Doug Keys, Transportation Analyst
Lisa Kim, Acting Economic Development Manager

Consultants to the City

The Arroyo Group

In association with:
Keyser Marston Associates
The Mobility Group
EPT Design
JMC^2, Inc.
HDR, Inc.

TABLE OF CONTENTS

Tables

Figures

CHAPTER 1

Introduction

A. What is a Specific Plan?

A Specific Plan is a regulatory tool that local governments use to implement the General Plan and to guide development in a localized area. While the General Plan is the City's overall guide for growth and development and the Zoning Code is the tool for regulating development in the entire City, a Specific Plan focuses on the unique characteristics of a special area by customizing the planning process and land use regulations to that area. A Specific Plan is enacted pursuant to Section 65450 et seq. of the California Government Code.

A Specific Plan is intended to be a tool for City staff, decision makers, developers and property owners by providing strong and clear policies, development and design standards, design guidelines, and a vision that guides land use decisions, infrastructure improvements, design, and economic development activities in the Specific Plan area. A Specific Plan should encourage desired patterns of activity, land uses and development types and remove constraints to efficient development.

B. Background

The Santa Fe Depot Specific Plan was originally adopted in December 1993 with policies and standards for new development in the area immediately surrounding the City of Orange's historic Santa Fe Depot train station and Orange County Transit Authority (OCTA) bus transfer station. Collectively, these transit facilities are known as the Orange Transportation Center. The 1993 Specific Plan was conceived to address the development of a commuter rail station, as well as aesthetic and physical improvements to existing infrastructure, preservation of historic buildings, and the concentrated integration of specialty retail uses and housing around the Depot. While the Metrolink Station has been phenomenally successful, the Specific Plan area has struggled economically and has yet to live up to its full potential of becoming a viable and cohesive mixed use district that links the Depot to the Plaza business district.

In addition, many other changes have occurred within the Specific Plan area and its immediate environs since 1993:

- The City has seen the ongoing revitalization of Old Towne and its designation as both a local and National Register Historic District;

- Metrolink initiated its Orange County line in 1995 and the Orange Station has become heavily utilized, providing commuters on the Orange County Line with service to downtown Los Angeles, and acting as a transfer station for Inland Empire commuters who work in city destinations along the Orange County line including Irvine, Anaheim, Fullerton, and Los Angeles;

- OCTA has announced its intent to expand train service and fund parking improvements at the Metrolink Station to mitigate impacts of future service increases, which are projected to bring 75 percent more passenger rail traffic through the Specific Plan area by 2020;

- The major historic industries in the area, citrus packing and wire manufacturing, have moved out of the area, leaving many industrial buildings vacant and ripe for adaptive reuse; and

- Chapman University has updated its Specific Plan (Chapman University Specific Plan) in 2003, resulting in significant growth and expansion of the University to areas just north and east of the Santa Fe Depot.

In response to these important developments and the dynamics they introduce to the area, it became necessary to update the 1993 Specific Plan with current and innovative policies, development standards and implementation tools. The ultimate goal is to further the original objectives of the 1993 Specific Plan, and transform the Depot into a vibrant transit-oriented district while simultaneously guiding future growth in a way that is compatible with surrounding neighborhoods and the downtown commercial core. The City was successful in procuring two grants, one from the California State Department of Transportation (CalTrans) and the other from the Orange County Council of Governments (OCCOG), to help the City begin the process of the Specific Plan update.

C. Purpose of the Specific Plan

The purpose of the Santa Fe Depot Specific Plan is to build an environment around the Santa Fe Depot that supports and facilitates transit use by capitalizing on pedestrian traffic and encouraging a mix of employment, shopping and residential uses within easy walking distance (¼ to ½ mile radius) of the Orange Transportation Center. Development should be designed for pedestrians, with pedestrian linkages to the transportation center and connections to the Plaza, Chapman University, residential neighborhoods, and other destinations in the area. The intent is to bring new vitality to the Santa Fe Depot area, making it a vibrant part of Old Towne Orange.

The Specific Plan is a means for developers, property owners, City staff and decision makers to implement development that will support this transit-oriented district. In turn, new development and public improvements will serve neighborhood residents, the business district/merchants, visitors, commuters, and Chapman University students. New construction or rehabilitation on private property will be regulated through land use policies, regulations, development standards and design guidelines in this Specific Plan. The Specific Plan also sets forth a strategy for public investment and improvements in the area, including circulation, parking and streetscape improvements.

D. Specific Plan Area

The Specific Plan area extends from Walnut Avenue to Palmyra Avenue, and generally from Parker Street to Olive Street, with the Santa Fe Depot at the heart of the area (Figure 1-1). It is located just

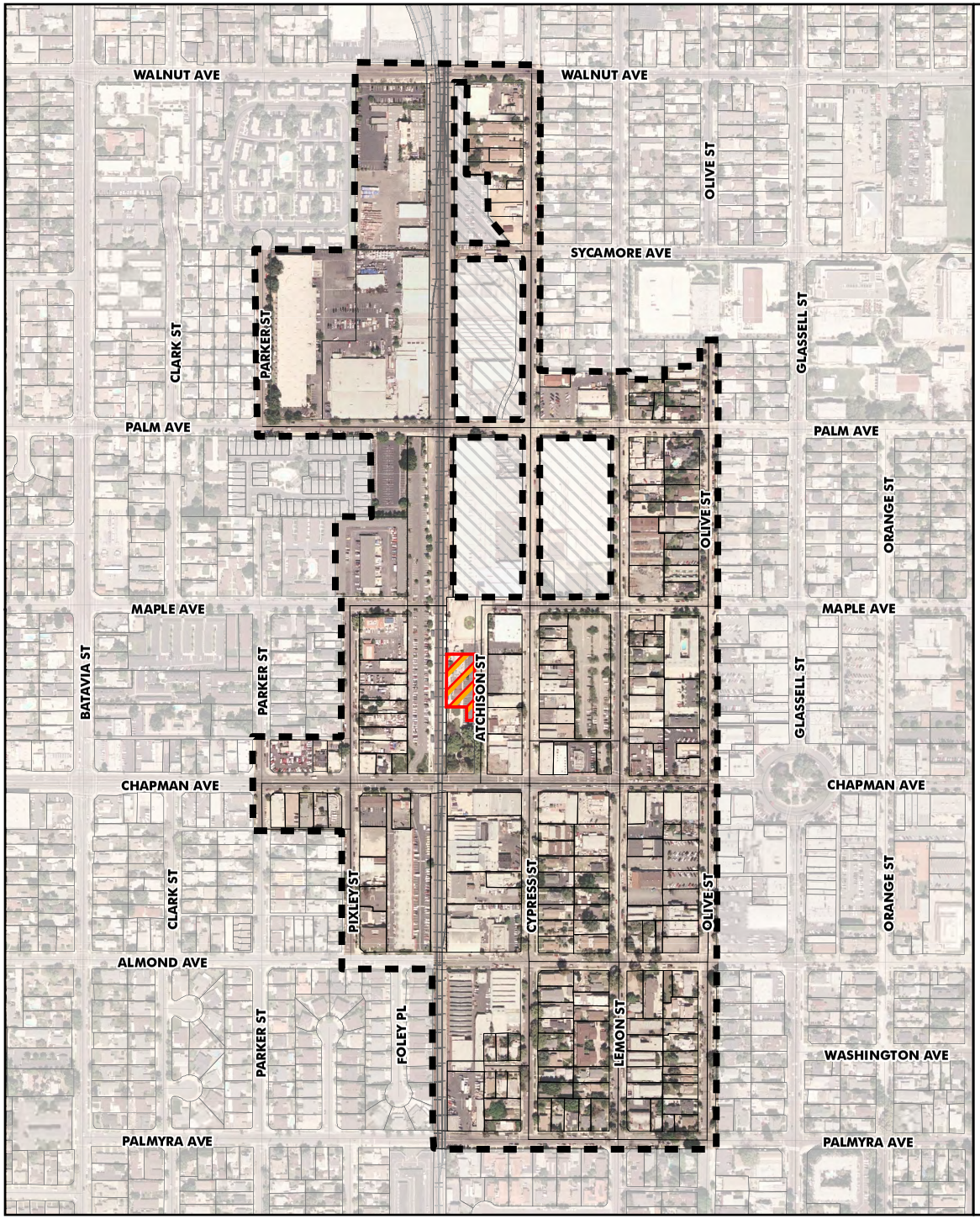


FIGURE 1-1
SPECIFIC PLAN AREA

Specific Plan Boundary

Not a part of Santa Fe Depot Specific Plan

Metrolink/Rail Corridor

Santa Fe Depot

Santa Fe Depot Specific Plan

0' 200' 400' 800' 1,200' 1,600'

west of the Plaza and within the local Old Towne Historic District, part of which is also on the National Register (Figure 1-2). It is just over 100 acres in size.

This is a much larger planning area than the 1993 Santa Fe Depot Specific Plan due to the high level of activity at the Orange Transportation Center and walkable environment between the Depot and surrounding neighborhoods, business district and Chapman University. The planning area is expanded to include the now-vacant historic citrus-era industrial buildings to plan effectively for their reuse. The expanded planning area also allows the City to meet the General Plan goal of reducing residential densities in many historic Old Towne neighborhoods. This goal is achieved by rezoning portions of the residential neighborhoods to single-family residential zoning.

The 1993 Specific Plan area was relatively small, covering 42.8 acres. It extended from Maple to Chapman Avenue (including the properties fronting the south side of Chapman Avenue), and from Pixley Street to the north/south mid-line between Lemon Street and Olive Street (Figure 1-2).

E. Relationship to the City's General Plan

The City of Orange General Plan Land Use Element (adopted in 2010) regulates the land uses in the Santa Fe Depot Specific Plan area. This Specific Plan implements the land use designations in the General Plan, which is the most recent statement of the City's land use policies for the area.

F. Relationship to the City's Zoning Code

Adoption of this Specific Plan applies ten zoning designations as contained in OMC Title 17 (Zoning Code) for the Specific Plan area. The planning and zoning provisions for these zoning designations in the Zoning Code are supplemented by additional provisions and design criteria in Chapters 6 and 7 of this Plan. Where land use regulations and/or development standards of Zoning Code are inconsistent with this Specific Plan, the standards and regulations of the Specific Plan shall prevail and supersede the applicable provisions of the Zoning Code. Where regulations are silent, the provisions of the Zoning Code shall prevail.

G. Relationship to the City's Redevelopment and Economic Development Efforts

The majority of the Specific Plan area lies within the Orange Merged and Amended Redevelopment Project Area (Figure 1-3). The Orange Merged and Amended Redevelopment Project Area, which was adopted in 2001 and totals over 3,500 acres, is the result of merging the City's three previously individual redevelopment project areas: the Tustin Street Project Area (adopted in December 1983 and amended in 1988); the Southwest Project Area (adopted in 1984 and amended in 1986, 1988 and 1996); and the Northwest Project Area (adopted in 1988).

Activities in the City's redevelopment project area will continue to relate to enhancing the commercial and industrial areas of the City; revitalizing those areas; and increasing, improving and preserving the community's supply of low- and moderate-income housing available at affordable housing cost.

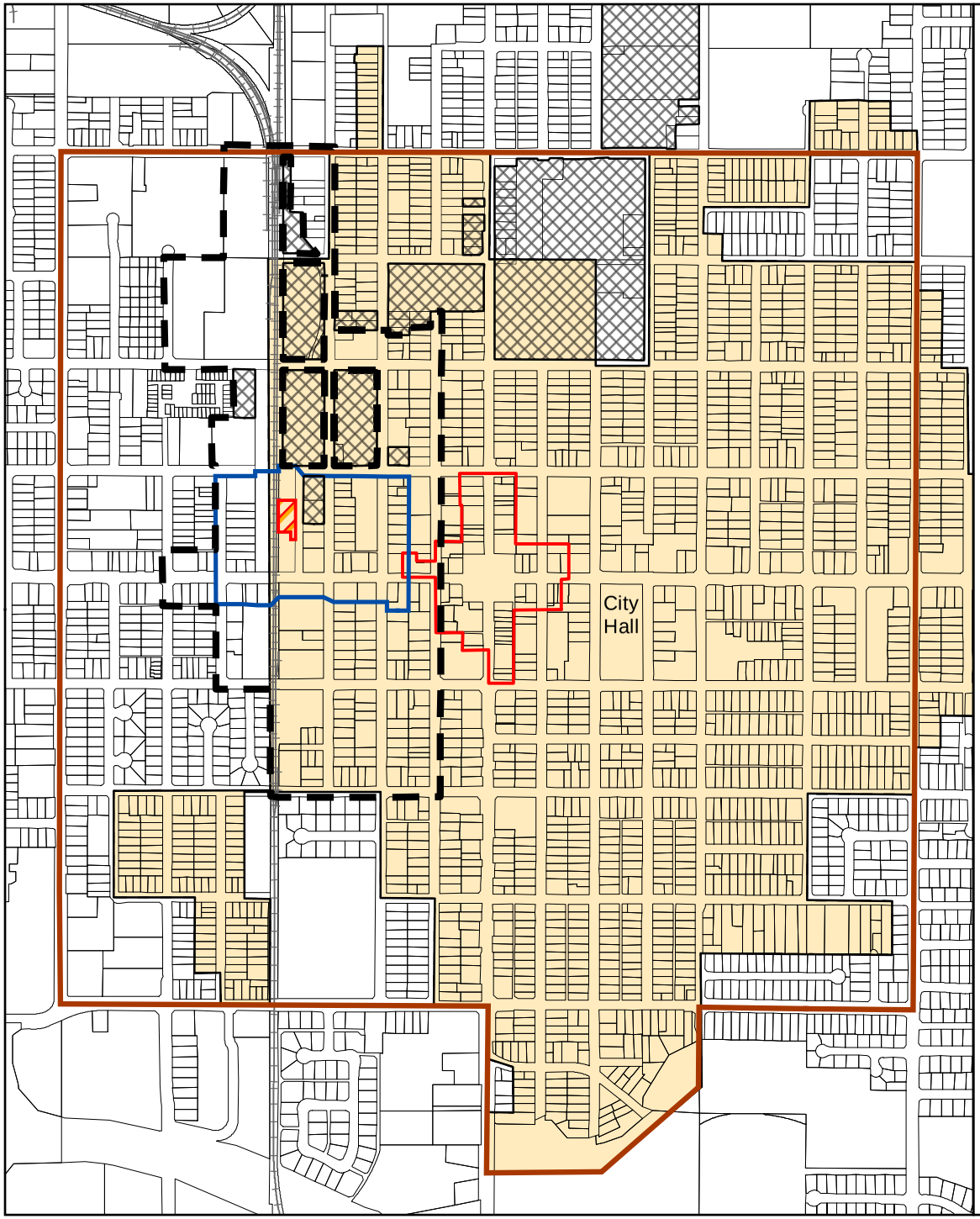


FIGURE 1-2
RELEVANT PLANNING AREAS

- Specific Plan Boundary
- Santa Fe Depot
- Original Boundary from the 1993 Specific Plan
- Old Towne Local Historic District
- Old Towne National Register Historic District
- Plaza Area/National Register Historic District
- Chapman University Specific Plan Boundary
- Metrolink/Rail Corridor

Santa Fe Depot Specific Plan

0’ 300’ 600’ 1,200’ 1,800’ 2,400’ Feet

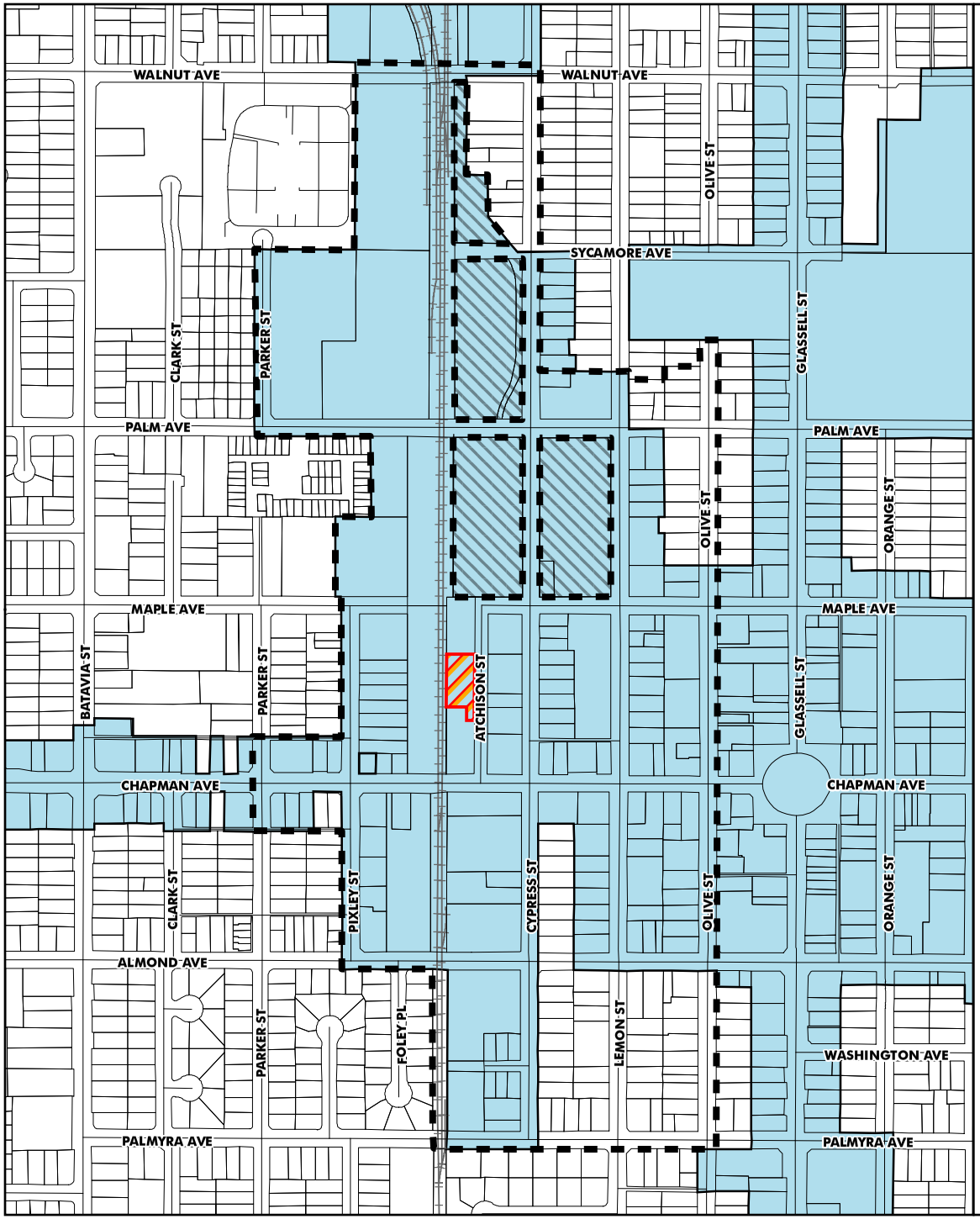


FIGURE 1-3
REDEVELOPMENT PROJECT AREA

- Specific Plan Boundary
- Not a part of Santa Fe Depot Specific Plan
- Metrolink/Rail Corridor
- Orange Merged and Amended Redevelopment Project Area
- Santa Fe Depot

Santa Fe Depot Specific Plan

0' 200' 400' 800' 1,200' 1,600'

On June 29, 2011 the State of California enacted Assembly Bill x1 26 (AB 26) and Assembly Bill x1 27 (AB 27). ABx1 26 dissolves redevelopment agencies (RDA) in California and creates Successor Agencies for the purpose of "winding-down" activities of the former RDA's. AB 27 allowed for the voluntary continued operation of existing redevelopment agencies through the City's participation in the State's Alternative Voluntary Redevelopment Program. In late December, the California Supreme Court ruled ABx1 26 as constitutional, and ruled ABx1 27 unconstitutional.

As required by AB 26, on January 10, the City Council of the City of Orange approved a resolution that designated the City as a Successor Agency to the Orange Redevelopment Agency. Effective February 1, 2012, the Orange Redevelopment Agency was dissolved and its functions and assets transferred to the Successor Agency of the Orange Redevelopment Agency by operation of law. With the winding down of redevelopment agency activities, the City's economic development efforts continue in the areas of business development and business outreach. These economic development activities will continue the work of the former redevelopment agency.

The goal of the economic development efforts is to stimulate economic investment in real estate-based development projects and public improvements. These projects increase economic vitality and improve physical conditions in targeted areas for the benefit of the entire city and its residents. The economic development efforts, used in conjunction with this Specific Plan, can be a major tool for implementation of projects and revitalization in the Santa Fe Depot area.

H. Relationship to the Chapman University Specific Plan

The Chapman University Specific Plan (CUSP) is a plan that implements the physical development of the University campus. The CUSP was updated in January 2012 as part of Specific Plan Amendment No. 6 and allows for planned and controlled growth within the CUSP area.

The Santa Fe Depot Specific Plan area is adjacent to, and even surrounds several properties within the CUSP boundary. The Santa Fe Depot Specific Plan boundary specifically circumvents these properties in order to avoid overlap with the CUSP. Four properties, however, that fall within the CUSP boundary are also within the boundaries of this Specific Plan. These properties have been included in the Santa Fe Depot Specific Plan boundary because they are located in the core of the Depot area and offer redevelopment opportunities when consolidated with adjacent parcels. As shown in Figure 1-2, these properties are: 225 North Lemon Street (APN 039-162-23), 158/166 North Cypress Street (APN 039-171-11), 190 North Cypress Street (APN 039-171-09), and the University's Palm Avenue Parking Lot (APN 386-451-33). This Specific Plan sets policies for these parcels, however, the aforementioned properties will be continue to be governed by the standards and regulations contained in the CUSP.

I. Relationship to the Old Towne Historic District and National Register District

The Santa Fe Depot Specific Plan area is located entirely within the local Old Towne Historic District and partially within the National Register Historic District (Figure 1-2). Since the District's beginnings in 1986, the City has seen ongoing revitalization of Old Towne. In 1995, in coordination with the Old Towne Preservation Association, the City adopted the *Historic Preservation Design Standards for Old Towne Orange* (also known as the *Old Towne Design Standards*). Then, in 1997, most of the Old Towne

Historic District was added to the National Register of Historic Places, making it the largest residential historic district in the state of California with over 1,400 structures built before 1940 in a one square mile area. Most recently, the Orange Barrio Historical Society organized to represent a historic Latino neighborhood just north of the Specific Plan area.

With this progress in historic preservation, there has been a gradual revitalization and gentrification of the commercial and residential areas of the Old Towne Historic District, a declining viability of the remaining industrial properties around the Santa Fe Depot, and interest expressed from prospective housing developers seeking infill redevelopment sites in the area. The design standards and guidelines contained in this Specific Plan will work in conjunction with the *Old Towne Design Standards* and *Secretary of the Interior's Standards for Rehabilitating Historic Buildings* to preserve and protect the historic integrity of the area while also meeting the demand for new infill development. However, if there is a conflict between the Specific Plan and the Old Towne Design Standards, the Specific Plan shall prevail.

J. Support Documents

Several documents were prepared as background information during the analysis phase and support the recommendations of this Specific Plan. These supporting documents are listed below and are available at the City of Orange Planning Department. One of these is included in the Appendix as noted below.

1. Fact Sheets addressing the following:
   - The Benefits of a Specific Plan
   - The Benefits of Historic Preservation
   - The Benefits of Public Transit
   - What is Smart Growth?
   - Workforce Housing
   - Mixed Use Development
   - Transit-Oriented Development
   - Shared Parking
   - Town and Gown Relations
   - Density and Design
2. Planning Background Update (August 2006)
3. Opportunities and Constraints Memorandum (August 2006)
4. Economic Study and Market Assessment (August 2006)
5. Parking Utilization Survey (August 2006)
6. Pedestrian Activity Survey (August 2006)
7. Analysis of Potential Adaptive Reuse Sites (December 2006) – (Appendix A)
8. Existing Infrastructure Report (January 2007)
9. Market Absorption Analysis (February 2008)
10. Review of Three Potential Parking Garage Sites (September 2008)

CHAPTER 2

Existing Conditions

A. City and Regional Context

The City of Orange is situated in central Orange County, approximately 32 miles southeast of Los Angeles. The City is bordered by Anaheim to the north and to the west; Garden Grove to the southwest; Santa Ana to the south; and unincorporated areas of Orange County to the southeast and east. With direct access to Interstate-5 and Highways 55, 57 and 91, as well as Metrolink access on the Orange County and Inland Empire lines, the City is easily accessible for commuters and regional visitors.

Orange has a population of more than 140,000 people and covers more than 35 square miles, with a Sphere of Influence of 62 square miles. The Santa Fe Depot Specific Plan area is located in the central portion of the City, just west of the Plaza in historic Old Towne. Old Towne is a historic district (Federal and local designations) with a centralized plaza surrounded by unique antique and collectible shops, art galleries, specialty stores, and dining establishments. The Old Towne area is anchored by the Plaza, the Santa Fe Depot, Chapman University, and the Civic Center. The area provides many key quality-of-life amenities, such as restaurants, shopping, commuter rail services, and other public amenities. The main campus of Chapman University, the oldest university in Orange County, abuts the Specific Plan area to the northeast, and several Chapman University facilities and properties are located within the Specific Plan area.

B. Historic Context

The Santa Fe Depot area, as the name implies, consists of those areas generally surrounding the historic Orange Santa Fe Depot. Historically and continuing through to the present, the area has been developed with a mix of land uses: Chapman Avenue as a commercial street; areas north and east of the Depot as an industrial district; and, scattered areas further from the Depot devoted to single family homes, duplexes and apartments.

The original Santa Fe Depot was built in 1888 by Southern Pacific Railroad. The original building was replaced in 1938 by the present depot. The Depot served the City of Orange for over 80 years as a freight and passenger railroad station until its closure in 1971. Today, the Santa Fe Depot is still the center of the City's public transportation system, functioning as a modern-day Metrolink Station and Orange County Transportation Authority (OCTA) bus transit center. These transit facilities are

collectively known as the Orange Transportation Center. The historic Santa Fe Depot building is being adaptively reused as a restaurant. The Metrolink rail line, formerly the Santa Fe Railroad, runs in a north/south direction and bisects the Specific Plan area. The rail line is also used by Amtrak passenger trains and BNSF freight trains.

Santa Fe Depot c. 1891


Santa Fe Depot c. 1909


Santa Fe Depot c. 1935

Immediately south of the Santa Fe Depot, sitting on land originally donated by the railroad, is a small park. Built in 1891, it is the oldest park in Orange County. This park, Depot Park, and the Santa Fe Depot itself represent an important part of local Orange history and the need for their preservation, in part, led to the development of the Santa Fe Depot Specific Plan in 1993.


Depot Park c. 1905


Veterans Memorial c. 2002


Depot Park c. 2002

Major industries that in the past were either located in, or were major forces within the planning area, include citrus packing and wire manufacturing. Over time, these industries have declined or moved elsewhere. The clearing of citrus groves throughout Orange County has reduced citrus packing to residual levels. Wire manufacturing once represented by the Anaconda plant within the planning area and the Cordage plant immediately adjacent to it, has moved out of the area. The loss of these industries affected the vitality of the entire Santa Fe Depot area leading to economic under-utilization and scattered physical deterioration of industrial and residential properties.

Photos Courtesy: Historic Orange Preservation Online, Orange Public Library Local History Collection

C. Architectural History

The historical context of the Santa Fe Depot area is primarily influenced by its location at the crossroads of the Santa Fe Railroad tracks and Chapman Avenue. The diversity of business, industrial and residential building types, and architectural design elements reflects the growth and development of Orange prior to World War II and the effect of urbanization in the post war years.

The location of the rail line several blocks from the center of the business district provided room for the development of facilities for the receipt, packing and shipping of agricultural products raised in the groves in and around Orange. There are four historic packing house complexes that survive in the Specific Plan area. The earliest building in the Villa Park Orchard's Association Packing House complex was built in 1919. The Richland Walnut Association building, (bought by Great Western Cordage Company in 1923 and now owned by Chapman University) was constructed in 1920. The former Second Harvest Food Bank building, previously owned by the Orange Mutual Citrus Association, was also built in 1924. Finally, the oldest remaining citrus packing house in Orange is the structure that today houses RWB Party Props. Its earliest known name was the Red Fox Orchards and it was built in 1909. Red Fox Orchards merged with the McPherson Heights packing house in 1929 and operated on the site under the name of Consolidated Orange Growers Association, which was absorbed in 1964 by the Olive Heights Citrus Association.

Villa Park Orchard's Packing House c. 1922

Richland Walnut Association (Formerly Great Western Cordage and currently Chapman Schmid College of Science and Technology) c. 1930

Orange Mutual Citrus Association (Formerly Second Harvest Food Bank) c. 1970

Red Fox Orchards (RWB Party Props) c. 2003

Industrial facilities are also located in the area between Glassell Street and the railroad track. In 1914, the Orange Contracting and Milling Company built their yard and mill on Lemon Street. The false front industrial building consists of a wood frame sheathed with corrugated iron panels. The other false front

Photos Courtesy: Historic Orange Preservation Online, Orange Public Library Local History Collection

industrial building in the Specific Plan area is the structure at 145 North Lemon Street (currently houses Creative Cakes) that features pressed metal panels on the wall of the street façade.

In the 1920s, larger industrial operations moved into the Specific Plan area. In 1927, the Western Cordage Company moved into the Richland Walnut Association Building. In 1928, the California Wire Company built a complex of industrial buildings adjacent to the rail line between Palm Avenue and Maple Avenue. The brick buildings featured industrial steel windows and skylights to light the interior work areas.

185 North Cypress Street c. 1935

The railroad packing houses and industrial buildings interfaced with modest houses that were built on the western edge of the city. These houses, largely located on Pixley, Cypress and Lemon Streets, were one story wood frame residences that provided homes for workers who were employed by the industrial facilities and packing houses in the area. Mrs. Carrie Martinez, who lived at 177 North Cypress Street, was identified in the 1907 City Directory as a laborer. The 1907 City Directory also listed Mr. Cuddelback as a retired builder, and Mr. and Mrs. Cuddelback's residence at 171 North Cypress Street. Mr. Luis Garcia lived at 185 North Cypress Street. Their homes were typical small square box design wood frame residences with a hipped or pyramidal roofs and a projecting front porch. This turn-of-the-century style of residence was replaced by the bungalow style of home. An example of this type of house was the residence at 155 North Lemon Street built in 1920 by Rebecca Gillogy, the widow of a carpenter. The bungalow style house featured a large front porch, low-pitched roof with projecting eaves.

The prosperity following the end of World War I and the development of the automobile was exemplified by the development of new commercial establishments outside the business district on Glassell Street. In the 1920s new one-story buildings were being erected on Chapman Avenue, west of the Plaza. These one-story buildings featured large glass display windows and glazed entrance doors set into a facade veneered with decorative brick and terracotta. A good example of the 1920s vernacular commercial buildings is the structure at 401 West Chapman Avenue.

Texaco Station c. 1935

Concurrent with the expansion of the business activity along Chapman Avenue was the development of commercial activities associated with the automobile. Southern California became an active market for the sale of cars in the 1920s. There are two buildings in the Specific Plan Area that were designed expressly to serve this new form of transportation. The new vernacular commercial building at 402 West Chapman Avenue served as the home in 1924 for O.A. Haley Company, which is believed to be the first auto dealership in Orange. The service station at 237 West Chapman Avenue, constructed in 1925, is believed to be the first gas station in Orange. The restrained Streamline Moderne details of the building indicate that it may date from the late 1920s or early 1930s.

Photos Courtesy: Historic Orange Preservation Online, Orange Public Library Local History Collection

The Mission Revival building at 109 North Atchison Street is believed to have been built between 1909 and 1922, probably 1910, as a transformer house or substation for the Edison Company. Between 1922 and 1950, a metal shed was attached to the eastern and northern elevations and used for storage. By 1928 it was being used as a car repair shop for Schwab Chevrolet dealership. It continued to be used for automobile related business for many years before converting to its use as an accessory retail building for 401 West Chapman Avenue in recent years.

In the 1930s, two major public buildings were constructed west of the Plaza in the Specific Plan area. In 1935, the new Post Office was erected at 305 West Chapman Avenue. Designed in the Spanish Colonial Revival style, the Post Office introduced a new architectural note to the vocabulary of building types on Chapman Avenue. The Santa Fe Depot, built in 1938 (replacing the original Santa Fe Depot which was built in 1888), represents the transition between the Spanish Colonial Revival style and the Moderne style. The exterior of the building, with its arcaded outdoor Waiting Room, plaster walls and red tile roof, represents an architectural idiom that was soon to pass out of favor. The Streamline Moderne details of the entrances and the Waiting Room are indicative of the renunciation of historical references in architectural design and the development of an architectural vocabulary expressive of the industrial age. The design of the Office and Freight Room reflect the more pragmatic approach to the working areas of the station.

U.S. Post Office c. 1935

Santa Fe Depot c. 1950

The park adjacent to the train station is one of the oldest features in the Specific Plan area. Laid out in 1891, Depot Park retains a number of trees that were planted by the citizens who originally created the park. The trees represent species that were particularly popular in the late nineteenth century, including Camphor and Canary Island Date Palms. Over time, Jacaranda and Brazilian Pepper trees were also planted in the park.

By the time the United States entered World War II, the mixed use nature of the Specific Plan area had coalesced. The railroad tracks and Chapman Avenue formed the two main axes along which most of the major structures were located. The public park, railroad depot, packing houses and factories were located along the tracks. Commercial business that had expanded out of the main business district, automobile related businesses and the Post Office lined Chapman Avenue. Interspersed in the adjacent neighborhood was a mixture of industrial, commercial and residential structures. Over time, the major industries in the area, including citrus packing and wire manufacturing, declined and moved out of the area. The loss of these industries affected the vitality of the area, causing economic under-utilization and scattered physical deterioration of industrial and residential properties.

Photos Courtesy: Historic Orange Preservation Online, Orange Public Library Local History Collection

D. Existing Land Use

Existing land uses in the Specific Plan area are diverse and include residential (both single- and multi-family), commercial, transit, and some light industrial/service uses (Table 2-1). The dominant land use in the project area is public transit service. The Orange Transportation Center, which includes the Metrolink Station and an OCTA bus transit center, with adjacent public parking facilities, is located adjacent to the historic Santa Fe Depot. The latter building is being adaptively reused as a restaurant.

Table 2-1: Existing Land Uses

	Area (acres)	Percent
Single-family Residential	13.33	13.12%
Multi-family Residential	6.67	6.56%
Industrial	19.62	19.31%
Commercial	10.22	10.05%
Office Professional	2.57	2.53%
Schools Public and Private	0.44	0.43%
Social and Religious Organizations	3.4	3.34%
Public Facilities	11.05	10.87%
Parking	3.81	3.74%
Vacant	0.92	0.90%
Total Land Uses	**72.02**	**70.87%**
Streets (NIC above)	29.6	29.13%
Total Specific Plan Area	**101.62**	**100.00%**

Orange Transportation Center comprises of the Metrolink station and OCTA bus transit center.

Other land uses within and immediately adjacent to the Specific Plan area include a mix of historic and contemporary commercial and industrial buildings and homes. Businesses within the Specific Plan include, but are not limited to, Blake & Nation Paint and Body Shop, RWB Party Props, Orange County Striping, ABS Power Brake Inc., and C.W. Moss Antique Ford Parts. There are additional public facilities within the Specific Plan, including a US Post Office branch on the corner of Chapman Avenue and Lemon Street, and Depot Park, a small public park directly adjacent to the Santa Fe Depot, and a City water well on South Pixley Street.

Blake & Nation Paint & Body Shop, North Cypress Street.

Black's Furniture and Garden Gallery (in the background), West Chapman Avenue.

Chapman University owns a significant number of properties in the vicinity of the Specific Plan area. Chapman University, a private institution of higher learning, is a key anchor of the Old Towne area. The school began operating in the area in 1954, becoming the first four-year accredited college in Orange County. The campus has been the area's cultural epicenter for decades and the neoclassical architecture of its buildings within the historic campus core is iconic. University facilities in the Depot area include the Chapman University Partridge Dance Center and the Lawrence and Kristina Dodge College of Film and Media Arts. With the update of the Santa Fe Depot Specific Plan, the City has the opportunity to act upon the opportunities that the presence of Chapman facilities brings to the community by creating a vibrant mixed use district infused with cultural arts.

Chapman University is a key anchor in Old Towne Orange.

Chapman Dodge College of Film and Media Arts and Marion Knott Studios occupy an important site in the Specific Plan area.

The Western Cordage building is being adaptively reused as the Chapman Crean School of Health and Life Sciences.

Chapman Partridge Dance Center is located on Cypress Street adjacent to the OCTA bus-turnaround.

Approximately one fifth of the Specific Plan area is comprised of residential uses. The residential neighborhoods contain many turn-of-the-century single-family houses, and are generally located in west, south and northeast portions of the Specific Plan area. Other major land uses within the Specific Plan area include industrial and transportation-related (rail) facilities.

Single family residential uses surround the mixed use core of the Specific Plan area.

Two of the industrial buildings in the area are historic citrus packing houses that are being adaptively reused. Most of the retail commercial uses in the Specific Plan area are located along Chapman Avenue. Other uses in the Specific Plan area include wholesale commercial businesses, professional services, auto repair shops, health and social services, several churches, and the Orange Senior Citizens Community Center on Olive Street. Approximately 1% of the Specific Plan area consists of vacant land; therefore, infill development opportunities are limited.

The Orange Senior Citizens Community Center is located on South Olive Street.

The Orange Mutual Citrus Association Packing House is a prime candidate for adaptive reuse.

CHAPTER 3

Community Participation

A. Introduction

The Santa Fe Depot Specific Plan was prepared with input obtained through a series of community workshops, where residents, property owners and interested parties provided input to the project team through group discussion and feedback on the topics and direction of the Plan. Five public workshops were held at milestone stages of the project, and are described in detail below.

In addition to the workshops, individual interviews were held at the beginning of the planning process with key stakeholders, including property owners, business owners, Chapman University representatives, and the Old Towne Preservation Association (OTPA), among others. The stakeholders were asked to discuss their issues, opportunities, and goals for the Santa Fe Depot area. Input from both the stakeholder interviews and community workshops was incorporated into the planning process and is reflected in the objectives and policies in this Specific Plan.

B. Community Workshops

Community Workshop #1

Community Workshop #1 was held on July 20, 2006 in the historic Santa Fe Depot. Over 80 people attended the workshop. The purpose of the first workshop was to ask questions about how to revitalize the Santa Fe Depot area and to listen to the issues, goals and visions expressed by the workshop participants. The consultant team presented demographics, market information and various opportunities and constraints for the Santa Fe Depot area to initiate discussion about how to plan for its future. In addition, eleven opportunity sites for potential new development and/or adaptive reuse were presented for discussion.

These sites were preliminarily identified on the basis of their location, current use and potential for adaptive reuse if a historic structure was present.

The primary issues, concerns and ideas expressed by the workshop participants were focused on new development coming to the area and preserving quality of life for the residents and the integrity of the historic district.

Community Workshop #2

Community Workshop #2 for the Santa Fe Depot Specific Plan Update was held on September 21, 2006 in the Weimer Room at City Hall. Over 50 people attended the workshop. The purpose of this workshop was to address the concerns raised at the first workshop as well as provide additional information regarding the project funding, reasons for the update, and the modified Specific Plan boundary based on the feedback received at the first workshop.

An Urban Design Framework that identifies areas to be preserved, relationships and linkages with various districts – Plaza, Civic Center, Chapman University, Orange Barrio, neighborhoods, and potential areas for change (opportunity sites) was presented. The framework also described the elements of the public realm such as primary and secondary pedestrian connections, opportunities for streetscape improvements and parking enhancements. This presentation also contained examples from other communities that illustrated adaptive reuse projects as well as compatible infill development including residential and mixed use.

The primary issues and ideas expressed by the workshop participants were focused on the potential locations for expanding parking, benefits to the community of the proposed Plan boundary, effect on current uses and property owners, as well as continued concern regarding new development coming to the area and preserving quality of life for the residents and the integrity of the historic district.

Community Workshop #3

Community Workshop #3 for the Santa Fe Depot Specific Plan Update was held on October 25, 2006 in the City Council Chambers and Weimer Room at City Hall. Approximately 35 people attended the workshop. The purpose of this workshop was to present various land use alternatives for the Specific Plan area based on community input received at the first two workshops. This workshop was a Design Charrette, in which participants had an opportunity to work in small groups to comment on the proposed alternatives and develop their own land use alternative for the Specific Plan area. At this workshop, the consultant also presented a

revised Urban Design Framework and illustrations of residential and mixed use projects at various densities from other communities for discussion.

The main focus of this workshop was the two land use alternatives. Both alternatives met the overall intent of the General Plan to transition industrial areas to mixed use in Old Towne. Following the presentation of the two land use alternatives, a side-by-side comparison of the two alternatives was done to highlight the similarities and the differences between the two.

After the presentation, the participants broke out into three small groups of 8-12 people to discuss the two alternatives and arrive at a preferred alternative. They also had the opportunity to develop a new alternative from scratch if they so desired. The discussion in these groups was vigorous and the group members provided positive feedback on various elements of the plan while also raising other concerns and issues. After the small group sessions, which lasted well over an hour, each group chose a volunteer community member to present their group's recommendations to the larger gathering.

In general, a majority of the participants in the three groups generally favored the idea of concentrating development around the Santa Fe Depot and the higher densities that are being proposed; the proposed increase in building height within a small portion of the Specific Plan area remained a significant concern. The notion of increasing the Depot's visibility and creating a Depot Plaza or public space in front of it was well received. In general, the issue of traffic and parking impacts of new development were identified as needing focused attention in the plan. The adaptive reuse of the contributing historic structures, especially along the Cypress industrial corridor was considered a positive element of the plan. Also important was the need to maintain an industrial feel in the new infill structures that are built in the area.

Community Workshop #4

On the morning of February 3, 2007, approximately 50 people participated in a walking workshop for the Santa Fe Depot Specific Plan Update. The tour started and ended at Depot Park, covering the portion of the planning area south of Maple Avenue. Focused stops included: the area in front of the historic Santa Fe Depot; the Lemon Street public parking lot; South Cypress Street at the historic icehouse property; the corner of South Cypress and West Lemon Streets; and the 200 block of South Lemon Street.

Participants were asked to make observations about the areas being toured in relation to the alternative land use scenarios presented at Workshop #3. Workbooks were provided to those in attendance to record their comments. The comments were transcribed from the 16 workbooks returned to City staff.

Community Workshop #5

Community Workshop #5 for the Santa Fe Depot Specific Plan Update was held on June 25, 2009 in the City Council Chambers at City Hall. Approximately 30 people attended the workshop. The purpose of this workshop was to present the preferred land use concept for the Specific Plan area developed based on community input received at the previous four workshops. The presentation also reviewed the two land use alternatives for the Specific Plan area that were presented at Workshop #3 and the community feedback received at that workshop as well as Workshop #4. The consultant presented a revised Urban Design Framework and illustrations of adaptive reuse, commercial, residential and mixed use projects at the proposed densities from other communities for discussion.

In keeping with the comments received at the previous workshops, the participants expressed a strong desire to preserve the area. While many spoke of the need to balance economics and preservation efforts with sensitively scaled infill and adaptive reuse, others articulated the desire to prohibit any change. The latter group also voiced concern regarding any increase in height, traffic and density.

CHAPTER 4

Objectives and Policies

A. Objectives and Policies

The following objectives and policies were developed after preparing baseline and market studies for the Specific Plan area, and receiving considerable community and stakeholder input throughout the Specific Plan process. The objectives and policies set forth the framework for realizing the vision for the Santa Fe Depot area, which is to support and facilitate transit use by capitalizing on pedestrian traffic; and encouraging and attracting a mix of employment, neighborhood-serving retail and services as well as residential uses within easy walking distance of the Orange Transportation Center. The intent is to bring new vitality to the Santa Fe Depot area, while taking advantage of the transit-orientation of the area and making it a vibrant part of Old Towne Orange.

The objectives and policies are consistent with the City's General Plan, as well as with "Smart Growth" principles. Smart Growth can be defined as growth that is economically sound, environmentally friendly and supportive of community livability. Smart Growth recognizes that growth and development are both inevitable and beneficial. It turns the development debate away from the traditional "growth/no growth" question to "how and where new development should be accommodated."

The City's General Plan contains goals and policies that foster sustainable development practices. These policies encourage adaptive reuse, compact development patterns to reduce automobile trips and increase walkability, green building designs, and implementation of sustainable stormwater practices such as Low Impact Development (LID), etc. These goals and policies are further highlighted in this chapter and in the Plan.

The objectives and policies serve as guidelines for decision making and provide direction for the future. They are provided for under the following categories:

1. Land Use and Urban Design
2. Historic Preservation
3. Relationship to the Plaza Area
4. Relationship to Chapman University
5. Transit
6. Circulation and Parking
7. Sustainable Development
8. Infrastructure

1. Land Use and Urban Design

Objective: Diversify the mix of land uses in the Santa Fe Depot area to maximize its function as a vibrant and cohesive transit village, while also maintaining its overall historic scale and character.

Policy 1.1 Introduce urban housing products in focused and appropriate areas near the Depot, preferably in a mixed use format and through adaptive reuse. The area would benefit from an infusion of new housing types to capitalize on the demand for urban infill housing near transit stations. In addition, new residents to the area will help drive demand for retail, restaurants and cafes, and personal services in the Specific Plan area, as well as to support existing retail in the Plaza. Currently, household incomes and shopping preferences in the Old Towne neighborhoods are not consistent with the existing retail mix. The introduction of new housing, for-sale housing in particular, would diversify area demographics and income levels, creating a critical mass of residents to stimulate demand for existing and new retail uses at the Plaza and around the Depot, and also support the Metrolink station. In addition, in the evening, the Depot area is perceived as less safe than the Plaza area due to low pedestrian activity levels and the mix of uses in the area. New housing would provide "eyes on the street" and round-the-clock activity, thereby improving the perception of safety in the area.

Policy 1.2 Recruit and attract neighborhood serving uses, including specialty retail and restaurants, to increase patronage from local residents. An increase in neighborhood serving uses, including a small grocery store, specialty food stores, book stores, restaurants, and other services for local residents, would support existing neighborhoods and compliment the Plaza, while avoiding competition with commercial uses in the Plaza.

Policy 1.3 Recruit and attract cultural/entertainment uses (e.g. museum, gallery, cinema) to the Depot area. Such uses would help bring more nighttime activity to the area, which would support dining, existing and new galleries and entertainment uses, as well as increase the perception of safety in the area. In addition, such facilities would compliment Chapman University's Lawrence and Kristina Dodge College of Film and Media Arts and Partridge Dance Center, as would the introduction of creative office uses, such as production/music studios, dance studios, etc.

Policy 1.4 Introduce live-work space or small suites for professionals in adapted historic buildings. Old Towne is a boutique office market, not an office node with large office buildings. The existing tenant base is mainly small, local serving professionals with little demand for larger office uses. Therefore, office uses should be introduced within the context of live-work space. The Depot Walk development is an example of an infill project that includes live-work spaces as a component. There is also the opportunity for adaptive reuse of the many older and historic buildings in the Specific Plan area.

Policy 1.5 Assist in the redevelopment of auto-related uses (repair, sales, body work, parts, car wash, etc.) in the Specific Plan area. The recycling of auto-related uses would provide opportunities for pedestrian-oriented retail as well as facilitate assemblage of adjacent parcels and provide redevelopment opportunities for infill housing and mixed use projects.

Policy 1.6 In the Santa Fe Depot area, reinforce the historic building pattern of the Plaza area and downtown core. Locate buildings at the sidewalk line and place the building mass towards the front of these properties. Protect existing residential neighborhoods by transitioning the height, massing and scale of new buildings near neighborhoods.

Policy 1.7 Create pedestrian linkages with the Plaza area, Chapman University, other community facilities, and the surrounding neighborhoods. A key ingredient to the success of the Santa Fe Depot area is to continue to foster a stronger relationship with the Plaza and Chapman University by capitalizing on pedestrian activity. The proximity of the Depot area to the historic Plaza and Chapman University is an important urban amenity; such an urban walkable environment is much sought after. However, the current lack of attractive and comfortable pedestrian connections to these areas limits this potential benefit.

In addition, stronger linkages should be developed with the residential neighborhoods to the west and the Cypress Barrio neighborhood to the north. The Friendly Center, located north of Walnut Street in the Cypress Barrio area, along with the adjacent Killefer Park and Continuation High School, generate considerable activity within the neighborhood; pedestrian and transit linkages with the Depot area are desirable. Similarly, improved pedestrian connections to the Senior Center, located in the southeast quadrant of the Specific Plan area, will bring additional users to the heart of the Depot and improve the utilization of the Orange Transportation Center as a transit resource for seniors.

Policy 1.8 Improve the pedestrian environment along all streets within the Specific Plan area, with special consideration given to Chapman Avenue and Cypress Street. The major pedestrian activity nodes are the Plaza, Chapman University and the Orange Transportation Center. There is a high level of pedestrian activity within each node, but little activity between nodes. Improving the pedestrian environment along all the streets in the Specific Plan area, particularly Chapman Avenue and Cypress Street, with amenities such as crosswalks, signage, enhanced landscaping, wider sidewalks, etc., will make it more desirable for pedestrians to travel between nodes, creating a stronger, more cohesive district.

The emphasis for pedestrian improvements is focused on Chapman Avenue and Cypress Street for several reasons. First, despite the narrow sidewalk along Chapman Avenue, it is the most direct connection between the Plaza and the Depot. It is also the point of access to the Depot for residents coming from the neighborhoods south of Chapman Avenue. Cypress Street, north of Chapman Avenue, is the primary north/south connection through the center of Chapman University's western campus.

Among the other streets in the Specific Plan area, the location of the Senior Center on Olive Street and the retail-oriented land uses along Lemon and Olive Streets lend these streets to an enhanced pedestrian experience. In addition, Maple Avenue, though lacking in pedestrian-friendly land uses, provides a direct connection east to Chapman University and the Plaza area and is also an important pedestrian route, particularly for students.

2. Historic Preservation

Objective: Maintain and enhance the historic industrial character of the Santa Fe Depot area, as well as the remaining integrity of historic residential areas, through careful and coordinated planning that builds upon its key assets and reinforces its historic development patterns.

Policy 2.1 Create a distinct identity for the Santa Fe Depot area while preserving its historic character. The mix of uses, older buildings, and lack of streetscape amenities in the Specific Plan area creates a poor overall character absent a unifying theme. Situated adjacent to the historic Plaza and Chapman University, the Depot area does not portray itself as a distinct node or district. The unique

history of this area with the Depot building, industrial facilities, and citrus packing houses located around the railroad tracks should be captured in the adaptive reuse of some of the existing industrial buildings and in the architectural design of new buildings. The historic residences, which include turn-of-the-century and bungalow styles, among others, should also be preserved.

In addition, the area's identity can be shaped by enhancing public open spaces and plazas, improving building facades, creating opportunities for communicating history through public art, and improving signage, streetscapes and lighting. The existing historic street light fixtures around the Depot should be retained and the remainder of non-historic street lights in the area replaced with historically appropriate light fixtures consistent with the Old Towne Street Lighting Master Plan. In addition, the General Plan Cultural Resources and Historic Preservation Element provisions preserving historic neighborhood character and architecture should be implemented.

Policy 2.2 Protect and enhance the historic, small-grain street grid pattern within the Specific Plan area to take advantage of Old Towne's unique historic downtown setting. The historic urban form of Old Towne Orange, most of which is on the National Register, with its intimately-scaled street grid pattern, tree-lined streets, and historic structures, will be one of the primary attractions for future residents, businesses and visitors to the area. The preservation of the Old Towne street grid is important to maintaining the pedestrian scale of the area, enhancing the viability of mixed use development concepts, and preserving the area's "downtown" feel. Retaining mature street trees as iconic historic elements and reinforcing the pattern of historic street trees will visually connect the Depot area with Old Towne and unify the streetscape.

Policy 2.3 Enhance the setting for key historic sites, including landmark buildings and landscape, such as the Santa Fe Depot and Veterans Memorial Park. Currently, the historic Santa Fe Depot, the namesake for the Specific Plan area, is somewhat hidden from view and does not stand out as a prominent building in the area. The historic importance of the Depot could be enhanced by opening the view to the building from Cypress Street and creating a large courtyard/plaza in front of it as a central gathering place that could be used on a daily basis by transit riders and for community events. This would create a "heart" in the center of the district and enhance the historic and cultural importance of the Depot. In addition, the General Plan Cultural Resources and Historic Preservation Element provisions for architecture and community character should be implemented.

Policy 2.4 Protect historic structures by strongly encouraging their adaptive reuse. Many of the historic buildings in the Specific Plan area were originally designed for now-obsolete uses such as industrial and agricultural uses. These (and others) are also contributors to the Old Towne Orange National Register Historic District and the local Old Towne Historic District. In order to preserve the area's historic environment, adaptive reuse of these buildings is strongly recommended. In the case that adaptive reuse is not feasible due to site or building constraints such as, but not limited to, building size, the City may consider allowing the relocation of the historic structure to another approved location within Old Towne. If neither adaptive reuse nor relocation is feasible, and other alternatives to demolition such as sale or transfer of ownership have been considered, the City may allow demolition of a historic structure after appropriate documentation and permitting procedures have been followed.

Policy 2.5 Use design guidelines, coupled with incentives to developers to adaptively reuse older, historically significant buildings and develop sensitively designed infill projects. Many of the buildings in the Specific Plan area are contributors to the Old Towne Orange National Register Historic District and the local Old Towne Historic District. Redevelopment of the area would be difficult without creatively utilizing many of the existing buildings. Design guidelines should be

used to assist developers in sensitively upgrading these contributing buildings for adaptive reuse. In addition, there are a limited number of vacant or under-utilized sites in the Specific Plan area, which are prime candidates for sensitive infill. Design guidelines for infill projects and incentives to developers will stimulate infill projects that are compatible with adjacent historic structures and the historic character of the area.

3. Relationship to the Plaza Area

Objective: Strengthen the connections between the Santa Fe Depot area and Plaza area.

Policy 3.1 Make redevelopment of Chapman Avenue a top priority to strengthen the relationship with the Plaza area. For most people passing through the Santa Fe Depot area or going to the Plaza, by car or by foot, Chapman Avenue is the street they will use, and its appearance and function set the tone for the balance of the Specific Plan area. The image that Chapman Avenue presents is not as positive as it could be due to inconsistent building façades, non-complimentary mix of uses, and disjointed streetscape palette. Updating the land uses, improving building facades, and enhancing the Chapman Avenue streetscape will work towards achieving redevelopment objectives throughout the Specific Plan area.

Policy 3.2 Focus ground floor retail in mixed use developments along Chapman Avenue. While the buildings along Chapman Avenue are built to the street edge, which helps to activate the street, the current land uses are not pedestrian friendly. In order to provide an active connection to the Plaza, Chapman Avenue must have pedestrian-oriented commercial frontage along the street, such as neighborhood serving or specialty retail shops, cafes with outdoor dining, etc. Combining retail/ restaurant uses on the ground floor with residential or office uses on upper floors will bring additional activity to the street. Stand alone residential projects should be focused on the sites that do not front Chapman Avenue.

Policy 3.3 Create a system of mid-block paseos between the Metrolink Station and the Plaza. In the long-term, encourage new developments to include paseos or courtyards to create a network that links buildings and open space areas between the Metrolink Station and Glassell Street. This will provide an alternative route of pedestrian travel to the Plaza to further strengthen the connection. The pedestrian under-crossing at the Station should be an integrated part of this mid-block system.

4. Relationship to Chapman University

Objective: Foster a mutually supportive relationship between the Santa Fe Depot area and Chapman University.

Policy 4.1 Strengthen the relationship and coordination with Chapman University to achieve a cohesive and vibrant transit-oriented district in the Specific Plan area. Chapman University owns several properties within or immediately adjacent to the Specific Plan boundary. While the Chapman University Specific Plan governs many of these properties, the City should coordinate closely with the University on its physical development efforts to ensure new development meets the goals and vision of the updated Santa Fe Depot Specific Plan. Design standards and guidelines should insure that sensitive land use transitions and landscaped buffers are provided where residential neighborhoods might experience noise or light from campus activities.

Policy 4.2 Create an environment that is beneficial to both the community and the campus. Mixed use areas adjacent to college campuses should contain a variety of uses that are desirable to both local residents and students, including retail, entertainment, services, parking, and housing. A mixed use district can support and attract students and faculty to the area and many of the university's program needs can also contribute to the success of a mixed use district.

Policy 4.3 Collaborate on strong joint use arrangements to create partnerships between the community and Chapman University. Share academic programs and resources by locating academic programs in the district that will benefit by their proximity to users. Such programs can include continuing education classes, adult education, child development and daycare, health outreach programs, performance and art venues, housing and caring for the elderly, etc. Locate public-oriented uses, such as performance facilities, galleries and sports venues, where they can be easily accessed and where they can contribute to the vitality and economic health of businesses in the area.

Policy 4.4 Capitalize on the student population to help activate the area. Since Chapman University is expanding west towards the station, there is an opportunity to capture demand for student-oriented retail and entertainment in the area between the Metrolink station and the main campus, generally around the Dodge Media and Film School and the Partridge Dance Center, both of which are within a block of the Depot. This will help enliven the area, particularly in the evenings and on weekends.

Policy 4.5 Target the retail and restaurant market towards local residents and the student population to differentiate the Depot area from the Plaza. Recruiting and attracting specialty food stores, coffee shops, restaurants, neighborhood serving stores and services, and entertainment activities and uses, such as a movie theater, that are geared towards residents and students would create a vibrant mixed use area that is complimentary to, not competitive with, the Plaza area. In addition, recruiting retailers that provide campus and community serving businesses and uses and target a percentage of retail jobs for students would contribute to the synergistic relationship with the University.

5. Transit

Objective: Take advantage of, and support, the Santa Fe Depot's transit services to realize the area's potential to become a multi-modal mixed use district.

Policy 5.1 Capitalize on the presence and function of the Metrolink Station. Opportunities exist to develop synergistic transit-oriented land uses, including residential and mixed use developments with supportive retail, restaurants and personal services. These types of land uses will be desirable and convenient to transit users as well as encourage transit ridership. In addition, pedestrian access to the rail station should be enhanced, particularly pedestrian connections west to the residential neighborhoods and east to the Plaza area.

Policy 5.2 Identify and prioritize public improvements in and around the station and target funding sources. In 2009, OCTA and the City completed construction of the under-crossing at the Metrolink station connecting the platforms on both sides of the tracks. In 2010, Quiet Zone improvements for at-grade rail crossings in Orange were completed with funding support from OCTA. OCTA has committed to fund parking improvements around the Depot. Some of these funds could be used to make improvements to the pedestrian environment as well as the parking environment.

Policy 5.3 Evaluate Metrolink surface parking lots for redevelopment potential. At least two of the Metrolink station lots (Lemon Street parking lot and the Metrolink parking lot west of the station) offer the potential for redevelopment as transit oriented development (TOD) projects, while still supplying the necessary amount of public parking in structured parking. They are also both Agency-owned properties, which would help facilitate redevelopment. Another opportunity created by structured parking would be to increase the supply of parking and provide parking during off-peak hours that could serve the Plaza.

Policy 5.4 Capture pedestrian traffic from the Santa Fe Depot to help revitalize the area. According to the Pedestrian Activity Survey conducted in July 2006 as part of this planning process, there are a high number of people getting off the train platform and walking to the OCTA bus turnaround. There is an opportunity to draw some of this pedestrian activity along Chapman Avenue to the Plaza with more vibrant pedestrian- and transit-friendly uses and improved streetscape amenities.

Policy 5.5 Recruit and attract dining and entertainment uses around the Depot to capture evening and weekend visitors. Over the next several years, Metrolink will be expanding their service to run later in the evenings, and more frequently on weekends. Restaurants and entertainment uses with late night hours could attract both commuters and visitors to stay in the area past weekday hours.

Policy 5.6 Develop an informational kiosk and interpretive graphics at the Metrolink station. An informational kiosk at the Metrolink station could inform transit riders about the historic Santa Fe Depot, about activities and shops in and around the Plaza, and provide self guided walking information within the Old Towne Historic District. Other interpretive graphics and related public art would also help provide identity for the area as well as encourage people to walk to the Plaza area.

6. Circulation and Parking

Objective: Provide convenient access and circulation for all modes of transportation, enhance walkability, and provide an efficient parking strategy for the Santa Fe Depot area.

Policy 6.1 Maintain the existing street grid in the Specific Plan area, in both form and character. The historic street grid pattern is important to maintain an efficient circulation pattern for all transportation modes and to promote walkability. Maintain consistency with the provisions of the Circulation and Mobility Element of the General Plan, and do not permanently close, vacate, or widen streets in the Specific Plan area. In addition, implement the General Plan Circulation and Mobility Element provisions for Class III Bicycle Routes along Palm Avenue, Lemon Street and Almond Avenue.

Policy 6.2 Enhance bicycle access and circulation in the Specific Plan area. Implement the General Plan Circulation and Mobility Element provisions for Class II Bike Lanes along Walnut Avenue and Class III Bike Routes along Palm Avenue, Lemon Street and Almond Avenue. These routes will connect to the citywide bicycle system and ensure convenient bicycle access to the Specific Plan area. Bicycle parking and amenities should be provided where appropriate.

Policy 6.3 Provide a sufficient overall supply of parking within the Santa Fe Depot area, while avoiding an oversupply of parking. Parking within the Santa Fe Depot area should make effective use of shared parking resources and support a “park once” program where strategic placement

of parking facilities provides most of the parking for visitors within a comfortable walking distance to their destination. A coordinated shared use strategy with Metrolink parking will enable its effective use in evenings and weekends and supplement the Old Towne parking supply. On-street parking should be retained, both as a priority parking resource for short-term parking needs, and as a buffer between travel lanes and sidewalks.

Policy 6.4 Develop an In-Lieu Parking Fee Area and Program for the Specific Plan area. Study the feasibility of implementing an in-lieu parking fee area or like program as an affordable and efficient way to generate revenue to construct and operate additional off-street parking. Such a program would comprise private developments paying in-lieu fees to the City to develop consolidated off-street parking facilities to satisfy some or all of the required parking for a project. This would substitute for the provision of off-street parking on a project by project basis, would facilitate the provision of parking by smaller projects, and allow for more efficient operation and management of the parking supply. If determined to be feasible, the City should implement an in-lieu parking fee area or like program.

7. Sustainable Development

Objective: Encourage sustainable design and development practices and facilitate development activity that is beneficial to both the environment and public health.

Policy 7.1 Promote adaptive reuse of older and historically significant buildings. The Santa Fe Depot area contains many historic and older structures previously used for industry and agriculture. These structures can be saved and adaptively reused as residential, office and commercial purposes to better meet today's market. Bypassing the wasteful process of demolition and reconstruction combined with the social advantage of recycling a valued historic building makes adaptive reuse an essential component of sustainable development. It is also important to implement design guidelines to avoid potential design conflicts between adaptively reused historic buildings and new infill development.

Policy 7.2 Facilitate compact, mixed use, transit-oriented development in the Specific Plan area. Mixed use development proximate to the Santa Fe Depot station supports public investment in light rail service by creating active pedestrian areas within walking distance of transit. Locating jobs, residences and transit centers close to one another reduces automobile trips and associated emissions, and enhances the walkability of the area. Mixed use development and carefully designed streetscapes encourage walking, bicycling, public transportation, and civic engagement.

Policy 7.3 Maximize landscaping along streets and within development projects. Retaining mature street trees and continuing street tree plantings where currently lacking, combined with providing adequate landscaping within development projects, enhances public health and environmental benefits. Streetscape and on-site landscape improvements help absorb stormwater runoff, improve air quality, reduce urban heat islands, contribute to energy conservation by providing shade, and enhance the walkability of the Santa Fe Depot area. Improving water quality and reducing stormwater runoff can be achieved by implementing Low Impact Development principles and practices in all new development (See Policy 7.4).

Policy 7.4 Implement Low Impact Development (LID) principles and practices in all new development. LID is an approach to land development (or re-development) that works with nature to manage stormwater as close to its source as possible to maintain the natural hydrologic cycle. LID employs principles and practices that minimize or mitigate the impact of built areas on the natural flow

of water within an ecosystem or watershed. The Santa Ana Regional Water Quality Control Board (Region 8) oversees the National Pollutant Discharge Elimination System (NPDES) Municipal Storm Water Permit under which the City of Orange operates. As a part of the NPDES permit program, the City of Orange has adopted a Local Implementation Plan that aims to mitigate illegal discharges into the stormwater conveyance facilities. All new development and modifications to existing development are required to implement LID features to the maximum extent practicable.

Policy 7.5 Implement water conservation design and maintenance measures. Reduce the amount of water used for landscaping through the use of native and drought-tolerant plants, proper soil preparation, and efficient irrigation systems. In addition, implement the General Plan Infrastructure Element policies and provisions for public rights-of-way. The Natural Resources Element also contains provisions that encourage the use of native and drought-tolerant landscaping in parkways and medians.

8. Infrastructure

Objective: Ensure that an adequate and efficient infrastructure system is in place to meet the needs of residents and businesses in the Santa Fe Depot area.

Policy 8.1 Provide fully functional, cost-effective public infrastructure to meet the needs of current and future development in the Specific Plan area. The City should continue to coordinate with and fully utilize the resources of the various coordinating agencies to provide sufficient levels of water, sewer, and storm drain service throughout the Specific Plan area. The City should also continue to work with the dry utility service providers to ensure adequate provision of electricity, natural gas, telephone and data services to the Specific Plan area. In addition, the provisions in the General Plan Infrastructure and Natural Resources Elements for the management of wet and dry utilities should be implemented.

Policy 8.2 Explore environmentally efficient infrastructure improvements and work towards environmentally sustainable systems. The reuse of harvested storm water, maximizing infiltration, and similar technologies should be promoted, as should the use of new and emerging technologies. Implement the provisions in the General Plan Infrastructure and Natural Resources Elements concerning green building techniques and other environmentally sustainable systems and energy conservation measures. Encourage the provision of “green” elements, such as “green” streets, solar panels, heat reflective roofs, green roofs, wind turbines, etc. to minimize environmental impacts of development.

Policy 8.3 Minimize impacts to stormwater quality in a manner that contributes to the improvement of water quality and enhances environmental quality. All new development and modifications to existing development throughout the Specific Plan area shall use Best Management Practices (BMPs) to reduce stormwater runoff and increase on-site retention and infiltration. BMPs are effective methods that prevent and control the amount of pollutants entering the storm drain infrastructure, where pollutants can eventually enter local surface water bodies. BMPs allowed for use on small projects shall adhere to the NPDES Permit requirements. BMPs for source, structural, LID, and treatment control. Source control BMPs include such techniques as site planning and landscaping. Structural BMPs include long-term engineered project features such as catch basin stencils and efficient irrigation that provide runoff protection through design. Treatment control BMPs include mechanical treatment options such as media filters, hydrodynamic separators, constructed wetlands and vegetated swales. LID BMPs include on-site retention such as infiltration, harvest and reuse, and biotreatment. The City will remain active in the NPDES permit process and implementation of both the Drainage Area Management Plan and Local Implementation Plan.

Policy 8.4 Minimize the impact of utilities on view corridors and the natural and built environment. Implement the City's current requirement to place utilities underground as infill projects are developed. A phased plan should be developed for placing utility wires underground throughout the Specific Plan area to allow trees to reach full height and improve the aesthetics of the area. In addition, implement design standards and guidelines for the provision of "green" infrastructure, such as solar panels, heat reflective roofs, green roofs, wind turbines, etc. to minimize overhead visual clutter.

Policy 8.5 Prepare a Streetscape Plan for the Santa Fe Depot area. Consider the need for developing a Streetscape Plan in the future as the implementation of the Specific Plan progresses and patterns of activity and development emerge more fully. Such a Streetscape Plan would examine, further refine and implement the street trees, signage, and other public amenities recommended for the area. The EPA's manual on "Green Streets" that contains recommendations for roadways and parkways is one reference manual that should serve as a resource for the preparation of a Streetscape Plan.

CHAPTER 5

Urban Design Framework

A. Introduction

The Santa Fe Depot is situated within the Old Towne area of the City, which is considered the "heart and soul" of Orange. Old Towne is a historic district (Federal and local designations) with a centralized plaza surrounded by unique antique and collectible shops, art galleries, specialty stores, and restaurants. The Old Towne area is anchored by the Plaza, the Santa Fe Depot, Chapman University, and the Civic Center, and provides many key quality-of-life amenities, in addition to restaurants and shopping, such as walkability, Plaza park, community events, commuter rail services and other public amenities. The Santa Fe Depot Specific Plan presents an extraordinary urban design opportunity to create a unique sense of place by building upon these existing elements, as well as highlighting the historic character and architectural features of the area.

The goal of the Urban Design Framework is to develop the Specific Plan area holistically, as a system of spaces, structures, and environments integrated into its surroundings rather than as linear strips of unrelated buildings and undefined streetscapes. A clear framework with a strong sense of place provides visitors and residents with an understanding of how to easily and safely find their way around and to efficiently identify uses and activities. Arrangement of land uses into identifiable nodes, improved streetscapes, connected open spaces, and enhanced landmarks and features will help make the Specific Plan area an accessible, distinctive sub-district of Old Towne that offers the public an experience that is comparable to the rest of the historic district. These factors will come together to help establish a cohesive and positive identity for the Santa Fe Depot area.

B. Urban Design Framework

The Urban Design Framework, as illustrated in Figure 5-1, sets forth the overall urban design approach that will achieve the Specific Plan's goal of transforming the Santa Fe Depot area into a vibrant transit-oriented district while strengthening its connections to adjacent residential neighborhoods and the rest of the Old Towne Historic District. This will be achieved by establishing the Santa Fe Depot as the focal point of the area and connecting it with the street grid and the surrounding neighborhood. Its pedestrian-scaled orientation will be augmented with a public plaza, active storefronts, and pedestrian nodes replete with amenities such as high-quality furniture and street lighting. A palette of carefully selected plant materials including street trees will unify the variety of land uses that currently exist and

are proposed in this Specific Plan. All these elements will complement and celebrate the unique history and culture of the area, making it an attractive and comfortable place to live, work, and visit.

The key elements of the Urban Design Framework are described in detail in Section C. They include:

- Santa Fe Depot and Depot Courtyard
- Historic Fabric and Key Historic Structures
- Pedestrian and Bicycle Connections
- Retail and Commercial Frontage Improvements
- Streetscape Improvements
- Pedestrian Amenities

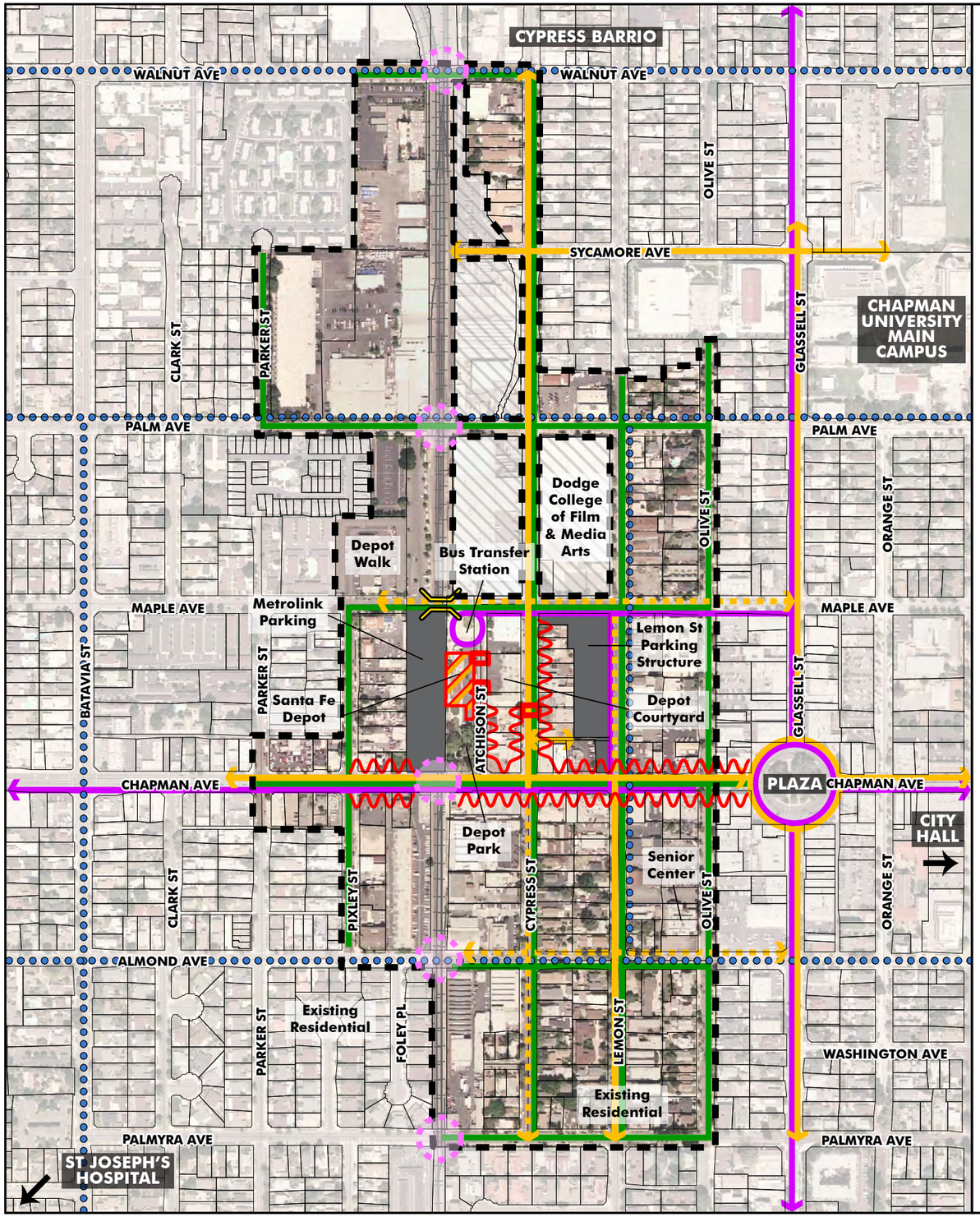


FIGURE 5-1
URBAN DESIGN FRAMEWORK

- Specific Plan Boundary
- Not a part of Santa Fe Depot Specific Plan
- Metrolink/Rail Corridor
- Santa Fe Depot
- Expanded Depot Park
- Depot Courtyard (Conceptual)
- Rail Track Crossings
- Bus Routes
- Bicycle Routes (per City's Bicycle Plan)
- Streetscape Improvements
- Primary Pedestrian Path
- Secondary Pedestrian Path
- Pedestrian Undercrossing
- Active Retail Frontage - Retail Streets
- Mid Block Crossing

Santa Fe Depot Specific Plan

0' 200' 400' 800' 1,200' 1,600'

C. Elements of the Urban Design Framework

The key elements of the Urban Design Framework are illustrated in Figure 5-1 and described below.

1. Santa Fe Depot and Depot Courtyard

The Santa Fe Depot structure is a historical treasure that should be celebrated in the Specific Plan area. Creating a courtyard that connects the Depot to Cypress Street, and opens up views to and from the Depot, would allow the Depot to be better connected, both physically and visually, to the surrounding area. This new Depot Courtyard would also connect to the adjacent historic Depot Park, creating a contiguous open space. This will also augment the amount of open space available for area residents.

The proposed Depot Courtyard is an ideal location for historic commemoration, community events, and cultural interpretation. The Depot Courtyard should have an amenity-rich environment in which people can linger and enjoy. Amenity elements could include street furniture, landscaped open space, public art, a water feature, programmed garden areas and concessions that create a rich, textured urban oasis. The space immediately adjacent to the Depot building itself is suitable for outdoor dining uses associated with the Depot tenant. This flexible space could be used for a variety of community events such as a regular Farmers Market. It is also an appropriate site for interpretive historic graphics, and directional signage to the Plaza, Chapman University as well as other destinations in and around the Specific Plan area.

But most important, the creation of the Courtyard would allow the Santa Fe Depot to become the celebrated focal point of the Specific Plan area by opening up views to the building from Cypress Street and connecting it both visually and physically to the primary pedestrian pathways in the Specific Plan area. The conceptual layout for the proposed Depot Courtyard is illustrated in Figure 5-2.

The creation of the Depot Courtyard as illustrated would require the following:

1. *Closure of a portion of Atchison Street.* Instead of continual vehicular access along Atchison Street, access would be limited from the north and the south to create a protected space in front of the Depot building.

2. *Acquisition of a key Chapman University-owned property.* A portion of the Depot Courtyard falls on 158 North Cypress Street, a key property that faces the historic Depot building, and is subject to the provisions of the Chapman University Specific Plan (see Figure 1-2 and Chapter 10). Its acquisition or an agreement with the property owner (Chapman University) to allow for its use for the Depot Courtyard would be required. Innovative methods of achieving this are described in ***Chapter 11: Implementation*** of this Plan. As an alternative to site acquisition, a quasi-public courtyard space could be achieved through special site plan and design considerations with site redevelopment by the property owner.

3. *Cypress Street curb-side drop off zone*. A curbside drop-off zone would be created at the Depot Courtyard along the west side of Cypress Street.

4. *Mid-block crossing on Cypress Street.* A mid-block crossing at the south end of the drop-off zone would allow pedestrians to cross Cypress Street safely and access the future Lemon Street parking structure through the alley north of Black's Furniture store, as well as to the Plaza area further to the east.

The elements listed above will need to be studied further to confirm feasibility.

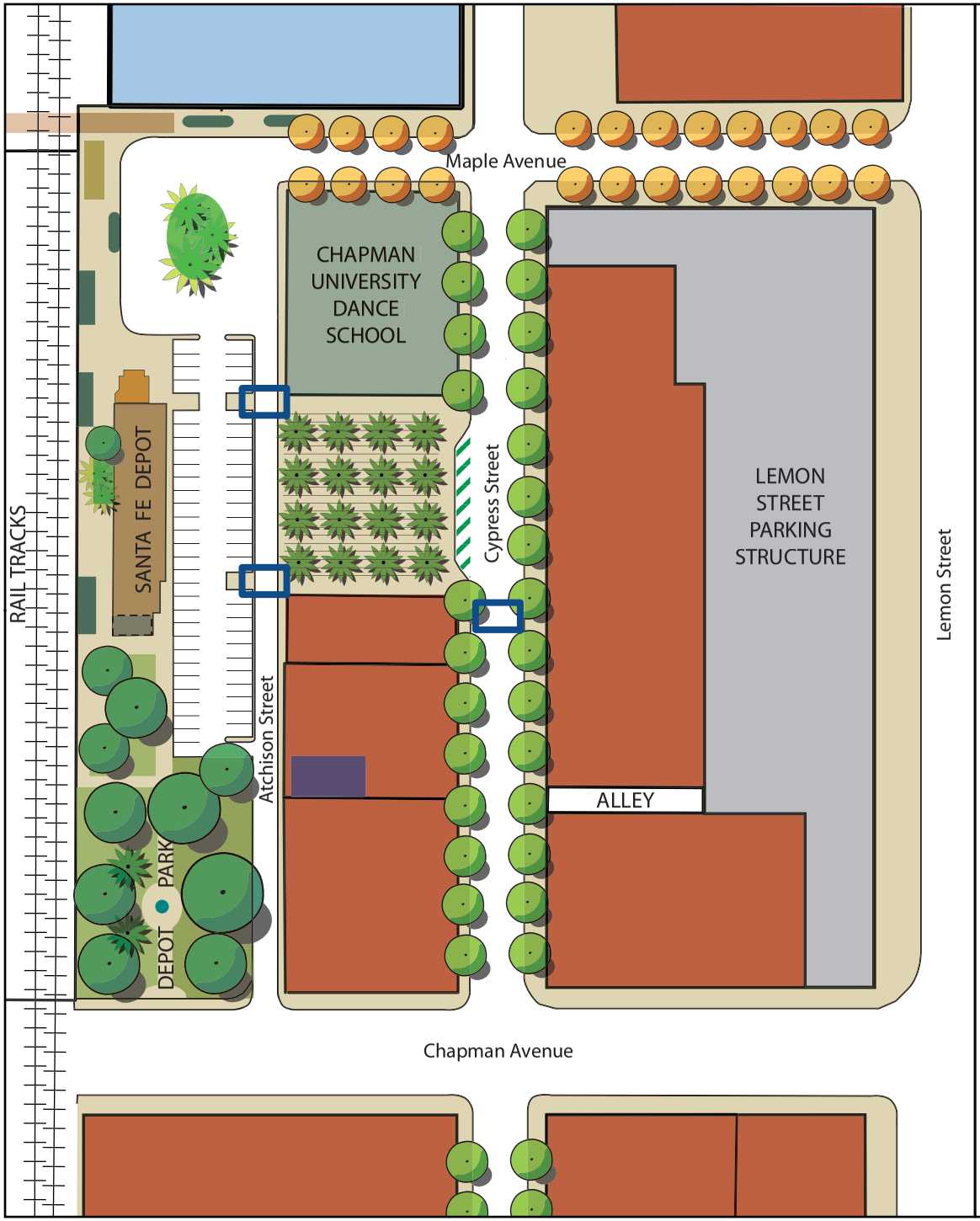


FIGURE 5-2
DEPOT COURTYARD CONCEPTUAL LAYOUT

- Bicycle Lockers
- Santa Fe Depot Transit Shelters
- Ticket Sales/Information
- Restaurant loading and trash pick up (screened area)
- New Park Extension
- New Plaza Event Space
- Historic Edison Electric Station
- Pedestrian Undercrossing
- Auto Drop Off Area
- Mid Block Crossing

Santa Fe Depot Specific Plan

0' 50' 100' 200' 300'




The area around the Santa Fe Depot, OCTA bus turn-around, Depot Park and Depot Courtyard is currently uninviting. Creating the Depot Courtyard and opening up this area will improve both the visual appearance as well as physical connectivity with the rest of the Specific Plan area and the larger Old Towne district.





The proposed Depot Courtyard can become a gathering place and focal point within the Specific Plan area.

2. Historic Fabric and Key Structures

A majority of the Specific Plan area falls within the Old Towne Orange National Register Historic District while the entire Plan area falls within the local Old Towne Historic District. As such, it contains many historic buildings, both listed and contributing, that give the area its unique historic character. These buildings are identified in Figure 5-3. Several of these buildings are being used either for their original function (such as the Post Office) or are being adaptively reused as stores, offices or restaurants. Eighteen other buildings were analyzed for their potential to be adaptively reused. This analysis is available in *Appendix A: Analysis of Potential Adaptive Reuse Sites*. Design standards and guidelines to adaptively reuse historically significant buildings and develop sensitively designed infill projects are included in *Chapter 7: Design Guidelines for Historic Buildings* of this Plan. The fine-grained historic fabric provides the Specific Plan area with a character that forms the basis for creating a pedestrian-friendly, walkable community.

Historic residential and commercial structures form the historic fabric that makes the Santa Fe Depot Specific Plan area such a unique urban environment.

3. Pedestrian and Bicycle Connections

The primary pedestrian nodes/destinations in and around the Specific Plan area are: the Orange Transportation Center, Senior Center, the Plaza, and Chapman University. As such, the most frequented pedestrian routes are between these destinations, with the highest level of pedestrian activity at the Metrolink Station platforms and OCTA bus transfer station, as documented by the Pedestrian Activity Survey (August 2006). In that survey, pedestrians going to the Plaza were observed primarily using Chapman Avenue while those headed towards Chapman University used Cypress Street, Sycamore Avenue, or Maple Avenue and Glassell Street. Since the 2006 Pedestrian Activity Survey, the pedestrian undercrossing at the tracks and Maple Avenue has been completed and it provides a direct connection between the Metrolink Station platforms and OCTA bus transfer station and hence is heavily used. The pedestrian crossing also connects the neighborhoods to the northwest with the Specific Plan area as well as provides a shorter pedestrian route to the Plaza.

While the 2006 Pedestrian Activity Survey showed higher levels of pedestrian activities between these pedestrian nodes/destinations than in the rest of the Specific Plan area, there is opportunity for much greater pedestrian connectivity between these nodes/destinations and within the Specific Plan area. The Santa Fe Depot area has a fine-grained historic street grid with many choices for pedestrian travel along its various streets. There are many additional destinations in and around the Specific Plan area that should be an attraction for pedestrians. While this inherent advantage exists, the lack of a continuous

FIGURE 5-3
HISTORIC FABRIC

- Specific Plan Boundary
- Not a part of Santa Fe Depot Specific Plan
- Metrolink/Rail Corridor
- Santa Fe Depot
- Historic Buildings*
- Other

Santa Fe Depot Specific Plan

0' 200' 400' 800' 1,200' 1,600'

** Source: City of Orange 2010 Historic Resources Inventory*

active frontage and pedestrian amenities as well as visual connections with these destinations limits the extent that pedestrians actually venture beyond their limited path of travel.

A critical objective of this Specific Plan is to improve these visual connections and provide a continuous active frontage along many of the streets in the Specific Plan area. An important element of achieving this objective is to enhance certain streets in the Specific Plan area that will encourage higher pedestrian traffic and activity along them. As such, various streets in the Specific Plan have been classified as either Primary Pedestrian Paths or Secondary Pedestrian Paths, based on their location and the connection to various area destinations. Primary and Secondary Pedestrian Paths are listed here and further described below:

Primary Pedestrian Paths
Chapman Avenue
Atchison Street
Cypress Street (north of Chapman)
Lemon Street (south of Chapman)

Secondary Pedestrian Paths
Maple Avenue
Almond Avenue
Cypress Street (south of Chapman)
Lemon Street (north of Chapman)
Palm Avenue

Primary Pedestrian Paths

As illustrated in Figure 5-1, Chapman Avenue will continue to be the primary east-west pedestrian connector to the Plaza, with Maple and Almond Avenues playing a secondary role in this direction. Maple Avenue will be the primary connection to Chapman University facilities to the north and northeast. It should be noted that the narrow widths of the existing sidewalks along Chapman Avenue are not conducive to high levels of pedestrian activity. As the Plan area revitalizes and pedestrian activity increases, this constraint will pose more of a challenge. It would be highly desirable to provide wider sidewalks on at least one side, preferable north, of Chapman Avenue. *Chapter 8: Circulation and Parking Improvements* of this Plan describes potential alternatives to achieve this sidewalk widening.

The principal north-south pedestrian corridor will be Cypress Street to the north of Chapman Avenue and Lemon Street to the south of Chapman Avenue. To the north of Chapman Avenue, Cypress Street connects the Depot, Depot Courtyard and Chapman University facilities. To the south of Chapman Avenue, Cypress Street has less intensive activity with single-family residential uses on the east side of the street. In addition, there is no traffic signal on Chapman Avenue at Cypress Street, so the north-south primary pedestrian connection will continue southward by crossing Chapman Avenue at the signal at Lemon Street. These designated primary pedestrian routes will be prioritized for receiving streetscape and pedestrian amenities.

Within the Primary Pedestrian Paths, Chapman Avenue, Atchison Street and Cypress Street between Chapman and Maple Avenues warrant special consideration due to their role in providing connectivity between the Plaza and the Orange Transportation Center. These streets are expected to have the highest amount of pedestrian travel and it is vital that pedestrians be engaged along this walk and have the opportunity to utilize the adjoining businesses and services. As described further in the next section, these streets are designated as Retail Streets and will provide an enhanced and active pedestrian environment.

Secondary Pedestrian Paths

Almond Avenue, Olive Street, Lemon Street (north of Chapman Avenue) and Cypress Street (south of Chapman Avenue) will continue to provide secondary routes of travel for pedestrians including access to and from the residential areas within and around the Specific Plan area. Pedestrian connections between the Senior Center on Olive Street, just north of Almond Avenue, and the Depot can be made along Olive Street or Lemon Streets to Chapman and westward to Cypress or Atchison Streets.

Paseos and Alleys

In addition to the street system, the potential exists for creating a system of paseos using existing alleys and private walkways to link the Depot area with the Plaza. This potential has been studied in the 2007 *City of Orange Depot-Plaza Pedestrian Connection Study.* One of the existing alleys in the system falls within the Specific Plan area; it runs between Cypress and Lemon Street just north of Chapman Avenue. With the potential development of the Lemon Street Metrolink parking structure, incorporating this alley will provide a direct connection from the parking structure to the Metrolink Station and the Depot to the west. Users of the parking structure can access the Depot more directly using the Cypress Street mid-block crossing described in Section C.1 above.

Bicycle Connections

Pedestrians, on-street parking, and bicycles, along with automobile traffic, all compete for the same limited roadway rights-of-way within the Specific Plan area providing a challenge to creating bike lanes. Walnut Avenue is identified as a Class II[1] bikeway route along the north boundary of the Specific Plan in the City's General Plan Circulation and Mobility Element. Within the Specific Plan area, Palm and Almond Avenues in the east-west direction, and Lemon Street between these two streets, are also designated as future Class III bike routes.

4. Retail and Commercial Frontage Improvements

A key method to creating a walkable and vibrant urban environment is to provide pedestrians with interesting things to look at and do between destinations. A continuous retail façade with attractive shopping displays that open out to the sidewalk (Retail Streets) can provide that appeal. A goal for the Specific Plan is to increase the pedestrian traffic between the Depot and the Plaza. As mentioned in the previous section, the key pedestrian route is along Chapman Avenue and portions of Atchison and Cypress Streets. Chapman Avenue is also one of the two historically commercial streets that run through Old Towne Orange, with the other being Glassell Street.

The following street segments are defined as Retail Streets within the Specific Plan area (see Figure 5-1) and require an active retail pedestrian frontage:

- Chapman Avenue between Pixley Street and the Plaza;

An active retail frontage will provide pedestrian vitality and improves connectivity between the Depot and the Plaza.

[1] Class I Off-road bike paths are located on vacated rail lines, water corridors, or areas otherwise separated from streets. Class II On-road bike lanes are located along arterial roadways that are delineated by painted stripes and other features. Class III On-road bike routes share use with motor vehicle traffic. They provide a route that is signed but not striped.

- Atchison Street between the Depot and Chapman Avenue; and
- Cypress Street between Chapman and Maple Avenues.

The existing connection between the Depot and the Plaza along Chapman Avenue is presently not friendly to pedestrians with narrow sidewalks, blank walls and inactive uses. The presence of retail uses at the ground floor level along these Retail Streets will provide pedestrians a more interesting and attractive connection between the Depot and the Plaza. These Retail Streets are also where the streetscape improvements and pedestrian amenities as described in the following sections will be focused. Specific standards for Retail Streets are provided in *Chapter 6: Zoning Districts* of this Plan.

Retail Streets are required to provide an active retail frontage that can enhance the connectvity between the Depot and the Plaza.

5. Streetscape Improvements

Streetscape improvements are meant to enhance and unify the visual and spatial experience of the driver and pedestrian, and help provide key linkages between the activity nodes and neighborhoods in the City. The streetscape environment gives the user a sense of direction and place within the City and the Specific Plan area. Recommended streetscape improvements consist of an interrelated palette of street trees, street furniture, street lighting, signage and landscaping. Public art can also have a role in the streetscape palette. These elements have been described more in the following section.

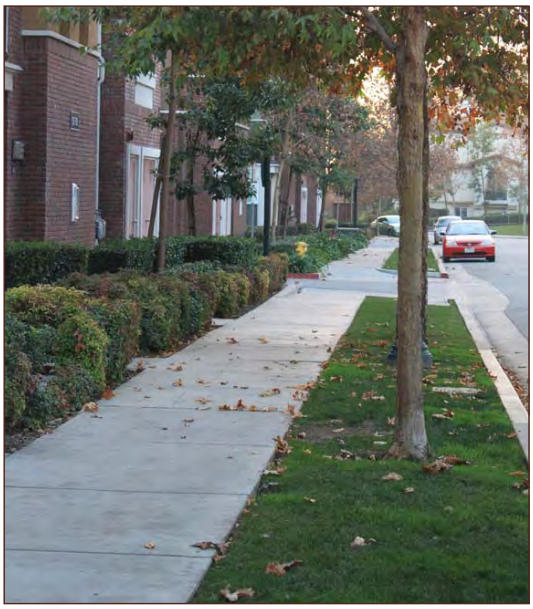
The streetscape improvements are tied to improving pedestrian connectivity as well as the pedestrian environment in the area. An important element of pedestrian comfort is having adequate sidewalk widths in the area. The existing sidewalks are narrower than desirable in between Atchison Street and Olive Street along Chapman Avenue, widening in the block between Olive Street and the Plaza. As described in previous sections, Chapman Avenue is also one of the principal pedestrian routes in the area. One of the key improvements recommended for improving pedestrian connectivity with the Plaza is the potential of widening the sidewalk on the north side of Chapman Avenue. Ways to do so are explored in *Chapter 8: Circulation and Parking Improvements* of this Plan.

Sidewalks and Parkways

The Santa Fe Depot area is currently and will continue to be a district with a mix of commercial, institutional and residential uses. While both parkway areas with sidewalks or paved sidewalks can be found within the Specific Plan area, it is a goal of this Specific Plan to differentiate in the sidewalk treatment between residential and non-residential frontages.

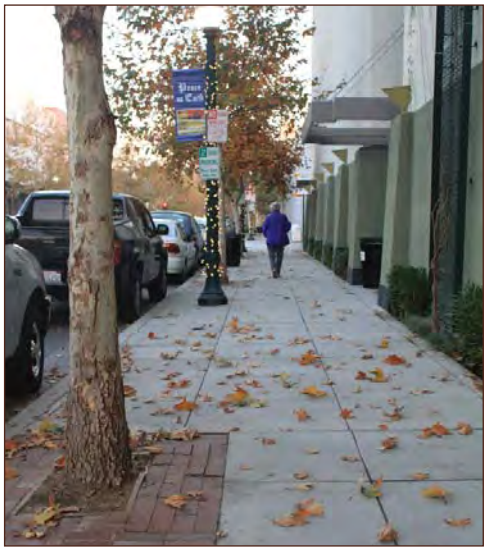
Figure 5-4 illustrates the street segments where parkway areas exist. All existing parkways facing residential uses shall be retained. Their maintenance is the responsibility of the adjacent property owner. Street trees within the parkways are specified in Section D of this chapter.

All other street segments (with commercial or mixed use frontages) shall not have parkways. These sidewalks shall have concrete paving per the standard Old Towne sidewalk specification, as contained in Section 303-5.1.1(a) of the City of Orange Public Works Department's *Standard Plans and Specifications (2007).* The brick sidewalk treatment currently found on both sides of Chapman Avenue beginning at the Plaza and continuing westward to Depot Park and beyond shall be replaced from Olive Street westward to meet the Old Towne specification. All street trees that are not placed in parkways shall be placed in a tree well with a tree grate. The tree grate specified for use in the Specific Plan area is the *Urban Accessories 'OT24'* tree grate. Table 5-1 lists the minimum tree well dimensions.



Well-maintained parkways with street trees provide a buffer between the street and residential uses.

Urban Accessories 'OT24' Tree Grate



Active commercial and mixed use areas will have street trees in cutouts and/or tree grates.

6. Pedestrian Amenities

The goal of the Specific Plan is to create an engaging, pedestrian-oriented streetscape in the Santa Fe Depot area. Amenity elements include: street trees and lights, street furniture, vending carts, landscaped open space, and programmed garden areas. In some instances, public art and water features may also be appropriate where it serves to interpret and draw attention to the history or culture of the area.

Priorities

In general, the Specific Plan area is either lacking in or has inconsistent patterns of these amenities. While the ultimate goal is to provide adequate amenities in a consistent pattern; the City's short-term efforts and resources should be focused in certain areas. In general, pedestrian amenities should be focused along the corridors and locations that have the highest amount of pedestrian activity.

More specifically, these improvements should be first targeted along the Retail Streets, in the Depot Courtyard and at bus stops. The next priority should be along the Primary Pedestrian Paths, followed by the Secondary Pedestrian Paths. The provision of the amenities in the rest of the Specific Plan area can be achieved as funding and resources are available.

Street Trees

Street trees play an important role in establishing neighborhood cohesion and identity. A uniform pattern of street trees along a street not only provides shade and visual consistency but also enhances the neighborhood's image of stability and longevity. The goal in the Specific Plan area is to visually improve the look and feel of the Santa Fe Depot area; increase connectivity and sense of cohesion on a pedestrian and auto-oriented scale with a street tree program; and offer a pleasant sidewalk experience for pedestrians.

While remnants of the historic street tree pattern can be found, the current location of street trees is scattered and spotty. The goal is to reinforce the pattern of historic street trees where it remains, to visually connect the Specific Plan area with the Plaza, and to create a unified street frontage throughout the Specific Plan area. Retaining mature street trees where possible as iconic, historic elements is an important aspect of the street tree plan. The street tree pattern is also instrumental in making seamless transitions from the mixed use and commercial areas to residential areas. Section D in this chapter fully describes current and recommended street trees for the area.

While all new development is required to underground utilities, most of the Specific Plan area is already developed. Therefore, it is important for the City to study the feasibility of, and develop a phased plan for, placing utility wires underground. This action would allow trees to reach full height and diminish overhead visual clutter.

A consistent canopy of street trees along commercial and mixed use streets provides visual cohesion and definition.

Street Lighting

There are three types of historic street light fixtures found in the Specific Plan area that are appropriately styled and architecturally compatible with the Old Towne District:

- Pedestrian-scaled light with a concrete pole and acorn globe
- Decorative double-headed metal street light
- Decorative metal cobra head street light

These light fixtures are also specified in the City's Old Towne street lighting palette. These fixtures should be retained and continued in the rest of the Santa Fe Depot Specific Plan area as needed per the priorities defined in the beginning of this section.

Cobra head lights should be limited to the major vehicular corridors – Chapman Avenue, Maple Avenue, Cypress Street (north of Chapman Avenue), and Lemon Street. The lighting on the residential streets should be augmented as needed with the pedestrian-scaled acorn lights. A comprehensive neighborhood lighting analysis to identify areas where additional lighting is needed should be conducted.

Pedestrian-scaled acorn-globed concrete light fixture.

Decorative double-headed metal street lights.

Decorative metal cobra head light fixtures should be located along the major vehicular corridors.

Street Furniture

Various styles of street furniture can be found in the Specific Plan area. Two types are present at the Depot itself: the historically themed shelters, benches and trash receptacles at the train platform, and the City standard bus shelter and bench. The overhead shelters on the train platform should be retained, or replaced with something similar and compatible. The rest of the street furniture should be ultimately replaced by a consistent furniture palette that is selected for all of the Specific Plan area.

The design of the selected furniture palette should complement the architecture of the Santa Fe Depot featuring traditional colors and materials with simplified lines. Examples of appropriate site furnishings are shown on the following page. These examples provide guidance for types of site furnishings selected for private open spaces such as paseos, courtyards, and plazas. Street furniture will help unify the Specific Plan area as well as provide essential seating, trash receptacles and bicycle racks to draw people into the area, engage them to stay a while, and invite them to take care of their community.

Until such time a Streetscape Plan has been implemented for the Specific Plan area (See Policy 8.4 in Chapter 4), the street furniture palette shown below has been selected for the Specific Plan area. This furniture is consistent with that found in other parts of Old Towne.

Street furniture should be located in the areas per the priorities defined in the beginning of this section. More specifically, benches, trash receptacles, and bicycle racks should be placed at all bus stops and in the Depot Courtyard. Additional trash receptacles should be diagonally placed at two corners of intersections along Retail Streets (on Chapman Avenue at the intersections with Pixley, Atchison, Cypress, Lemon and Olive Streets). As pedestrian activity levels increase along the Primary Pedestrian Paths, additional trash receptacles should be placed at intersections along those streets.

Depot Palette: *Street furniture (trash receptacle and bench) and platform shelter found at the Depot.*

Specific Plan Streetscape Palette: *Street furniture palette (bicycle rack, bench and trash receptacle) selected for the Specific Plan area can also be found in other parts of Old Towne.*

Landscape Forms: Plainwell wood

Victor Stanley: Framers Modern Series, steel rods

Landscape Forms: Scarborough

Victor Stanley: Steelsites Series NSDC-36

Urban Accessories 'OT24' Tree Grate

DuMor Site Furnishings Bike Rack 125 series

Victor Stanley Bike Rack BKR35

Private Property Street Furniture Examples: *Examples of appropriate site furnishings for placement in areas such as courtyards, paseos, and plazas.*

Site furnishings (benches, trash receptacles and bicycle racks, etc.) are also encouraged in setback areas, paseos, plazas, and courtyards. The selected site furnishings should be compatible in style with the buildings and also with the area's historic nature. Examples of appropriate site furnishings are shown on the previous page. Other furnishings that meet the selection criteria may also be selected.

Wayfinding

Wayfinding is the way in which people orient themselves in physical space and navigate from place to place; it is how people choose a path within the built environment. Effective signage enables a person to find his or her way to a given destination and informs them that they have arrived at a special destination.

All wayfinding signs should be consistent throughout the Specific Plan area, incorporating a consistent design with a coordinated color palette to create a unique theme that is both easily recognizable and sensitive to the historic district in its design. Furthermore, the signage in the Specific Plan area should be coordinated with an overall comprehensive signage program for the Old Towne District.

The Santa Fe Depot is a key location where directional signage should be provided. It should direct motorists and pedestrians to the Downtown Core, Plaza, Chapman University and/or other districts, historic landmarks and features, public facilities and public parking. Information kiosks can also be placed at the Depot with directions to the Plaza and other areas of interest. Similar kiosks can be located at the Plaza, Civic Center etc., with corresponding directions to the Depot and other locations.

Pedestrian-oriented signage along the Primary and Secondary Pedestrian Paths (Chapman, Maple and Almond Avenues, and Atchison, Cypress, and Lemon Streets) can be helpful in directing pedestrian traffic to activity centers.

Directional signs in the area and informational kiosks at the Santa Fe Depot station can help orient visitors to the area.

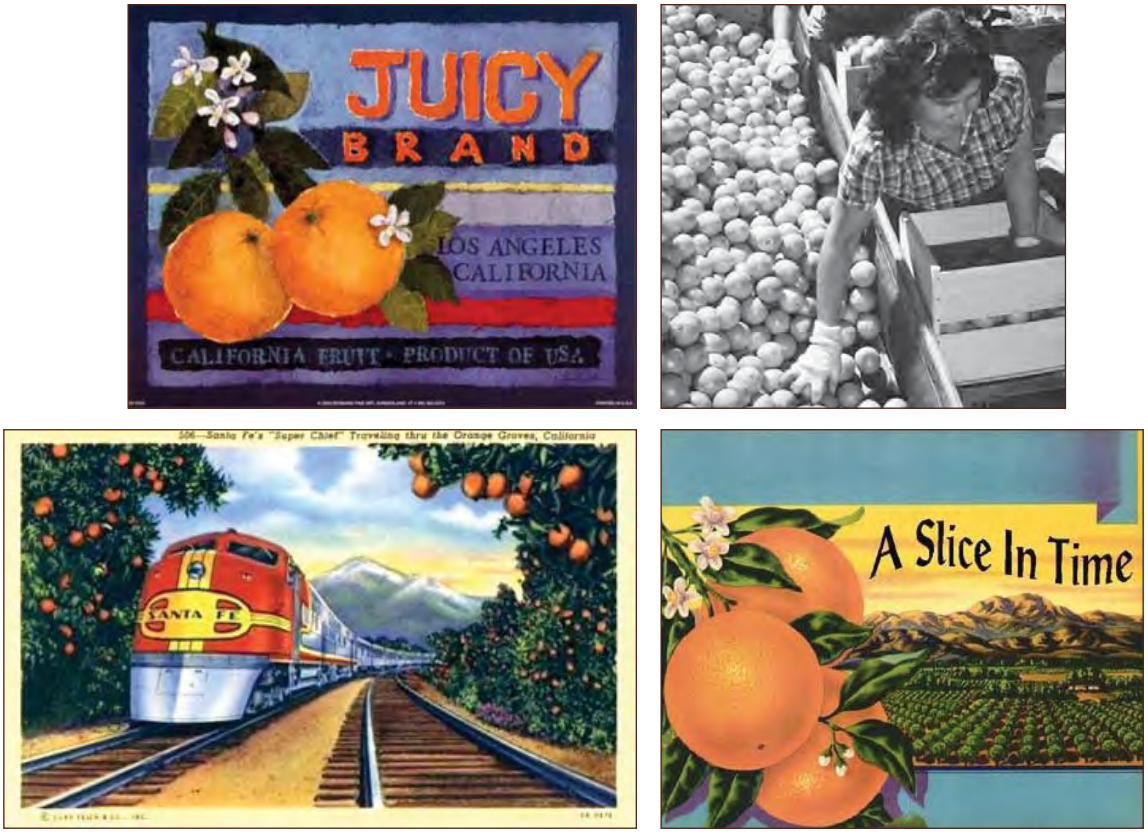
Public Art

Public art can complement and enhance the Depot area, and make positive contributions to the public's experience and understanding of life in the area. Arts and culture help to enrich city life, stimulate the local economy, enhance the urban environment, celebrate the natural environment, engage a wide spectrum of citizens and foster neighborhood pride. The arts can help express who we are as a community – historically, today and in the future. Art brings the community together, creating situations not merely for enjoyment and beauty, but also for dialogue, thought and growth.

The presence of Chapman University's Dodge School of Media Arts and Partridge Dance Center, the public art in the pedestrian undercrossing, and the Latino culture-themed mural in the Cypress Barrio neighborhood provide a foundation for association of the Depot area with the arts. There are opportunities to encourage this evolving identity of the area by further integrating public art into the historic fabric and streetscape, such as in the Depot Courtyard and on key redevelopment sites. New public art could include murals along the rail tracks, or other subtle, strategically placed artwork that helps to highlight and interpret the history of the Depot area. Other potential ideas for artwork in this space include featuring historic photographs, produce labels, package design and advertisements from products manufactured in the area both currently and historically.

Public Art Concepts at the Depot

The south building wall of the historic Anaconda West packing house located along Maple Avenue, on the north of the OCTA bus turn-around, is an ideal location for an art installation. The wall creates a nice sense of enclosure which gives the Depot the feel of an 'urban room', but as a blank surface it is stark, cold, and susceptible to graffiti. An art installation on this wall would draw people into the space and animate it. The Anaconda West's current owner, Chapman University, plans to rehabilitate the building may likely include the restoration of covered-up windows along that facade. Any art installation should accommodate this potential restoration.



"Orange Crate" art is an appropriate motif and inspiration for public art in the Specific Plan area

D. Street Tree Master Plan

This section describes the existing street trees and street tree designations in the Specific Plan area. Figure 5-4 illustrates the dominant street trees by street that are found within the Specific Plan area.

1. Existing Conditions

The 1993 Santa Fe Depot Specific Plan Landscape Concept recommended streetscape improvements including street trees, some of which appear to have been planted within the plan's boundaries. Outside the boundaries the street trees are mixed, giving an inconsistent look and feel to the neighborhoods and making the area seem fragmented with abrupt visual transitions between commercial and residential areas. The following sections describe the street tree conditions along all the streets in the Specific Plan area.

Cypress Street

Cypress has a mix of street trees. On the south side of Chapman Avenue to Palmyra Avenue, it has a six-to-eight foot parkway planted with a mix of pines and Camphor trees. Near Chapman Avenue, there are a few pines and a large Ficus tree. From Chapman to Maple Avenues, the entire setback is paved with Bottlebrush trees growing in small tree wells, in some areas there are few or no trees at all. New Camphor trees have been planted on the Chapman Dodge Film School frontage between Maple and Palm Avenues. On the west side of the street in this block is a large pine.

Lemon Street

Magnolia is the predominant tree on Lemon Street, however, Camphor trees have been planted in front of the Chapman Dodge Film School between Maple and Palm Avenues, and a different tall tree species has been planted in front of the Chapman University parking structure just south of Sycamore Avenue. The blocks immediately north and south of Chapman Avenue are planted with Magnolia trees in wells at regular intervals in the sidewalk. South of Chapman, from Almond Avenue to Palmyra Avenue, street trees are sparse and located on the west side of the street. The east side of the street is void of street trees due to apartment housing with wide driveways and shallow front yard setbacks. There are parkways of varying widths ranging from 6' to 7'6" on Lemon Street, except on the east side of the block between Maple and Palm Avenues.

Olive Street

Camphor trees, many quite mature, grow in three by four foot cutouts in the sidewalk in the blocks between Chapman and Maple Avenues on the north and Chapman and Almond Avenues on the south. In this commercial area, there are no parkways, building frontages are paved and have minimal setbacks. In the residential areas south of Almond Avenue and north of Maple Avenue, street trees are located in a six-to-eight foot turf park strip with intermittent spacing outside the 1993 Specific Plan area. The street trees are a mix of Ficus, Magnolia, Palm and Mulberry south of Almond Avenue and a mixture of Cedar, Liquidambar and Palm, north of Maple Avenue.

Parker Street

On Parker Street, north of Palm Avenue in the northwest portion of the Specific Plan area, dense Canary Island Pines screen an industrial building on the east. A single Canary Island Pine is in the four and a half foot parkway on the residential side of the street. A mix of other small trees exists on this block of Parker Street. North of Chapman Avenue to Maple Avenue, the dominant street tree is Liquidambar. In the blocks between Chapman and Palmyra Avenues, the trees consist of Pittosporum, Jacaranda, Australian Willow, Oak, Camphor and Magnolia. These trees are planted at irregular intervals on both the east and west sides of the street.

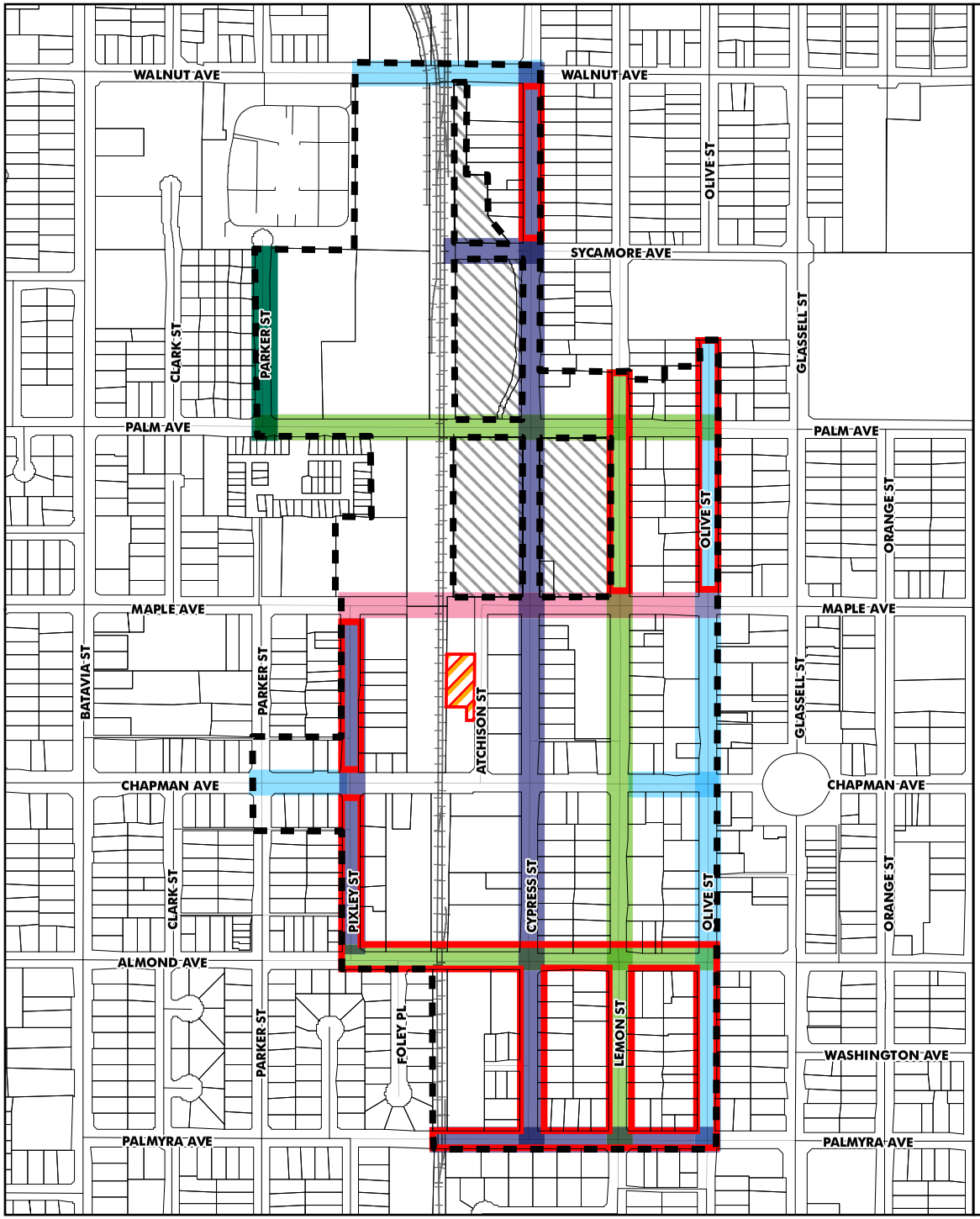


FIGURE 5-4
EXISTING STREET TREES

- Specific Plan Boundary
- Not a part of Santa Fe Depot Specific Plan
- Metrolink/Rail Corridor
- Santa Fe Depot
- Sweet Gum
- Camphor
- Southern Magnolia
- Canary Island Pine
- Mixed
- Turf Parkways (maintain existing)

Santa Fe Depot Specific Plan

0' 200' 400' 800' 1,200' 1,600'

Pixley Street

The commercial buildings on Pixley Street are not set back from the street at a uniform width. North of Chapman Avenue, a six-to-eight foot parkway with a mix of street trees including Bottlebrush, Camphor and Avocado. Several Bottlebrush trees are located south of Chapman Avenue. A mature Walnut tree and large Magnolia trees located mid-block between Chapman and Almond Avenues dominate the street. The landscaped areas are not well kept.

Walnut Avenue

Along Walnut Avenue, a parkway is located on the south side of one of the two blocks of Walnut Avenue within the Specific Plan area. Between Cypress Street and the railroad tracks, the parkway is seven feet wide on the south side of the street while there no parkway on the north side. Camphors have been installed on the parkway. On the west side of the railroad tracks, there is no parkway between the Specific Plan boundary and the railroad tracks. There are no trees on the north side of the street while young Camphors have been planted in cut-outs in the sidewalk.

Sycamore Avenue

Few trees can be found along Sycamore Avenue west of the railroad tracks. East of the tracks, new Camphor trees can be found in three-to-five feet wide turf park strip, which is narrower than those found in the north-south streets. Large palm trees are visible near the railroad tracks.

Palm Avenue

Palm Avenue's streetscape is inconsistent. West of the railroad tracks, a contemporary housing development features a frontage with a bermed planting area with shrubs, Magnolia trees, palms and turf that screens a fence line. A large water feature marks the entrance of the development. Large Queen Palms line the north side of the street near the railroad tracks and new Magnolia trees have been planted to front Chapman University's Dodge Film School. A combination of Sweet Gum and Magnolia trees grow in the six-to-eight foot park strip at irregular intervals in the remainder of the street within the Specific Plan area.

Maple Avenue

Sweet Gum is the predominant tree along the street frontage, yet Camphors were planted recently along the Chapman University's Dodge Film School frontage. Maple Avenue has varying parkway widths. There is no parkway on the block between the railroad tracks and Cypress Street. Between Cypress Street and Olive Streets, the parkway width is 7'6". On the western side of the railroad tracks, the parkway width is seven feet between the railroad tracks and Parker Street.

Chapman Avenue

A few intermittent trees exist west of the railroad tracks. Between railroad right-of-way and Lemon Street, the sidewalk is narrow (five feet) with no street trees. Formally spaced, medium sized Camphor trees set within three foot square iron grates continue eastwards from Lemon Street to Glassell Street and the historic Plaza.

Almond Avenue

Almond Avenue has varied setback and parkway widths. By the railroad tracks, industrial uses have zero setbacks from the sidewalk and no parkway. There are a few tree wells with Magnolia trees; some have no trees at all. In the two blocks between Cypress and Olive Streets, the street has an eight foot parkway. Near Lemon Street, a formal row of mature Magnolias can be seen. New Camphor trees have been planted in front of the Senior Center parking lot near Olive Street. A few more trees are located intermittently along the other sections of the street.

Palmyra Avenue

There is no parkway on the south side of the street; few trees exist west of Lemon Avenue. A mature Magnolia and huge Ficus tree are located near Olive Street in the six foot parkway.

2. Street Tree Designations in the Specific Plan Area

Table 5-1 lists and Figure 5-5 illustrates the street tree designations for the streets within the Specific Plan area. It also lists the existing street tree type found on each street as well as the designation in the 1993 Specific Plan for each street. All the trees listed in Table 5-1 are approved per the Species Palette in the City of Orange Master Street Tree Plan (1999) with the exception of the Palm tree recommended for Palm Avenue (California Fan Palm, *Washingtonia filifera*).

Tree spacing recommendations for each street and tree type are also noted in Table 5-1. These are based on the canopy size of a mature tree of each species, the retail environment along some of the streets and the available area for planting along the sidewalks/parkways. The spacing should be considered on a block by block basis so that all field conditions are addressed, including driveway aprons, street lights, and utilities.

Table 5-1: Street Tree Designations in the Specific Plan Area

	Existing	Specific Plan (1993)	Specific Plan (2011)	Recommended Spacing* (in feet)/ Notes	Minimum Tree Well Dimension** (in feet)
North-South					
Parker Street	Canary Island Pine *Pinus canariensis*	Not Included	Canary Island Pine *Pinus canariensis*	35'-45'	5 feet square
Pixley Street	Mixed	Weeping Bottlebrush *Callistemon viminalis*	Ginkgo Biloba *Ginkgo biloba* Weeping Bottlebrush *Callistemon viminalis*	25'-35' Alternating pattern	4 feet square
Cypress Street	Mixed	Camphor *Cinnamomum camphora*	London Plane Tree *Platanus acerifolia 'Bloodgood'*	30'-40'	5 feet square/ Turf parkway
Lemon Street	Southern Magnolia *Magnolia grandiflora*	Southern Magnolia *Magnolia grandiflora*	Southern Magnolia *Magnolia grandiflora*	30'-40'	5 feet square/ Turf parkway
Olive Street	Camphor Tree *Cinnamomum camphora*	Camphor *Cinnamomum camphora*	Camphor *Cinnamomum camphora*	40'-50'	6 feet square/ Turf parkway
East-West					
Walnut Avenue	Camphor *Cinnamomum camphora*	Not Included	Round-leafed Sweetgum *Liquidambar styraciflua 'Rotundiloba'*	30'-40' Camphors get too large for Walnut Street's small parkways	5 feet square
Sycamore Avenue	Mixed	Not Included	Southern Magnolia *Magnolia grandiflora*		5 feet square
Palm Avenue	Southern Magnolia *Magnolia grandiflora*	Mexican Fan Palm *Washingtonia robusta*	Southern Magnolia *Magnolia grandiflora* California Fan Palm *Washingtonia filifera*	25'-35' Alternating pattern	5 feet square
Maple Avenue	Sweetgum *Liquidambar styraciflua*	Sweetgum *Liquidambar styraciflua*	Round-leafed Sweetgum *Liquidambar styraciflua 'Rotundiloba'*	30'-40'	5 feet square
Chapman Avenue	Camphor *Cinnamomum camphora*	Camphor *Cinnamomum camphora*	Camphor *Cinnamomum camphora*	40'-50'	6 feet square
Almond Avenue	Southern Magnolia *Magnolia grandiflora*	Not Included	Southern Magnolia *Magnolia grandiflora*	30'-40'	Turf parkway
Palmyra Avenue	Mixed	Not Included	Chanticleer Pear *Pyrus calleryana "Chanticleer"*	30'-40'	Turf parkway

** Recommended spacing is based on canopy size of mature trees, available planting areas along sidewalks/parkways and adjacent land uses.*

***Minimum Tree Well Dimension: Optimal sizes provided. Actual size and planting shall be dependent on sidewalk width, adjacent land uses and tree type.*

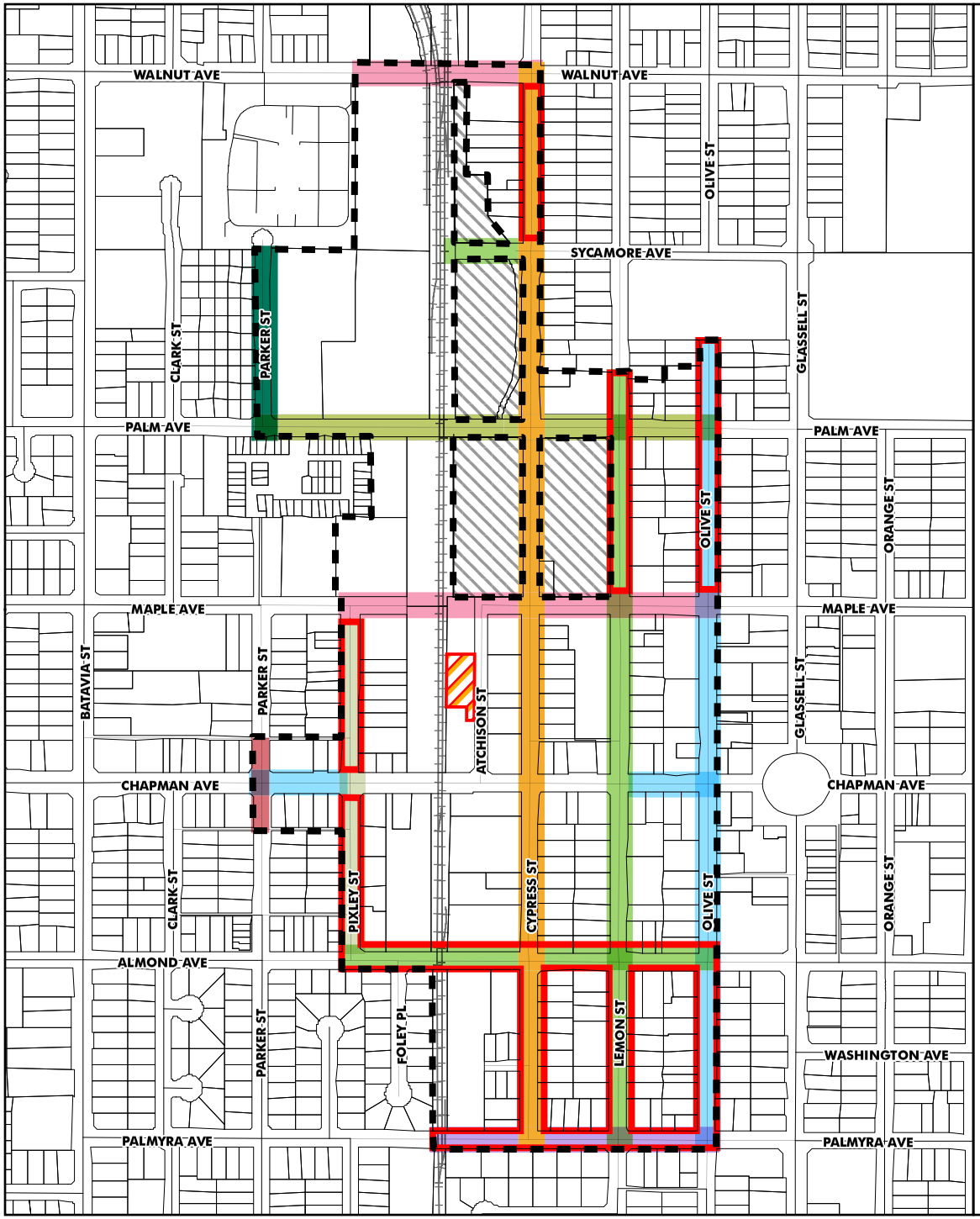


FIGURE 5-5
STREET TREE DESIGNATIONS

- Specific Plan Boundary
- Not a part of Santa Fe Depot Specific Plan
- Metrolink/Rail Corridor
- Santa Fe Depot
- Sweet Gum
- Camphor
- Southern Magnolia
- Weeping Bottlebrush
- Chanticleer Pear
- Canary Island Pine
- Alternating pattern:
  - Southern Magnolia
  - California Fan Palm
- London Plane Tree
- Ginkgo
- Turf Parkways (maintain existing)

Santa Fe Depot Specific Plan

0' 200' 400' 800' 1,200' 1,600'

CHAPTER 6

Zoning Districts

A. Introduction

This Chapter establishes the Zoning Districts along with the use regulations and development standards for the Santa Fe Depot Specific Plan area. The zoning districts with accompanying use regulations, development standards and design guidelines are intended to provide property owners, merchants, and their designers with basic development and design criteria that are intended to reinforce the desired building and district character.

This Specific Plan shall be used in conjunction with all other City of Orange relevant adopted plans and ordinances, including:

- Orange 2010 General Plan
- Orange Municipal Code Title 17 Zoning Code
- Historic Preservation Design Standards for Old Towne, Revised 1999
- Southwest Design Standards
- City of Orange Landscape Standards and Specifications, revised 2009, including Title IX. Water Efficient Landscape, revised January 2010
- Chapman University Specific Plan

Four properties that fall within the Chapman University Specific Plan boundary are also within the boundaries of this Specific Plan. These properties have been included in the Santa Fe Depot Specific Plan boundary because they are located in the core of the Depot area and offer redevelopment opportunities when consolidated with adjacent parcels. These properties are: 225 North Lemon Street (APN 039-162-23), 158/166 North Cypress Street (APN 039-171-11), 190 North Cypress Street (APN 039-171-09), and the University's Palm Avenue Parking Lot (APN 386-451-33). With the adoption of this Specific Plan, the aforementioned properties will continue to be governed by the standards and regulations contained in the Chapman University Specific Plan; however, applicants are encouraged to follow the objectives and policies contained in Chapter 4 of this Specific Plan.

B. General Plan Designations

The Land Use Element of the Orange General Plan (adopted March 2010) determines the location and type of new development and redevelopment projects in the City. In addition, the Land Use Element

establishes the range of density or intensity of development permitted for each land use designation. Within the Santa Fe Depot Specific Plan area, the following General Plan Land Use Designations and corresponding density or intensity apply (Table 6-1) and are described below:

Table 6-1: General Plan Land Use Designations for the Santa Fe Depot Specific Plan Area

General Plan Land Use Designation	Density or Intensity Range
Low Density Residential	2.1-6.0 du/acre
Low Medium Density Residential	6.1-15.0 du/acre
Medium Density Residential	15.1-24.0 du/acre
Old Towne Mixed Use – Spoke	6.0-15.0 du/acre; Max 0.6 FAR
Old Towne Mixed Use – 15	Max. 15.0 du/acre; 0.5-1.0 FAR
Old Towne Mixed Use – 24	Max. 24.0 du/acre; 1.0-1.5 FAR
Industrial	Max 0.75 FAR
Public Facilities and Institutions	Max 2.0 FAR
Open Space Park	N/A

Low Density Residential

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

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

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.

Old Towne Mixed Use

The Old Towne mixed use designation provides 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.

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.

Industrial

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 Institutions

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 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.

The General Plan Land Use Element is implemented by the City's Zoning Code and various Specific Plans, which specify zoning districts, development standards and design guidelines for the land use designations set forth in the General Plan.

C. Specific Plan Districts

The Santa Fe Depot Specific Plan contains ten base zoning districts and one overlay district, which are identified in Figure 6-1. Table 6-2 indicates the base zoning district that corresponds to each General Plan designation within the Specific Plan area.

Table 6-2: General Plan Land Use Designations and Corresponding Specific Plan District

General Plan Land Use Designation	Corresponding Zoning District
Low Density Residential	R1-6 Single Family Residential
Low Medium Density Residential	R2-6 Duplex Residential R-3 Multiple Family Residential
Medium Density Residential	R-4 Multiple Family Residential
Old Towne Mixed Use	Old Towne Mixed Use – 15S; Old Towne Mixed Use - 15; Old Towne Mixed Use - 24
Industrial	Industrial Manufacturing (M2)
Public Facilities and Institutions	Public Institution (PI)
Open Space - Park	Recreational Open Space (RO)

These districts are subject to the provisions of OMC Title 17 (Zoning Code). In addition, Sections D through K of this chapter provide additional provisions, exceptions, and design standards and guidelines to further tailor the districts and development criteria to the unique aspects and conditions of the Santa Fe Depot Specific Plan area in order to achieve the desired environment expressed in the objectives and policies of this Specific Plan.

One new Overlay District, 3-Story Height Overlay, has been established and is described in Section H of this chapter.

D. R1-6 Single Family Residential

The intent of the R1-6 Single Family Residential District in the Santa Fe Depot Specific Plan is to preserve the historic, low-density neighborhood characteristics of the Old Towne Residential Quadrants.

1. Development Provisions

The development provisions for the R1-6 District contained in Chapter 17.14 (Residential Districts) of the Orange Zoning Code apply to all development in the R1-6 District in the Santa Fe Depot Specific Plan area. There are a significant number of parcels in this district that are non-conforming with regard to the minimum lot size requirements of the R1-6 Single Family Residential District. These uses are allowed to remain indefinitely and allowed to expand within the non-conforming parcel pursuant to City of Orange Ordinance No. 12-09 (Subsections 17.38.040D and 17.38.065 of the OMC).

In addition, refer to the *Old Towne Design Standards* for additional site planning and architectural guidelines for modifications to contributing residential uses.

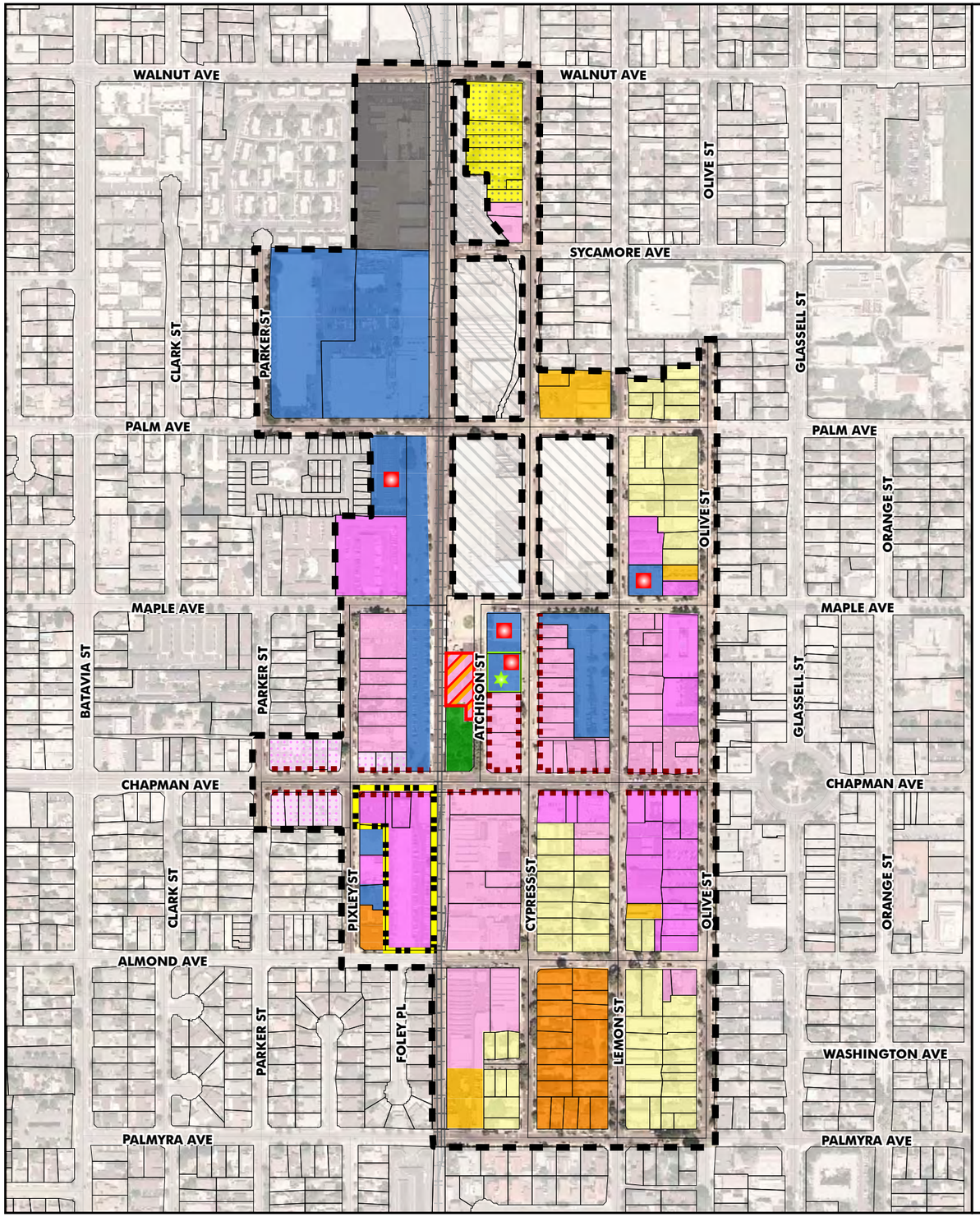


FIGURE 6-1
SPECIFIC PLAN ZONING DISTRICTS

- Specific Plan Boundary
- Not a part of Santa Fe Depot Specific Plan
- Metrolink/Rail Corridor
- Santa Fe Depot
- R1-6 Single Family Residential
- R2-6 Duplex Residential
- R-3 Multiple Family Residential
- R-4 Multiple Family Residential
- Old Towne Mixed Use - 15S
- Old Towne Mixed Use - 15
- Old Towne Mixed Use - 24
- Industrial Manufacturing (M2)
- Public Institution (PI)
- Recreational Open Space (RO)
- 3-Story Height Overlay
- Future Depot Courtyard (Conceptual)
- Property also within Chapman University Specific Plan Boundary
- Retail Streets Frontage

Santa Fe Depot Specific Plan

0’ 200’ 400’ 800’ 1,200’ 1,600’

E. R2-6 Duplex Residential

The intent of the R2-6 Single Family Residential District in the Santa Fe Depot Specific Plan is to provide opportunities for duplex development on lots containing a minimum area of 6,000 square feet. This district recognizes the need to provide multiple-family housing in the form of duplexes, detached dwellings, or small apartment buildings.

1. Development Provisions

The development provisions for the R2-6 District contained in Chapter 17.14 (Residential Districts) of the Orange Zoning Code apply to all development in the R2-6 District in the Santa Fe Depot Specific Plan area. There may several parcels in this district that are non-conforming with regard to the requirements of the R2-6 Duplex Residential District. These uses are allowed to remain indefinitely and allowed to expand within the non-conforming parcel pursuant to City of Orange Ordinance No. 12-09 (Subsections 17.38.040D and 17.38.065 of the OMC).

In addition, refer to the *Old Towne Design Standards* for additional site planning and architectural guidelines for modifications to contributing residential uses.

F. R-3 and R-4 Multiple Family Residential

The intent of the R-3 and R-4 Multiple Family Residential Districts in the Santa Fe Depot Specific Plan is to maintain and encourage higher density residential uses within walking distance of the Orange Transportation Center and Chapman University to support these uses.

1. Development Provisions

The development provisions for the R-3 and R-4 Districts contained in Chapter 17.14 (Residential Districts) of the Orange Zoning Code apply to all development in the R-3 and R-4 Districts in the Santa Fe Depot Specific Plan area, with the following additions and exceptions:

(a) Prohibited Uses

In order to maintain higher densities near the Orange Transportation Center and around Chapman University, single family residential uses are not permitted on the R-3 or R-4 zoned parcels that front Palm Avenue and Almond Avenue (Figure 6-1).

(b) Setbacks

The minimum front yard setback shall be 10 feet.

(c) Pedestrian Circulation

All new multiple family developments shall be oriented and designed to enhance pedestrian movement to and between adjacent uses as follows:

- All multi-family developments shall provide paved, lighted pedestrian paths connecting residential units to public sidewalks and to the parking area(s) for the development.

- In addition, all multi-family developments shall provide paved, lighted pedestrian paths connecting residential units to any common usable open space areas improved with recreational amenities.

- Pedestrian walkways shall be adequately separated from vehicular traffic. Pedestrian entrances and walkways shall be clearly identified and easily accessible to minimize pedestrian/vehicle conflict.

- Walkway connections to building entrances shall include special paving treatment or materials. In addition, decorative paving or some other method of clear delineation shall be used for crossings at circulation drives and parking aisles.

(d) Walls and Fences

All new multiple family developments that are located adjacent to the rail tracks shall provide a continuous security fence (or wall) along the common property line to prevent trespassing of the railroad right-of-way and to maintain resident safety. The fence shall be designed as follows:

- The height of the fence (or wall) shall be a minimum of six feet and a maximum of eight feet.

- The fence (or wall) shall be made of vandal-resistant materials.

- Landscaping such as dense shrubs and vines shall be planted along the fence (or wall) to soften its appearance.

The fence shall also serve to reduce train noise impacts on the users of the adjacent buildings. The requirements contained in Chapter 8.24 (Noise Control) of the Orange Municipal Code shall apply.

G. Old Towne Mixed Use

With the Santa Fe Depot Metrolink station at the heart of the Specific Plan area and a steady increase in ridership, a goal of this Specific Plan is to facilitate mixed use, transit-oriented development in the vicinity of the station. Mixed use development supports public investment in light rail service by creating active pedestrian areas within walking distance of transit. Transit-oriented development increases the density of people near transit, including residents, employees, visitors, and customers in a built environment that is pedestrian friendly and connected to transit. Mixed use buildings, projects, or areas with a mix of uses are active from early in the morning to late in the evening, making the environment more vibrant for pedestrians and providing peak and off-peak customers for transit service.

Mixed use development in the Santa Fe Depot Specific Plan area integrates compatible commercial, office, residential, civic, and entertainment uses designed to be contextually appropriate in this historic area. Transit-oriented commercial uses and arts/culture related uses are encouraged, such as restaurants with walk-up windows for commuters, bakeries, specialty food stores, bike shops/repair, specialty music stores, including musical instrument crafting and sales, and small-scale schools as an accessory use to a retail store, such as cooking classes, art classes, music lessons, etc.

Examples of transit-oriented development projects with townhomes and loft-style mixed use.

There are three Mixed Use Districts within the Specific Plan area: Old Towne Mixed Use – Spoke, Old Towne Mixed Use – 15, and Old Towne Mixed Use – 24.

1. Development Provisions

The development provisions contained in Chapter 17.19 (Mixed Use Districts) of the Orange Zoning Code apply to all development in the Old Towne Mixed Use - 15S, Old Towne Mixed Use - 15, and Old Towne Mixed Use - 24 Districts in the Santa Fe Depot Specific Plan area, with the following additions and exceptions:

(a) Permitted Uses

In addition to the permitted uses listed for the Mixed Use Zoning Designation, the following uses are also permitted:

- Specialty non-degree schools (music/dance, cooking, and art classes) as an accessory use to a retail use.
- Conference center/banquet hall with a Conditional Use Permit pursuant to Chapter 17.10 of the Orange Zoning Code.
- Auto repair and parts for Vehicles of Historic Value.

(b) Ground Floor Treatment Along Retail Streets

The following standards apply to ground floor uses along Retail Streets in the Mixed Use Districts:

- On Retail Streets, as defined in Figure 6-1, the ground-floor or street level frontage, excluding access to parking and entryways to upper level residential uses, shall be designed to accommodate retail, restaurant, or similar type of active use. No residential uses are permitted on the ground floor, except per the findings noted herein.

  The Community Development Director may grant residential uses on the ground floor in a project that fronts a Retail Street subject to the findings below if the residential frontage of the project does not exceed 25% of the linear frontage of the total linear street frontage of the project site. For example, if a property on a Retail Street has a 200 foot frontage, no more than 50 feet may be used on ground floor residential uses. This requirement applies to each face of the project that fronts a Retail Street.

  1. The project is a mixed use project with both commercial and residential components.

  2. The project includes adaptive reuse of on-site historic structure(s).

  3. The project provides an additional public benefit or amenity, such as but not limited to a public paseo, public courtyard, etc.

- Where Retail Streets intersect other streets, the ground floor retail space should wrap the corner onto the intersecting streets.

- Ground floor retail space may be provided on streets that are not designated as Retail Streets in Figure 6-1. If it is, the ground floor retail space should comply with these standards and guidelines.

- For new construction, required ground floor retail space shall be provided to a depth of at least 25 feet from the front façade and shall include an average 14'-0" floor-to-ceiling height. This standard does not apply to the adaptive reuse of existing buildings.

- Wall openings, such as storefront windows and doors, shall comprise at least 75% of a building's street level façade.

- Clear glass for wall openings, i.e., doors and windows, shall be used along all street-level façades for maximum transparency, especially in conjunction with retail uses. Dark tinted, reflective or opaque glazing is not permitted for any required wall opening along street level façades.

- During hours of operation, open-wall storefronts, such as retractable doors or folding glass walls, are encouraged with the following provisions:

    - For projects involving historic buildings, retractable doors or folding glass walls shall not be used on the storefront unless such a feature was an element of the original historic storefront.

    - Retractable doors or folding glass walls may be integrated into the facades of new infill development and projects involving the renovation of non-historic buildings.

(c) Ground Floor Treatment Along Other Streets

The following standards apply to ground floor uses along other streets in the Mixed Use Districts:

- Along other streets, at least 75% of the ground floor street frontage shall be designed to accommodate the following uses: retail, cultural/entertainment, professional office, lodging, live/work units, residential units with individual entries along the street, and/or other active space such as recreation rooms or common rooms.

- The ground floor treatment of those uses, except residential units with individual entries, should be similar to that of retail space, except that wall openings shall comprise at least 50% of the street level façade.

- Residential units with individual entries should include windows on the ground floor that look out onto the street.

(d) Front Setbacks

On Retail Streets, as defined in Figure 6-1, the front yard setback shall be zero (0) feet; buildings shall be contiguous with the front parcel line. The following exceptions apply:

- A portion of the front building elevation, not to exceed fifty percent (50%) of the length of the building frontage, may be setback up to 20 feet to allow for outdoor use, such as outdoor dining, display, public art, entry forecourt, or other amenity appropriate to an urban setting.

- Where a historic building or structure does not have a zero foot setback, any additions or modifications may maintain the setback of the existing historic structure.

On all other streets in the Mixed Use Districts, there is no minimum front setback required.

(e) Rear and Side Setbacks

There is no minimum rear, streetside side or side setbacks required in the Mixed Use Districts within the Specific Plan area except as follows:

- In cases where the side or rear property line abuts a single-family district, and where the proposed building exceeds one story or 20 feet in height a rear setback of at least 10 feet shall be required.

(f) Height

In the OTMU-15 and OTMU-15S Districts, the maximum building height permitted is 28 feet, except when abutting a historic building, the height shall be no greater than the tallest point of the abutting historic building, or 28 feet, whichever is less.

In the OTMU-24 District, when abutting a historic building, the height shall be no greater than the tallest point of the abutting historic building for a distance of 10 feet from the shared property line, beyond which the 28 foot height limit will govern, as illustrated in Figure 6-2 below. This standard does not apply to properties located within the Three-Story Height Overlay (see the following section).

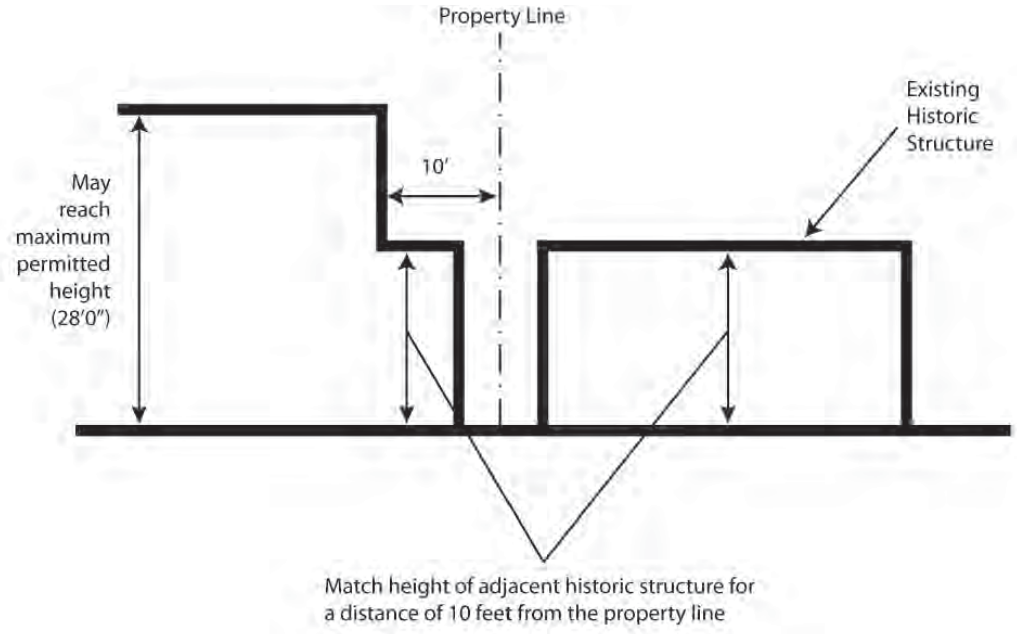


Figure 6-2: Height limit in OT-MU24 District when adjacent to a historic structure

(g) Outdoor Dining

On Retail Streets, as defined in Figure 6-1, outdoor dining on public walkways is permitted per Chapter 12.18 (Outdoor Dining on Public Walkways) of the Orange Zoning Code. Patio dining on private property is permitted in all Mixed Use Districts.

(h) Walls and Fences

All new mixed use developments that are located adjacent to the rail tracks shall provide a continuous security fence (or wall) along the common property line to prevent trespassing of the railroad right-of-way and to maintain resident safety. The fence shall be designed as follows:

- The height of the fence (or wall) shall be a minimum of six feet and a maximum of eight feet.
- The fence (or wall) shall be made of vandal-resistant materials.
- Landscaping such as dense shrubs and vines shall be planted along the fence (or wall) to soften its appearance.

The fence shall also serve to reduce train noise impacts on the users of the adjacent buildings. The requirements contained in Chapter 8.24 (Noise Control) of the Orange Municipal Code shall apply.

H. Three-Story Height Overlay

The Three-Story Height Overlay District is identified in Figure 6-1. This block bounded by Chapman Avenue, Pixley Street, Almond Avenue and the railroad tracks is suitable for more intensive uses because of its proximity to the Metrolink Station. In addition, because of the location of the overlay district, the additional height will be setback from single family residential uses and have minimal visual impact on the low density, single family character of the neighborhood.

1. Development Provisions

The maximum building height permitted is 36 feet, with up to three full floors or two floors plus mezzanine, with the following additions and exceptions:

- Building design must include variation in roof or parapet height to break up the mass of the structure.
- Where fronting Almond Avenue, the maximum building height shall be 28 feet for a distance of 30 feet back from the property line along Almond Avenue, and 10 feet back from the property line along Pixley Street. No third-story setback is required from the Chapman Avenue property line. This will ensure that the taller portion of the building is setback from the adjacent single family residential uses.

I. Industrial Manufacturing (M2)

The M2 zoning designation applies to one parcel within the Santa Fe Depot Specific Plan area (Figure 6-1). The intent of the M2 District in the Santa Fe Depot Specific Plan is to maintain industrial uses on this site, while tailoring the use list to allow for more appropriate industrial uses within the historic, low density residential character of the surrounding neighborhood.

1. Development Provisions

The development provisions for the Industrial Manufacturing (M2) District contained in Chapter 17.20 (Industrial Districts) of the Orange Zoning Code apply to all development in the M2 District in the Santa Fe Depot Specific Plan area, with the following additions and exceptions:

(a) Permitted Uses

In addition to the permitted uses listed for the M2 Zoning Designation, the following uses are also permitted:

- Administrative office, comprising up to 50% of gross floor area as an Accessory Use.
- Conference center/banquet hall with a Conditional Use Permit pursuant to Chapter 17.10 of the Orange Zoning Code.
- Manufacturing with on-site food sales/restaurant with a Conditional Use Permit pursuant to Chapter 17.10 of the Orange Zoning Code.
- Movie production studio.
- Retail, comprising up to 50% of gross floor area as an Accessory Use.

(b) Prohibited Uses

Because the M2 zoned parcel within the Specific Plan area is immediately adjacent to residential uses, the following uses are prohibited:

- Automobile wrecking, salvage and storage.
- Blast furnace; coke oven.
- Brick, ceramic tile and precast concrete manufacturing and wholesale.
- Chemical production.
- Drop forge industries.
- Explosives manufacturing and wholesale.
- Mineral products extraction, production or packaging.
- Petroleum products extraction, manufacturing and refinery including asphalt, gasoline or other fuels, oil or natural gas extraction, rubber and its constituents, tar distillation.
- Refining raw materials (in copper, zinc or iron ores).
- Refuse transfer.
- Rock crushing; treatment.
- Smelting.
- Any use determined by the Community Development Director to have a deleterious impact upon an adjacent residential neighborhood, including but not limited to escape of dangerous gases, chemical or explosive hazards, vibrations, dust, noise, heat, smoke or glare.

(c) Fences and Walls

Pursuant to Chapter 17.20 (Industrial Districts) of the Orange Zoning Code, industrial developments adjacent to any residential district shall provide a six-foot high wall along the shared property line. In addition, the following shall be required:

- All walls shall be designed with a cap. Both sides of the perimeter walls shall be architecturally treated. Appropriate materials include decorative masonry, concrete, stone and brick.
- Wall and fence materials shall be consistent throughout the project, architecturally compatible with the buildings, streetscape and surrounding neighborhood. The wall or fence along the railroad tracks shall be made of vandal-resistant materials.
- Shrubs and vines shall be planted along fence lines and perimeter walls.
- The maximum height of perimeter walls fronting a street shall be 42 inches.
- Walls and fences shall be designed to minimize graffiti.

In addition, all new industrial developments that are located adjacent to the rail tracks shall provide a continuous security fence (or wall) along the common property line to prevent trespassing of the railroad right-of-way and to maintain resident safety. The fence shall be designed as follows:

- The height of the fence (or wall) shall be a minimum of six feet and a maximum of eight feet.
- The fence (or wall) shall be made of vandal-resistant materials.
- Landscaping such as dense shrubs and vines shall be planted along the fence (or wall) to soften its appearance.

The fence shall also serve to reduce train noise impacts on the users of the adjacent buildings. The requirements contained in Chapter 8.24 (Noise Control) of the Orange Municipal Code shall apply.

J. Public Institution (PI)

The intent of the PI District in the Santa Fe Depot Specific Plan is to accommodate public and quasi-public uses with special consideration to ensure compatibility with the character and goals of the Specific Plan area.

1. Development Provisions

The development provisions for the Public Institution (PI) District contained in Chapter 17.24 (Public Institution District) of the Orange Zoning Code apply to all development in the PI District in the Santa Fe Depot Specific Plan area, with the following additions and exceptions:

- All PI zoned parcels within the boundaries of the Chapman University Specific Plan shall follow the standards and provisions of that plan (Figure 6-1).

- In addition, refer to Chapter 5 (Urban Design Framework) to ensure that any new development or improvements in the PI District are consistent with the urban design goals and intent of this Specific Plan.

(a) Walls and Fences

All new institutional developments that are located adjacent to the rail tracks shall provide a continuous security fence (or wall) along the common property line to prevent trespassing of the railroad right-of-way and maintain safety. The fence shall be designed as follows:

- The height of the fence (or wall) shall be a minimum of six feet and a maximum of eight feet.

- The fence (or wall) shall be made of vandal-resistant materials.

- Landscaping such as dense shrubs and vines shall be planted along the fence (or wall) to soften its appearance.

The fence shall also serve to reduce train noise impacts on the users of the adjacent buildings. Requirements contained in Chapter 8.24 (Noise Control) of the Orange Municipal Code shall apply.

K. Recreational Open Space (RO)

The RO zoning designation applies to one parcel within the Santa Fe Depot Specific Plan area (Figure 6-1). The intent of the RO District in the Santa Fe Depot Specific Plan is to maintain and preserve Depot Park as the historic heart of the Specific Plan area.

1. Development Provisions

The development provisions for the Recreation Open Space (RO) District contained in Chapter 17.22 (Agriculture and Open Space Districts) of the Orange Zoning Code apply to all development in the RO District in the Santa Fe Depot Specific Plan area.

CHAPTER 7

Design Guidelines for Historic Buildings

A. Introduction

These design guidelines have been prepared to assist the City of Orange and property owners when making changes or additions to historic buildings or developing new construction within the Santa Fe Depot Specific Plan area. The general boundaries of the Santa Fe Depot Specific Plan area are Walnut Avenue on the north, Palmyra Avenue on the south, Parker Street on the west and Olive Street on the east.

The City of Orange has established boundaries for Old Towne within the heart of the city's historic downtown. As shown in Figure 1-2, within these boundaries are located the Old Towne Historic District and the Plaza Historic District, both listed on the National Register of Historic Places (NRHP). The Santa Fe Depot Specific Plan area is located within the Old Towne boundaries and includes a portion of the Old Towne National Register District and a small portion of the Plaza Historic District. Several properties within the Specific Plan area have also been determined to be individually eligible for listing on the NRHP.

Design standards for buildings within the Old Towne boundary *(Historic Preservation Design Standards for Old Towne, Orange, CA)* were adopted in July 1995 and updated in December 1999. All projects within the Old Towne boundary must be reviewed by City Staff or the City's Design Review Committee using the design standards. The design standards in this document have been created to augment the Old Towne Design Standards and more thoroughly address the issues inherent with the rehabilitation of industrial buildings. Guidelines have also been developed for non-industrial historic buildings within the Specific Plan area.

In addition, the *Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitation (Secretary of Interior's Standards)* will be used within the Santa Fe Depot Specific Plan area since the majority of the district lies within the Old Towne National Register District.

B. Design Guidelines for Industrial Buildings

The industrial buildings within the Santa Fe Depot Specific Plan area are predominantly of two main types: ***packing house buildings*** built primarily for the citrus industry, and ***auto-related buildings*** used for repairs. Other industrial uses once found in the area include a building supply/lumber mill business, warehouse and manufacturing buildings.

Packing house constructed of brick and stucco-clad.

Auto-related building clad in corrugated metal.

These utilitarian buildings generally exhibit architectural features that differ from commercial buildings. Their roof lines are typically taller, with shapes that accommodate complex truss systems, and their siding is primarily corrugated metal. The more substantial packing houses and manufacturing buildings were often built of brick or formed concrete. Earlier versions were sometimes wood frame. Smaller buildings are often single-wall wood framed construction clad with corrugated metal. Depending on the use, windows are minimal, and where they exist, are usually fixed wood or steel. Other windows are utilized as part of the roof system or near ceiling-level to bring in indirect overhead light. Floors are primarily concrete slabs.

The location and siting of industrial buildings also differs from commercial buildings. Many of these buildings constructed adjacent to the railroad tracks feature loading doors and docks. Industrial buildings located further from the railroad are typically sited directly on the front property line. This was especially true of auto-related repair facilities.

Interiors are usually large, open spaces created by wood truss systems. The structural systems, finishes and open spaces are important, character-defining features of industrial buildings. Automotive-related buildings often feature large bays on the building's street elevation, allowing convenient street access to cars and trucks.

Secretary of the Interior's Standards which apply:

> Standard 2: The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a building shall be avoided.
>
> Standard 5: Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
>
> Standard 6: Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

The complete *Secretary of the Interior's Standards* is included in full in Section I of this chapter.

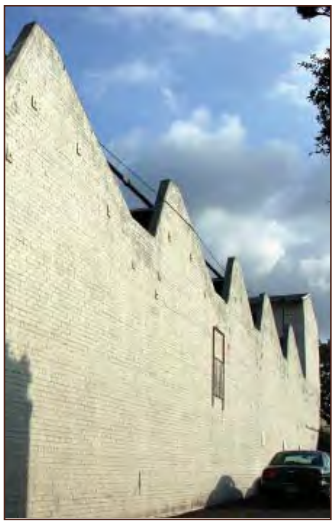
1. Identification of Character-Defining Features

The first step in the rehabilitation of an historic building is to identify its character-defining features. A building's facade is its advertisement to the street. This is generally where the most distinctive architectural elements of a building are displayed. Industrial buildings are designed to be utilitarian so that the facades of these buildings are often quite simple and direct expressions of their function. There are exceptions, however, seen in some of the large packing houses and warehouse buildings which are built more substantially and may incorporate decorative features on their facades. The methodology for inventorying character-defining features includes:

- Identification of roof types and materials.
- Identification of the upper portion of the facade, including the raised parapet and building cornice, describe decorative features, if any, and signs.
- Windows should be identified as to type and material (e.g., wood fixed or steel sash casement, etc.)
- Identification of the window sash and muntin profile, including the configuration of panes. Determine the pattern of openings and size, and describe any details such as casings, lintels, etc.
- Determining the type of doors used (e.g., wood, glass and steel, garage, roll-up or sliding, double hinged, cargo bay doors and docks).
- Identification of exterior structural or cladding materials (e.g., wood, metal, brick, concrete, stucco).
- Identification of distinctive construction methods (e.g. poured-in-place concrete).

2. Facade/Roof: General Treatment

The roofs of historic industrial buildings are a principal structural element and help define their character. In general, the roofs are supported by truss systems of various designs and complexities. The roofing material is most often corrugated metal or composition roll roofing. Several distinctive roof types are found in the industrial buildings within the Specific Plan area. They include saw-tooth, monitor, and arched. These systems, while once common, are no longer in general use since the development of newer structural systems, making historic examples relatively scarce and worthy of preservation. The treatment of historic roofs and facades in rehabilitation projects should include:



Example of saw-tooth roof exterior.

1. The preservation of historic roof forms and support systems.
2. The rehabilitation/replacement of roof systems, due to deterioration or structural issues, using the same or similar materials and design.
3. The retention of the building facade, original roof line and materials, including raised parapet and decorative details. Signage within the parapet or cornice shall be appropriately placed and scaled with respect to the historic architectural features.
4. The maintenance of historic building setbacks, including the spatial relationships between the street, railroad right-of-way and other features.

Example of arched roof exterior.

3. Window Treatment

Windows in industrial buildings are often at a minimum and are usually located on the building's primary elevation. Windows are also sometimes found on the roof structure in saw-tooth or monitor roofs types, or in skylights. These windows are typically fixed or movable wood or steel sash. The treatment of historic windows in rehabilitation projects should include:

1. Maintaining the size, shape and materials and locations of original windows. Repairing windows is preferable to replacement.
2. Maintaining the profile and depth of window casings and number of window panes.
3. If a window has been altered, restoration based on an adjacent prototype or historic evidence is the preferred treatment.
4. Limit replacement, if necessary, to heavily deteriorated windows that should match the original window in type, proportion, materials and arrangement. If feasible, preserve the original casing and frame.
5. Use transparent window glass. Plastic, opaque and reflective glass is inappropriate unless used historically.
6. Use of compatible substitute materials may be considered for the replacement of deteriorated windows or portions of windows, especially if location is not on the primary elevation.
7. Consideration of the pattern of punctuation along the wall plane should be considered when adding new windows. The new window should appear visually similar to the historic windows, but not an exact duplication.
8. Additional windows, if required by the new use, should be placed on the rear or other non-character-defining elevations if possible, in order to preserve significant historic materials and features. The new work shall be harmonious with the historic in terms of size, scale, proportion, and materials.

Example of clerestory windows and monitor roof.

Example of saw-tooth roof interior windows.

4. Door/Entry Treatment

Metal-clad industrial buildings often feature simple entry doors on the primary elevation. For automotive uses, a large centered bay door with sliding overhead wood doors is a common feature, with a smaller entrance door located adjacent to the bay door. This door generally leads into an office area. Loading door openings and docks are often located at the rear or side of the building and sometimes adjacent to the railroad. Over time many of these doors have been replaced with modern metal or wood roll-up doors. Loading bay doors in warehouses and other industrial and manufacturing buildings contribute to the historic character of the building and should be retained.

The National Park Service's Technical Preservation Services publishes ITS bulletin Number 16, *Interpreting the Secretary of the Interior's Standards for Rehabilitation as they relate to New Infill for Historic Loading Door Openings*, and Technical Bulletin No. 5, which addresses the issues involved with the rehabilitating a former auto repair garage. These bulletins should be referenced when addressing the rehabilitation and treatment of historic loading door openings.

Garage bay doors provide opportunities for new uses while retaining the original openings and keeping the industrial character of the building intact. The treatment of historic garage and loading bay doors in rehabilitation projects should include:

1. The retention and repair of original openings and doors of industrial buildings where possible.
2. The removal of inappropriate non-historic replacements and repairs is encouraged.
3. Avoid enclosing or altering the shape of historic door openings.
4. Replace doors, when necessary, with a door style that is similar to the historic, and the preservation of the door original frame, when feasible.
5. Retain auto repair garage doors and openings, when feasible. If not feasible to accommodate new use, retain garage opening and replace door with a new door which is consistent with the building's historic character.
6. Retain loading dock and bay doors, along with the docks and corner-guards or bumper guards, when feasible.
7. Where retention of loading doors is not feasible due to deterioration, special care should be given to their replacement, with the preferred method being their replacement with historically appropriate designs and materials.
8. Where retention of loading doors is not feasible due to changes in use, door openings should be infilled in such a way that the principal visual qualities of the door and opening are expressed.
9. In cases where openings are enclosed (seismic or other reasons), similar materials should be used with a line of demarcation at the original opening.
10. The addition of new building entrances should be of the simplest and most unobtrusive design possible, and should blend with the historic facade, while not appearing historic itself. Whenever possible, new entries should be placed on a secondary elevation, and should not be excessively prominent or detract from the historic entrance.

Retain the industrial character of garage bay doors and large windows.


Retain packing house cargo bay doors to preserve historic railroad association.

5. Materials Treatment

Industrial buildings were constructed using a wide range of materials including metal, wood, concrete, brick and plaster over wood frame. Many of the older industrial buildings were constructed with a wood frame and truss roof and clad with corrugated metal siding. More substantial buildings were constructed of brick with concrete foundations. Some have stucco exterior finishes. These exterior finishes are important character-defining features of industrial buildings. The treatment of historic materials in rehabilitation projects should include:

1. The retention of industrial wall treatments, such as corrugated iron panels. These treatments should not be replaced with contemporary materials, such as steel box-channel siding, which not only alters the building's surface character to considerable degree, but sacrifices the relationships between the window and door elements and wall surfaces.
2. The removal of inappropriate siding which covers original materials.
3. Allowing historically unpainted materials, such as corrugated metal siding, to remain unpainted.
4. Matching brick and mortar colors when repairing or replacing brick. Do not paint brick unless it was painted historically.
5. Avoiding the use of texture coatings and rough stucco to either cover or replace original materials, such as smooth plaster.
5. Repairing historic materials rather than replacing them, by patching, piecing-in, splicing, consolidating or otherwise reinforcing.
6. Replacing materials, if needed, with in-kind materials or compatible substitute materials which match the appearance of the original materials as closely as possible.
7. Preserving historic building materials by employing good maintenance procedures. Harsh cleaning methods which could damage historic materials, such as sandblasting, should not be used.

The distinctive pressed tin front of this industrial warehouse building is a rare example.

This is a scarce example of original wood siding on this packing house.

C. Guidelines for Additions to Historic Buildings

Historic industrial buildings generally enclose large spaces. As a consequence, additions to these buildings may be unnecessary if rearranging existing interior spaces can be made to serve a new use. However, additions may be required in some instances. The *Secretary of the Interior's Standards* which apply directly to additions are:

> Standard 2: The historic character of a property will be retained and preserved.
>
> Standard 9: New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

The treatment of additions in rehabilitation projects should include:

1. The placement of additions at the rear or side of a building where they are least noticeable, with the least possible loss or obscuring of historic materials and character-defining features.
2. Designing new additions in a manner which makes a clear demarcation between historic and new features. The addition may be clearly contemporary in design, or may reproduce motifs from the historic building.
3. The treatment of additions such that they are visually subordinate to the original building, and draw upon, but not imitate, the existing massing, fenestration patterns, materials and details.

This inappropriate metal addition should be removed and any new addition should be compatible with the historic materials, size and scale of the original building.

D. Guidelines for Building Interiors

The interiors of industrial buildings are sometimes more interesting than the building's exteriors, featuring open spaces and dramatic structural support systems. Because of their expansive qualities, these buildings make good candidates for reuse and should not be regarded as devoid of character, or as blank slates for the creation of an interior which could be found in any modern office or commercial building. Modifications to building interiors are not subject to formal review or regulation by the City, however, preservation of character-defining interior features is strongly encouraged. Character-defining interior features of industrial buildings include:

- Gabled, arched, sawtooth or monitor roof shapes, supported by truss systems.
- Single or multi-span wood or steel truss systems with cross bracing or lateral bracing.
- Exposed wood or steel beams.
- Support posts of wood or steel.
- Walls of exposed brick, concrete or corrugated metal.
- Floors of wood planks or concrete.
- Steel or wood sash windows.

The *Secretary of the Interior's Standards* applicable to interiors are:

> Standard 2: The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
>
> Standard 5: Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

The treatment of interiors in rehabilitation projects should include:

1. The retention and preservation of a building's distinctive spaces, features and finishes including roof and truss systems; wood and steel posts; brick walls; and wood and concrete floors.
2. The retention and preservation of interior spaces when possible. When rehabilitated for a new use, the insertion of new walls should minimize the loss of historic space and retain views of open roof structural systems, wherever possible, as well as other character-defining materials such as wood posts, flooring and exposed brick, stone, or concrete walls.
3. The restoration of closed windows to their historic configurations, where possible.
4. The preservation of structural systems, and individual features of systems, such as post and beam systems, trusses and columns.
5. The repair of deteriorated structural systems, whenever possible. Where replacement is necessary due to extensive deterioration, in-kind reproduction of missing elements, such as trusses, wood posts, or roof rafters, should be based on surviving prototypes. Replacement materials should have the same form and overall appearance as the historic features, or with substitute materials with equal load-bearing capabilities.

The complex roof truss system in this packing house building not only provides structural support, but is a significant feature to retain during rehabilitation.

The interior of this manufacturing building illustrates the unusual saw-tooth roof system and windows providing a unique interior space.

E. Guidelines for Infill and New Construction

The *Secretary of the Interior's Standards* applicable to new construction in historic districts are:

> Standard 9: New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

Standard 10: New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

The *Historic Preservation Design Standards for Old Towne* includes general review criteria for new construction projects planned within the district. These criteria are also applicable within the Santa Fe Depot Specific Plan area and are as follows:

- The project shall be compatible with surrounding development and neighborhoods.
- The development shall be consistent in size, scale and context with surrounding development.
- Building design, colors and material shall be compatible with the character of the existing structure and surrounding area.
- The development shall not erode or adversely affect an historic resource or district.

Additional and expanded guidelines would assist with the implementation of infill design and the new construction criteria identified in this document. This area is characterized by the depot, railroad and industrial buildings. The district also features a mix of historic residences, commercial buildings and scattering of institutional buildings, including a church, lodge (American Legion), and a community center building (former Friendly Center). Infill construction should respect the history, scale and eclectic character of the Santa Fe Depot area. The treatment of infill and new construction projects should consider the following criteria to ensure compatibility with the surrounding historic area:

1. The relationship between buildings and the street, with the front and primary entrances oriented to the street.
2. The relation of street and side yard setbacks to historic buildings.
3. The mass and scale of new designs in relation to historic buildings. New designs should draw upon massing and scale of similar buildings in the area.
4. The height and width of new buildings should complement nearby historic buildings.
5. Primary building forms, including roof forms, should refer to historic forms found in the area. Contemporary interpretations of building forms reflecting the design traditions of the area may also be used.
6. Designing with a palate of materials used historically. New materials, when used, should appear similar in character, form and texture, to historic materials.
7. A variety of windows types should be encouraged. Contemporary interpretations of industrial sash, wood sash and display windows may be considered.

F. Guidelines for Non-Contributing Buildings within Old Towne Boundaries

The Santa Fe Depot Specific Plan Area includes a number of buildings which do not currently contribute to the historic district. Most of these non-contributors are either not built during the period of significance (1880 to 1930) and/or have been altered. Most are residential, but a few are industrial or commercial. The *Historic Preservation Design Standards for Old Towne* for residential and commercial buildings also apply to these buildings. Rehabilitation of these buildings by restoring their historic

features in accordance with the Secretary's of the Interior's Standards may change their status to contributing. In addition, temporary or permanent enhancements might be considered to increase a building's compatibility within the historic district. These enhancements range from simple clean-up and sign modification to additions and facade modifications.

These non-contributing buildings may be able to become district contributors if original openings were restored and add-on materials removed.

G. Non-Industrial Historic Building Guidelines

Design guidelines and standards for non-industrial (commercial and residential) buildings are extensively discussed in the *Historic Preservation Design Standards for Old Towne*.

In addition, the city document *Design Standards for the Amendment to the Southwest Project Area* contains guidelines for the Old Towne Historic District. These guidelines are applicable to the Santa Fe Depot Specific Plan area and relate primarily to commercial and residential buildings.

A number of building types within the Santa Fe Depot Specific Plan area warrant special consideration. These buildings include, but are not limited to, the Depot, American Legion, a church, and the former Friendly Center building, and are listed as contributors to the Old Towne National Register Historic District. The *Secretary of the Interior's Standards* should be applied to the rehabilitation of any of these buildings. The Standards are found in the Section I."

These specialized types of buildings often stand alone, set back from the street and surrounded by parking lots. Sometimes they directly abut the sidewalk. They often exhibit a distinctive architectural style with and characteristic features, such as towers, facade decoration, balconies, and large prominent windows. A number of these buildings are designated as individual city landmarks because of their unique history and relationship to the development of the area. The interiors of these buildings often

The decorative architectural features of this lodge building are characterized by its prominent raised arched entrance, wrought iron balconies and unusual patterned stucco treatment.

This church building features a prominent corner tower entrance and round arched windows with leaded glass.

feature significant spaces, features and finishes. Large, multi-story interior spaces are often found in meeting halls, school auditoriums, and religious buildings. Churches often exhibit notable architectural features such as stained glass windows, altars and choir lofts which are important in defining the historic character of the building.

These buildings display some of these character-defining features:

- Complex roof forms, towers.
- Prominent entrances and windows, use of arches, stained glass.
- Architectural details, balconies, columns.
- Distinctive materials (rusticated stone, textured stucco, wrought iron).
- Large open interior spaces, beamed ceilings, altar, choir loft, stage.

The treatment of non-industrial historic building projects should consider:

1. Maintaining the general alignment of the building fronts along either the sidewalk or set back on the lot.
2. The retention of original roof forms.
3. The maintenance of the size, shape and materials and locations of original windows. Repairing windows is preferable to replacement.
4. The replacement of deteriorated windows only where necessary, and replacement with windows which match the original window in type, proportion, materials and arrangement. If feasible, the original casing and frame should be preserved.
5. The retention and repair of original openings and doors. Altering or enclosing the configuration of an historic door opening is discouraged.

One of the arched leaded glass windows of this church building has been partially enclosed. Rehabilitation should include the restoration of the original window.

The rehabilitation of the former Friendly Center community center should include the restoration of the original bell tower and front doors.

Significant interior features include the lodge hall stage, textured wall surfaces and wooden floor. Removal of the modern ceiling tiles and florescent fixtures would help restore the hall to its original appearance.

6. The replacement of doors only where necessary, and replacement with a door style which is similar to the original and the preservation the original frame.
7. Repairing historic materials by patching, piecing-in, splicing, consolidating or otherwise reinforcing, rather than replacement.
8. The preservation of decorative architectural features and restoration of missing features when historic evidence is available.
9. The removal of inappropriate siding which covers original materials.

The decorative fountain in the lodge's recessed entrance is a distinctive feature that should be preserved and maintained.

The interior fireplace with recessed arched niche and wooden mantle add to the historic character of the lodge building.

10. The placement of additions at the rear or side of a building where they are least noticeable from the street, and result in the least possible loss or obscuring of historic materials and character-defining features.
11. The design of new additions in a manner which clearly differentiates between historic and new building fabric.
12. The preservation and retention of a building's distinctive interior spaces, features and finishes (e.g. decorative tile, light fixtures, murals, etc.).

H. Glossary of Architectural Terms

Arched roof: a rounded roof form generally supported by a steel or wood truss system.

Bay doors: large doors on industrial buildings that allow for trucks to enter. They can be sliding on tracks or overhead.

Cargo bay doors: large doors found on industrial buildings for the transference of goods from trucks or railroad cars and are usually elevated above the ground.

Casing: the exposed trim molding, framing or lining around a window or door.

Clerestory window: vertical glazing located high on an interior wall.

Corrugated metal: formed into alternate ridges and valleys in parallel, giving greater rigidity to thin plates, usually of galvanized steel for roofing or side walls.
Fenestration: the arrangement and design of windows in a building.

Lintel: a horizontal structural member (such as a beam) over an opening, which carries the weight of the wall above it.

Muntin: a secondary framing member to hold panes within a window or glazed door.

Parapet wall: the part of a wall which is entirely above the roof; often found on the front of industrial buildings.

Post and beam: a type of framing in which horizontal members rest on a post as distinguished from a wall.

Rafters: a supporting member immediately beneath the roofing material or the roof boarding.

Roof monitor: a flat roof section raised above the adjacent roof with vertical glazing on one or more sides.

Rusticated: masonry in which the principal face of each stone is rough or reticulated.

Saw-tooth roof: a roof form used historically for industrial buildings, having a succession of monitors in sawtooth shape. Typically one sloped surface is opaque and the other is glazed.

Skylight: a glazed opening facing upward.

Steel sash: steel window framework; may be movable or fixed; double-hung or casement.

Transom: an opening over a door or window, usually for ventilation, containing a glazed or solid sash, usually hinged or pivoted.

Truss system: a structure composed of a combination of members, usually in some triangular arrangement so as to constitute a rigid framework.

I. Secretary of the Interior's Standards for Rehabilitation

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.

4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.

5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in

design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

J. References and Selected Sources

City of Orange. *Historic Preservation Design Standards for Old Towne, Orange, California.* Community Development Department, July 1995.

National Park Service, U.S. Department of the Interior. *ITS Number 6 Interpreting the Secretary of the Interior's Standards for Rehabilitation.* "Preserving Historic Church Interiors." July 1999.

National Park Service, U.S. Department of the Interior. *ITS Number 13 Interpreting the Secretary of the Interior's Standards for Rehabilitation.* "Repair/Replacement of Missing or Altered Storefronts.", September 2000.

National Park Service, U.S. Department of the Interior. *ITS Number 16 Interpreting the Secretary of the Interior's Standards for Rehabilitation.* "New Infill for Historic Loading Door Openings." September 2000.

National Park Service, U.S. Department of the Interior. *ITS Number 22 Interpreting the Secretary of the Interior's Standards for Rehabilitation.* "Adding New Entrances to Historic Buildings." October 2001.

National Park Service, U.S. Department of the Interior. *ITS Number 30 Interpreting the Secretary of the Interior's Standards for Rehabilitation.* "New Entries on Mill Buildings." November 2004.

National Park Service, U.S. Department of the Interior. *Rehab Yes, No. 5: Retaining the Industrial Character.* http://www.cr.nps.gov/hps/rehabyes-no/rehabyes5.htm

Thirtieth Street Architects. *Design Standards for the Amendment to the Southwest Project Area.* Orange: Redevelopment Agency, June 1988.

Weeks, Kay D. & Grimmer, Anne E. *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing*

Historic Buildings and the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1995), publication of the National Park Service.

National Park Service Preservation Briefs

Preservation Briefs assist owners and developers of historic buildings in recognizing and resolving common preservation and repair problems prior to work. The Briefs are especially useful to preservation tax incentive program applicants because they recommend those methods and approaches for rehabilitating historic buildings that are consistent with their historic character. The complete text of Preservation Briefs 1-43 is available on-line at: http://www.cr.nps.gov/hps/tps/briefs/presbhom.htm. The fully illustrated Briefs, including useful charts, may be purchased in hard copy from the Government Printing Office. Briefs 44-46 are only available in printed form from the Government Printing Office.

01: The Cleaning and Waterproof Coating of Masonry Buildings
02: Repointing Mortar Joints in Historic Masonry Buildings
03: Conserving Energy in Historic Buildings
04: Roofing for Historic Buildings
05: The Preservation of Historic Adobe Buildings
06: Dangers of Abrasive Cleaning to Historic Buildings
07: The Preservation of Historic Glazed Architectural Terracotta
08: Aluminum and Vinyl Siding on Historic Buildings: The Appropriateness of Substitute Materials for Resurfacing Historic Wood Frame Buildings
09: The Repair of Historic Wooden Windows
10: Exterior Paint Problems on Historic Woodwork
11: Rehabilitating Historic Storefronts
12: The Preservation of Historic Pigmented Structural Glass (Vitrolite and Carrara Glass)
13: The Repair and Thermal Upgrading of Historic Steel Windows
14: New Exterior Additions to Historic Buildings: Preservation Concerns
15: Preservation of Historic Concrete: Problems and General Approaches
16: The Use of Substitute Materials on Historic Building Exteriors
17: Architectural Character - Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving Their Character
18: Rehabilitating Interiors in Historic Buildings - Identifying Character-Defining Elements
19: The Repair and Replacement of Historic Wooden Shingle Roofs
20: The Preservation of Historic Barns
21: Repairing Historic Flat Plaster - Walls and Ceilings
22: The Preservation and Repair of Historic Stucco
23: Preserving Historic Ornamental Plaster
24: Heating, Ventilating, and Cooling Historic Buildings: Problems and Recommended Approaches
25: The Preservation of Historic Signs
26: The Preservation and Repair of Historic Log Buildings
27: The Maintenance and Repair of Architectural Cast Iron
28: Painting Historic Interiors
29: The Repair, Replacement, and Maintenance of Historic Slate Roofs
30: The Preservation and Repair of Historic Clay Tile Roofs
31: Mothballing Historic Buildings
32: Making Historic Properties Accessible

33: The Preservation and Repair of Historic Stained and Leaded Glass
34: Applied Decoration for Historic Interiors: Preserving Historic Composition Ornament
35: Understanding Old Buildings: The Process of Architectural Investigation
36: Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes
37: Appropriate Methods of Reducing Lead-Paint Hazards in Historic Housing
38: Removing Graffiti from Historic Masonry
39: Holding the Line: Controlling Unwanted Moisture in Historic Buildings
40: Preserving Historic Ceramic Tile Floors
41: The Seismic Retrofit of Historic Buildings: Keeping Preservation in the Forefront
42: The Maintenance, Repair and Replacement of Historic Cast Stone
43: The Preparation and Use of Historic Structure Reports
44: The Use of Awnings on Historic Buildings: Repair, Replacement and New Design
45: Preserving Historic Wooden Porches
46: The Preservation and Reuse of Historic Gas Stations

Other References

Auer, Michael and Charles Fisher, Anne Grimmer, Editors. *Interiors Handbook for Historic Buildings.* National Park Service/Historic Preservation Education Foundation, 1988.

Auer, Michael and Charles Fisher, Thomas Jester, Marilyn Kaplan, Editors. *Interiors Handbook for Historic Buildings, Volume II.* National Park Service/Historic Preservation Education Foundation, 1993.

Fisher, Charles, Editor. *The Window Handbook: Successful Strategies for Rehabilitating Windows in Historic Buildings.* National Park Service, Center for Public Buildings, Georgia Institute of Technology, Historic Preservation Education Foundation.

Gayle, Margot, and David W. Look, AIA; John G. Waite, AIA. *Metals in America's Historic Buildings: Uses and Preservation Treatments.* U.S. Government Printing Office, 1980 (revised, 1992).

Grimmer, Anne E.. *Keeping it Clean: Removing Dirt, Paint, Stains, and Graffiti from Historic Exterior Masonry.* National Park Service, 1987.

Historic Preservation Education Foundation/National Park Service. *Window Rehabilitation Guide for Historic Buildings.* Historic Preservation Education Foundation/National Park Service.

Jester, Thomas C., Editor. *Twentieth–Century Building Materials: History and Conservation.* National Park Service/McGraw–Hill.

McAlester, Virginia and Lee. *A Field Guide to American Houses.* New York: Alfred A. Knopf, 1984.

Weeks, Kay D. and Diane Maddex, Editors. *Respectful Rehabilitation: Answers to Your Questions on Historic Buildings*. National Park Service/National Trust for Historic Preservation, 1982.

Illustrated Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings. National Park Service, 1996.

CHAPTER 8

Circulation and Parking Improvements

A. Introduction

This section defines the Specific Plan provisions for mobility and circulation within the Plan area. The Plan takes advantage of the central location of the Orange Transportation Center, to emphasize a multimodal approach to circulation – to afford convenient access to, and circulation within, the area for all transportation modes. The Plan is intended to provide not only good auto circulation, but also choices and opportunities for effective and convenient transit, pedestrian and bicycle circulation. Residents, employees, and visitors should be also able to conveniently park, access transit and walk around the area in an attractive, safe and comfortable environment. There should be convenient pedestrian access between the Senior Center and the Orange Transportation Center. The Specific Plan therefore provides for a balance between all transportation modes in the Specific Plan area.

B. The Street System

The street system provides the circulation backbone for all transportation modes in the area. The street system essentially comprises a grid-type system throughout the Plan area; although west of the railroad tracks the grid system is less complete.

1. Street Classifications

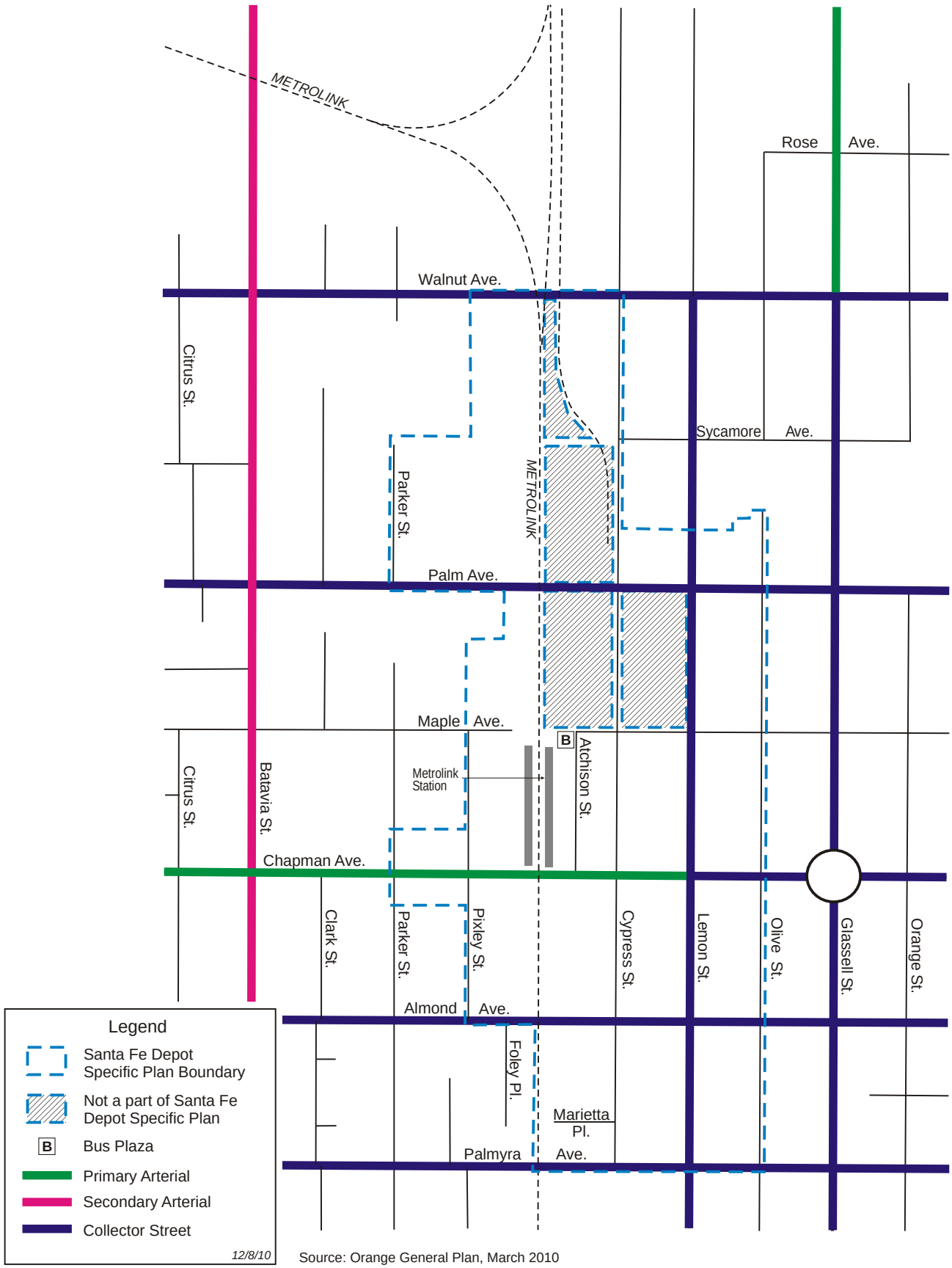
The functional classification of streets, shown in Figure 8-1, is consistent with the City's General Plan[1].

Primary Arterials

Primary Arterials are four-lane divided roadways with medians or continuous two-way left turn lanes. Primary Arterials provide for easy circulation in the City, and allow for limited on-street, curbside parking.

Only one street is classified as a Primary Arterial in the Specific Plan area - Chapman Avenue west of Lemon Avenue. In the area adjacent to the Specific Plan, Glassell Avenue is classified as a Primary Arterial north of Walnut Street.

[1] See Orange General Plan, March 2010 for further information on street classifications.



Source: Orange General Plan, March 2010

Figure 8-1
Existing Roadway Classifications

Santa Fe Depot Specific Plan

Secondary Arterials

Secondary Arterials are four-lane undivided roadways without medians. Secondary arterials allow for on-street, curbside parking.

There are no streets classified as Secondary Arterials in the Specific Plan area. In the area adjacent to the Specific Plan, Batavia Street is classified as a Secondary Arterial.

Collector Streets

Collector Streets are typically two-lane roadways without medians that gather and distribute traffic to higher-capacity arterials. There are several types of two-lane streets in the City, including divided, undivided, residential, and local collector streets. Each type serves a slightly different purpose and may have different capacity thresholds based on various factors.

The following streets are classified as Collector Streets in and around the Specific Plan area: Glassell Avenue between Walnut Street and La Veta Avenue south of the Specific Plan area; Chapman Avenue between Lemon Street and Grand Avenue; Walnut Avenue; Palm Avenue; Almond Avenue; Palmyra Avenue; and Lemon Street.

The remaining streets in the Specific Plan area are not classified, i.e. are local streets.

2. Street System

Within the Specific Plan area, the existing street system will be maintained in its current configuration, without any future roadway widening. The number of traffic lanes and roadway lane configurations will remain the same. Key access corridors to the Specific Plan area will continue to be Chapman Avenue, Glassell Street, and Batavia Street. Other streets will provide for local circulation within the Specific Plan area, including Walnut Avenue, Palm Avenue, Almond Avenue, Palmyra Avenue, and Lemon Street, while the remaining streets will serve to also provide access to land uses on specific blocks.

The Orange General Plan describes the Old Towne street network as follows:

> "The Old Towne street network is a clear example of Orange's grid street pattern. Parallel roadways have been established in both the north-south and east-west direction to distribute traffic evenly. The Plaza area at Glassell Street and Chapman Avenue is a unique feature that creates discontinuous traffic flows along these two primary roadways. However, no plans have been made to modify the National Register-listed Historic Plaza to increase its traffic carrying capacity. In light of these conditions, parallel roadways such as Almond Avenue, Palmyra Avenue, Lemon Street, Olive Street, Shaffer Street, Grand Street, Palm Avenue, and Maple Street will continue to serve as local collectors around The Plaza".

A full and continuous street grid is important to the effective circulation of all modes, including walking. Closing or vacating streets for new developments can only have harmful long-term effects on circulation, by making the street system more confusing to users, and forcing higher traffic volumes on to other streets thereby degrading both traffic and pedestrian conditions on those remaining streets. The future closure or vacation of any street in the Plan area will therefore not be permitted.

3. Planned Intersection Improvements

The following intersection modifications/improvement will be implemented.

Chapman Avenue and Cypress Street

Prohibit northbound and southbound through moves and left turns on Cypress Street. Allow only northbound and southbound right turns on Cypress Street. This is an unsignalized intersection where the north/south through and left turn moves on Cypress Avenue (classified as a Local Street) are difficult and subject to delays due to the traffic volumes on Chapman Avenue. The intersection is too close to the railroad tracks for a traffic signal to be feasible. The preferred route for north-south traffic accessing Chapman Avenue is one block to the east at the intersection of Lemon Street (a Collector Street) and Chapman Avenue which is signalized.

C. Transit Circulation

1. Rail Transit and the Rail Station

The focus of transit service will continue to be the existing train station, and the adjacent bus plaza at the Orange Transportation Center. The Orange Station at the Santa Fe Depot on Atchison Street and Chapman Avenue is currently served by Metrolink commuter rail, Amtrak passenger rail, and five Orange County Transportation Authority (OCTA) bus lines.

Metrolink's Orange County and Inland Empire lines serve the Orange Station, providing access to stations between south Orange County and Downtown Los Angeles, and between south Orange County and the Inland Empire. Amtrak's Pacific Surfliner trains also stop at the Orange Station allowing for farther reaching travel destinations between San Diego and Santa Barbara. Southbound Amtrak trains stop at the station once in the morning and once in the afternoon, seven days a week. With the upcoming implementation of the San Diego-Los Angeles Express service, one northbound Amtrak train will stop only on weekend mornings.

In the future, it is expected that Metrolink will provide more frequent train service through its approved Metrolink Service Expansion Program.

Quiet Zone improvements have been installed along the Metrolink line as part of Orange County's Railroad Crossing Safety Enhancement Program. Quiet Zones are sections of rail line that contain one or more consecutive railroad crossings at which locomotive horns are not routinely sounded, because other safety measures such as railroad crossing enhancements have been installed to compensate for the absence of the horns. Railroad crossing enhancements exist at Walnut Avenue, Palm Avenue, Chapman Avenue, Almond Avenue, and Palmyra Avenue in the general area of the Specific Plan.

2. Bus Transit

The five bus routes serving the Specific Plan Area travel primarily on Chapman Avenue and Glassell Street, and all stop at the Orange Transportation Center. The bus routes, via Lemon Street and Maple Avenue, provide station access, as shown in Figure 8-2. The Orange Transportation Center provides four bus bays in a dedicated bus plaza area at the end of Maple Street, immediately north of the Depot

and the rail platforms. It is expected that this bus transit center at the north end of the rail station will continue to be the focus for bus service in the area.

3. Other Transit-Related Facilities

West of the rail tracks from the Metrolink Station is a 194-space park-and-ride lot parallel to the tracks and extending two blocks from Chapman Avenue to Palm Street. Metrolink parking is also provided in the 172-space public parking lot at the southwest corner of Lemon Street and Maple Avenue (106 Metrolink parking spaces).

A grade-separated pedestrian undercrossing at Maple Street was completed in 2009 that connects the east and west sides of the station. This facilitates passenger movements between the two platforms, and to/from the bus plaza, as well as providing more direct connections to the Orange Transportation Center and to Old Towne from the residential neighborhoods to the west.

The City of Orange and OCTA are currently planning for two new parking garages to support the expanded Metrolink service in future years. The first would be on the site of the existing Metrolink parking lot west of the tracks and between Chapman Avenue and Maple Avenue. The second would be a joint use parking structure on the site of the public parking lot located on the west side of Lemon Street between Chapman Avenue and Maple Avenue. These are discussed further in the Section F. Parking in this chapter.

D. Pedestrians

The pedestrian circulation system in the Specific Plan area should be convenient and safe, and should provide an attractive walking environment that will encourage people to walk to local destinations, walk to transit, and to park their cars one time and then walk around to multiple destinations.

The pedestrian circulation system is shown in Figure 5-1 in Chapter 5: Urban Design Framework of this Plan, which illustrates those key streets in the area that are expected to accommodate the highest pedestrian activity and shows the relationship to other non-auto circulation, streetscape, and access to the Depot and Orange Transportation Center.

The core of the pedestrian circulation system in the Specific Plan area comprises the following streets:

Primary Pedestrian Circulation
Chapman Avenue
Atchison Street
Cypress Street (north of Chapman)
Lemon Street (south of Chapman)

Secondary Pedestrian Circulation
Maple Avenue
Almond Avenue
Cypress Street (south of Chapman)
Lemon Street (north of Chapman)
Palm Avenue

The pedestrian circulation system is focused on the Santa Fe Depot. As described in Chapter 5, the Primary Pedestrian Circulation streets are those expected to form the principal pedestrian circulation system and carry the highest pedestrian volumes, while the Secondary Pedestrian Circulation Streets are those that supplement the primary system and are expected to carry lower pedestrian volumes. The key east-west streets serve not only the Specific Plan area but also connect to adjacent areas, including the Downtown Core, the Plaza, and the residential neighborhoods to the west, and in conjunction with

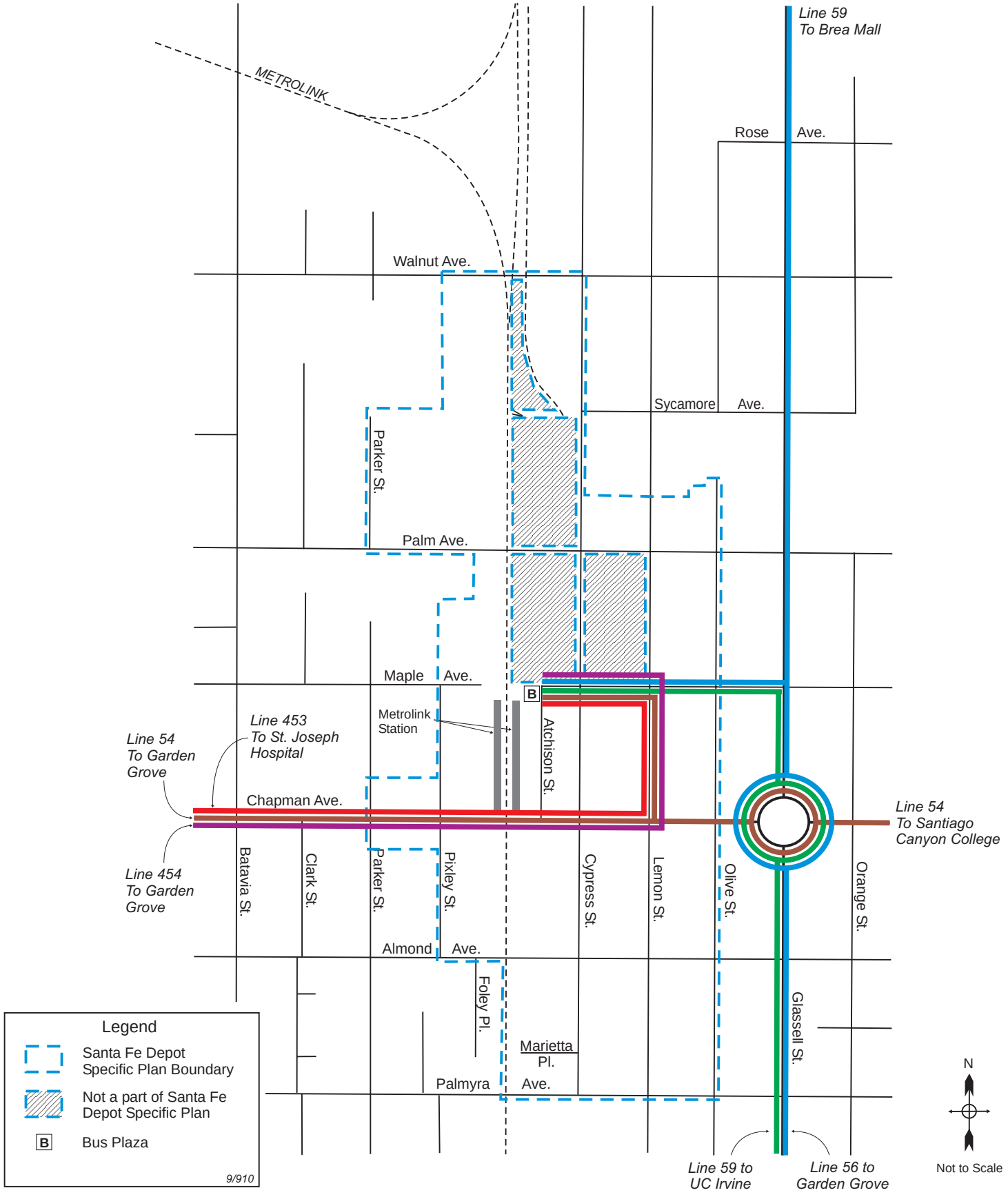
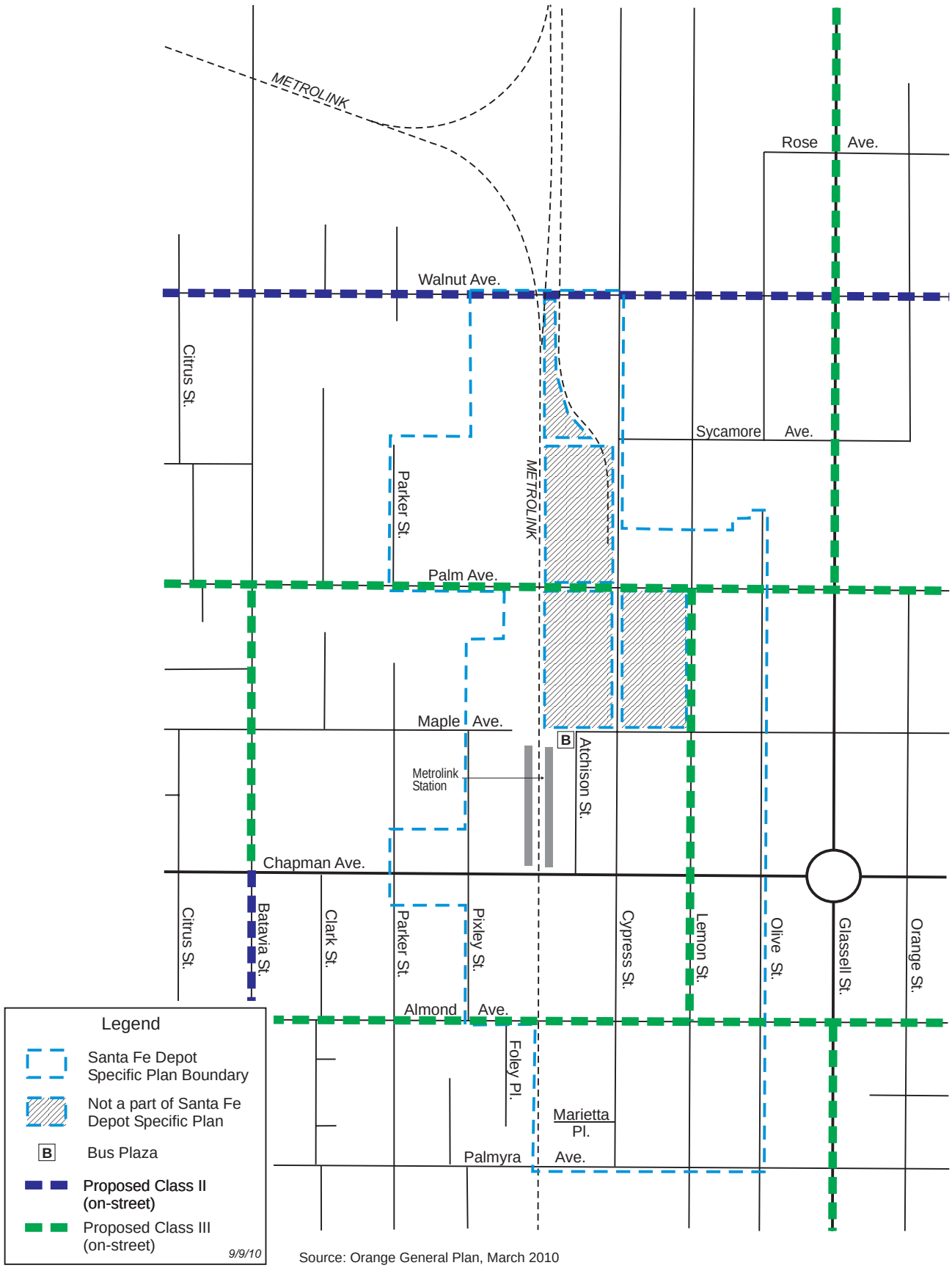


Figure 8-2
Transit Routes Serving the Specific Plan Area



Source: Orange General Plan, March 2010

Figure 8-3
General Plan Bikeways

Santa Fe Depot Specific Plan

the key north-south streets that connect to Chapman University and the residential neighborhoods south of Chapman Avenue.

In general, the existing sidewalk widths in the area will be maintained. One area where the existing sidewalks are narrower than desirable is on Chapman Avenue between Atchison Street and the Plaza. Chapman Avenue is the primary east-west pedestrian connector through the Specific Plan area, and the lack of adequate sidewalks discourages pedestrian activity. As the train station is located on the north side of Chapman Avenue, it would be desirable to provide wider sidewalks on the north side of the street in particular. Widening the sidewalk along the north side of Chapman Avenue between Atchison Street and the eastern Specific Plan boundary could potentially be achieved by two actions: (1) removing on-street parking between Lemon Street and the Plaza and widening the sidewalk while retaining the existing one westbound traffic lane; and (2) reducing the number of westbound traffic lanes between Lemon Street and Atchison Street from two lanes to one lane, and widening the sidewalk. Both of these potential improvements should be studied to determine feasibility and could be implemented if found to be feasible and effective.

The Plan encourages walking and will enhance pedestrian amenities – such as shade trees, seating, wayfinding and directional signs, and wider crosswalks in certain places. Sidewalk bulb-outs may be added at certain intersections on a case-by-case basis where feasible. Bulb-outs are sidewalk extensions at intersections or mid-block locations that increase the sidewalk width and reduce the street width for pedestrians crossing the street. They typically extend up to eight-feet from the normal curb line and use that part of the roadway width that is typically used for on-street parking. They typically range from ten to twenty feet in length. While the existing number of traffic lanes would be maintained at such intersections, the bulb-outs would reduce the roadway crossing distance for pedestrians, as well as enhancing the sidewalk environment. The need for and appropriateness of bulb-outs should be considered on a case-by-case basis and studied from the standpoints of historic context and cost versus true benefit.

A mid-block pedestrian crossing will be located on Cypress Street opposite the new Santa Fe Depot Courtyard and approximately mid-block between Maple Avenue and Chapman Avenue, which will facilitate pedestrian access to the train station from the Lemon Street Metrolink garage. (This may result in the loss of a few on-street parking spaces, which is considered negligible given the provisions for parking presented later in this chapter).

Streetscape improvements for pedestrians are described in Chapter 5: Urban Design Framework.

E. Bicycles

The Specific Plan will implement the provisions of the General Plan Circulation Element for bicycle facilities in the area to enhance bicycle access and circulation. Principally, within the Specific Plan area and as shown in Figure 8-3, this will include the provision of the following bicycle routes:

Class II Bike Lanes

A Class II bike lane is an on-road bike lane delineated by painted stripes and other features. A Class II bike lane will be installed on Walnut Avenue.

Class III Bike Routes

A Class III bike route share use of the road with motor vehicle traffic. They provide a route that is signed but not striped. Class III Bike Routes will be installed on Palm Avenue, Lemon Street, and Almond Avenue.

These routes will connect to the citywide bicycle system defined in the General Plan and ensure convenient bicycle access to the Specific Plan area.

In most cases, streets in the Specific Plan area are too narrow to include striped (Class II) bike lanes. In order to accommodate bike lanes on most streets, on-street parking would need to be removed to provide the necessary room. However, on-street parking is considered an important resource in the Specific Plan area both as a priority parking resource for short-term parking needs, and as a buffer between travel lanes and sidewalks.

Bicycle Parking

In addition to the required bicycle parking for private development as provided in Chapter 17.34 (Off Street Parking and Loading) of the Orange Zoning Code, the Specific Plan also calls for the implementation of additional bicycle amenities – including bicycle parking and storage at public parking facilities – with expanded bike storage at the train station, and the promotion of bicycling as an alternative to the automobile.

F. Parking

1. Introduction

The parking supply is important to the economic vitality of the Specific Plan area. The overall strategy of the Specific Plan is to provide sufficient parking that is conveniently available to users, and to manage parking such that it supports a pedestrian friendly and walkable environment. The supply of parking should be carefully balanced with the actual demand for parking. An oversupply of parking takes up valuable land that could be used for better purposes and discourages walking and use of transit, which is inconsistent with the goals of a transit-oriented district.

The Specific Plan supports a “Park Once” concept, where parkers are encouraged to park once in one location and then walk around the area to multiple destinations rather than to drive from destination to destination. “Park Once” reduces vehicular traffic and vehicle emissions, and increases sidewalk activity. The “Park Once” concept can also be applied to the Plaza District given its close proximity to the Specific Plan area.

Unless otherwise specified, the following discussion relates primarily to commercial (non-residential) parking, as it is assumed that residential parking would be provided and used independently by residential developments, and would not be part of the supply available for commercial uses.

2. Existing Parking in the Specific Plan Area

There are currently four public off-street parking lots in the Specific Plan area. The Metrolink surface lot west of the railroad tracks and extending between Chapman Avenue and Palm Avenue provides 194 spaces for Metrolink parking. A small lot adjacent to the Santa Fe Depot provides about 53 spaces. The Lemon Street lot at Lemon Street and Maple Avenue provides 172 spaces of which 106 are Metrolink spaces. A small lot on Olive Street between Chapman Avenue and Almond Avenue provides 54 spaces. These lots are typically between 50% and 60% occupied during the weekday daytime period. Other off-street parking is provided in private surface lots, usually directly attached to adjacent buildings. There are approximately 810 on-street parking spaces in the Specific Plan area.

3. Potential for Shared Parking

The proximity of mixed land uses and buildings in the Specific Plan area (with different time profiles of peak parking demand, and the ability to walk rather than drive between uses) means that some parking spaces can be shared between uses, resulting in fewer total spaces being necessary than for "stand-alone" buildings in more suburban locations. Joint use parking facilities in public ownership are able to balance the peak parking needs that often occur at different times among adjacent properties or in mixed commercial areas in general and thereby reduce the overall number of spaces needed.

Experience in many other cities has demonstrated that in such areas, the actual parking needs are often between 25% and 50% less than the theoretical requirements of citywide parking codes. Strict application of the city code parking requirements by aggregating the requirements of individual land uses as stand-alone uses would lead to an oversupply of parking. Some cities have therefore implemented a "flat-rate" parking requirement for commercial uses in such areas. This is the case in the Plaza District where the City of Orange code parking requirement for all commercial uses is 4.0 spaces/1,000 sq. ft.

The Specific Plan area is adjacent to the Downtown Plaza District. Both areas are too small and too close for fundamentally different mechanisms. It is therefore logical to apply the same flat-rate code requirement for the Specific Plan area, as for the Plaza District. This is further supported by the close proximity to transit and the rail station, and the fact that additional spaces will be available in the Metrolink garages, in the Specific Plan area.

4. Future Commercial Parking Needs

The analysis for the Specific Plan assumes potential new development of approximately 84,150 sq. ft. of retail uses, 50,500 sq. ft. of restaurant uses, and 202,000 sq. ft. of office uses, based on the Anticipated Build-out Scenario for the Likely-to-Develop sites illustrated in Figure 11-1 in Chapter 11. It is also assumed that parking for the future residential uses would be provided by the individual residential buildings and would not be available for commercial or shared use.

The future commercial parking needs for this land use program are estimated at 1,310 additional spaces. This estimate is based on base parking demand ratios recommended by the Urban Land Institute[2] (ULI) (Shared Parking, Second Edition, Urban Land Institute, Washington, D.C., 2005). It also utilizes

2 ULI recommended rates are 3.8 spaces/1,000 sf for office, 3.60 spaces /1,000 sf for retail, and 18.0 spaces/1,000 sf for restaurant, with ULI shared parking adjustments for peak month demand by use and for shared parking between uses.

information from the ULI report to account for the peak monthly demand, and the shared parking potential in the area, as well as modest assumption for walking between land uses in the area and for the use of transit in the future given the proximity to the rail station and the Orange Transportation Center (between 5% and 10% of trips).

The peak parking demand is likely to be during the weekday midday, when between 40% to 50% of the parking need will be for office uses. The parking demand will be lower in evenings and weekends. It is assumed that as buildings and lots redevelop in the Specific Plan area the associated private parking supply would be removed, with resultant net neutral changes in the parking demand and supply.

5. Existing Provisions for Future Parking Supply

Metrolink Parking Garages

The two new City parking garages planned to support Metrolink parking will also be a cornerstone of parking in the Specific Plan area. The parking garages will be able to support the "Park Once" plan. The garages will be sited at the following locations:

- A garage on the west side of Lemon Street between Maple Avenue and Chapman Avenue will provide parking for Metrolink, any liner land uses in the garage, as well as for general (non-Metrolink) public parking. This garage will be located on the site of the existing surface parking lot of 172 spaces.

- A garage on the west side of, and adjacent to, the rail tracks between Chapman Avenue and Maple Avenue will similarly provide for Metrolink parking, for any liner land uses to the garage, as well as for general (non-Metrolink) public parking. This garage will be located on the site of the existing Metrolink surface parking lot at that location. The existing Metrolink surface parking lot between Maple Avenue and Palm Avenue will remain, with approximately 103 spaces.

These locations have been selected after careful consideration by the City of Orange for land availability, lot size and garage feasibility, and access and egress considerations. They are both conveniently located to provide Metrolink parking, as well as to also provide shared use parking for other uses at evenings and weekends.

A total of 67 existing non-Metrolink spaces (Lemon Street and Depot Lot) will be removed from the existing parking supply, and will need to be replaced in the future parking garages.

6. Specific Plan Parking Strategy

The parking strategy includes the following components, designed to provide an integrated and efficient supply of parking in the Specific Plan area.

1. "Park Once"

The parking strategy is based on the "Park Once" concept, where people can park their car one time and then walk to multiple destinations. This reduces the need for parking, reduces vehicular circulation, and improves the pedestrian environment.

2. Allow Shared Parking

The Specific Plan allows shared parking in order to minimize the overall supply and provide for an efficient supply. The sharing of spaces between uses with potentially different peak hours and peak days of parking demands, (such as office, retail, restaurant, and commuter parking) allows for a more efficient provision and utilization of the parking supply. This includes use of the Metrolink garages at times when commuter parking is low (such as evenings and weekends). The owner or lessee of any project may apply to establish shared parking facilities via the Conditional Use Permit (CUP) process per the provisions of Section 17.34.100 of the OMC. (See also Section 7 below).

3. Use Alternate Modes to Reduce Parking Demand

The use of alternate transportation modes is encouraged, such as transit, walking, and bicycling. Transportation demand management programs shall be developed in accordance with the City's Transportation Demand Management Ordinance (Section 10.83.010 of the Orange Municipal Code), to reduce the overall demand for parking. The Orange Transportation Center provides a unique opportunity to reduce auto trips and parking demand in the Specific Plan area.

4. Encourage Employees to Use Off-Street Parking

The City will work with the private sector, the business community, and public institutions, to encourage employees to use off-street parking, rather than short-term on-street spaces, so that the on-street spaces are conveniently available for visitors. This will also be facilitated by increased and more effective enforcement of short-term on-street parking.

5. Provide Parking Supply Information

The City will prepare and distribute, with ongoing updates as necessary, enhanced parking supply information for visitors and employees, including brochures and maps showing parking locations, and encouraging the "Park Once" strategy. This could include the use of on-street informational signage and/or web-based information systems, and could be coordinated with parking information for the Old Towne and Plaza areas, as well as with Chapman University.

6. Parking Code Requirements for the Specific Plan Area

To support the overall parking strategy of the Specific Plan, the following parking requirements shall apply to the Specific Plan area:

- A flat rate code requirement for stand-alone commercial uses and commercial portions of mixed use projects in the Specific Plan area of 4.0 spaces/1,000 sq. ft., consistent with the flat rate code requirement in the Plaza District, with the exception that Chapman University properties located within the CUSP shall comply with the parking requirements set forth in the CUSP document.

- Code-required parking for commercial uses in the Specific Plan area may be located within 1,250 feet of the project/building.

In addition, the provisions in Chapter 17.34 (Off-Street Parking and Loading) of the Orange Zoning Code for stand-alone residential uses and residential portions of mixed use projects shall apply. Other

provisions for parking requirements for mixed use projects contained in Chapter 17.19 (Mixed Use Districts) of the Orange Zoning Code shall apply.

7. Manage the Off-Street Parking Supply

The surplus public parking in the Metrolink garages will be used for short-stay parking, i.e. for retail/restaurant, and not for long-stay parking, i.e. office. Parking for office uses shall be provided privately by developments as they occur. It is not necessary for this parking to be available for shared parking, but it is preferred.

8. Increase the Parking Supply as Needed

Additional public parking will be provided as and when needed in the future, to provide centralized public parking for shared use. (See following section).

9. In-Lieu Parking Fee Area and Program

The City will establish an in-lieu parking fee area and develop and implement an in-lieu parking fee or like program as an affordable way to generate revenue to construct, manage, enforce, and operate additional off-street public parking in the Depot District. In-lieu parking fees would comprise private developments paying in-lieu fees to the City to develop off-street shared parking facilities to satisfy some or all of the required parking for a project. This would substitute for the provision of off-street parking on a project by project basis, and would facilitate the provision of parking by smaller projects.

The City will conduct a study to determine the feasibility of combining the in-lieu parking fee program developed for the Depot District with the in-lieu parking fee framework in place for the Plaza District (O.M.C. Section 17.34.025)

7. Future Provisions for Commercial Parking Supply

An analysis of demand (see above) determined a future need for 1,310 additional parking spaces in the Specific Plan area. The parking code rate of 4.0 spaces/1,000 sq. ft. for commercial uses would provide 1,347 parking spaces which would ensure that adequate spaces would be provided to meet the estimated future demand.

The potential for future modifications to code requirements in the context of the future long-term parking needs will be further addressed in the study of a Parking District and in-lieu parking fees or like programs.

CHAPTER 9

Infrastructure Improvements

A. Introduction

The purpose of this chapter is to summarize the existing infrastructure facilities and provide recommended infrastructure upgrades for the Santa Fe Depot Specific Plan area. The recommended upgrades are based on comparing the existing facilities and their capabilities with the proposed development within the Specific Plan area.

The existing infrastructure facilities are described in more detail in *"Infrastructure Report - Orange Santa Fe Depot Specific Plan Area"* (JMC^2, March 2007), which is listed in Chapter 1 and provided under separate cover.

B. Water System

1. Existing Conditions

The City's primary source of domestic water is from groundwater resources supplied by City-owned wells, which provide approximately 62 percent of the City's water supply. The City also purchases approximately 35 percent of its domestic water supply from imported water sources as a member agency of the Municipal Water District of Orange County (MWDOC), which wholesales imported water received from the Metropolitan Water District (MWD). The remaining 3% is supplied from Serrano Irrigation District. The Specific Plan area falls in the service area of the Orange Water District, a member of MWDOC. The Lower Santa Ana River groundwater basin provides the main source of water for Orange.

Delivery of domestic water service in the City is provided by the Public Works Department's Water Division. The City is responsible for the installation and maintenance of the entire water network system. To meet its infrastructure needs, the Water Division collaborates with other jurisdictions, agencies, and service providers, including MWDOC, MWD, Irvine Ranch Water District, Golden State Water Company, Serrano Water District, and East Orange County Water District.

Currently, the water supply network within the Specific Plan area is made up of various types of pipe material, including Ductile Iron Pipe (DIP), Cast Iron Pipe (CIP) and concrete cylinder pipe that range

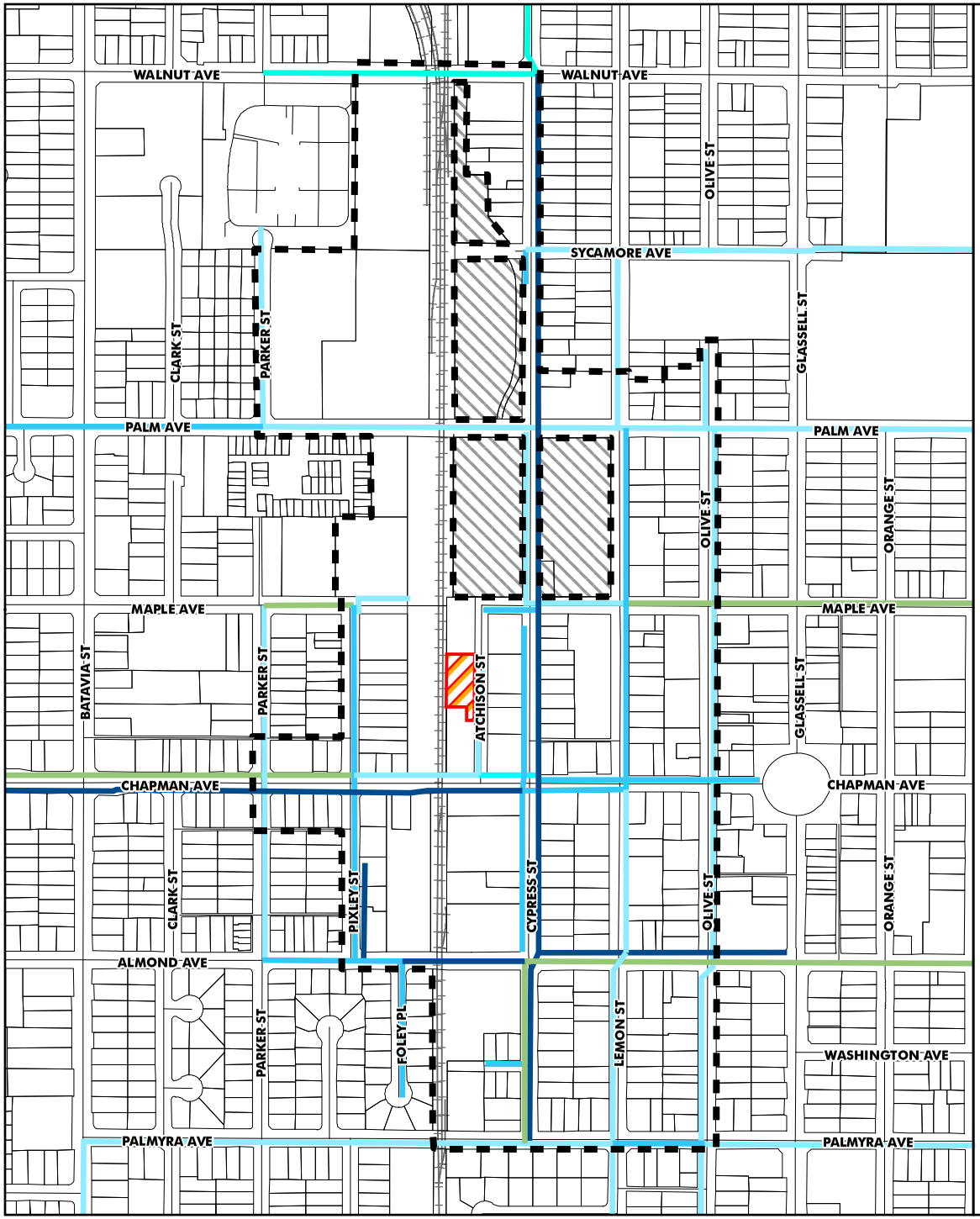


FIGURE 9-1
EXISTING WATER SYSTEM

- Specific Plan Boundary
- Not a part of Santa Fe Depot Specific Plan
- Metrolink/Rail Corridor
- Santa Fe Depot
- Existing 4” Water Line
- Existing 6” Water Line
- Existing 8” Water Line
- Existing 10” Water Line
- Existing 12” Water Line

Santa Fe Depot Specific Plan

0’ 200’ 400’ 800’ 1,200’ 1,600’

from 4”- 20” in diameter. The age of the existing mains is in question and some of the water lines are approaching the end of their service life. The overall waterline dependability and remaining service life is questionable and remains suspect. The age and dependability issues carry over to appurtenances, valves and existing connections, to the existing CIP water mains. While the pressure remains fairly good in the area, pressure does not equate to flow which is an issue in supplying the increase and expansion.

Specific locations of the water pipes are illustrated in Figure 9-1.

2. Planned Improvements

According to the Water Division of the City’s Public Works Department, the current standard for all new residential development is a minimum pipeline size of 8” in diameter. For all new non-residential development, the minimum pipeline size is 12” in diameter. Based on the current criteria set by the City’s Water Division and current conditions, the following upgrades are needed within the Specific Plan area:

- **Walnut Avenue** – From Hathaway Drive to Cypress Street, upgrade from 10” to 12”
- **Palm Avenue** – From Parker Street to Olive Street, upgrade from 6” to 12”
- **Maple Avenue** – From Cypress Street to Olive Street, upgrade from 6” to 8”
- **Chapman Avenue** – From Parker Street to Olive Street, upgrade from 4”and 6” to 12”
- **Palmyra Avenue** – From west of the Railroad to Olive Street, upgrade from 4”and 6” to 12”
- **Lemon Street** – From Palm Avenue to Chapman Avenue, upgrade from 8” to 12”
- **Lemon Street** – From Chapman Avenue to Palmyra Avenue, upgrade from 6” to 8”
- **Olive Street** – From Chapman University School of Law to Palmyra Avenue, upgrade from 6” to 8”

Figure 9-4 identifies the locations of the needed upgrades within the Specific Plan area.

C. Sewer System

1. Existing Conditions

The City of Orange Public Works Department is responsible for the installation and maintenance of local wastewater collection facilities, which convey wastewater to Orange County Sanitation District (OCSD) trunk sewers. All of the local sewer connection pipes within the Specific Plan are Vitrified Clay Pipe (VCP) ranging in size from 6” to 10”. Existing sewer pipe and trunk locations are illustrated in Figure 9-2. Many of the sewer pipelines within the Specific Plan area do not meet the minimum required diameter size of 8”, a standard set by the City’s Public Works Department.

In the City’s Sewer Master Plan Update (Willdan, December 2003), several areas have been identified

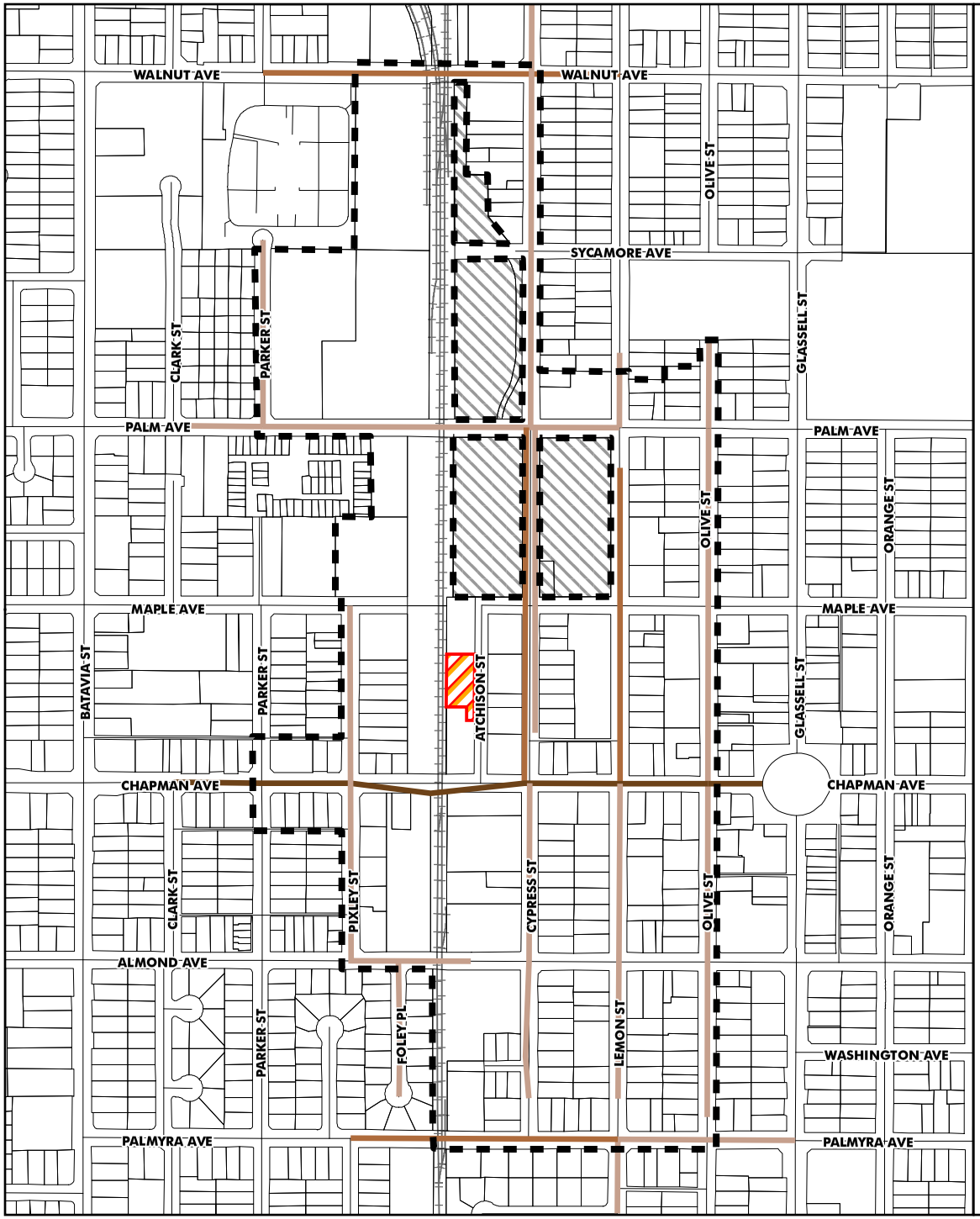


FIGURE 9-2
EXISTING SEWER SYSTEM

- Specific Plan Boundary
- Not a part of Santa Fe Depot Specific Plan
- Metrolink/Rail Corridor
- Santa Fe Depot
- Existing 6” Sewer Line
- Existing 8” Sewer Line
- Existing 10” Sewer Line

Santa Fe Depot Specific Plan

0’ 200’ 400’ 800’ 1,200’ 1,600’

that have deficient sewer collection capabilities due to age and limited line capacity. A portion of the sewer pipe within the Specific Plan area is rated "Deficient", specifically, the 10" VCP in Chapman Avenue from Cypress Street to Batavia Street. Per the Sewer Master Plan Update, "Deficient" is defined as pipelines that operate at more than their design depth to diameter ratio of 0.5 but less than 0.9. "Critically Deficient" is defined as pipelines that operate at more than a depth to diameter ratio of 0.9.

As part of the City's annual Capital Improvement Program (CIP), the City has decided to upgrade a portion of sewer pipeline within the Specific Plan Area. This new sewer pipeline connection will be in Olive Street from the Chapman Avenue and Olive Street intersection to 330' north of Chapman Avenue. The project will upgrade the 6" VCP to 8" VCP. According to the City's public works department, the upgrades were not necessarily identified as capacity deficiencies in the Sewer Master Plan, but they are small lines (6") and very old, some with damage or offset joints, which hinders function. This portion of the sewer pipelines is one of those areas that were known to be "hot spots" (areas with maintenance issues). According to the City's Public Works Department, no upgrades to the sewers have been made and are not expected to be implemented for another three to four years.

2. Planned Improvements

Based on calculations comparing current usage and a maximum build-out scenario for the Specific Plan, the increment of sewer runoff that will be created within the entire Specific Plan area is approximately 0.157 cfs. Table 9-1 identifies the increment of sewer runoff by block. The key map that identifies the blocks used to calculate infrastructure demand is Figure 9-3. Based on the increment calculations, the following sewer upgrades are planned in the Specific Plan area and illustrated in Figure 9-4:

Table 9-1: Sewer Runoff Increment Calculations

BLOCK NUMBER	1	2	3	4	5	6	7	8	9	10
INCREMENT IN SEWER RUNOFF (CFS)	0.013	-0.002	0.023	0.008	0	0.014	0.009	0.009	0.004	0

BLOCK NUMBER	11	12	13	14	15	16	17	18	19	20
INCREMENT IN SEWER RUNOFF (CFS)	0.034	0.002	0.002	0.004	0.012	0.016	0.001	0	0.008	0

TOTAL INCREMENT IN RUNOFF = 0.157cfs

** Block numbers are based on Figure 9-3, Key Map by Block for Calculating Infrastructure Demand*
** Minus sign defined as decrement instead of increment.*

- **Chapman Avenue** – From Cypress Street to Batavia Street upgrade pipe size from 10" to 12" because most of the increase in flow will run through this portion of the pipeline. As noted previously, this is the portion of sewer pipeline that is identified as "Deficient" by the 2003 Sewer Master Plan Update. According to the City's Public Works Department, no upgrades have been implemented and are not expected for an additional three to four years.

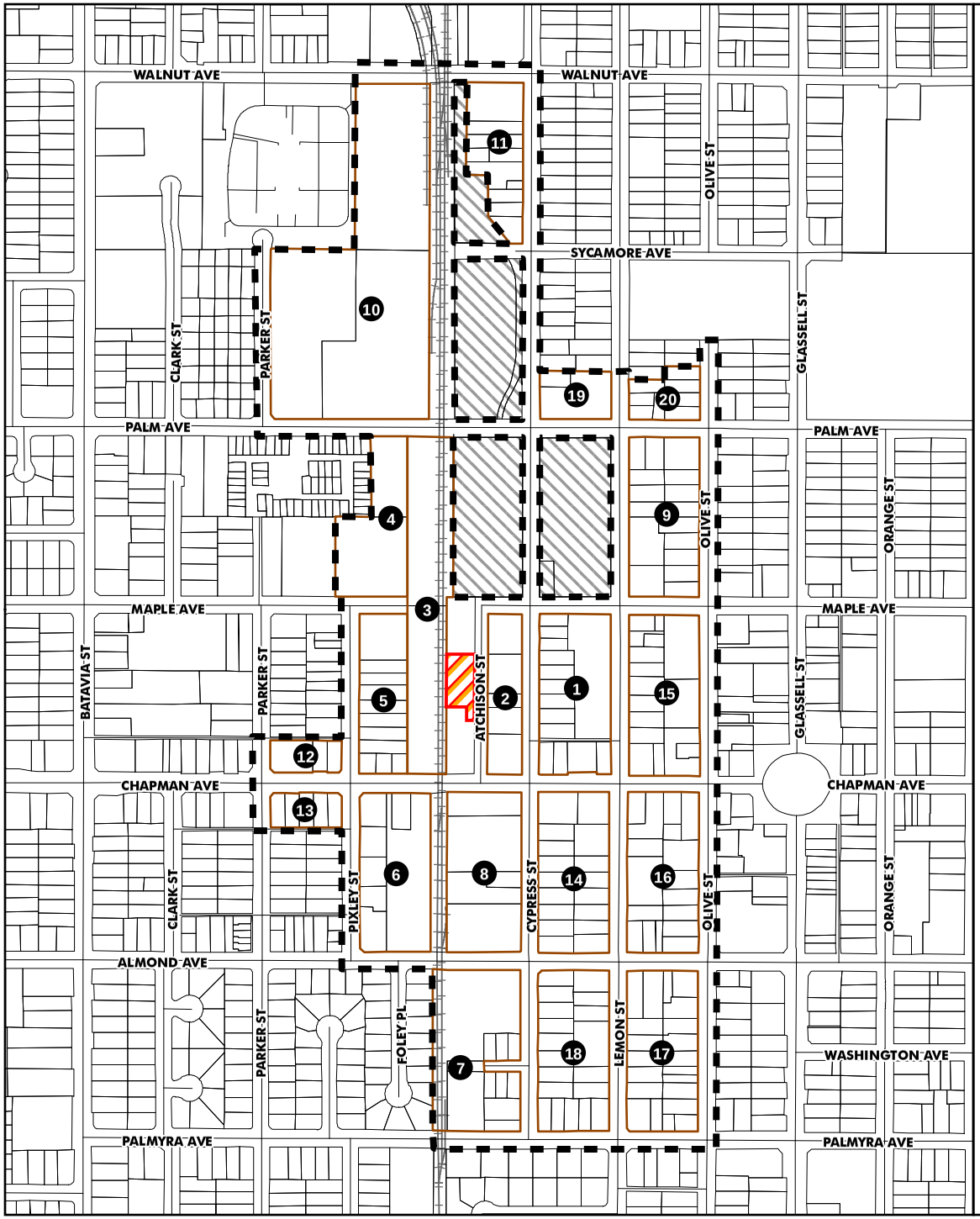


FIGURE 9-3
KEY MAP BY BLOCK FOR CALCULATING INFRASTRUCTURE DEMAND

Specific Plan Boundary

Not a part of Santa Fe Depot Specific Plan

Metrolink/Rail Corridor

Santa Fe Depot

Santa Fe Depot Specific Plan

0' 200' 400' 800' 1,200' 1,600'

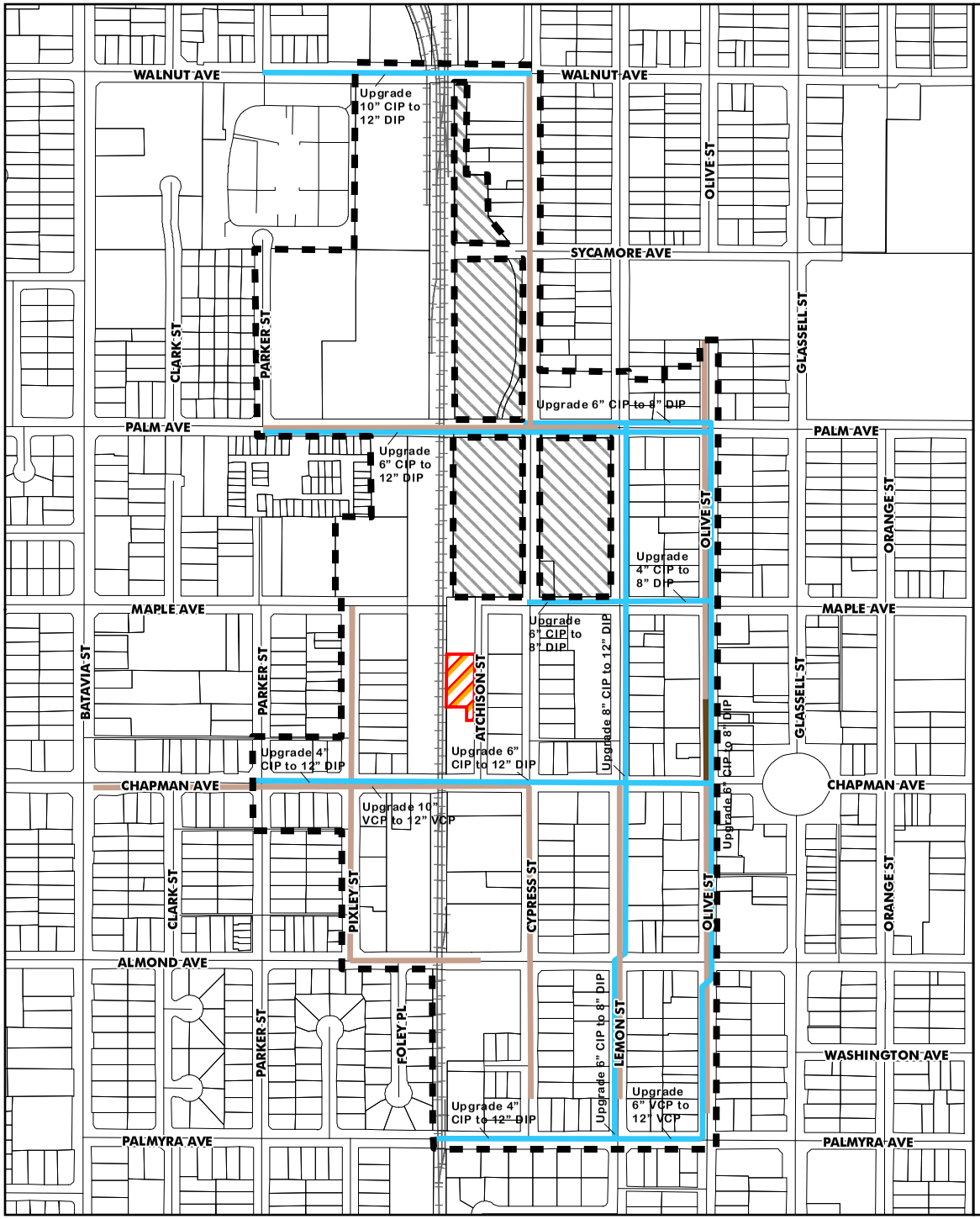


FIGURE 9-4
INFRASTRUCTURE IMPROVEMENTS

- Specific Plan Boundary
- Not a part of Santa Fe Depot Specific Plan
- Metrolink/Rail Corridor
- Santa Fe Depot
- Sewer - Upgrade from 6" VCP To 8" VCP, unless otherwise noted on plan
- Water - Upgrade (sizes on plan)
- Sewer Upgrade Proposed by City's CIP

Santa Fe Depot Specific Plan

0' 200' 400' 800' 1,200' 1,600'

As also mentioned previously, per current City standards, local sewer pipelines are required to be at least 8" in diameter. There are several areas within the Specific Plan that are currently serving under this minimum requirement at 6" in diameter. Based on this identified need, the following upgrades are planned:

- **Cypress Street** – From Walnut Avenue to Palm Avenue upgrade pipe size to 8".
- **Palm Avenue** – From Parker Street to Lemon Street upgrade pipe size to 8".
- **Olive Street** – From the Chapman University School of Law to approximately 125 feet north of Palmyra Avenue upgrade pipe size to 8".
- **Pixley Street** – From Maple Avenue to Almond Avenue upgrade pipe size to 8".
- **Almond Avenue** – From Pixley Street to approximately 238 feet west of Cypress Street upgrade pipe size to 8".
- **Cypress Street** – From Chapman Avenue to approximately 163 feet north of Palmyra Avenue upgrade pipe size to 8".
- **Lemon Street** – From Chapman Avenue to approximately 175 feet north of Palmyra Avenue upgrade pipe size to 8".

D. Storm Drain System

1. Existing Conditions

Both the City and the County are responsible for the management of the storm drain and flood control facilities in Orange. The Orange County Flood Control District provides for the planning, development, operation, and maintenance of the flood control facilities.

The City Public Works Department is responsible for the operation and maintenance of the City's storm drain system, as well as reviewing development projects to ensure that storm drains properly feed into the local and regional systems.

Like most of the City, the drainage runoff of the Specific Plan Area is conveyed to the Santa Ana River through City storm water drainage systems either directly or via Santiago Creek. The Santa Ana River outlet to the Pacific Ocean is at the boundary between the cities of Newport Beach and Huntington Beach.

According to the City of Orange Department of Public Works report dated November 1997, there are a few flooding "hot spots" within the Specific Plan area. These areas include: Chapman Avenue from Batavia Street to the railroad, which is identified as a "possible street flooding zone"; and Almond Avenue from the railroad to Cypress Street, which is identified as having problems such as "mud on the street."

The specific locations, material and sizes of the existing storm drain pipelines are illustrated in Figure 9-5.

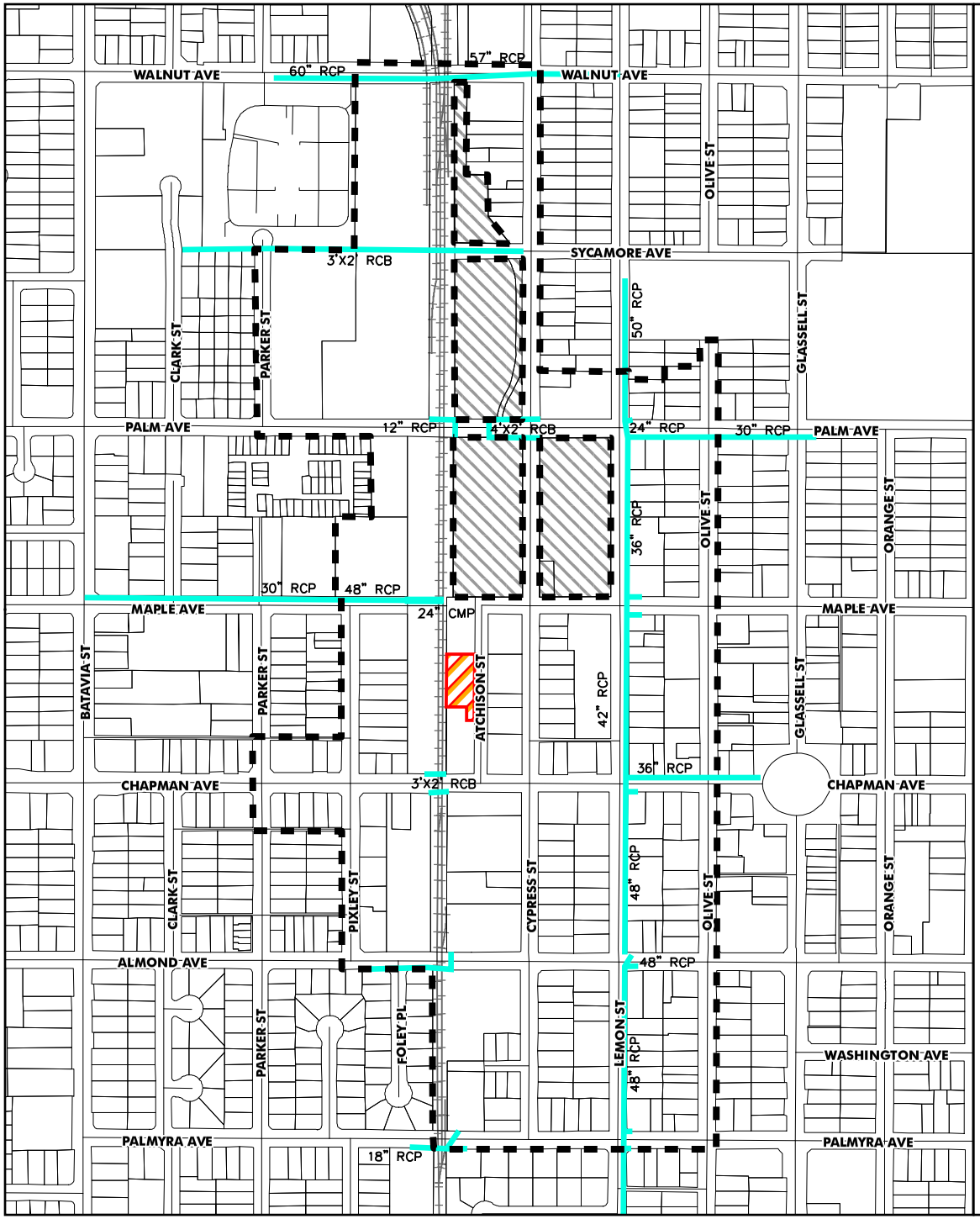


FIGURE 9-5
EXISTING STORM DRAIN SYSTEM

- Specific Plan Boundary
- Not a part of Santa Fe Depot Specific Plan
- Metrolink/Rail Corridor
- Santa Fe Depot
- Existing Storm Drain Line

Santa Fe Depot Specific Plan

0' 200' 400' 800' 1,200' 1,600'

2. Planned Improvements

The proposed development in the Specific Plan area will generate little or no increase in the runoff to the area's drainage system. Since more than 90% of the existing Specific Plan area is impervious, it is generally safe to assume that the new development will not directly trigger any need for upgrading the City's existing storm drain facilities. In addition, the requirements for infiltration and on-site retention for development should reduce runoff velocity and volume in the area. However, the City will look into the "hot spots" previously mentioned and take proper measures to solve the problem while reviewing new development proposals in the Specific Plan area.

3. Project WQMP Requirements

For all new development in the Specific Plan area, a hydrology study will be required to demonstrate that: building sites are free from flooding hazard; drainage can be conveyed to a facility with sufficient capacity to accommodate increased drainage runoff; and any proposed improvements, including filling, do not raise the flood level upstream or downstream of the project.

All projects requiring discretionary and some requiring ministerial City approval are required to prepare a Water Quality Management Plan (WQMP) in accordance with the Orange County Drainage Area Management Plan (DAMP) and City of Orange Local Implementation Plan (LIP). Chapter 7 of both documents contain information on the types of projects requiring WQMPs, which include new development and redevelopment projects in both the private and public sector. Please refer to the City's Public Works Department for more information about preparing an approved WQMP.

In addition, other National Pollutant Discharge Elimination System (NPDES) requirements, such as the Construction General Permit will be required by the State of California for each new development, greater than one acre, to ensure the beneficial uses of local water bodies are preserved and adverse environmental impacts are minimized.

Water Quality Management Plans (WQMP)

A Project WQMP is a plan for managing the quality of storm water or urban runoff that flows from a developed site after construction is completed and the facilities or structures are occupied and/or operational. It also provides information related to the project's generation and mitigation of water quality pollutants and assessment of hydrological impacts. The Project WQMP contains project information related to site characteristics, expected pollutants, hydrology impacts, incorporation of structural and non-structural best management practices (BMPs), Low Impact Development (LID) design features, operation and maintenance, and public education and training. The collective information is intended to describe how the project will minimize water quality impacts to downstream water bodies.

A Project WQMP describes the Best Management Practices (BMPs) that will be implemented and maintained throughout the life of a project and is used by property owners, facility operators, tenants, facility employees, maintenance contractors, etc. to prevent and minimize water pollution that can be caused by storm water or urban runoff. The City of Orange requires all development projects to prepare and implement Project WQMPs as part of the NPDES program to reduce and eliminate water pollution caused by runoff flowing from developed sites into nearby receiving waters.

As noted above, projects that require the preparation of a WQMP fall into two categories - Priority Projects and Non-Priority Projects - both have different BMP requirements. The main difference between the

two project types is the requirement for priority projects to implement Low Impact Development (LID) design features and for non-priority projects to consider LID where feasible. The criteria establishing a priority project includes the amount of impervious surface being created, proposed uses, location, and size of project. A questionnaire is available from the City of Orange Public Works Department to determine if a project is a priority or non-priority project.

A Preliminary Project WQMP must be submitted for Priority Projects as part of the project application for City discretionary project approval. Final Project WQMPs must be approved prior to issuance of building or grading permits. A Project WQMP and the post construction BMPs associated with the project must be based on the Orange County Model WQMP[1]. A Technical Guidance Document for the Preparation of Conceptual/Preliminary and/or Project WQMPs[2] is available for reference and information about how to design the required BMPs.

Low Impact Development (LID)

The use of LID principles can minimize the cause of project impacts by being incorporated in the early planning and design phases of a project. Some of the LID principles that apply to the Santa Fe Depot area include the following:

1. Hydrologic source controls
2. Infiltration BMPs
3. Evapotransipration, rainwater harvesting BMPs
4. Biotreatment BMPs

Best Management Practices (BMPs)

For purposes of a Project WQMP, there are three types of BMPs[3]:

1. **Low Impact Development BMPs** - Project features that are designed to mimic predevelopment site hydrology and include infiltration (permeable pavers, porous concrete and asphalt, infiltration trenches, etc), harvest and reuse (cisterns and rain barrels), evapotranspiration.

2. **Site Design BMPs** – Project features that include LID and features such as conserving natural areas, minimizing impermeable surfaces, minimizing directly connected surfaces, into a project to minimize and creating zero discharge areas. Examples include infiltration such as the use of porous asphalt or pavers, minimizing impervious areas, and directing roof drains to landscaped areas.

3. **Source Control BMPs** – Activities or structures aimed at eliminating or minimizing contact between pollutant sources and rainfall or runoff. Examples include educational signage, sweeping, litter collection, canopies over fueling islands, and awnings or tarps to cover materials stored outdoors.

1 The Orange County Model WQMP can be found at www.ocwatersheds.com/WQMP.aspx and the City's WQMP template can be found on the City's website.
2 Available on the City's website.
3 More information about BMPs can be found at: www.cabmphandbooks.com.

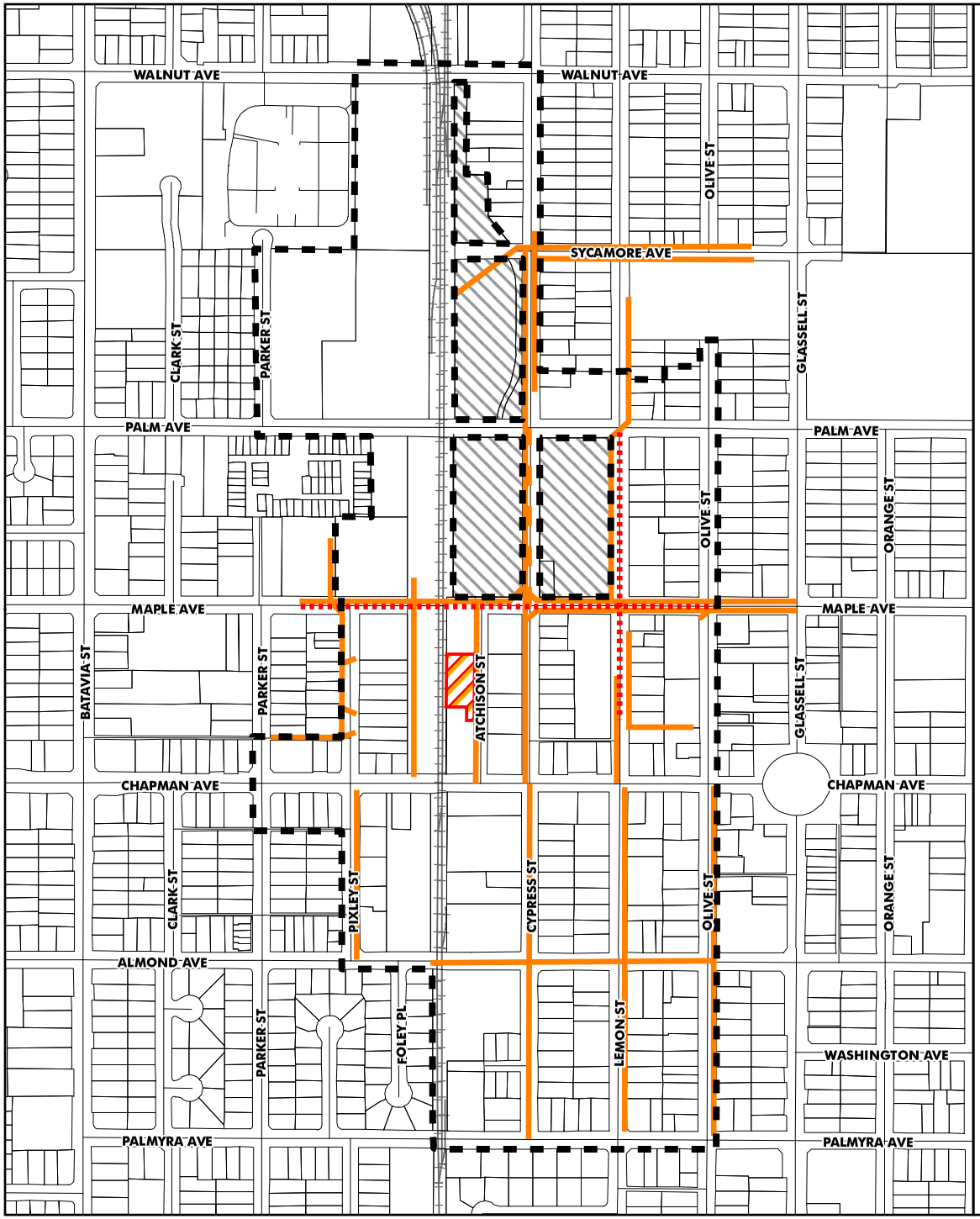


FIGURE 9-6
EXISTING ELECTRICAL SYSTEM

- Specific Plan Boundary
- Not a part of Santa Fe Depot Specific Plan
- Metrolink/Rail Corridor
- Santa Fe Depot
- Existing Underground Electrical Lines
- Existing Overhead Electrical Lines

Santa Fe Depot Specific Plan

0' 200' 400' 800' 1,200' 1,600'

E. Electrical System

1. Existing Conditions

Southern California Edison (SCE), an independently owned utility, provides electrical power service to the City of Orange. Since they are independent entities, they set their own service standards (with the involvement of the Public Utilities Commission) and facility improvement strategies. Currently, there is a network of power grid lines which supply sufficient electrical power service to the Specific Plan area. There is no major deficient or functional problem in the power supply facilities within the Specific Plan area. The specific locations of the existing underground and overhead electrical lines are illustrated in Figure 9-6.

In some parts of the Specific Plan area, above ground power pole facilities are being utilized. The City is evaluating certain streets for establishing a utility undergrounding district, and estimates the undergrounding work to be designed in 2011 to 2012, and constructed in 2013 to 2014. The street sections to be undergrounded are: Maple Avenue and Almond Avenue from Glassell Street to Cypress Street, and Olive Street and Lemon Street from Maple Avenue to Almond Avenue.

2. Planned Improvements

With the coordination of the City, the decision to upgrade the power supply facilities and the quantities of the upgrade (if any) in order to meet the demand of future development will be decided by SCE after developers have submitted their building plans. Demand for services and ability to serve new developments are generally determined on a case-by-case basis. At this time, no major upgrade of the existing power supply facilities in the Specific Plan area has been identified.

It is important for developers to remember that SCE has developed several energy-efficiency programs for residential, non-residential, new construction and low-income subscribers. These include rebate and cash incentive programs for completion of energy-efficiency projects in residences and businesses, providing energy-efficient solutions for new developments as well as programs that aid low-income customers to purchase energy-efficient refrigerators and outdoor lighting. SCE will continue to promote the resourceful use of energy, and in turn, a reduction in electrical uses and electricity. All new development is required to underground its utilities. Where the main lines have not yet been undergrounded, the new development shall connect to the overhead lines via a riser.

F. Natural Gas System

The Southern California Gas Company (The Gas Company) supplies natural gas to both businesses and residents within the City of Orange. The Gas Company is a division of Sempra Energy. Specific locations and sizes of gas pipelines within the Specific Plan area are illustrated in Figure 9-7.

As The Gas Company is an independent private entity, the analysis on the capacity and capability to meet future demand will be conducted by The Gas Company with the coordination of the City upon submittal of building plans by developers. It is important for developers to remember that The Gas Company participates in the California Energy Star® New Homes Program, a performance-based program that provides builders with incentives for developments that use at least 15 percent less energy than standards set forth in the 2001 California Energy Efficiency Standards.

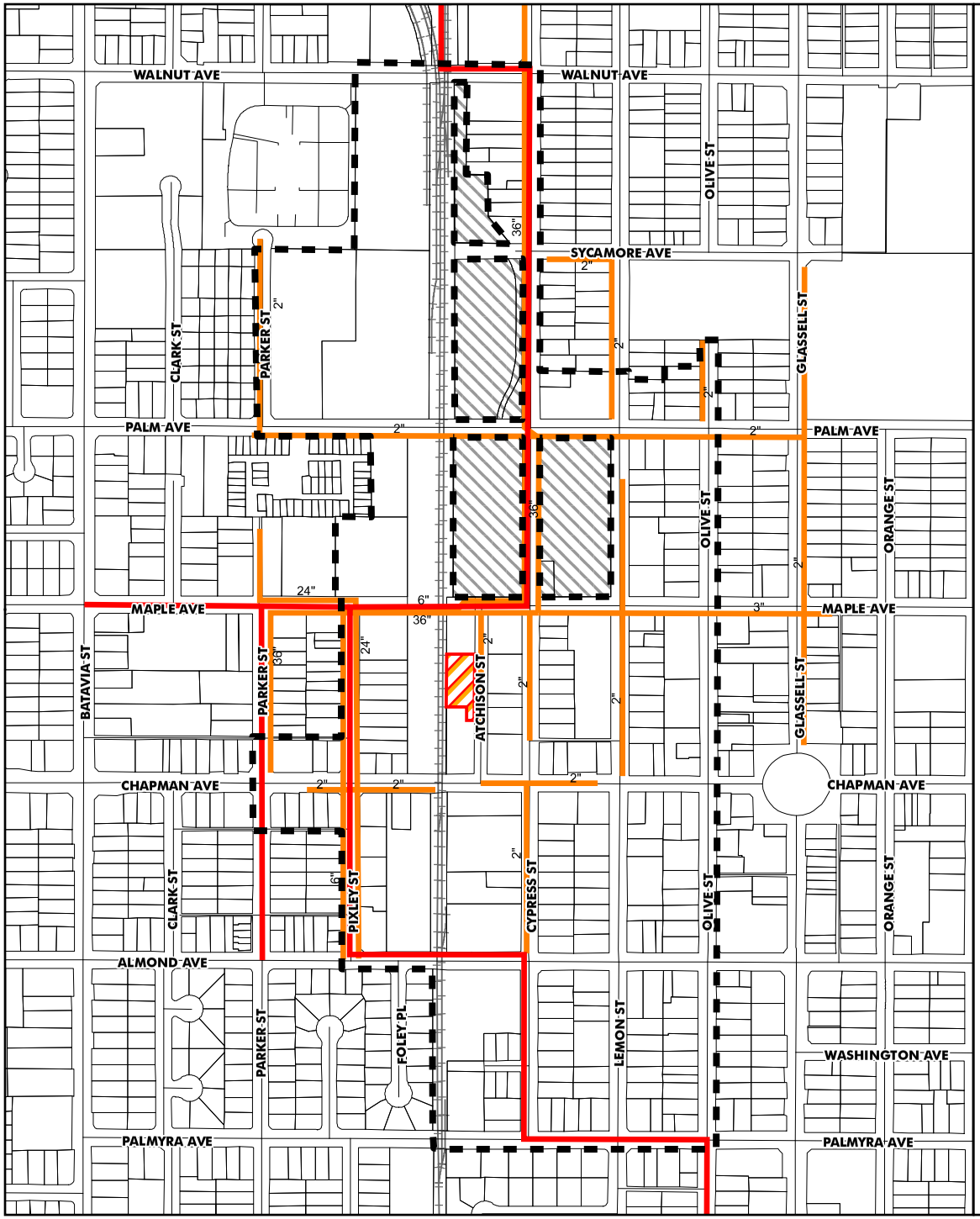


FIGURE 9-7
EXISTING NATURAL GAS SYSTEM

- Specific Plan Boundary
- Not a part of Santa Fe Depot Specific Plan
- Metrolink/Rail Corridor
- Santa Fe Depot
- Existing High Pressure Gas Line
- Existing Gas Distribution Line (sizes on plan)

Santa Fe Depot Specific Plan

0' 200' 400' 800' 1,200' 1,600'

G. Telecommunications System

The City of Orange is within the service area of AT&T, a privately owned company. AT&T has existing telephone facilities throughout the Specific Plan area.

AT&T will assess the demand for services and ability to serve new developments on a case-by-case basis. The capacity and capability analysis for meeting future demand within the Specific Plan area will be conducted after building plans are submitted by developers. Currently, the local telecommunications network in the Specific Plan is functioning sufficiently and should be able to supply the future development in the area.

H. Cable Television System

Time Warner Cable and Cox Communications Orange County (Cox) are the cable TV service providers for the City of Orange. The Specific Plan area falls within the service area of Time Warner Cable. Time Warner Cable, a privately owned company, is a full-service provider of telecommunication products, including digital television programming, local and long distance telephone services, high-speed internet, and commercial voice and data services.

Similar to the other dry utility companies, Time Warner Cable determines the ability to serve new developments on a case-by-case basis. Currently, the local cable television network within the Specific Plan is functioning sufficiently and should be able to supply future development in the area without any major upgrade. If upgrades are necessary, Time Warner will provide the upgrades at the appropriate time.

CHAPTER 10

Specific Plan Administration

A. General Provisions

1. Responsibility

The Community Development Director shall be responsible for administering the provisions of the Santa Fe Depot Specific Plan in accordance with the provisions of this Specific Plan, the State of California Government Code, the City of Orange General Plan, and the City of Orange Municipal Code (OMC).

2. Applicability and Conformity with the Specific Plan

The provisions of this Specific Plan shall apply to all properties included in the Santa Fe Depot Specific Plan area, except as noted in Section 3 of this Chapter. No construction, modification, addition, placement or installation of any building or structure shall occur, nor shall any new use commence on any lot, on or after the effective date of this Specific Plan, except in conformity with the provisions of this Specific Plan.

The provisions of this Specific Plan shall not apply to development projects for which a complete application has been received by the Community Development Department prior to the effective date of this Specific Plan. However, applicants for such projects may elect to comply with the provisions herein in lieu of the former provisions. Applications for projects whose entitlements and/or permits have expired or were denied are not entitled to the benefit of this section.

The Specific Plan does not convey any rights not otherwise granted under the provisions and procedures contained in the Zoning Code and other applicable ordinances, except as specifically provided herein. Any issue not specifically covered in the Specific Plan shall be subject to the Zoning Code and/or Municipal Code, or to interpretation by the Community Development Director if not specifically covered in the City's existing regulations.

3. Chapman University Specific Plan

Four properties that fall within the Chapman University Specific Plan boundary are also within the boundaries of this Specific Plan. These properties have been included in the Santa Fe Depot Specific

Plan boundary because they are located in the core of the Depot area and offer redevelopment opportunities when consolidated with adjacent parcels. These properties are: 225 North Lemon Street (APN 039-162-23), 158/166 North Cypress Street (APN 039-171-11), 190 North Cypress Street (APN 039-171-09), and the University's Palm Avenue Parking Lot (APN 386-451-33). With the adoption of this Specific Plan, the aforementioned properties will continue to be governed by the standards and regulations contained in the Chapman University Specific Plan; however, the applicant shall be encouraged to consider City objectives and policies for the Santa Fe Depot Area contained in Chapter 4 of this Specific Plan for new development on the sites noted above.

4. Land Uses Not Listed

All uses not specifically listed in this Specific Plan are prohibited. However, the Community Development Director may determine that a use not listed is comparable to a listed use and, once so determined, it shall be treated in the same manner as the listed use. Such determination may be appealed to the Planning Commission, and a Planning Commission determination may be appealed to the City Council. A determination by the City Council is final. A list of comparable use determinations shall be kept on file in the Planning Division.

5. Development Regulations and Standards Not Listed

Any development regulation or standard not specifically covered in this Specific Plan shall be subject to OMC Title 17 (Zoning Code). In cases where development regulations and standards set forth in this Specific Plan are inconsistent with OMC Title 17 (Zoning Code), the Specific Plan shall prevail.

The provisions of this Specific Plan shall also prevail where there is an inconsistency between this Specific Plan and other City ordinances, rules and regulations. However, the provisions of this Specific Plan will not prevail should there be an inconsistency between the Specific Plan and the City's General Plan. Any development regulation and standard not addressed in this Specific Plan shall be subject to the City's adopted regulations in place at the time of the individual application.

6. Interpretation

The Community Development Director shall interpret the phrases "other similar uses," "uses customarily incidental to," etc., as used in this Specific Plan. In interpreting and applying the provisions of this Specific Plan, such provisions will be held to be the minimum standards for the promotion of the public health, safety, comfort, convenience and general welfare.

Whenever there is any question regarding the interpretation of the provisions of this Specific Plan or the application of those provisions to any individual case or situation, the Community Development Director shall interpret the intent of this Specific Plan. Such determination may be appealed to the Planning Commission, and a Planning Commission determination may be appealed to the City Council. A determination by the City Council is final.

7. Severability

If any section, subsection, sentence, clause, or phrase of this Specific Plan, or future amendments or additions hereto, is for any reason held to be invalid or unconstitutional by the decision of any court of

competent jurisdiction, such decision shall not affect the validity of the remaining portions of this Plan.

8. Nonconforming Uses

Any use within the Specific Plan boundary that is nonconforming to the requirements and standards of this Plan shall be subject to OMC Chapter 17.38 Nonconforming Uses (Ordinance No. 12-09).

9. Approval Process

All development projects and new uses shall be subject to the review and appeal procedures, findings and provisions of the OMC, such as Conditional Use Permits (CUP), Variances, Site Plan Review, Design Review, etc.

CHAPTER 11

Implementation

A. Introduction

This chapter presents a recommended approach for achieving desired public and private improvements within the Santa Fe Depot Specific Plan area. The recommended approach presents major implementation steps and identifies key actions, responsible parties, and potential funding mechanisms. As background, market and financial feasibility analyses were conducted in support of the Specific Plan to: 1) anticipate the range of land uses and types of development likely to be supported in the near- to mid-term; 2) evaluate potential alternative land uses for likely-to-develop sites; and 3) determine the probable mix of new retail, restaurant, and office uses within the Specific Plan area. These analyses are listed in Chapter 1: Introduction of this Plan.

B. Market Context

There is a broad mix of land uses within the Specific Plan boundary, including residential, light industrial/warehouse, commercial, public, institutional, and transportation. The Specific Plan area is situated in close proximity to the Plaza area, which is home to the vast majority of retail, restaurant, and office uses in Old Towne. Chapman University, a private institution of higher learning, is located adjacent to the Specific Plan area. Chapman consists of seven schools, including business and economics, communication arts, education, film and media arts, law, music, and liberal arts. The University also owns property within the Specific Plan area boundaries and recently completed development of the Dodge College of Film and Media Arts.

The Specific Plan area is located within the Orange Merged and Amended Redevelopment Project Area (Project Area). The Project Area consists of three formerly independent project areas: Tustin Street Project Area, Southwest Project Area, and Northwest Project Area.

The Santa Fe Depot is one of the 15 stations on Metrolink's Orange County Line, which provides transportation to/from Los Angeles, Inland Empire, and Orange County employment centers. The Depot and its adjacent Depot Park are both historic landmarks in Orange. In 2005, the Orange County Transportation Authority (OCTA) Board of Directors approved the Metrolink Service Expansion Program (MSEP) to provide more frequent train service between Fullerton and Laguna Niguel/Mission Viejo.

A variety of public improvements are currently underway or under consideration for the Depot area. These include new pedestrian connections, open space, and public parking facilities, as described below.

- Various City departments collaborated to undertake a Pedestrian Connection Study that focuses on connecting pedestrian corridors between the Plaza area and the Orange Depot Transit Center (Santa Fe Depot). The study boundary was generally Maple Avenue on the north, Glassell Street on the east, Almond Avenue on the south, and the rail line on the west. Completed in 2008, the study recommended enhanced landscaping, lighting of sidewalks and alleyways, undergrounding of utilities, addition of street furnishings, and incorporation of retail activity along pedestrian sidewalks.

- In August 2009, the City of Orange, OCTA, and Metrolink dedicated the new pedestrian undercrossing at the Santa Fe Depot. The pedestrian undercrossing allows passengers safer access to trains without having to cross the railroad tracks.

- The City is proposing to coordinate with Chapman University, which currently owns a site adjacent to the Depot, to develop the Depot Courtyard. The Depot Courtyard is expected to open up the Depot area and connect to the adjacent historic Depot Park, creating a visually appealing and pedestrian-friendly contiguous open space. The Depot Courtyard could potentially be used as a gathering place for public events and celebrations. As noted in Chapter 5, the proposed Depot Courtyard parcel is included in the Chapman University Specific Plan. The realization of the courtyard would be subject to either a special agreement between the City and the University that would dedicate the site as a plaza space, or a future redevelopment scheme for the site undertaken by the University that incorporates a quasi-public courtyard feature. The design of the courtyard presented in this Specific Plan is conceptual. The ultimate design may be different from the layout portrayed in Figure 5-2.

- OCTA, along with assistance from the Agency, is proposing to construct a commuter parking structure in the area. The Depot station currently has about 400 parking spaces for transit users (approximately 300 immediately west of the station along West Chapman Avenue and approximately 100 in the lot at Lemon and Maple) and has high demand for additional transit parking. The parking structures are proposed on the Lemon Street lot and the southern portion of the West Chapman lot. Funding for the parking components is anticipated to come from a variety of sources, including Federal, State, and local. The private development is expected to be funded through private developers with potential assistance from bond funds.

C. Overview of Market Conditions

This section briefly summarizes key findings regarding the Specific Plan area's competitive market position with respect to each land use. These highlights are based on the KMA market and financial feasibility analyses described above in Section A.

1. Retail Space

- Existing retail and restaurant uses are concentrated near the Plaza, and on Chapman and Glassell Streets.

- Leasing conditions in the Plaza area are strong with escalating lease rates and extremely low vacancy rates.

- The majority of existing retail outlets is service-oriented businesses.

- Many of the businesses in Old Towne are "mom and pop" type tenants, attracted to the area's historic charm and unique mix of independent stores.

- The Old Towne area is generally active in the daytime and on weekends, and weeknight business has been improving due to new restaurant openings.

- Since the early 2000s, a number of restaurants and specialty retailers have moved into Old Towne, which has continued to enhance the area's dining and shopping opportunities and complement the existing antiques and specialty retail niches.

2. Office Space

- The Old Towne office market is extremely small. It consists primarily of second-story space in the Plaza area, two-story small office buildings, and converted homes along Chapman Avenue, east of Glassell Street.

- The Old Towne area is appealing to small-office professionals, such as architects, attorneys, and accountants who appreciate the unique, pedestrian-friendly small town environment.

- There is very limited existing office space, and limited future demand for office space, within the Specific Plan area boundaries.

3. Residential

- The Specific Plan area is an appealing location for ownership housing due to the adjacency of commuter rail, shopping and services, and the historic/small-town character of the area. The residential neighborhoods, generally located in the west, south and northeast portions of the Specific Plan area, contain many turn-of-the-century single-family houses, as well as some multiple family residential uses.

- The 32-unit Depot Walk development, located on the west side of the railroad tracks, was completed and occupied in 2008. The three-story California brownstones and live/work space units range from 1,277 to 2,010 square feet (SF) and include attached two-car garages.

- The City has received multiple inquiries from private developers interested in developing mixed use projects surrounding the Plaza and Depot areas.

- Given the presence of Chapman University and existing demographic factors in the area, demand for rental housing should remain strong.

D. Likely-to-Develop Sites

Through the planning process, a variety of potential sites (a single parcel or group of parcels) within the Specific Plan area were studied for potential new development or redevelopment. Each site was evaluated for key physical factors, development potential, and financial feasibility considerations. As shown in Table 11-1 and illustrated in Figure 11-1, 11 sites were identified with the greatest potential

to be developed and/or adaptively reused by 2020. The remaining sites were deemed unlikely to be developed within the planning horizon based on existing development or use characteristics.

Table 11-1: Sites Likely to be Developed/Adaptively Re-Used by 2020

Site	Block	Site Size (in acres)	Site Location
1	#1	2.8	Portion of block bounded by Maple Avenue, Lemon Street, Chapman Avenue and Cypress Street
2	#2	0.7	North side of Chapman Avenue between Atchison Street and Cypress Street
3	#3	2.3	South side of Palm Avenue along rail line to north side of Chapman Avenue
4	#5	1.6	Non-contiguous parcels, adjacent to Site #3 on the south side of Maple Avenue
5	#6	2.5	South side of Chapman Avenue from Pixley Street to parcels along rail line down to Almond Avenue
6	#7	2.6	Portions of block bounded by Almond Avenue, Cypress Street, Palmyra Avenue, and rail line
7	#8	1.3	Parcel south of adjacent parcel fronting Chapman from rail line to Cypress Street
8	#9	0.5	One parcel along Lemon Street between Palm and Maple Avenue (mid block)
9	#11	0.7	Southwest corner Walnut Avenue and Cypress Avenue
10	#16	0.3	Southeast corner of Chapman Avenue and Lemon Street ("L"-shaped parcel set back from corner)
11	#19	1.1	North side of Palm Avenue between Cypress Street and Lemon Street

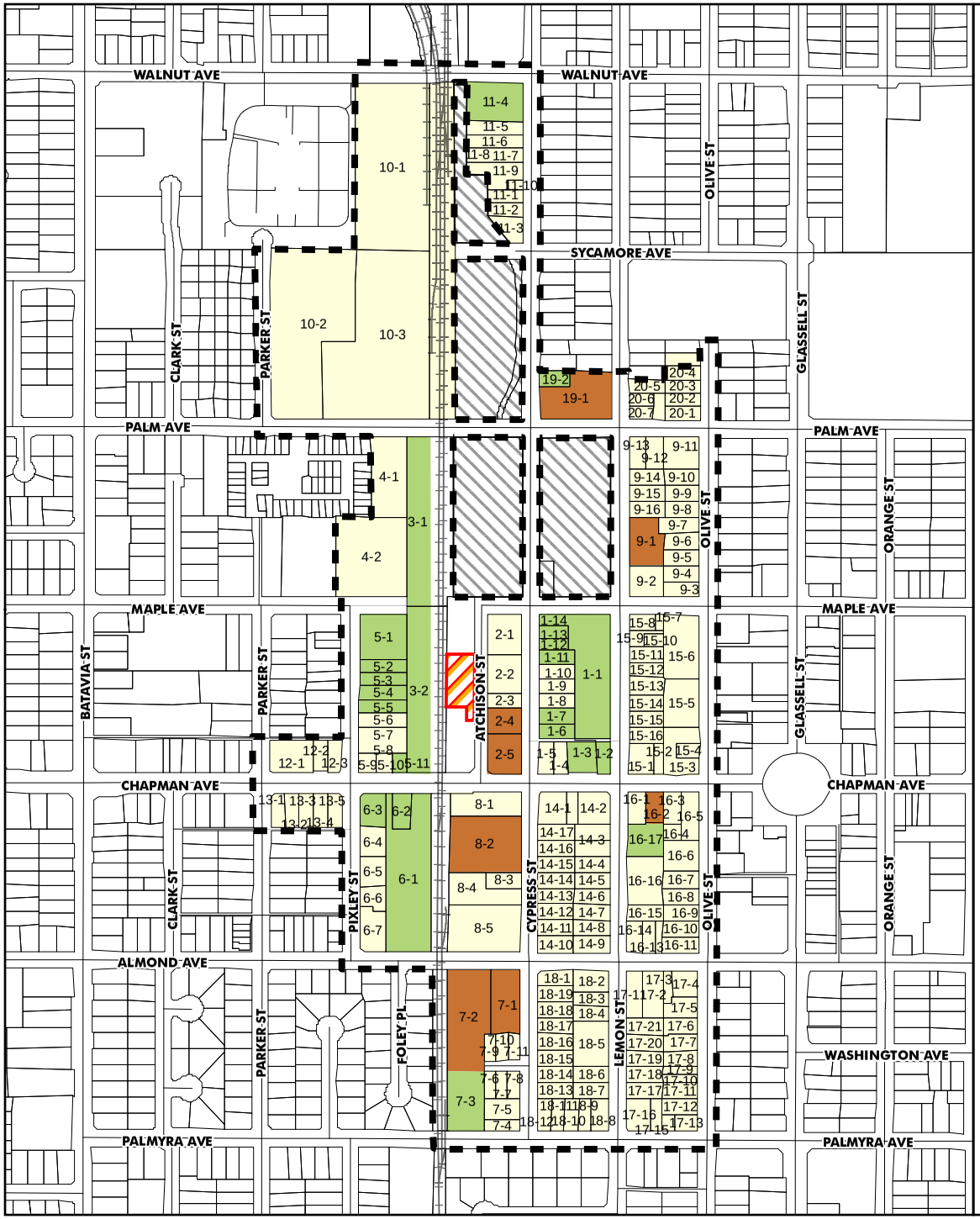


FIGURE 11-1
PARCEL KEY: SITES LIKELY TO BE DEVELOPED/ ADAPTIVELY REUSED BY 2020

- Specific Plan Boundary
- Not a part of Santa Fe Depot Specific Plan
- Metrolink/Rail Corridor
- Santa Fe Depot
- Likely to develop by 2020 (Adaptive Reuse)
- Likely to develop by 2020

Santa Fe Depot Specific Plan

0' 200' 400' 800' 1,200' 1,600'

Table 11-3 profiles existing conditions for each Likely-to-Develop Site and presents an estimate of the residential and/or non-residential development potential for each site. The land use changes anticipated to occur within these Likely-to-Develop Sites are summarized Table 11-2, below.

Table 11-2: Overview of Development Capacity

Development Capacity	Existing Development		Incremental Development		Potential Development Build-Out	
	Totals	% of Total	Totals	% of Total	Totals	% of Total
Sites Likely to be Developed						
Residential Units	6 units	2%	246 units	98%	252 units	100%
Non-Residential Area	233,000 SF	69%	102,000 SF	30%	336,000 SF	100%
16.5 Acres						
All Other Sites						
Residential Units	209 units	100%	0 units	0%	209 units	100%
Non-Residential Area	370,000 SF	100%	0 SF	0%	370,000 SF	100%
47.4 Acres						
Total						
Residential Units	215 units	47%	246 units	53%	461 units	100%
Non-Residential Area	603,000 SF	85%	102,000 SF	14%	706,000 SF	100%
63.9 Acres						

As indicated, the Likely-to-Develop Sites comprise approximately one-quarter of the total property in the Specific Plan area, i.e., 16.5 acres out of a total 63.9 acres. The balance of the property in the Specific Plan area, approximately 47.4 acres, is assumed to remain essentially the same through the planning horizon of the Specific Plan. It should be noted that the Likely-to-Develop Sites are relatively small, averaging 1.50 acres. The average existing parcel size is even smaller, at 0.53 acres, and the average ownership size (land controlled under one owner) is 0.72 acres. These figures provide an indicator of the type of infill development that can be expected to occur within the Specific Plan area. They also emphasize the importance of partnerships among existing property owners and/or the development community in order to assemble development sites of adequate size for feasible new development or adaptive re-use.

Table 11-3: Profile of Sites Likely To Be Developed By 2020

Site	Block	Land Area (Rounded)	# Parcels	# Owners	Site Location	Existing Uses	Potential Development Build-Out
1	#1	2.8 Acres 121,000 SF	9	6	Portion of block bounded by Maple Avenue, Lemon Street, Chapman Avenue and Cypress Street	MetroLink surface parking lot, Omega Burger, and single-family residences	42 Units 62,400 Non-Residential SF
2	#2	0.7 Acres 32,000 SF	2	2	North side of Chapman Avenue between Atchison Street and Cypress Street	Edison building and nursery	0 Units 32,000 Non-Residential SF (Adaptive Re-use)
3	#3	2.3 Acres 101,000 SF	2	1	South side of Palm Avenue along rail line to north side of Chapman Avenue	MetroLink surface parking lot	35 Units 26,700 Non-Residential SF
4	#5	1.6 Acres 70,000 SF	6	3	Non-contiguous parcels, adjacent to Site #3 on the south side of Maple Avenue	OC Stripping, MetroLink surface parking lot	24 Units 34,600 Non-Residential SF
5	#6	2.5 Acres 110,000 SF	3	3	South side of Chapman Avenue from Pixley Street to parcels along rail line down to Almond Avenue	Orange Depot, car wash, and Mexican restaurant	60 Units 79,900 Non-Residential SF
6	#7	2.6 Acres 113,000 SF	3	2	Portions of block bounded by Almond Avenue, Cypress Street, Palmyra Avenue, and rail line	Portion of Second Harvest food bank	39 Units 40,000 Non-Residential SF (Adaptive Re-use)

Table 11-3: Profile of Sites Likely To Be Developed By 2020 (Cont'd)

Site	Block	Land Area (Rounded)	# Parcels	# Owners	Site Location	Existing Uses	Potential Development Build-Out
7	#8	1.3 Acres 57,000 SF	1	1	Parcel south of adjacent parcel fronting Chapman from rail line to Cypress Street	R.W.B. Party Props, Inc.	20 Units 29,600 Non-Residential SF (Adaptive Re-use)
8	#9	0.5 Acres 22,000 SF	1	1	One parcel along Lemon Street between Palm and Maple Avenue (mid block)	Brake shop	12 Units 16,300 Non-Residential SF
9	#11	0.7 Acres 30,000 SF	1	1	Southwest corner Walnut Avenue and Cypress Avenue	Ditty Drum Co. recycling	4 Units 0 Non-Residential SF
10	#16	0.3 Acres 15,000 SF	1	1	Southeast corner of Chapman Avenue and Lemon Street ("L"-shaped parcel set back from corner)	Church International	0 Units 15,100 Non-Residential SF
11	#19	1.1 Acres 47,000 SF	2	2	North side of Palm Avenue between Cypress Street and Lemon Street	Unknown industrial and vacant land	16 Units 0 Non-Residential SF
	Totals	**16.5 Acres** **718,000 SF**	**31**	**23**			**252 Units** **336,600 Non-Residential SF**

Average Parcel Size	**0.53 Acres** **23,200 SF**
Average Owner Size	**0.72 Acres** **31,200 SF**

E. Implementation Approach

Table 11-4 presents a recommended implementation approach for achieving desired public and private improvements in the Specific Plan area. The table presents eight key implementation steps, and identifies key actions, responsible parties, and potential financing mechanisms. Detailed profiles of a range of financing mechanisms are presented in Section F and Tables 11-5, 11-6 and 11-7.

The recommended implementation steps include:

- Create opportunities for infill mixed use development
- Building parking structures for transit users
- Establish linkages from Santa Fe Depot to Plaza area
- Maximize utilization of available public and private parking supply
- Pursue State and Federal infrastructure funding sources
- Coordinate with existing property owners on economic development opportunities of Likely-to-Develop Sites
- Partner with Chapman University to achieve desired improvements
- Coordinate with Chapman University regarding the development of the Depot Courtyard

Achieving the desired public and private improvements will require participation by a variety of parties, including public (City, OCTA), private (property owners, developers, Chapman University), and non-profit entities (Old Towne Preservation Association, possible business improvement districts).

The City's economic development programs provide property owners and tenants the ability to facilitate rehabilitation and upgrade of commercial, retail, and industrial properties within the Project Area through expedited entitlement assistance, and site selection support.

Table 11-4: Implementation Approach

Implementation Step	Key Actions	Responsible Parties	Potential Financing Mechanisms
CREATE OPPORTUNITIES FOR INFILL MIXED USE DEVELOPMENT	(a) Identify City- or Agency-owned property as potential site of mixed use development (b) Prioritize development sites and uses (c) Assist with assembly of sites (d) Issue development solicitation(s)	• City of Orange • Chapman University • Property owners and developers	• Industrial Development Authority • New Markets Tax Credits • Reduction/deferral of permits and fees • Small Business Assistance Programs • Federal Historic Preservation Tax Incentive • Mills Act Property Tax Abatement Program
BUILD PARKING STRUCTURES FOR TRANSIT USERS	(a) Identify development partner or developer to construct private development components (b) Coordinate with Chapman University in terms of potential tenancy and/or partnership of private development components	• City of Orange • Orange County Transportation Authority • Property owners and developers	• Bond funding • SAFETEA-LU • CDBG funds/Section 108 loans • Property owners/developer exactions • Private funding • Landscaping / parking district

Table 11-4: Implementation Approach (Cont'd)

Implementation Step	Key Actions	Responsible Parties	Potential Financing Mechanisms
ESTABLISH LINKAGES FROM SANTA FE DEPOT TO PLAZA AREA	(a) Focus on implementing goals and objectives in the City's Depot-Plaza Pedestrian Connection Study (b) Identify pedestrian links that need improvement (c) Encourage future developers to incorporate outdoor spaces, paseos, and pedestrian-friendly paths (d) Study widening the sidewalk on the north side of Chapman Avenue between Atchison Street and the Plaza, as described in Chapter 8 (Section D) (e) If study identified in (d) above finds sidewalk widening to be feasible and effective, implement sidewalk widening improvements on the north side of Chapman Avenue between Atchison Street and the Plaza	• City of Orange • Property owners and developers	• Bond funding • SAFETEA-LU • CDBG funds/Section 108 loans • Landscaping / parking district • Property owners/developer exactions
MAXIMIZE UTILIZATION OF AVAILABLE PUBLIC AND PRIVATE PARKING SUPPLY	(a) Initiate parking management plan to improve the availability of parking for shoppers, workers, and visitors (b) Explore shared parking arrangements with proposed commuter parking facilities (c) Establish a in-lieu parking fee area and program	• City of Orange • Property owners and developers • Orange County Transportation Authority	• Bond funding • Private funding • Landscaping / parking district • CDBG funds/Section 108 loans

Table 11-4: Implementation Approach (Cont'd)

Implementation Step	Key Actions	Responsible Parties	Potential Financing Mechanisms
PURSUE STATE AND FEDERAL INFRASTRUCTURE FUNDING SOURCES	(a) Identify, monitor, and apply for other governmental funding sources for infrastructure, including State and Federal loans and grants (b) Partner with the Southern California Association of Governments in prioritizing and phasing regional road and utility improvements through the Specific Plan area in conjunction with required infrastructure	• City of Orange	• State Propositions 1B and 1C • SAFETEA-LU • Other loans and grants that may become available in the future
COORDINATE WITH EXISTING PROPERTY OWNERS ON REDEVELOPMENT OF LIKELY-TO-DEVELOP SITES	(a) Coordinate and provide outreach services to existing property owners (b) Form public/private partnerships between City and property owners/developers (c) Expedite City design and entitlement process	• City of Orange • Property owners and developers	• New Markets Tax Credits • Reduction/deferral of permits and fees • Federal Historic Preservation Tax Incentive • Mills Act Property Tax Abatement Program • Private funding • Bond funding • Industrial Development Authority

Table 11-4: Implementation Approach (Cont'd)

Implementation Step	Key Actions	Responsible Parties	Potential Financing Mechanisms
PARTNER WITH CHAPMAN UNIVERSITY TO ACHIEVE DESIRED IMPROVEMENTS	(a) Focus on preservation and renovation of historical buildings (b) Identify potential for redevelopment of University-owned Likely-to-Develop Sites (c) Implementation of new streetscape and other infrastructure improvements	• City of Orange • Chapman University	• CDBG funds/Section 108 loans • Private funding • State Funding • Bond Funding
COORDINATE WITH CHAPMAN UNIVERSITY TO DEVELOP DEPOT COURTYARD	(a) Coordinate with Chapman University to either - obtain development rights for the Depot Courtyard site, potentially through transfer of development rights (TDRs) in exchange for contributing site or - work with Chapman University to create a quasi-public courtyard space as a part of their redevelopment of the site (b) Coordinate with Chapman University regarding design and construction of the future Depot Courtyard (c) Implement program of events and activities within proposed Depot Courtyard	• City of Orange • Chapman University • Chambers of Commerce / civic associations	• CDBG funds/Section 108 loans • Landscaping / parking district

F. Potential Financing Mechanisms

In order to implement the Specific Plan, a combination of public and private financing mechanisms will be needed to fund public improvements and assist redevelopment of private properties. Tables 11-5, 11-6 and 11-7 identifies potential financing mechanisms, many of which are already being used in the City of Orange and neighboring jurisdictions, that are potentially available to the City, and/or business and property owners. These mechanisms include both public (local, State, and Federal) and private (property owners, developers, and users) funding sources. Each mechanism is profiled in terms of program description, eligible uses, and funding parameters.

The principal funding sources likely to be available for the Specific Plan area include the following:

Local Sources (Table 11-5)

- OCTA funding for commuter parking structures
- Mills Act Property Tax Abatement Program
- Industrial Development Bond (IDB) Financing Program

State/Federal Sources (Table 11-6)

- Community Development Block Grants (CDBG)
- New Markets Tax Credits
- Proposition 1B funds
- Proposition 1C funds
- SAFETEA-LU funds
- Federal Historic Preservation Tax Incentive

Developer/Property Owner/User Sources (Table 11-7)

- Parking Districts (i.e., allowing developers to pay parking in-lieu fees to meet all or a portion of their on-site parking requirements)
- Business Improvement District(s) (BIDs)

Table 11-5: Potential Financing Mechanisms - City / Economic Development

CITY OF ORANGE/ECONOMIC DEVELOPMENT				
A. Funding Mechanism	**General Fund Revenue**	**Reduction/Deferral of Permits/Fees**	**Industrial Development Bond (IDB) Financing Program**	**Mills Act Property Tax Abatement Program**
B. Description	• Fees collected in the City's General Fund, generated by property taxes, sales tax, transient occupancy tax, motor vehicle license fees, and other sources of revenue	• Reduction or deferral of select permits and fees that results in upfront development cost reductions	• A financing tool to encourage manufacturing businesses to locate in the City by providing manufacturing and processing companies low-cost, low-interest financing for capital expenditures	• State sponsored legislation that enables local governments to enter into 10-year contracts with private property owners of historic structures • The program allows private property owners to actively participate in the restoration of their properties while receiving property tax relief
C. Eligible Uses	• City services such as police, fire, life safety, libraries, and parks and recreational facilities • Capital improvements	• Permit and fee charges payable to the City	• Eligible capital expenditures include the acquisition of land, building construction, building renovation and the purchase of machinery and equipment	• Any building listed on any official Federal, state, county, or city register • Property owner must pledge to rehabilitate and maintain the historical and architectural character of the property for at least a 10-year period
D. Funding Parameters	• The City can elect to dedicate portions of specific revenues, e.g., TOT, sales tax, etc. to targeted capital improvements that the City determines that sufficient benefit exists for the assistance	• Varies by city; some cities are deferring fees until Certificate of Occupancy due to current economic climate	• The City acts as the issuer for the "tax-exempt" bonds. California Industrial Development Financing Advisory Commission (CIDFAC) is the approval Agency. Both the City and CIDFAC are required participants and the City has no financial obligations	• Applicants must apply through their local government, which establishes its own eligibility criteria, application procedures, and determines how many contracts it will allow • Participants may receive property tax savings of between 40% and 60% annually for newly improved or purchased older properties

Table 11-6: Potential Financing Mechanisms - State / Federal

STATE / FEDERAL						
A. Funding Mechanism	**Community Development Block Grants (CDBG) / Section 108 Loans**	**New Markets Tax Credits**	**SAFETEA-LU**	**Proposition 1B**	**Proposition 1C**	**Federal Historic Preservation Tax Incentive**
B. Description	• Annual grants for use towards economic development, public facilities, and housing rehabilitation • Section 108 loans provide front-end financing for large-scale community and economic development projects that cannot be financed from annual grants	• Program permits taxpayers to receive a credit against Federal income taxes for making qualified equity investments in designated Community Development Entities (CDEs) • Provides investors and individuals with credits against federal income tax in return for new investments made in eligible businesses and commercial projects in low-income areas	• Safe, Accountable, Flexible, Efficient, Transportation Act: A Legacy for Users • Signed into law in 2005, the SAFETEA-LU purpose is to focus on addressing the existing and future challenges in the transportation system	• Highway Safety, Traffic Reduction, Air Quality, and Port Security Bond Act of 2006 • Approved in 2006, made available $20 billion for state and local improvement projects	• Proposition 1C, the Housing and Emergency Trust Fund Act of 2006, was created to promote housing in three types of projects: infill, transit-oriented development (TOD), and brownfield development	• Supports the rehabilitation of historic and older buildings by providing Federal tax credit incentives via one of two forms: - 20% tax credit for the certified rehabilitation of certified historic structures - 10% tax credit for the rehabilitation of non-historic, non-residential buildings built before 1936

Table 11-6: Potential Financing Mechanisms - State / Federal (Cont'd)

STATE / FEDERAL						
A. Funding Mechanism	**Community Development Block Grants (CDBG) / Section 108 Loans**	**New Markets Tax Credits**	**SAFETEA-LU**	**Proposition 1B**	**Proposition 1C**	**Federal Historic Preservation Tax Incentive**
C. Eligible Uses	• Acquisition and disposition of property • Clearance and demolition • Public facilities and site work • Funds must be targeted to specific areas benefiting low- and moderate-income persons or to eliminate blight	• Organizations must be certified as a CDE by the Fund • Activities may include: - loans to, or investments in, qualifying businesses, including real estate and redevelopment projects - purchase of certain loans made by other CDEs - counseling and related services to businesses	• Improve safety • Reduce traffic congestion • Improve efficiency in freight movement • Increase intermodal connectivity • Protect the environment • Research and studies	• Congestion relief • Improve air quality • Enhance safety and security of transportation	• Infill projects: - Roads, parking structures, transit linkages, and traffic mitigation - Demolition and site preparation - Sidewalks and streetscapes • Brownfield - Clean-up, mitigation, and remediation - Mid-project assessment and - Environmental insurance	• 20% rehabilitation tax credit: - Building must either be listed individually in the National Register of Historic Places or be located in a registered historic district and certified by the National Park Service as contributing to the historic significance of that district - Buildings may be commercial, industrial, agricultural, or rental residential - no ownership housing

Table 11-6: Potential Financing Mechanisms - State / Federal (Cont'd)

STATE / FEDERAL						
A. Funding Mechanism	**Community Development Block Grants (CDBG) / Section 108 Loans**	**New Markets Tax Credits**	**SAFETEA-LU**	**Proposition 1B**	**Proposition 1C**	**Federal Historic Preservation Tax Incentive**
C. Eligible Uses (cont'd)	- -	- -	- -	- -	• TOD: - Property acquisition / relocation - Construction work - Engineering design/supervision - Environmental studies/ - Replacement parking required by public agency	• 10% rehabilitation tax credit: - Non-historic buildings placed in service before 1936 - Buildings must be non-residential and may be commercial, industrial, or agricultural - Buildings must meet specific physical tests for retention of external walls and internal structural framework • Applies to both 20% - Building must be depreciable, i.e., used in a trade or business or held for the production of income - Rehabilitation expenditures must either exceed $5,000 or the adjusted basis limit of the building and its structural components during a 2-year period

Table 11-6: Potential Financing Mechanisms - State / Federal (Cont'd)

STATE / FEDERAL						
A. Funding Mechanism	**Community Development Block Grants (CDBG) / Section 108 Loans**	**New Markets Tax Credits**	**SAFETEA-LU**	**Proposition 1B**	**Proposition 1C**	**Federal Historic Preservation Tax Incentive**
D. Funding Parameters	• Varies, funds are provided by HUD and administered by cities	• Varies, annual competitive application process • Proposed funding availability of $5 billion in 2010 and 2011 • Funds cannot be used in projects that are already subsidized by other federal tax subsidies; in mixed use developments, subsidization may be split between uses, allowing NMTC financing for parts of the project	• Varies, based on the funding program • As of March 2010, funding of $4.6 billion in Federal subsidies for Build America Bonds, created by the American Recovery and Reinvestment Act of 2009; bonds allow states and municipalities to finance infrastructure projects with an interest subsidy from the Federal government • Proposed amount of future funds is still under consideration by Congress	• Varies, competitve application process The program currently contains $6.6 million in funds available	• Infill: Funds are competitively awarded by the Department of Housing and Community Development (HCD) to qualifying in-fill projects and areas via the RFP process • Brownfield: Participants in the CALReUSE cleanup program will be eligible for up to $5 million in grants and loans • TOD: Grants are provided to municipalities for infrastructure, first-time homebuyer loans for for-sale units, and loans to developers of rental units in eligible TOD projects	• Federal tax credits are awarded to applicants who are in conformance with the Secretary of Interior's Standards for Rehabilitation • 20% rehabilitation tax credit equals 20% of the amount spent in a certified rehabilitation of a certified historic structure • 10% rehabilitation tax credit equals 10% of the amount spent to rehabilitate a non-historic building built before 1936

Table 11-7: Potential Financing Mechanisms - Developer / Property Owner / User

DEVELOPER / PROPERTY OWNER / USER					
A. Funding Mechanism	**Parking Districts**	**Business Improvement Districts (BIDs)**	**Development Impact Fees**	**Property Owner / Developer Exactions**	**Developer Advances / Reimbursement Agreements**
B. Description	• Assessment on properties located within a specific district that benefit from parking • Alternatively, collection of parking in-lieu fees on new development in lieu of on-site parking	• Annual fees paid by business owners and/or property owners to fund activities and programs intended to enhance the business environment in a defined area	• Fees paid by developers to pay all or a portion of the costs of any public facility that benefits their development	• Payments made by developers or property owners in addition to, or in lieu of, development impact fees • Funds contributed are used to install selected public improvements • Alternatively, developers are required to construct and deliver specific improvements	• Advance of funds from developers for use toward backbone infrastructure • Alternatively, developers construct and deliver specific improvements • City and developer enter into Reimbursement Agreement
C. Eligible Uses	• Parking districts allow for the acquisition, improvement, and operation of shared parking facilities	• Marketing and promotion • Security • Streetscape improvements • Operating and maintenance of public improvements • Special events	• Capital facilities or ongoing services, such as: - school impact fee - mitigation fee (police, fire, park) - water meter installation - sanitation capacity charge - water system facility/backup facility charge	• Dedication of right-of-way streets and utilities • Provision of open space • Parks or landscape improvements • Schools and community facilities	• Backbone infrastructure

Table 11-7: Potential Financing Mechanisms - Developer / Property Owner / User (Cont'd)

DEVELOPER / PROPERTY OWNER / USER					
D. Funding Parameters	• Funds are typically collected concurrently with the annual business license tax or property tax bill, with varying formulas for retail vs. non-retail businesses, and residential vs. non-residential property • Parking in-lieu fees can be based on cost of off-site parking facilities	• Once established, annual BID fees are mandatory for businesses/properties located within the BID boundary • Business-based BID fees are collected with business license fees; property-based BID assessments are collected on property tax bills	• Fees are paid in the form of a specified amount as a condition to the issuance of building permits, an occupancy permit, or subdivision map approval	• Typically paid or committed as part of the development approval process	• Typically repaid from Community Facilities District (CFD) bond proceeds, and/or development impact fees collected from future developers

Analysis of Potential Adaptive Reuse Sites

APPENDIX A

Santa Fe Depot

Specific Plan Update

Analysis of Potential Adaptive Reuse Sites

Prepared for the City of Orange

Prepared by

The Arroyo Group

with

San Buenaventura Research Associates

December 2006

A. Introduction

This memorandum is an analysis of nineteen historic buildings within the Specific Plan area for adaptive reuse. This analysis includes a review of all the pertinent historical surveys completed for these buildings; a brief historical and architectural description; character-defining features, if any; suitability for adaptive reuse; and possible new uses for these buildings.

B. Selected Sites

These nineteen sites were selected on the basis of their status as contributors to the Old Towne Orange National Register District, field surveys, and input from City staff. Field surveys of the selected buildings were conducted by the consultant team and City staff over two days, October 30, 2006 and November 14, 2006. The fieldwork included a visual survey of exterior and interior (when available) character-defining features. The survey also ascertained the number of visible architectural changes that had occurred and if they were likely reversible. These sites are shown on the map on the following page.

A building-by-building analysis follows the map. The analysis for each building includes the following:

- Historical status as a contributor or non-contributor to the National Register District
- Brief history
- Architectural description of the building
- Character-defining features, exterior and interior
- Adaptive reuse suitability and possible uses

C. Limiting Factors

- The Specific Plan Update will determine the zoning for these properties; any adaptive reuse project shall conform to the adopted zoning and all associated development standards.

- A detailed evaluation by a licensed structural engineer of each building will need to be conducted before its final physical feasibility for adaptive reuse is determined.

- This analysis does not include a fiscal feasibility analysis for adaptive reuse of these buildings. The property owners will be responsible for any such analysis.

- Several of these properties may have hazardous materials issues, such as underground tanks, chemicals, etc. Future redevelopment would warrant additional environmental assessment.

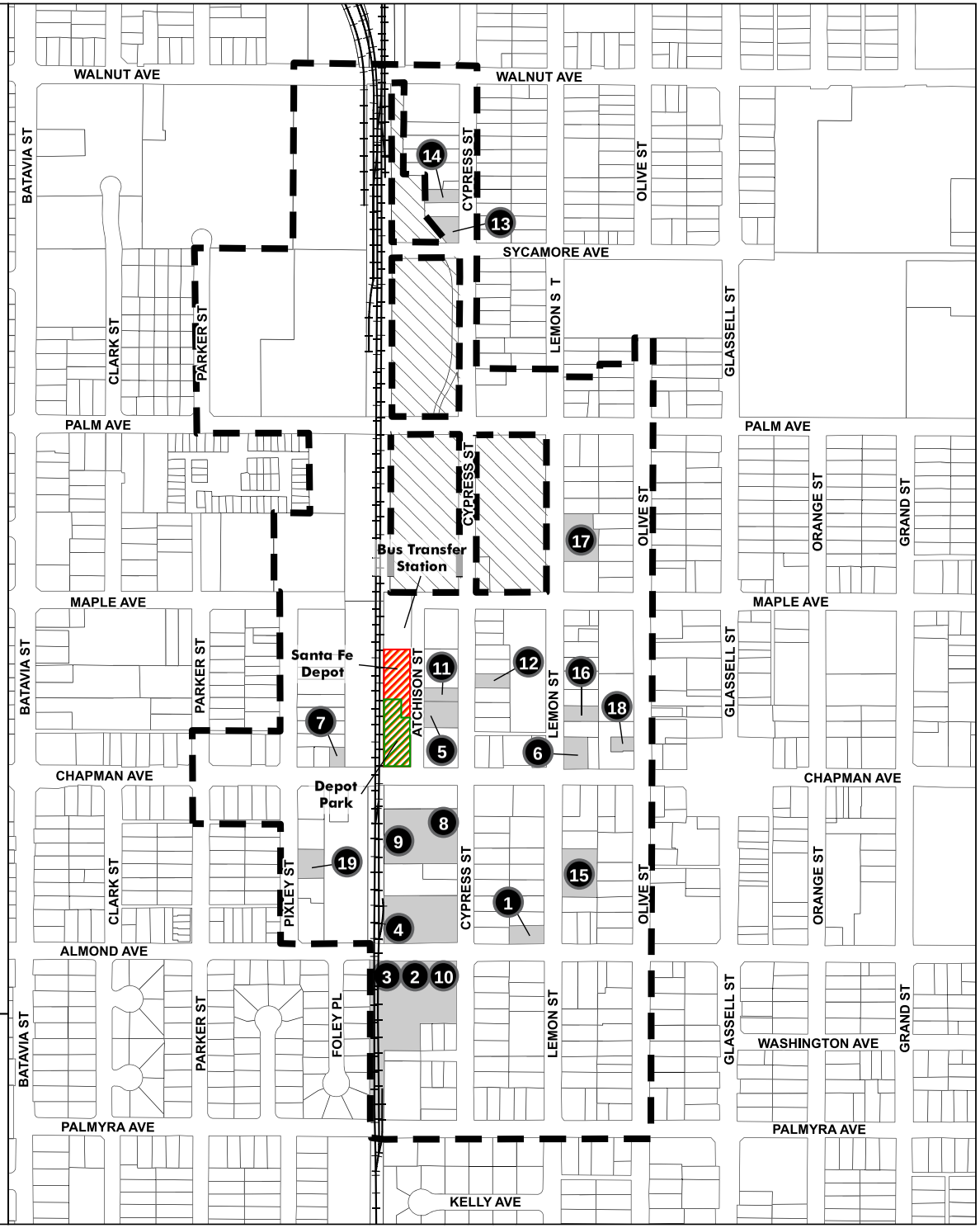
ADAPTIVE REUSE SITES

Legend

- Specific Plan Update Boundary
- Not a part of Santa Fe Depot Specific Plan

1. 305 West Almond Avenue
2. 422 West Almond Avenue
3. 426 West Almond Avenue
4. 527 West Almond Avenue
5. 109 North Atchison Street
6. 237 West Chapman Avenue
7. 535 West Chapman Avenue
8. 128 South Cypress Street (Building 1)
9. 128 South Cypress Street (Building 2)
10. 200 South Cypress Street
11. 142 North Cypress Street
12. 153 North Cypress Street
13. 418 North Cypress Street
14. 424 North Cypress Street
15. 143 South Lemon Street
16. 133-135 North Lemon Street
17. 233 North Lemon Street
18. 110-114 North Olive Street
19. 143 South Pixley Street

Santa Fe Depot SPECIFIC PLAN UPDATE



1) 305 West Almond Avenue

Left: side elevation showing addition and residence; right: front (eastern) elevation [14 November 2006]

Historical Status

Listed as a contributor to the Old Towne Orange National Register District.

History

The residence at the rear of the church was built circa 1900. In 1919 the lot was purchased with the intention to build the Free Methodist Church on the site and use the residence as a parsonage. The church building was completed in 1920. Sometime after 1950 an addition was made connecting the church to the residence. The building is presently vacant and up for sale.

Architectural Description

The main church building faces onto Lemon Street and features a prominent hipped roof second story corner tower that is open on the first story above the entrance and supported by square capped wood posts. The main body of the church is a one-story rectangular plan with a medium-high front gable roof and knee brackets under the front (eastern) and western elevations and exposed brackets under the overhanging eaves. The front elevation features three large wooden round arched windows topped with a keystone. The windows are divided into three parts with the upper round arched section containing stained glass windows. A fourth round arched half-window is located above the middle window. Under the gable is a round arched vent. Similar round arched windows are located on the side elevations with three windows on the southern elevation and four on the northern elevation. One of the windows on the northern elevation has been partially boarded up. The building is covered with medium-narrow horizontal clapboard siding and has a raised foundation.

The church building is connected to the residence by a flat roofed addition. A long open porch runs across the rear of the church and the house and has a hipped roof supported by square capped posts. The addition connecting the church to the residence features two solid double doors flanked by large rectangular sliding aluminum windows with flat wood mouldings. The siding matches the church building.

Interior: No access was obtained at the time of the site reconnaissance, so an inventory of distinctive interior features could not be conducted. Stained glass windows are major interior features, but the building may also feature a high ceiling and pulpit area.

The **residence** is one-story with a rectangular-plan and a hipped-gable roof. Eaves are boxed. The front entrance consists of a solid wood door flanked by large multi-paned wood windows on each side. The front porch features a wrought iron railing. The house is covered with wide horizontal wood siding and rests on a raised foundation. This residence, according to an historic photo, featured a truncated hip roof. The porch, front windows and roof-line have all been altered.

Interior: No access to the interior was obtained. Features that might potentially exist are a fireplace, ceiling and baseboard mouldings, high ceilings, paneled doors, door casings and hardware.

Character-defining Features

Church: round arched wood windows with stained glass, corner tower entry, brackets and eave treatment, wood siding. Interior features may be significant, but were not inventoried due to lack of interior access.

Residence: wood siding, hipped roof

Adaptive Reuse Suitability

The church has retained its architectural integrity and would be a candidate for adaptive reuse. The residence, while an older building, has been altered. However, the residence does not detract from the significance of the overall site and could still serve as an element of an adaptive reuse project together with the addition.

The proposed General Plan designation and Specific Plan zoning for these properties is low-density residential. If these designations were maintained, the church and the residence would be both good candidates for being reused as their original purpose – a church or other religious facility and residence respectively.

If zoning was not a consideration, the church itself could be reused for:

- other assembly-type uses such as a dance studio, museum, theatre, etc.
- a restaurant (like PJ Abbey's on the other side of Glassell), office space, or community uses such as a YWCA, community, youth or senior center, etc.
- An important consideration in any adaptive reuse project for the church should be to maintain the interior integrity of the assembly space.

Sources

Historic Resources Survey, 1990, 2005

Sanborn Maps, Orange, 1909, 1922

2) 422 West Almond Avenue

Left: rear (southern) elevation; right: front (northern) elevation [30 October 2006]

Historical Status

Listed as a contributor to the Old Towne Orange National Register Historic District.

History

This building was constructed circa 1925 as the office for the adjacent Orange Mutual Citrus Association Packing House. Another building was constructed behind the office after 1950. The packing house operation was closed around 1960. Since 1960 the packing house has been used to manufacture diving equipment and later it has served as a storage facility for the food share program operated by St. Vincent de Paul, called the Second Harvest Food Bank of Orange County.

Architectural Description

The building is designed in the Spanish Revival style with modest Mission Revival elements. The one-story square plan office building features a flat roof with a raised Mission style parapet and crenelated corners divided by a pent roof covered with Spanish tile. The symmetrical front elevation features a centered large recessed entrance surrounded by a raised plaster design. The entry is flanked on each side by a double hung wood window with six-over-six panes. A concrete sidewalk leads from the street to the front steps with a low plaster railing. The rear (southern elevation) consists of an entrance which has been partially enclosed with concrete steps and a wrought iron railing. All stairways are faced with glazed tiles. A second entrance, or possibly a pay window, located above a small concrete stoop has been filled in with board and batten siding. Two small double hung wood windows are located between the two porches.

The interior features an entrance lobby with a counter/reception area with small offices off the entry hallway.

Character-defining Features

Exterior: Mission style parapet roof, unglazed tiles on parapet and porch; recessed entry with raised plaster design, slightly recessed wood multi-paned windows, stucco surfaces.

Interior: Reception area with counter.

Adaptive Reuse Suitability

This building has retained nearly all of its original design features on the exterior. The interior is somewhat modified but retains its original lobby and counter with small offices in the balance of the building.

Any reuse of this building will most likely be part of a larger adaptive reuse project of the adjacent building (426 West Almond Avenue); for example, this building could be used as a common multi-purpose facility for a residential project.

Sources

Historic Resources Survey, 1991, 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update

3) 426 West Almond Avenue

Left: interior of former packing house; right: front (northern) elevation [30 October 2006]

Historical Status

Listed as a contributor to the Old Towne Orange National Register Historic District.

History

This building was constructed circa 1925 as the Orange Mutual Citrus Association Packing House. The packing house operation was closed down around 1960, when a new owner purchased the building. Since 1960 the packing house has been used to manufacture diving equipment and in later years it has served as a food distribution center for food share program operated by St. Vincent de Paul, called the Second Harvest Food Bank of Orange County.

Architectural Description

This long rectangular plan building is one and two stories in height, with a full basement. The front portion of the building features a high sawtooth roof with multi-paned wood windows. The front (northern) elevation features a raised Mission style parapet with decorative Spanish tile. Below the parapet, tall one-over-one double hung wood windows are symmetrically arranged in four pairs with arched reveals above the middle two pairs. The round arched double door entrance, at the east end of the front facade, is surrounded by quoins. Above the entrance is a scalloped recessed vent, which is repeated on the west end of the front facade. A row of small rectangular wood windows are located along the foundation where a second entrance leading to the basement is located.

The west elevation consists of a flat brick masonry wall broken by seven large symmetrically placed heavy wood raised bay doors with concrete lintels which served as loading areas for the railroad spur line, which has since been removed. Along the foundation are a row of rectangular wood windows. The eastern elevation also contains large wooden bay doors with concrete lintels. A depressed driveway ramp runs along this side of the building providing access to the basement. A raised concrete platform has been added over the ramp to provide access to the first floor.

The rear third of the building is two-stories in height with a flat roof. At the southern end of the building is a one-story section which originally contained the ice room and ice machine. This portion of the building as well as the front elevation are clad in plaster, whereas the rest of the building is exposed brick masonry. The building foundation is poured-in-place board-formed concrete.

Interior: The first floor is divided into several large sections based on its original use as a packing house. The front portion is used for offices and divided into small rooms. The exterior office wall is covered with narrow vertical wood board siding. Behind (south) of the office is a large open room with high ceilings and a sawtooth roof with multi-paned wood windows. Large wood trusses are supported with steel columns. The floor is wood with some areas covered with metal. The rear portion of the first floor, the original pre-cooling plant, features a wood truss ceiling supported by wood posts. The basement has concrete floors, wood posts and beams, an old refrigeration unit and a newly installed refrigeration unit (1990s), and an elevator.

Later additions include seismic retrofit elements, including steel wall and ceiling support brackets and reinforced beams.

Character-defining Features

Exterior features: Mission Revival style parapet, unglazed tiles on parapet and porch; recessed arched entry surrounded by quoins and a keystone medallion; scalloped recessed vents, recessed wood windows, some with faux arches, stucco and masonry surfaces; large wood loading doors with concrete lintels on east and west elevations.

Interior features: large open rooms with wood truss ceilings and steel beams; sawtooth roof with multi-paned windows; wood and steel floors; vertical board siding on office walls, brick masonry walls.

Adaptive Reuse Suitability

This building has retained a high degree of architectural integrity and would be a good candidate for adaptive reuse because of the significant number of architectural features and the large open interior spaces.

The Second Harvest Food Bank building, along with 422 West Almond Avenue, is a part of Opportunity Site 7. Loft-style residential units are a possible use for this building. One issue to be considered is the potentially high cost of adaptive reuse due to structural and seismic requirements for a residential use. Financial incentives may be necessary to make the project feasible. Another restrictive factor is the limited options for on-site parking to serve new uses in historic building(s); although the basement could potentially be used to provide most of the required parking.

Sources

Historic Resources surveys 1991, 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update

4) 527 West Almond Avenue

Left: interior view showing steel truss ceiling; right: front (eastern) elevation [14 November 2006]

Historical Status

This building is listed as a contributor to the Old Towne Orange National Register District.

History

This building was constructed between 1922 and 1950. Sanborn Maps indicate that its use in 1950 was as a truck repair facility. Its original use is unknown. It is presently used for storage for the St. Vincent de Paul Thrift Shop, also on the same property.

Architectural Description

This large single-story rectangular plan industrial building features a rounded roof supported by a steel truss system. The building is clad in corrugated metal with a metal roof. The front (eastern) elevation contains a large bay with a sliding overhead metal track door and another more recent roll-up steel door. The building facade is divided into two horizontal sections separated by an exterior steel band. Small rectangular multi-paned metal windows run across the upper section of the front and side elevations. Along the lower section are rows of larger multi-paned metal windows. On the north side is a low gable roofed steel-clad addition.

Interior: The interior features high ceilings with an open steel support system. The large open interior features some free-standing walls added to create office space. Floors are concrete.

Character-defining Features

Exterior: rounded roof structure; metal cladding, multi-paned windows and doors; large bay doors.

Interior: large open space with all steel truss ceiling support system, concrete floors, corrugated metal walls.

Adaptive Reuse Suitability

This building has retained its architectural integrity and would be a good candidate for adaptive reuse with its large, flexible open spaces.

The zoning for this site is under consideration at this time and will be either mixed-use or multi-family residential uses. In either case, any adaptive reuse of this building will likely be a part of a larger project on the rest of the property. The potentially high cost of adaptive reuse due to structural and seismic requirements for a residential use will be an important consideration. Financial incentives may be necessary to make the project feasible. The thrift shop for St. Vincent de Paul is a non-contributor to the district and any redevelopment of this property will most likely involve the demolition of the thrift shop structure.

Sources

Historic Resources Survey 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update

5) 109 North Atchison Street

Left: close-up of front (western) elevation; right: western elevation [30 October 2006]

Historical Status

Listed as a contributor to the Old Towne Orange National Register Historic District.

History

This small building was constructed as a transformer house or substation for the Edison Company between 1909 and 1922, probably around 1910. The prominent Mission Revival style parapet was seen in a number of Edison Company buildings both large and small. Between 1922 and 1950 a metal shed was attached to the eastern and northern elevations and used for storage. This is the configuration of the building today.

Architectural Description

The original one-story building is rectangular in plan with a prominent Mission Revival style parapet on the east and west elevations. The gable roof is covered with corrugated metal. The eastern elevation contains a segmented arched entrance door with keystone above and wood door with upper fixed glass pane. Adjacent to the door is a large segmented arched recessed two-over-two double hung wood window with keystone. The western elevation (although now enclosed) also contains a pair of double hung wood windows within a segmented arched opening with keystone. The building is clad in heavily textured concrete or plaster finish except for the band at the top of the parapet, keystones and door surround, all finished in smooth plaster. Attached to the north side of the building is a corrugated metal shed with a flat metal roof and a sliding overhead track door. A second metal addition is located on the western elevation. It has a gabled metal roof and metal sides with a raised metal parapet and a double door entrance onto Atchison Street.

The simple interior features a wood truss roof and concrete floor.

Character-defining Features

Exterior: Mission Revival style parapet, segmented arched openings, keystones, wood frame windows, heavy wood doors, heavily textured stucco or concrete walls.

Interior: exposed wood beams, concrete floor.

Adaptive Reuse Suitability

The attached corrugated metal sheds, although built between 1922 and 1950 for storage, do not contribute to the original architectural style of the Edison Company substation building. The metal has been pieced together and much of it is in a deteriorated condition. The removal of these additions would promote the visibility of the original building constructed circa 1910. This building, with its distinctive architectural style, would be a good candidate for adaptive reuse.

After the removal of the corrugated metal appurtenances, this building, as a stand-alone structure, could become an important element in the proposed Santa Fe Depot plaza/courtyard development. The Edison building could be convenience retail or a coffee shop, primarily serving Santa Fe Depot transit users, and accessed from the west.

Sources

Historic Resources surveys 1991, 2005

Myers, William A. *Iron Men and Copper Wires: A Centennial History of the Southern California Edison Company*. Glendale, CA: Trans-Anglo Books, 1983 & 1986 (revised).

Sanborn Maps, Orange, 1909, 1922, 1950 update

6) 237 West Chapman Avenue

Left: historical photo of Texaco Gas Station, circa 1935; right: front (southern) elevation [30 October 2006]

Historical Status

This building is not listed in the 1991 or 2005 Historic Resources surveys; however, it is mentioned in the context for Old Towne Orange National Register District.

History

The gas station and auto body shop was built probably during the late 1930s or early 1940s as a Texaco Service Center. The Modernist style became popular for gas stations during this period. Well known industrial designer Walter Dorwin Teague designed stations, like this one, for Texaco in 1937 and thousands were built. In 1948 the property became Hoffman Radiator.

Architectural Description

Two buildings are located on this property. The building which served originally as the gas station at the front of the lot is a one story rectangular plan building with a flat roof. A canopy, which would have originally covered the pump island, projects from the front of the building and is supported by metal posts. Three plain bands (originally painted green) encircle the building below the parapet. When the building was operated as a Texaco service station, red stars would have been featured above the bands and bold red lettering set off against a white background. The office portion of the building features fixed multi-paned steel windows. Adjacent to the office is an automotive repair bay of the station with a large bay door. The building is constructed of steel panels or clad in stucco. Floors are concrete. The only evident alterations to the building includes the apparent extension of the canopy. Additional metal posts may have been added underneath. A side window is partially covered with plywood. The canopies would have originally featured a Texaco pylon sign.

A second building at the rear of the lot was also built as part of the Texaco service station. This building is similar to the front building except that the canopy extends out at the end of the building and there are two bays with doors and a glassed in section of multi-paned fixed windows at the southern end. The building contains the three distinctive bands around the parapet and extending out around the canopy.

Character-defining Features

Exterior: Band of three streamlined stripes across the top of the building and onto the overhanging canopy supported by two thin metal posts; large fixed glass multi-pane windows surrounding the front and side; large bay doors.

Interior: No access to the interior of the building was available.

Adaptive Reuse Suitability

This building is essentially unaltered, except the changes mentioned above, which are easily reversed or corrected. It is a suitable candidate for adaptive reuse.

However, the property owner intends to maintain his current business, Hoffman Radiator. If the building did become available for reuse, the possible uses could include a restaurant, coffee shop, bakery, flower shop or other specialty retail use. The small floor area and site configuration of the two structures may be limiting factors in any redevelopment of this site.

Sources

Leibs, Chester. Main Street to Miracle Mile: American Roadside Architecture. Boston: Little, Brown & Co., 1985.

Old Towne Orange National Register District, historic context statement.

Sanborn Maps, Orange, 1909, 1922, 1950 update

luckymojo.com

7) 535 West Chapman Avenue

Left: side (eastern) elevation; right: front (southern) elevation [30 October 2006, 14 November 2006]

Historical Status

This building has been determined to be individually eligible for listing on the National Register.

History

Residences of this style, a transition between the late Queen Anne Victorian and Colonial Revival, were built primarily between 1895 and 1905. This residence was probably moved onto this property between 1909 and 1922, as it does not appear on the 1909 Sanborn map and first appears on the 1922 Sanborn. The original location and owner of the house are unknown.

Architectural Description

The two-story residence has an irregular plan and tall side-facing gable roof with an intersecting cross gable. The gable ends feature returns and the eaves are closed. The front portion of the cross gable roof is divided into two parts with the lower half creating a polygonal bay window and the second story featuring a balcony. A porch is located on the west side of the front elevation and is supported by two wood posts with decorative carved brackets. A portion of this porch has been enclosed where it once wrapped around the house. A second entry with a shed roof porch is supported on the western elevation by a single square capped wood post. Windows are a combination of fixed or double-hung wood windows arranged individually or in pairs or threes with wood mouldings. The front bay window has diamond panes in the upper portion. The house is covered with medium width horizontal wood siding and rests on a raised foundation with a vertical board skirt. A gabled dormer window is located above the wrap-around porch. A brick chimney punctuates the roof line.

Exterior alterations include a second floor exterior stairway, a room added beneath the stairway, and new door and windows to the rear elevation. The porch on the front elevation would probably have originally featured a balustrade. A second-story window or door has been in-filled with a wood panel. The front first floor of the house on the west side has been covered with what appears to be asbestos siding possibly when the porch was partially enclosed. A metal railing has been added to the side porch.

Interior: The house retains the original high 12 foot ceilings and picture moulding on some of the walls. The five-paneled wood doors retain some of the original hardware and door casings with bulls-eye corner mouldings. The tall wood baseboards are also intact. A built-in buffet, probably originally a pass-through to the kitchen, is located in what

was the original dining room. Other historic architectural features may remain in the living room, possibly including a fireplace, but access to this area was denied at the time of the site visit.

Character-defining Features

Exterior: irregular plan and roof lines, eaves, porches, windows and mouldings, siding, bay windows, balcony, wrap-around porch (modified), columns with brackets.

Interior: high ceilings, picture mouldings, baseboards, doors and hardware, built-in sideboard.

Adaptive Reuse Suitability

The design integrity of this building is good, with exception of alterations to siding and windows on the rear elevation. The interior retains many of its character defining features, except where doors have been blocked as a result of its conversion into a multi-family residence. Most of these alterations are probably readily reversible. This building is a suitable candidate for adaptive reuse.

This structure is a good candidate for conversion to professional offices and/or specialty retail use. If relocated to an appropriate site in a more suitable residential neighborhood, the structure could be restored as a single-family residence.

Sources

Historic Resources surveys 1991, 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update

8) 128 South Cypress Street

Building 1

Left: interior reception area; right: front (eastern) elevation [14 November 2006]

Historical Status

This building is listed as a contributor to the Old Towne Orange National Register District.

History

This office building was constructed between between 1912 and 1922 as an office for the adjacent packing house which was built circa 1912 for the Foothill Valencia Growers and reorganized in 1923 as Red Fox Orchards. In 1928 Red Fox merged with McPherson Heights to become Consolidated Orange Growers and is believed to be the last surviving wooden packing house in Orange County today. The packing house operation closed down in the 1960s. Between the closure and 1981 the building was occupied by a textile company. In 1981 the present owner converted the building to a party supply store and it retains this use today.

Architectural Description

The small one-story office building is square in plan except for the small addition at the rear of the building. The roof is flat with a raised parapet decorated with a narrow raised stucco band across the top and two narrow bands below. This same detail accents the recessed front porch. Concrete steps lead up to the centered opening which features a large wood and glass door and two sidelights with a glass transom across the top. Large rectangular fixed wood windows flank the entry. The windows feature leaded glass in the upper panes. The side windows are wood one-over-one double hung and slightly recessed. The building and rear addition are stucco clad. Sanborn Maps indicate the building is constructed of hollow clay tile. The foundation is raised.

Interior: The interior features an entrance lobby. The reception area is partially enclosed with windows featuring opaque textured glass and a counter faced with board-and-batten siding. The two front rooms retain the original high ceilings. The crown mouldings were added by the present owners. The ceilings in the remaining rooms are also high and feature original wood mouldings. The interior doors feature crown mouldings and transoms. Some of the doors have the textured glass in the upper half and one door features what appears to be an original hand-lettered sign painted on opaque glass. Additional features include the large built-in safe, a wood workbench with drawers and tall baseboard mouldings.

Character-defining Features

Exterior: windows, entrance with glass door, sidelights and transom, simple band decoration, raised parapet.

Interior: reception area with counter, baseboards and ceiling mouldings, doors with crown mouldings and original textured glass and glass sign, safe, workbench with drawers.

Adaptive Reuse Suitability

The office retains what appears to be all of its historic architectural features on both the exterior and interior. The building is especially suitable for adaptive reuse and retains a great deal of character on the interior from when it was used as a packing house office. It also features the paymaster's window, safe and workbench relating to the former use.

Any reuse of this building will most likely be a part of a larger adaptive reuse project of the packinghouse on the site (Building 2). This building could be used for a variety of purposes including, specialty retail, offices, or a common multi-purpose facility for a residential project.

Sources

Historic Resources surveys 1991, 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update

www.cityoforange.org/localhistory

9) 128 South Cypress Street

Building 2

Left: interior of former packing house; right: front (eastern) elevation [14 November 2006]

Historical Status

This building is listed as a contributor to the Old Towne Orange National Register District.

History

This packing house was built circa 1912 for the Foothill Valencia Growers and was reorganized in 1923 as Red Fox Orchards. In 1928 Red Fox merged with McPherson Heights to become Consolidated Orange Growers and is believed to be the last surviving wooden packing house in Orange County today. The packing house operation closed down in the 1960s. Between the closure and 1981 the building was occupied by a textile company. In 1981 the present owner converted the building's use to a party supply store, the use it retains currently.

Architectural Description

This large rectangular plan building is one-story in height with a basement. The tall building exhibits a combination of roof forms including a sawtooth roof system in the rear half of the building. The front portion of the building, a later addition made between 1922 and 1950, is a combination of flat and low gable roofs. An extension, creating an L-plan on the southern end of the front of the building, was built after 1950. The front (eastern) elevation features a row of raised bays with wood sliding doors across the front which serve as loading platforms. A row of paired fixed wood windows with plain wood mouldings angled at the upper corners are located across the upper portion of the building, below the parapet wall.

Along the sides and rear of the building are a number of wood windows and large bay doors. The windows are a combination of fixed or double-hung with plain wood mouldings. The building is covered with wide horizontal wood siding and has a raised foundation. The addition at the front southern corner of the building was originally clad in stucco. After 1981, wood siding salvaged from another demolished packing house was added to the majority of the addition. At the rear corner of the building is a truck scale. Railroad tracks run along the rear of the building.

Interior: The main floor of the packing house is a large open space with a wood truss system and sawtooth ceiling. Interior partitions have been added to accommodate the new use. Floors are wood and one room features a wood paneled office. The basement is characterized by a concrete floor and both concrete and peeled log posts and wood beams. There is also an elevator and basement stairway in the building.

Character-defining Features

Exterior: wood siding, sawtooth roof with single pane windows; windows and bay doors.

Interior: large open spaces, tall wood truss system, wood floors, wood paneled office, elevator, log posts in basement.

Adaptive Reuse Suitability

The main portion of the packing house building was completed before 1950. The date of the front addition is uncertain, but was after 1950. None of the additions or alterations have substantially compromised the character defining features of the building. It would make a suitable candidate for adaptive reuse. On the interior, many of the free-standing walls, added after 1960, could be easily removed to create a large open space.

The Party Prop building, along with Building 1, is a part of Opportunity Site 8 and is being considered for mixed-use zoning. This building could be reused as office space, cultural venue such as a gallery, artisan businesses and other specialty uses. Loft-style residential units are also a possible use for this building. The potentially high cost of adaptive reuse due to structural and seismic requirements for a residential use will be an important consideration. Financial incentives may be necessary to make the project feasible. Another restrictive factor is the limited availability for on-site parking.

Sources

Historic Resources surveys 1991, 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update

10) 200 South Cypress Street

Left: historic photo; right: front (eastern) elevation [14 November 2006]

Historical Status

This building is listed as a contributor to the Old Towne Orange National Register District.

History

This building was constructed circa 1924 and housed the Thistle Towel Company and the West Coast Textile Company. By 1931 it became known as the Eltiste Textile Mills and in its last years in the mid-1930s, it was known as the California Textile Mills. It has had several owners since that time including the Nucleus Argosy Corporation and at present the Pacific Tile Marble and Tile Company. The building is presently used for tile storage.

Architectural Description

This one-story rectangular plan building features a sawtooth roof with a raised parapet. On a corner lot, the main elevation of the building faces onto Cypress Street. The building is divided into a number of bays separated by brick pilasters on both the eastern (front) elevation and northern (side) elevation. The corner front entrance has a round arched opening flanked by pilasters. The original doors appear to have been glass, but have been changed to solid wood doors, with sidelights and a radiating arched glass window above. The windows on either side of the entry and along Almond Street contain groupings of fixed wood windows with the upper windows being hinged. The windows south of the main entrance were all multi-paned opaque wood windows with some hinged. A large modern bay door slides open on a overhead track on the eastern elevation. The bulkheads are brick and the cornice is covered with plaster. At the rear of the building are large metal track doors opening onto loading docks. This rear portion of the building has an L-plan with a flat roof. Currently, over half of the window openings have been covered with wood panels but the original windows appear to exist underneath. Iron bars cover the remaining wood windows.

Interior: The large open interior is characterized a simple sawtooth roof and wood posts. An enclosed office is located near the entrance at the corner of the building. The floor is concrete. Portions of the interior have been enclosed with sheet-rock walls. A small second floor is located at the rear of the building with a skylight.

Character-defining Features

Exterior: brick walls, sawtooth roof with multi-paned windows, continuous rows of windows, arched entry with sidelights.

Interior: large open spaces**,** wood posts and beams, wood siding on some walls and ceilings.

Adaptive Reuse Suitability

This building could be easily brought back to its original appearance by removing the wood panels on the exterior windows and the sheet-rock partitions on the interior. It would make a good candidate for adaptive reuse.

This building could be adaptively reused as loft-style residential units. Another potential reuse is artists' live-work units that would take advantage of the high ceilings and the wonderful north light coming in from the saw-tooth roof skylights.

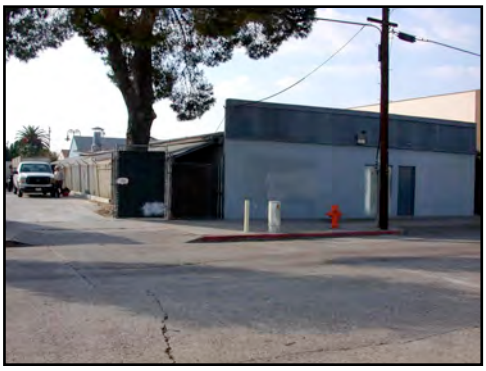
Sources

Historic Resources surveys 1991, 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update

www.cityoforange.org/localhistory, photo database

11) 142 North Cypress Street



Left: side (southern) elevation; right: front (eastern) elevation [30 October 2006 & 14 November 2006]

Historical Status

This building is listed as a contributor to the Old Towne Orange Historic District.

History

This building was constructed after 1950 in its present configuration. Prior to to its construction, a smaller storage building was located on the site as well as a smaller building in the rear used as a cabinet shop. These buildings were very likely used by the Clement Lumber Company in this location from 1909 through 1950. Since 1950 significant alterations to the front elevation and additions have occurred. It now contains an automotive use.

Architectural Description

This long rectangular plan building has a raised wood parapet creating a false front above a nearly featureless stucco-clad facade interrupted by a single solid wood door with an adjacent rectangular multi-paned steel window. Behind the false front is a corrugated metal gable roof and at the rear is a cross-gabled roof where the two buildings are attached. The sides of the building are corrugated metal.

Interior: The interior of this building originally was open with a wood truss ceiling. Currently it is partitioned into several rooms for a new use.

Character-defining Features

Exterior: corrugated metal siding.

Adaptive Reuse Suitability

This building has sustained numerous additions, with the last addition probably occurring at the front of the lot. The stucco surface and raised wood parapet on the front elevation are somewhat recent alterations. Because the the front elevation as well as the interior have been irreversibly altered, adaptive reuse of this building would be a low priority.

Sources

Historic Resources Survey 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update

12) 153 North Cypress Street

Left: interior showing wood truss ceiling; right: front (western) and side (southern) elevations) [30 October 2006]

Historical Status

This building is listed as a contributor to the Old Towne Orange National Register Historic District.

History

This building was constructed between 1922 and 1950, probably around 1928. Sanborn Maps show its use in 1950 was as a storage building and the rear portion was used as an auto parts warehouse. The present Blake and Nation sign on the side of the building states: "Orange's Oldest Body Shop Since 1952."

Architectural Description

This one-story long rectangular plan building features a wood truss roof and four skylights with a raised parapet across the front (western) elevation. The front elevation contains a centered sliding large bay door into the auto repair portion of the building and an office entrance surrounded by aluminum framed fixed glass panes and door. This entrance was probably changed in the 1950s and may have originally been a window similar to the large wood multi-paned fixed window north of the bay door. The window has been painted over. An open shed roof addition is located on the northern elevation. At the rear of the building is another open shed roof addition extending lengthwise from the rear corner of the building, both constructed after 1950. A large bay opening with a sliding wood door is located at the rear of the building. The building is constructed of brick masonry and the floor is concrete.

Interior: Interior features include primarily a large open space with a wood truss roof. Portions of the interior have been partitioned for office and storage use.

Character-defining Features

Brick masonry siding, raised parapet, large bays with sliding doors, wood truss ceiling.

Adaptive Reuse Suitability

This building has retained most of its architectural integrity. The main front elevation alteration is the aluminum frame window and door entry, but this was probably done in the 1950s and may now be over fifty years of age. The later side and rear shed roof additions are easily removed in order to better view the original brick. This building is a good candidate for adaptive reuse.

However, the current business, Blake Body Nation, operated by a family, has expressed a desire to maintain that use. This building contributes to the industrial feel of the area. If the building did become available for reuse, the possible uses include restaurant uses, coffee shop, bakery, or other specialty retail uses, as this building will be directly across from the proposed Santa Fe Depot plaza/courtyard and an active part of the Cypress Street retail frontage. It could also become a part of a larger development on that entire block.

Sources

Historic Resources Survey 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update

13) 418 North Cypress Street

Left: rear of property; right: front (eastern) elevation [14 November 2006]

Historical Status

This building according to the 2005 Survey is considered a non-contributor within the Old Towne Boundary.

History

This site is known as the Lemus home and Simon Luna Market. This neighborhood has historic importance as the settlement for many of the Mexican immigrants who came to Orange and worked in the nearby packing houses and orchards. The property consists of two joined buildings, a commercial building with a residence attached at the rear and a second attached commercial building. The house may date from the 1920s or earlier with the market added between 1922 and 1950. The 1950 Sanborn Map shows the building on the south as an accessory building. Sometime after 1950 these two buildings were joined together and the accessory building became part of the grocery store. At that time additions were made at the rear of both buildings.

Architectural Description

The northern portion of the two joined buildings features a false front over an entryway flanked by windows on each side. Another opening has been boarded up. Behind the false front is a gable roof. The front and side of the building are clad in stucco, and the rear residence portion is clad in horizontal wood siding. Windows on the residential rear section are wood-frame one-over-one double hung with plain wood mouldings. This building rests on a raised foundation.

The adjoining building on the south features a side-facing gable roof with shallow eaves. A five-paneled door is located at the corner where it is attached to the adjacent building and to the south is a boarded-up window. The front of this building is stuccoed, while the balance is covered with wide horizontal wood siding. On the side (southern elevation) are two double-hung wood windows with two small windows under the gable peak. Numerous shed roof additions were attached to the rear of both buildings.

Character-defining Features

The front of the market has been altered, possibly with stucco siding over wood, boarded-up windows and extensive additions. It is difficult to inventory character-defining features on this building. No photos were found to indicate how the front of the building may have looked when the grocery store was first built. The only features currently extant

which indicate its use as a commercial building is the false-front and the double doors. The rear residential portion retains its original wood siding and windows.

Adaptive Reuse Suitability

Because of the many alterations and additions to the building and its deterioration due to vacancy, these buildings may not be good candidates for adaptive reuse. It is unknown if the application of the stucco over the wood siding is reversible and it is possible the stucco may be original. If historic photos could be located, restoration of the main elevations might be feasible.

No character defining features could be assessed on the interior due to lack of access. The 2005 Survey evaluated this property as a non-contributor to the Old Towne Orange Historic District, but also identified the property as one of the few remaining businesses associated with Mexican settlement. These may be the only commercial buildings in Orange associated with this historical theme. However, lacking more complete historical information, it is difficult to determine whether these buildings should be considered as candidates for possible restoration and reuse.

Sources

Historic Resources Survey 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update

14) 424 North Cypress Street

Left: historic photo showing tower: right: front (eastern) and side (southern) elevations [14 November 2006]

Historical Status

This building is listed as a contributor to the Old Towne Orange National Register District.

History

This building was constructed circa 1925 as the Methodist Mexican Church. In later years, it became a community center for the surrounding Mexican population called the Friendly Center. A large number of historic photographs of this building can be found in the Orange Public Library Local History Collection. When the Friendly Center moved to another office in Orange, the building was apparently converted to another use.

Architectural Description

This one-story rectangular plan building has a flat roof with a raised parapet. The building is covered with stucco and rests on a raised foundation. The entry features a Mission style curved parapet with a recessed segmented arched opening. Tiled steps lead up to double doors. Multi-paned wood windows are located on either side of the entry and along the sides of the building. The front (eastern) elevation features shallow projecting overhangs over the tops of the windows, probably added when the original one-over-one double hung windows with wood mouldings were replaced with modern multi-pane units with faux mullions. A bell tower and bell on the roof above the arched opening was removed. The original paneled wood doors were replaced with solid wood doors. The dates of these alterations are currently unknown.

Character-defining Features

Exterior: Mission style parapet and entry, symmetrically placed windows, stucco siding, clay roof tiles.

Interior: These features are undetermined since access was not available at the time of the site visit.

Adaptive Reuse Suitability

This building would be a good adaptive reuse candidate. Although windows and doors have been modified, they have been done, for the most part, within the original openings. The changes are not irreversible. The building could be restored given the number of historic photographs available.

The Friendly Center building could be retained as a single-family residential use. However, given the historic and cultural significance of the original structure and use, it may be appropriate to restore the building to a community use.

Sources

Historic Resources surveys 1991, 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update

(www.cityoforange.org/localhistory) This is a copy of a copyrighted photograph in the book *From over the border; a study of the Mexicans in the United States* by Vernon Monroe McCombs, published in 1925 by the Council of Women for Home Missions and Missionary Education Movement, New York. The author was Superintendent of the Latin American Mission of the Methodist Episcopal Church and founder of the Friendly Center.

15) 143 South Lemon Street

Left: interior of Legion Hall; right: front (western) elevation [30 October 2006]

Historical Status

Listed as a contributor to the Old Towne Orange National Register District.

History

The American Legion Clubhouse, Post 132, was dedicated June 3, 1928. Post 132 organized in 1919, but met in the Orange City Hall basement until the new building was constructed. It is still used by the Legion today. The large flagpole in front of the building was said to be donated to the American Legion by the Orange High School around 1937.

Architectural Description

This Spanish Colonial Revival style building features a front two-story section with a side-facing medium gable tile roof and a rear one-story hip roofed section, forming a long rectangular plan. The front elevation features a large round arched recessed entrance with keystone surrounded by rusticated stone forming pillars on either side of the entry. The entrance is raised with approximately eight steps and a low railing leading up to the front door. Located in the recessed porch is an elaborate drinking fountain attached to the building. Multi-paned wood windows are symmetrically placed on either side of the entry and across the second floor. A plaster frieze divides the first and second floors. A pair of French doors open onto a small wrought iron balcony located on each side of the front entrance. A tall chimney topped with clay tiles is located on the north elevation. A second small entrance is located on the front elevation at the southern end. Windows on the side elevations are one-over-one double hung wood multi-panes. The building is covered with a textured plaster finish.

Interior main floor. The entrance lobby has beamed ceilings with decorative capitals. Wood floors have an inlaid wood sign with the name of "Post 132." The arched openings in the lobby lead to a large hall with a high coved ceiling. Ceiling tiles were a later addition. A raised stage with a wooden stairway at each end is located at the east end of the room along with the kitchen and dressing area. The kitchen retains original floor to ceiling wood cupboards.

Second floor. At the northern end of the clubroom is a fireplace and mantle; built-in shelves and trophy cases; decorative ceiling grilles; and wood floors.

Basement. The basement was converted into a bar and restaurant area for Legionnaires.

Character-defining Features

Exterior: clay tile roof, arched entrance and surrounds, multi-paned wood windows, balconies, textured plaster finish, lighting fixtures, fountain.

Interior: beamed ceiling with decorative capitals, wood floors and inlaid sign; arched openings; high coved ceilings, stage; fireplace; built-in shelves, trophy cases, decorative ceiling grilles, wood floors, textured plaster walls.

Adaptive Reuse Suitability

This building has retained its original architectural character both inside and out. It is a good candidate for reuse.

The American Legion building is still fulfilling its original use and will most likely continue to do so for the foreseeable future.

Sources

Historic Resources surveys 1991, 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update

(www.cityoforange.org/localhistory), photo database

16) 133-135 North Lemon Street

Left: interior showing truss roof system; right: front (western) elevation [14 November 2006]

Historical Status

This building according to the 2005 Survey is considered a non-contributor within the Old Towne Boundary.

History

This building was constructed between 1922 and 1950, possibly in 1946. The Sanborn Map shows its use as a hay and grain warehouse on one side and a fuel warehouse on the other side. Its present use is an auto repair center.

Architectural Description

The one-story rectangular plan building features a medium-low front gable roof. The front (western) elevation features a large bay entry door for automobiles. On one side of the door is a wide fixed narrow window and on the other side is a large closed-up window. The foundation is raised concrete with a ramp leading into the building. The building is covered with corrugated metal siding. At the rear of the building are two open additions with metal roofs and steel supports.

Interior: The interior features a wood truss ceiling with skylights supported by steel posts. Floors are concrete and feature a grease pit. Near the front of the building is a walled-in office. Other partitions have been added near the front to create divisions for storage. These appear to be more recent additions.

Character-defining Features

These features include the corrugated metal siding, wood truss roof, steel posts, concrete ramp, grease pit, and large bay door.

Adaptive Reuse Suitability

This building would be a good adaptive reuse candidate. Although the windows have been modified, these changes have occurred, for the most part, within the original openings. The changes are not irreversible. The interior partitions could be removed, thus recreating the original open space that once existed when the building served as a grain warehouse.

If this building becomes available for reuse, the possible uses include restaurant uses, other specialty retail uses, or an art gallery that could take advantage of the large, open floor-plate. It could also become a part of a larger development on that entire block.

Sources

Historic Resources Survey 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update

17) 233 North Lemon Street

Left: interior showing truss roof system; right: front (eastern) elevation [14 November 2006]

Historical Status

This building is listed as a contributor to the Old Towne Orange National Register District.

History

The first building on this site was constructed in 1912 for the Orange Contracting and Milling Company. It housed a mill and office. Between 1914 and 1950 several large additions were made to the property, which now takes up nearly half a city block. The company was the major builder in Orange during this time period. Today the property is an auto repair shop. A photograph of the business was featured on page 71 of *Beautiful Orange Homes*, a promotional brochure from the early 1920s featuring examples of design and construction by the Orange Contracting & Milling Company.

Architectural Description

This property appears to consist of three or four one-story long rectangular plan corrugated metal buildings with front gable roofs connected by a single false front. One very large bay door slides on an overhead track. A smaller entry door adjacent and a second bay door are located to the south. The portion of this building at the southern end of the block was the first to be built, and it retains a portion of its original false front, although the front doors and windows have been removed and covered over with corrugated metal, the outlines just barely visible. Along the side (southern) elevation of this last building (built 1912) the original wood sash multi-paned windows remain. A smaller metal building at the rear of the lot runs in a north-south direction.

Interiors: Each of the individual buildings retain their own wood truss roof system and have concrete floors. One of the building's roof system features a roof monitor. Some partition walls have been constructed throughout the buildings. It is uncertain if these walls date from the buildings' use as a mill. The floors are concrete and roof is corrugated metal.

Character-defining Features

Exterior: false front, corrugated metal siding, large bay doors, windows.

Interior: large open interiors, wood truss systems, wood posts, concrete floors.

Adaptive Reuse Suitability

These three (or four) interconnecting buildings have retained their original roof truss systems. The building on the south has retained some of its original windows and doors on the southern elevation although some of the windows and doors have been removed. Only the openings remain, on which metal bars have been added. This building exhibits deterioration of the corrugated metal. This site is historically important because of its history as the lumber mill where many of Orange's homes originated. The buildings are good candidates for adaptive reuse. Historical photos exist documenting the original facade, and the buildings could be feasibly resided.

If this building becomes available for reuse, the possible uses include restaurant uses, other specialty retail uses, or an art gallery that could take advantage of the large, open floor-plate. Residential uses are unlikely, given the nature of construction and lack of on-site parking opportunities.

Sources

Historic Resources Survey 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update

(www.cityoforange.org/localhistory), photo database

18) 110-114 North Olive Street

Left: Side (northern) elevation; right: front (western) and side (southern) elevation [30 October 2006]

Historical Status

This building was determined a contributor to the Old Towne Orange National Register Historic District.

History

This building was constructed between 1905 and 1909 and was used as a storage shed. Between 1909 and 1922 a rear portion was added to the building, extending to the back of the lot. This portion of the building was used for hay storage.

Architectural Description

The one-story rectangular plan building features a high gable roof covered with corrugated metal with a false front, covered with either metal or wood. The front (east) elevation is covered with board-and-batten siding with brick below the large new reflective glass fixed windows. A modern aluminum double-door is located between the two windows. Over the front of the building is a projecting metal canopy.

A louvered window with wood frame and a sliding door are located on the southern elevation. The rear and sides of the building are covered with corrugated metal siding.

Interior: Interior features include an open wood truss ceiling, which is presently being altered into office space with a dropped ceiling and individual offices partitions added.

Character-defining Features

Exterior: corrugated metal siding, false front.

Interior: wood truss ceiling (this feature was in the process of being hidden by a suspended ceiling).

Adaptive Reuse Suitability

This building has undergone a number of alterations. The front elevation exhibits many alterations with the addition of wood siding, brick bulkhead and changes to windows and doors. The interior is being modified at present to serve as

an office. It appears that the wood truss roof will be covered over and the original large open space will be divided into offices. Because of the numerous changes to this building it is less suitable for adaptive reuse.

Sources

Historic Resources surveys 1991, 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update

19) 143 South Pixley Street

Left: wood truss system; right: front (western elevation) [30 October 2006]

Historical Status

This building has been determined to be individually eligible for listing on the National Register of Historic Places.

History

This building was constructed between 1922 and 1950, probably circa 1930. Its use was listed as "auto wrecking" in 1950. The rear open portion of the building existed in 1950. For the last several years the building has housed the Truck Lubrication Company.

Architectural Description

This rectangular plan one-story wood-frame building features a pressed tin Western false front with a stepped parapet. The roof is medium gable of corrugated metal. The large front bay opening features a corrugated metal sliding door with a fixed wood sash window on either side. A decorative wood shelf moulding with wood brackets is found above each window. On the side (southern) elevation is a large bay opening with a modern sliding metal door. The exterior siding of the building and the roof is corrugated metal. An open shed roof addition supported by wood posts is attached to the rear of the building.

Interior: The building is open on the interior with a simple wood truss roof. A wooden workbench is located along the back wall. Walls are corrugated metal and floors are concrete.

Character-defining Features

Pressed tin front facade, wood truss roof, wood work bench, corrugated metal siding, large sliding front bay door and windows; large interior open space.

Adaptive Reuse Suitability

This building has retained its architectural integrity and would be a good candidate for adaptive reuse.

If this building becomes available for reuse, the possible uses include office uses, specialty retail uses, or an art gallery that could take advantage of the large, open floor-plate. Residential uses are unlikely, given the nature of construction and lack of on-site parking opportunities.

Sources

Historic Resources surveys 1991, 2005

Sanborn Maps, Orange, 1909, 1922, 1950 update