



# Planning Commission Agenda Item

May 7, 2012

**TO:** Chair Steiner and  
Members of the Planning Commission

**THRU:** Leslie Aranda Roseberry  
Planning Manager

**FROM:** Anna Pehoushek, AICP, Principal Planner

## SUBJECT

**PUBLIC HEARING:** Draft Ordinance No. 8-12, an Ordinance adopting the updated boundaries and provisions of the Santa Fe Depot Specific Plan Update; Draft Ordinance No. 9-12, an Ordinance adopting Zone Change No. 1255-09, changing zoning on parcels within the boundaries of the proposed Santa Fe Depot Specific Plan Update; and Environmental Impact Report No. 1820-09.

## SUMMARY

The proposed Santa Fe Depot Specific Plan Update represents the first update to the original 1993 Santa Fe Depot Specific Plan. The update expands the size of the 1993 Santa Fe Depot Specific Plan planning area by approximately 60 acres, from 42.8 acres to 101.6 acres.

The proposed Specific Plan Update sets forth updated zoning, along with refreshed programs for circulation and parking, urban design, infrastructure, and design guidelines for historic buildings. It builds upon those elements of the 1993 Specific Plan that were successfully implemented, and charts a proactive and strategic course for accommodating property transitions and context-sensitive growth in a manner that establishes the Depot District as a distinctive Old Towne neighborhood, while also improving its integration with the larger historic district.

Zone Change No. 1255-09 changes zoning on all of the 216 parcels in the proposed Specific Plan area. The zoning has been designed to establish consistency between properties in the proposed Specific Plan area and the City's 2010 General Plan in accordance with state planning law (Government Code Section 65860).

Implementation of the Specific Plan Update would yield an additional 246 residential units and approximately 102,000 square feet of non-residential uses on 11 likely-to-develop sites within the Specific Plan Update area beyond existing conditions, within the planning horizon year of 2020.

**RECOMMENDED ACTION**

- (1) Adopt Planning Commission Resolution No. PC 21-12 entitled:

**A RESOLUTION OF THE PLANNING COMMISSION RECOMMENDING CITY COUNCIL (A) CERTIFICATION OF THE FINAL PROGRAM ENVIRONMENTAL IMPACT REPORT (PEIR) NO. 1820-09 (SCH #2009101033) FOR THE SANTA FE DEPOT SPECIFIC PLAN UPDATE AND RELATED ORDINANCE AMENDMENT AND ZONE CHANGE NO. 1255-08, (B) ADOPTION OF FINDINGS OF FACT AND STATEMENT OF OVERRIDING CONSIDERATIONS, AND (C) ADOPTION OF A MITIGATION MONITORING PROGRAM**

- (2) Adopt Planning Commission Resolution No. PC 19-12 entitled:

**A RESOLUTION OF THE PLANNING COMMISSION RECOMMENDING CITY COUNCIL APPROVAL OF ORDINANCE NO. 8-12 OF THE CITY COUNCIL OF THE CITY OF ORANGE ADOPTING THE SANTA FE DEPOT SPECIFIC PLAN UPDATE**

- (3) Adopt Planning Commission Resolution No. PC 20-12 entitled:

**A RESOLUTION OF THE PLANNING COMMISSION RECOMMENDING CITY COUNCIL APPROVAL OF ORDINANCE NO. 9-12 OF THE CITY COUNCIL OF THE CITY OF ORANGE ADOPTING ZONE CHANGE NO. 1255-09 TO ESTABLISH THE SPECIFIC PLAN ZONING DESIGNATIONS FOR PROPERTIES WITHIN THE BOUNDARIES OF THE SANTA FE DEPOT SPECIFIC PLAN UPDATE**

- (4) Provide staff direction regarding the proposed Santa Fe Depot Specific Plan Update zoning for the property located at 130 South Lemon Street.

**AUTHORIZATION/GUIDELINES**

Orange Municipal Code (O.M.C.) Section 17.10.020 requires City Council approval of ordinance amendments, but also establishes procedures by which the Planning Commission reviews ordinance amendments and makes recommendations to the City Council.

## **PUBLIC NOTICE**

Public notice of the proposed Ordinance Amendments and Final Environmental Impact Report was published in the Orange City News newspaper on April 26, 2012. Both property owners and occupants of individual properties within the proposed Specific Plan Update boundaries received direct notification. Notices were also mailed to public workshop participants and interested parties (e.g., Old Towne Preservation Association, Orange Barrio Historical Society). A total of 1,190 notices were mailed. Properties were not posted due to the area-wide nature of the Specific Plan Update. Hearing notices were also posted at City Hall and Library posting locations.

## **ENVIRONMENTAL REVIEW**

**Environmental Impact Report:** An Environmental Impact Report (EIR) has been prepared for the Santa Fe Depot Specific Plan Update in accordance with the California Environmental Quality Act. The public review period for the Draft EIR started on December 12, 2011 and ended on February 1, 2012. A total of six comment letters were received during the public review period. The letters and City responses are presented in Exhibit B.

## **PROJECT BACKGROUND**

The Santa Fe Depot Specific Plan Update represents an update to the 1993 Santa Fe Depot Specific Plan. The project was initiated in 2006, with a process that included extensive inter-departmental coordination, public outreach in the form of five community workshops, and ongoing adjustments in response to other concurrent City projects with influence on the planning area including the comprehensive General Plan update, Quiet Zone improvements, Depot pedestrian undercrossing, and study of Metrolink parking structure locations and features.

The proposed Specific Plan Update content shares similar core objectives with the original 1993 Santa Fe Depot Specific Plan including:

- Transitioning underutilized property to new, vibrant use
- Reinvigoration of Chapman Avenue
- Improving pedestrian linkage between the Depot and Plaza
- Emphasizing historic preservation and context-sensitive design
- Enhancement of the pedestrian environment, infrastructure and public safety

Along with these common objectives, there are aspects of the 1993 Specific Plan that warranted a change in policy and vision for the area given the dynamics in Old Towne since 1993, and specifically the Depot environs including:

- National Register designation of the Old Towne Historic District
- Establishment and success of Metrolink and related opportunities for transit-oriented development
- Adaptive reuse of the historic Depot building
- Adoption of the 2010 General Plan Update
- Growth of Chapman University
- Ongoing rehabilitation of Old Towne properties and revitalization efforts
- Transition of industrial properties out of industrial use
- Desire to better integrate Depot area into rest of Old Towne
- Need for guidance regarding adaptive reuse of industrial property
- Desire for context-sensitive change in a distinctive portion of Old Towne
- Interest in encouraging property reinvestment and revitalization on West Chapman

Due to these influences, the content of the 1993 Specific Plan is not entirely aligned with the City's historic preservation policies and goals for the Depot area, and has diminished effectiveness as a planning tool. Hence, the update to the Specific Plan stems from the City's recognized need for refreshed policies and a proactive strategy for the Depot environs.

### **Proposed Planning Area Boundaries**

The proposed Specific Plan boundaries encompass a significantly larger area than the 1993 Santa Fe Depot Specific Plan including Walnut Avenue to the north, Palmyra Avenue to the south, Olive Street to the east, and a combination of Pixley and Parker Streets to the west. This boundary expansion acknowledges that the Depot and immediately adjacent areas are part of a larger, distinctive district of Old Towne that has a special character of its own. The updated Specific Plan has been designed, in large measure, to be transit-oriented in nature given the prevalent multi-modal transportation options in the area (sidewalks, bus service, Metrolink service, bike routes), the walkable scale of the area, and the convenient physical relationship between residences, places of employment, academic facilities, shopping, and dining.

The northern and southern boundaries of the planning area reflect a reasonable walking distance from residential, institutional, commercial, and industrial uses to the Depot and Orange Transportation Center. The eastern boundary has been designed to provide a transition between the planning area and the Plaza, while the western boundary generally represents the interface of the Depot District with areas where the historic urban fabric becomes diluted by contemporary development patterns and structures.

## Proposed Specific Plan Goals

The proposed Specific Plan Update is intended to facilitate the ongoing refinement (land uses, physical conditions, economic vibrancy) of the planning area in a manner that is both context-sensitive and authentic. It builds upon existing policy documents with content that is intended to strategically take advantage of existing opportunities, and guide future growth and change in the planning area in a direction that injects new vitality into the area, facilitates its integration with Old Towne areas east of Olive Street, and further contributes to existing pedestrian and transit connectivity. The content of the proposed Specific Plan Update revolves around the following eight goals:

- *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*
- *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.*
- *Strengthen the connections between the Santa Fe Depot area and Plaza area.*
- *Foster a mutually supportive relationship between the Santa Fe Depot area and Chapman University.*
- *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.*
- *Provide convenient access and circulation for all modes of transportation, enhance walkability, and provide an efficient parking strategy for the Santa Fe Depot area.*
- *Encourage sustainable design and development practices and facilitate development activity that is beneficial to both the environment and public health.*
- *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.*

The proposed Specific Plan Update addresses a full spectrum of planning, design, and infrastructure issues. It continues to encourage ground-floor retail development along Chapman Avenue, and carries this concept over to Lemon and Cypress Streets, recognizing their function as pedestrian corridors linking neighborhoods and University activities to Chapman Avenue, the Plaza, and Depot. The proposed zoning creates greater consistency between land use policy and the historic residential uses found in the planning area.

## Public Outreach

Public participation in development of the proposed Specific Plan Update occurred over the course of five public workshops beginning in July 2006 and concluding in June 2009. These workshops involved reviewing opportunities and constraints, developing a long-term vision for the Specific Plan's planning area, providing feedback on land use alternatives, a walking workshop to collectively review physical conditions in the planning area, and confirmation of a refined "preferred" land use plan, which was ultimately adjusted further to bring it into alignment with the land use designations adopted with the 2010 General Plan Update. Approximately 95 persons participated in the workshops for the proposed project.

## PROJECT DESCRIPTION

The Santa Fe Depot Specific Plan Update is intended to provide City staff and decision makers, developers, and property owners with 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 approximately 101-acre planning area.

The Specific Plan Update adds approximately 60 acres to the existing 1993 Santa Fe Depot Specific Plan planning area. The Specific Plan Update proposes nine base zoning districts and one overlay district. The Specific Plan Update identifies 11 sites (a single parcel or group of parcels) that are likely to be developed or adaptively reused by 2020 (Attachment 4). In general, development within the planning area would occur through adaptive reuse for parcels with historic buildings, infill development on vacant or under-utilized properties and redevelopment of lots without historic buildings. These likely-to-develop sites comprise approximately one-quarter of the total property in the planning area (i.e., 16.5 acres out of a total 64 developable (excluding roads and right-of-way) acres). The balance of the developable property in the Specific Plan Update area, approximately 47 acres, is assumed to remain essentially the same and deemed unlikely to be developed within the planning horizon (2020) of the Specific Plan Update based on existing development or use characteristics. Implementation of the Specific Plan Update would yield an additional 246 residential units and approximately 102,000 square feet of non-residential uses within the Specific Plan Update area beyond existing conditions, within the planning horizon year of 2020. Total anticipated buildout for the Specific Plan Update area including existing development, and development, redevelopment, and adaptive reuse within the likely-to-develop sites would yield up to 461 residential units and approximately 706,000 sq. ft. of non-residential uses.

## APPLICATION(S) REQUESTED/ REQUIRED FINDINGS

The proposed Ordinance Amendments adopt the updated boundaries and provisions of the Santa Fe Depot Specific Plan Update, and change the zoning on parcels within the boundaries of the planning area.

*Required Findings:* Although there are no required findings for the Ordinance Amendments since they are considered legislative actions, per Orange Municipal Code Section 17.10.020

the Planning Commission shall address the following in its Resolution recommending approval of the Ordinance Amendments to the City Council:

- Reasons for the recommendation.
- The relationship of the proposed amendment to the General Plan.
- Environmental determination.

<b>ANALYSIS/STATEMENT OF THE ISSUES</b>
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**Issue 1: Zoning**

Presently, there are a number of inconsistencies between the zoning within the proposed Specific Plan planning area and the 2010 General Plan land use designations for the area. In many instances, the zoning also does not further the goals and policies of the General Plan Land Use, Circulation and Mobility, Cultural Resources and Historic Preservation, or Economic Development Elements with respect to Old Towne that revolve around the concepts of promoting a vibrant, cohesive historic district, aligning development policies with historic on-the-ground uses and building types, encouraging adaptive reuse, and promoting a pedestrian and transit-oriented environment.

**Resolution 1:**

The proposed Specific Plan Update zoning has been designed to establish consistency with the 2010 General Plan land use designations for the area. At that time, the City Council closely examined on-the-ground conditions in relation to land use designations and adopted changes in General Plan land use designation that were intended to support the City’s historic preservation and community character objectives for Old Towne.

The proposed Specific Plan Update involves a re-zoning of all parcels within the boundaries of the planning area in one manner or another. Fundamentally, all property within the planning area will have “Specific Plan” zoning. A summary of zoning changes in relation to the number of parcels is provided in Attachment 5. In many instances, the zone change is similar to the existing zoning with the exception of the provisions tailored to the Specific Plan area (e.g., change from OTMIX-15 to OTMIX-15 (SP)). In other cases, the changes are more significant, such as the proposed change in zoning on Marietta Place from M1 to R-1, on South Lemon from C-2 to R-1, or the 200 blocks of South Olive, South Lemon and South Cypress Streets from R-4 to R-1. Again, these changes reflect the land use designations adopted in conjunction with the 2010 General Plan.

By in large, the Specific Plan zoning defers to the uses and development standards contained in Title 17 of the O.M.C. (Zoning Ordinance). For certain zoning categories, the proposed Specific Plan text provides alternative development standards or refinements to the list of allowable uses. A review of the changes for each zoning type is provided below.

**Single Family Residential (R-1)**

The development provisions for the R-1 zone defer to Chapter 17.14 of the Zoning Ordinance (Exhibit A, p. 60).

**Multiple Family Residential (R-3 and R-4)**

The development provisions for the R-3 and R-4 zones defer to Chapter 17.14 of the Zoning Ordinance with the following exceptions (Exhibit A, pp. 63-64):

- Single family residential uses are not permitted on R-3 or R-4 zoned properties that front Palm Avenue and Almond Avenue.
- The minimum front yard setback shall be 10’ rather than the 20’ minimum setback required by Chapter 17.14.
- New requirements are incorporated in the proposed Specific Plan text related to the integration of pedestrian-oriented features into new multi-family residential development.
- A new requirement has been included for a security fence or wall for new multi-family development abutting the railroad right-of-way for purposes of public safety.

**Old Towne Mixed Use (OTMIX-15, OTMIX-15S, OTMIX-24)**

The development provisions for the OTMIX-15, OTMIX-15S, and OTMIX-24 zones defer to Chapter 17.19 of the Zoning Ordinance with the following exceptions (Exhibit A, pp. 64-68):

- Additional uses that are not otherwise allowed in the OTMIX zoning categories are accommodated in the proposed Specific Plan including:
  - Specialty non-degree schools as an accessory use to a retail use.
  - Conference center/banquet hall with a CUP.
  - Auto repair and parts for vehicles of historic value.
- New standards are included related to the ground floor treatment of buildings with the purpose of ensuring the integration of pedestrian-oriented building and site features that encourage an active sidewalk environment.
- The maximum front yard setback on the planning area’s “Retail Streets” is zero. On all other OTMIX streets there is no minimum front setback required.
- Front yard setback accommodations are included to address historic building conditions and the integration of outdoor use areas related to new infill development.



- Outdoor dining is proposed to be allowed in the public right-of-way in the OTMIX zones. Presently, the O.M.C. only allows outdoor dining in the public right-of-way in the Plaza District (Lemon Street is western limit).

### ***Building Height Standards***

The existing mixed use and commercial building height limit of 25' applied in the Specific Plan Update area is not representative of the building heights of many larger-scale industrial buildings in the Depot area, such as the historic packinghouses. Furthermore, this existing height limit is effectively similar to the height limit for single family residential development in Old Towne which has a maximum height of 1½ stories, and can generally reach as high as 28' at the finished roof ridge, depending on architectural style and roof pitch. Therefore, the existing 25' height limit in the Specific Plan area represents an interesting juxtaposition of development standards, whereby a single family residence could achieve a greater building height than a commercial building. The existing 25' height limit also presents design challenges for new infill development due to modern-day spatial needs for HVAC system ducts and desire for high ceilings in office and retail space.

The *Old Towne Design Standards* are silent on the issue of industrial building height. The Zoning Ordinance establishes a height limit of 45' in Industrial zones unless the building is within 50' of a residential district, in which case the height is limited to 20 feet.

In the OTMIX-15 and OTMIX-15S zones, the maximum building height standard is proposed to increase from the current 25' to a maximum height of 28', with provisions made for height reduction based on the maximum height of an abutting historic building (Exhibit A, p. 67). A similar height increase is proposed for the OTMIX-24 zone, however the limitation on height for a site abutting a historic building is relieved at a distance of 10' from the shared property line with the historic building (Exhibit A, p. 68).

This height limit adjustment brings the standard into alignment with the maximum height limit applied to residential properties in the Old Towne Residential Quadrants. This slight height modification is adequate to accommodate present-day interior building infrastructure needs. The 28' height limit also remains below the 30' height limit for the Plaza District and 32' height limit for properties with existing C-2 zoning in the planning area. The proposed height limit is also consistent with the City Council direction regarding acceptable height of the proposed Metrolink parking structure at the Lemon Street parking lot. Given the relatively limited development opportunities in the proposed planning area, instances where a 28' high building or addition would be developed would be distributed throughout the area, and is thus not expected to result in detrimental effects to the character of the Historic District, particularly in light of the fact that any future project would also be subject to adherence with the Old Towne Design Standards and Secretary of Interior's Standards.

As a point of reference, information about representative building heights in Old Towne is provided in Attachment 7.

## **Industrial Manufacturing (M2)**

The development provisions for the M2 zone defer to Chapter 17.20 of the Zoning Ordinance with the following exceptions (Exhibit A, pp. 69-70):

- Additional uses that are not otherwise allowed in the M2 zone are accommodated in the proposed Specific Plan including:
  - Administrative offices comprising up to 50% of gross floor area as an Accessory Use.
  - Conference center/banquet hall with a CUP.
  - Manufacturing with on-site food sales/restaurant with a CUP.
  - Movie production studio.
  - Retail, comprising up to 50% of gross floor area as an Accessory Use.
  
- A number of uses normally permitted in the M2 zone would no longer be allowed under the M2 (Specific Plan) zoning due to the proximity of the M2 zone in the planning area to residential uses including:
  - Automobile wrecking, salvage and storage.
  - Blast furnace; coke oven.
  - Brick, ceramic tile and precast concrete manufacturing and wholesale.
  - 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.
  
- Additional design standards are proposed for walls and fences that separate industrial development from a residential district.

## **Public Institution (PI)**

The development provisions for the PI zone defer to Chapter 17.24 of the Zoning Ordinance with the following exceptions (Exhibit A, pp. 70-71):

- A new requirement has been included for a security fence or wall for new institutional development abutting the railroad right-of-way for purposes of public safety.

## **Recreation Open Space (RO)**

The development provisions for the RO zone defer to Chapter 17.22 of the Zoning (Exhibit A, p. 71).

### **Three-Story Height Overlay**

A 3-story zoning overlay is proposed for much of the block bounded by Chapman Avenue, Pixley Street, Almond Avenue, and the railroad tracks (Exhibit A, p. 69). The proposed underlying zoning for the overlay area is OTMIX-24. This overlay accommodates a maximum height of 42' subject to variation in roof or parapet height for purposes of breaking up building massing. Additionally, building height shall not exceed 28' within 30' of the Almond Avenue property line.

The overlay is being proposed in a very limited portion of the planning area with OTMIX-24 zoning in order to accommodate relatively intensified development in close proximity to the Depot (transit-oriented development) by providing a building envelop where achieving a 24 dwelling unit per acre density has greater feasibility than other portions of the planning area with OTMIX-24 zoning. The subject block was determined to be an appropriate location for this overlay zone given its adjacency to the railroad corridor and other large-scale historical industrial buildings including the RWB Party Props (historic packing house) and Icehouse Building on South Cypress Street, and the former Second Harvest Food Bank property (historic packing house) on West Almond Street (see Attachment 7). Due to the presence of a City water well, Gas Company distribution facility, and historic building on the 100 block of South Pixley, the building footprint where the 42' height could be achieved also has a built-in separation from the residential development across the street to the west on Pixley Street.

### **Issues 2: Non-conforming Property Status**

Adoption of the proposed Specific Plan zoning will render certain legally-established uses or development conditions non-conforming.

### **Resolution 2:**

The City has developed two mechanisms to address the issue of properties left with legal non-conforming conditions as a result of the land use changes made under the 2010 General Plan and subsequent zone changes brought about by the need to establish consistency between the zoning and these new General Plan designations. The proposed Specific Plan Update falls into the realm of a change in zoning that establishes consistency with the General Plan. The General Plan also identifies an update to the Santa Fe Depot Specific Plan in its Implementation Plan.

Section 17.38.065 of the Code was adopted shortly after the 2010 General Plan in order to relieve some of the constraints associated with legal non-conforming properties. Among other things, this Code change granted property owners affected by the General Plan update greater flexibility in the use of their property, and an extended period of time for continuing a non-conforming use of a property should it stand vacant.

On May 8<sup>th</sup> the City Council is scheduled to conduct a public hearing on Ordinance no. 7-12 which recognizes all non-conforming duplex and multi-family structures as legal, permitted uses, rather than legal non-conforming, for instances where the zoning in any of the General Plan Land Use Focus Areas is changed to establish consistency with the General Plan from R-2, R-3 or R-4 zoning

to R-1 zoning. If adopted, existing multi-family development would be allowed to undertake additions and other alterations as long as those changes did not increase the number of units on the property. This differs from the Zoning Ordinance provisions for legal non-conforming uses and development in that a legal non-conforming development would not be allowed to undertake additions.

### **Issue 3: Development Potential**

The planning area for the Specific Plan Update is a sensitive physical environment due to its combination of both small and large-scale historic buildings, surface parking lots, underutilized properties, and integrated residential, commercial, and institutional uses. During the public outreach process, the community expressed concern about a Specific Plan land use program that would encourage significant amounts of new development into a concentrated area.

### **Resolution 3:**

Due to the historic nature of the Specific Plan Update area, the potential for redevelopment of many sites is not anticipated due to regulations protecting the historic buildings and the historic character of the area. Therefore, the anticipated buildout of the Specific Plan Update area is based on the proposed development, redevelopment and adaptive reuse of 11 identified sites (Attachment 4), the application of design guidelines, and implementation of the transit/infrastructure features proposed in the Specific Plan Update. This “anticipated buildout” scenario does not assume maximum buildout on individual sites based simply on zoning, but recognizes requirements and limitations related to the protection and use of historic buildings, existing development, the area’s circulation network, and infrastructure conditions.

The land use changes anticipated to occur within the likely-to-develop sites are summarized in Table 1. As shown, implementation of the Specific Plan Update would yield an additional 246 residential units and approximately 102,000 sq. ft. of non-residential uses within the Specific Plan Update area beyond existing conditions, by the planning horizon year of 2020. Total anticipated buildout for the Specific Plan Update area including existing development, and development, redevelopment, and adaptive reuse within the likely-to-develop sites would yield up to 461 residential units and approximately 706,000 sq. ft. of non-residential uses.

**Table 1. Overview of Anticipated Buildout**

Development Capacity	Existing Development		Anticipated Development (Project)		Anticipated Development Buildout (2020) (Existing + Project)	
	Totals	% of Total	Totals	% of Total	Totals	% of Total
<b>Likely-to-develop Sites (16.5 Acres)</b>						
Residential Units	6 units	2%	246 units	98%	252 units	100%
Non-Residential Area	233,000 sq. ft.	69%	102,000 sq. ft.	31%	336,000 sq. ft.	100%
<b>All Other Sites (47.4 Acres)</b>						
Residential Units	209 units	100%	0 units	0%	209 units	100%
Non-Residential Area	370,000 sq. ft.	100%	0 sq. ft.	0%	370,000 sq. ft.	100%
<b>Total (63.9 Acres<sup>1</sup>)</b>						
Residential Units	215 units	47%	246 units	53%	461 units	100%
Non-Residential Area	603,000 sq. ft.	85%	102,000 sq. ft.	15%	706,000 sq. ft.	100%

**Note:** Numbers have been rounded so totals are not exact.

<sup>1</sup> Streets and right-of-way within the Specific Plan Update area total approximately 36 acres and are not included in the totals above.

Table 2 summarizes the development intensity that could occur under current plans (e.g., existing City zoning, existing 1993 Santa Fe Depot Specific Plan, and Chapman University Specific Plan) and that could occur under the proposed Specific Plan Update. As shown, anticipated development under current plans would yield a total of 519 residential units and approximately 595,000 sq. ft. of non-residential uses.

Thus, anticipated development under the proposed Specific Plan Update would yield an additional approximately 111,000 sq. ft of non-residential uses and 58 fewer residential units compared to current plans. It should be noted that because the City's land use and zoning plans have been revised in recent years including modifications to residential densities and non-residential development potential, and the addition of Old Towne Mixed Use designations, existing on-the-ground non-residential development also currently exceeds what would be allowed under current plans (603,000 sq. ft. versus 595,000 sq. ft).

**Table 2. Anticipated Buildout under Current Plans and Proposed Specific Plan Update**

Land Use	Anticipated Buildout Under Current Plans <sup>(1)</sup>	Anticipated Buildout Under Specific Plan Update	Difference Between Anticipated Buildout Under Current Plans and Anticipated Buildout Under Proposed Specific Plan Update
Commercial	359,000 sq. ft.	500,000 sq. ft.	+141,000 sq. ft.
Institutional	204,000 sq. ft.	204,000 sq. ft.	No Change
Industrial	32,000 sq. ft.	1,000 sq. ft.	-32,000 sq. ft.
<b>Total</b>	<b>595,000 sq. ft.</b>	<b>706,000 sq. ft.</b>	<b>+111,000 sq. ft.</b>
Residential	519 Units	461 Units	-58 units

**Note:** Numbers have been rounded so totals are not exact.

<sup>1</sup> Represents anticipated buildout under current plans in the proposed Specific Plan Update boundaries.

#### **Issue 4: Streetscape Aesthetics**

Presently, streetscape conditions in the planning area are varied. In some instances sidewalk improvements have been made, Old Towne street lighting has been installed, and there are consistent plantings of well-maintained street trees. However, much of the area has not received the same level of streetscape enhancement associated with the downtown core and neighborhoods east of the Plaza. More commonly, the blocks of the planning area are characterized by:

- Limited street lights that are typically cobra head fixtures mounted on utility poles
- Sporadic and inconsistent street tree planting
- Unmaintained parkways
- Varied sidewalk widths and condition
- Lack of benches, trash receptacles, and bike racks

These circumstances function to visually disassociate the planning area from the downtown core and the larger Old Towne Historic District and neighborhoods. Of equal importance is the manner in which these characteristics influence pedestrian activity and hamper the City's desire to create a stronger connection between the Depot, Plaza, and surrounding neighborhoods. They also foster the perception that these areas are not as safe as other portions of Old Towne.

Right-of-way limitations are also a factor in the limited streetscape amenities found in the area. Constraints include utility poles, accommodations for parkways, and other above-ground utility features.

#### **Resolution 4:**

The proposed Specific Plan's Urban Design Framework revolves around the concept of connectivity, and specifically developing stronger, more appealing connections between the Depot, the Plaza, Chapman University, and area neighborhoods. The proposed Framework recognizes that the distinctive historic building stock, street grid, and alley system serve as the urban design "backdrop" from which to further enhance the "user experience." The Urban Design Framework draws not only from the historic urban fabric, but also relies heavily on the City's existing Street Tree Master Plan, Old Towne Street Light Master Plan, and existing street furniture palette. The framework recognizes that the City desires to maintain the authenticity of its streetscape, but enhance it in ways that make it more attractive and appealing to pedestrians, residents, and businesses.

As a complement to the proposed Urban Design Framework, the proposed Specific Plan incorporates standards for development on private property related to pedestrian circulation and connections, and integration of pedestrian-oriented features into site and project design.

## **Sidewalks and Parkways**

The urban design program establishes a hierarchy of treatments for the public right-of-way to distinguish residential (R-1, R-2, R-3) neighborhoods from non-residential (OTMU, M2, PI, RO) areas. Presently, the inconsistent parkway conditions detract from the appearance of sidewalk areas and also result in varied sidewalk conditions. Therefore, for non-residential areas the Specific Plan Update proposes a phase out of traditional residential parkways on Cypress, Lemon, and Olive Streets between Almond and Maple Avenues. In their place, the Plan proposes the consistent planting of street trees with tree grates. This approach serves to maximize what has historically been limited right-of-way area for pedestrians, recognize the inherent relationship between these areas and the downtown Plaza core, and provide adequate space for accommodating street trees and street furniture, as appropriate, to improve the aesthetic and pedestrian appeal of these areas.

Parkways would be maintained in those portions of the planning area north of Maple Avenue and south of Almond Avenue, which have a predominantly residential character. Establishing street tree uniformity and quality in these locations is proposed to visually enhance these areas, and reinforce visual quality and cohesiveness.

## **Depot Courtyard**

The proposed Urban Design Framework addresses the lack of clear connectivity between the Depot, Plaza, Chapman University, and surrounding neighborhoods. One of the contributing factors to this is the existing condition of the Atchison Street streetscape. Depot patrons encounter an expanse of “dead” building elevations as they walk to Atchison from the platform, bus turnaround area, and restaurant. To address this issue, one key feature of the proposed Urban Design Framework is the conceptual Depot Courtyard proposed for the Chapman University-owned parcel immediately east of the historic Depot building. Creation of this courtyard, or some similar quasi-public open space on that site is central to providing a welcoming experience to Depot patrons and providing a visual cue to travel east toward the Plaza.

## **Street Trees and Street Lighting**

The proposed Urban Design Framework defers to the City’s Street Tree Master Plan and existing Old Towne furniture palette with respect to future streetscape enhancement. Here, a consistent street tree planting is recommended for individual streets within the planning area boundaries. Similarly, uniform street lighting in accordance with the Old Towne Street Light Master Plan is proposed to improve overall lighting conditions on area streets and sidewalks, and replace utility pole mounted lights.

## **Street Furniture**

The proposed Urban Design Framework ultimately identifies the need for the City to develop a streetscape plan that identifies a consistent furniture palette for all of the Specific Plan area. However, the proposed Plan also recognizes that fiscal constraints make the timing of such an effort uncertain. Therefore, the Urban Design Framework defers to the assortment of benches and trash

receptacles found around the Depot and in the Plaza downtown core as the street furniture palette for the Specific Plan area. Priorities are defined for the placement of street furniture, concentrating on areas where high levels of pedestrian activity are expected.

### **Issue 5: Design Guidelines for Historic Buildings**

The *Old Towne Design Standards* lack specific guidance for projects involving historic industrial buildings or for adaptive reuse projects. Similarly, the *Old Towne Design Standards* do not address specialized non-industrial building types such as fraternal lodges, churches, or meeting halls. Because of the industrial building stock that characterizes much of the Specific Plan area, and the preservation and adaptive-reuse orientation of the proposed Specific Plan Update, industrial building design considerations warrant attention. Rehabilitation and/or adaptive reuse are also possible in the case of properties like the American Legion or church at the northwest corner of Almond Avenue and Lemon Street. Design guidance for these specialized building types is also not readily available in the *Old Towne Design Standards*.

### **Resolution 5:**

The proposed Specific Plan includes a Design Guidelines for Historic Buildings Chapter that defers heavily to the *Old Towne Design Standards* and *Secretary of Interior Standards*. Because the *Old Towne Design Standards* do not presently address either historic industrial buildings or adaptive reuse, the proposed Specific Plan text addresses industrial building features and adaptive reuse considerations with respect to character-defining architectural features.

The Design Guidelines chapter recognizes that much of the change in the Specific Plan area will occur through adaptive reuse of historic buildings, as well as additions to those buildings. The Design Guidelines included in the proposed Specific Plan Update are intended to augment the *Old Towne Design Standards*, and more thoroughly address the issues inherent with the rehabilitation of industrial buildings and specialized building types. In addition to recognizing the *Old Towne Design Standards*, the proposed guidelines also explain the manner in which the *Secretary of Interior's Standards* are intended to apply within the Specific Plan area.

The content focuses on a number of aspects of these kinds of historic structures including identification of character-defining features, special roof types and facades, treatment of windows, doors and entries, and building materials. The proposed guidelines also recognize the striking features of historic industrial building interiors that warrant consideration in a rehabilitation or adaptive reuse project. Distinctive interior spaces of specialized non-industrial historic buildings are also noted as features that should be preserved and retained.

Along with property rehabilitation and adaptive reuse, there are limited opportunities in the planning area for building additions and new infill development. The proposed Specific Plan content also addresses this subject using the *Old Towne Design Standards* and *Secretary of Interior's Standards* as the basis for supplemental design guidance.



## **Issue 6: Circulation and Parking**

Traffic congestion and parking limitations are key issues in the planning area, particularly due to the fact that the historic development pattern that is such an inherent part of the identity of the district consists of smaller-scale streets and development that is not supported by off-street parking lots. The parking issue is further compounded by the proximity of the Depot District to Chapman University, and Plaza business district. However, within these constraints there are under-developed opportunities in the area for increasing pedestrian activity and encouraging the use of multi-modal transportation options as a mechanism for minimizing future pressures on the circulation and parking network.

### **Resolution 6:**

The planning area of the proposed Specific Plan Update benefits from the small-scale historic street grid, established sidewalk network, and an array of multi-modal transportation options centered around the Orange Transportation Center. The circulation and parking program for the proposed Specific Plan Update reflects the high level of mobility options in the area including travel by foot, train, bus, or bicycle in addition to typical private vehicles. Public parking is also available in the planning area in surface parking lots on North Lemon Street and South Olive Street.

Preservation of the historic street grid is emphasized in the proposed Specific Plan, recognizing that future reinvestment in, and revitalization of the area is dependent upon the functional capacity of the roadway network and area intersections. Maintaining the grid provides options for multiple routes of traveling through the area, as opposed to conditions that constrain and concentrate vehicular traffic to fewer route options, thus minimizing the need for intersection widening or signalization in the planning area.

### **Street System**

The classification of streets depicted in the proposed Specific Plan Update is consistent with the City's General Plan (Exhibit A, p. 90). No changes are proposed to existing roadway configurations under the Specific Plan Update, with the document establishing policy that prohibits future closure or vacation of any streets in the planning area. However, to maintain acceptable service levels at all planning area intersections, the Specific Plan Update proposes the following modification at the intersection of Chapman Avenue and Cypress Street in the context of future anticipated growth and increases in traffic volumes in the planning area and surrounding environs:

- Prohibit north- and southbound movements across Chapman Avenue from Cypress Street, and left turns onto Chapman Avenue from north- and southbound Cypress Street. The only traffic movements that would be allowed at the intersection of Chapman Avenue and Cypress Street would be right turns from Chapman on to Cypress and Cypress onto Chapman.

## **Transit**

The transit services available at the Orange Transportation Center will continue to have a major influence on mobility in the planning area. As the proposed Metrolink service expansion occurs in the future, the convenience and feasibility of train travel to regional destinations will improve and become a more viable option for residents and patrons of the Depot District and Plaza business district. The proposed Specific Plan update also recognizes that bus service will continue to be important to the planning area given the volume of train riders who transfer to OCTA buses from Metrolink to reach their employment destination in Orange.

## **Pedestrians**

The pedestrian program included in the proposed Specific Plan Update builds upon concepts presented in the 1993 Santa Fe Depot Specific Plan, as well as the City's 2008 *Depot-Plaza Pedestrian Connection Study*.

## ***Sidewalks***

The proposed Specific Plan Update establishes a hierarchy of pedestrian corridors, identifying Chapman Avenue, North Cypress Street and South Lemon Street as Primary Pedestrian Corridors, recognizing that these streets are expected to carry the highest pedestrian volumes. Maple Avenue, Almond Avenue, South Cypress Street, and North Lemon Street are identified as Secondary Pedestrian Corridors based on the expectation that these streets will also be highly active pedestrian routes, connecting pedestrians from the neighborhoods, University facilities, and area businesses to the Primary Pedestrian Corridors.

In general, sidewalk widths within the planning area will be maintained. However, one area where the existing sidewalks are narrower than desirable is on Chapman Avenue between Atchison Street and the Plaza. This corridor provides the most direct connection between the two destinations, yet is highly constrained by the roadway width and historic building pattern. The narrow sidewalk is further impacted by street lights, street trees, occasional miscellaneous utility features, and driveway aprons. It is not uncommon for multiple pedestrians passing on the sidewalk to either fall into single-file or step to the side to allow for passing, particularly between Atchison and Lemon Streets. Because the Orange Transportation Center is located on the north side of Chapman Avenue, in the interest of better accommodating pedestrians along Chapman Avenue between the Plaza and the Depot, and also to provide a high quality pedestrian experience for Old Towne patrons and merchants located on West Chapman Avenue, the proposed Specific Plan calls for future study of the following options for reclaiming the sidewalk on the north side of the street:

1. Removing on-street parking between Lemon Street and the Plaza and widening the sidewalk while retaining one westbound traffic lane on Chapman Avenue.

OR

2. Reducing the number of westbound traffic lanes between Lemon Street and Atchison Street from two lanes to one, and widening the sidewalk.

Under either scenario, a single westbound lane leading out of the Plaza appears to be a logical possibility given that vehicular traffic existing the Plaza onto West Chapman is already traveling in a single traffic lane. The single lane of traffic on the westbound direction would then transition to two lanes at the railroad tracks. Sidewalk widening along the West Chapman corridor would better accommodate pedestrian flow, street trees, and occasional amenities such as trash receptacles or benches. Future technical study of these options is needed to determine their ultimate feasibility.

### ***Mid-Block Connections***

Another pedestrian-oriented feature of the proposed circulation program for the Specific Plan Update is the development of mid-block connections or paseos between the Depot and Plaza, carrying forward the concepts presented in the 1993 Santa Fe Depot Specific Plan and the 2008 *Depot-Plaza Pedestrian Connection Study*.

Under implementation of the proposed Specific Plan Update, one mid-block connection would be developed on the 100 block of North Cypress Street to encourage pedestrian activity from the proposed Depot Courtyard in an easterly direction toward the Plaza. A second mid-block link would continue this pedestrian path of travel via the alley that connects Cypress Street and Lemon Street immediately north of Chapman Avenue.

### **Bicycles**

The proposed bicycle program for the Specific Plan Update implements the provisions of the General Plan Circulation and Mobility Element and identifies the following specific improvements:

- Establishment of a Class II bikeway (on-road bike lane delineated by painted striping) on Walnut Avenue.
- Marking of a Class III bikeway (bike route signage without roadway striping) on Palm Avenue, Lemon Street, and Almond Avenue.

The proposed Specific Plan Update also calls for integration of additional bicycle amenities into the planning area including bike parking and storage public parking facilities at public parking lots and the Orange Transportation Center, and bike racks integrated into private development.

### **Parking**

Parking supply is important to the economic vitality of the proposed Specific Plan area. The overall strategy of the Specific Plan is to provide sufficient parking that is conveniently available, and to manage parking in a manner that supports a pedestrian-friendly, walkable environment.

The parking strategy for the proposed Specific Plan area is described in detail in Exhibit A (pp. 99-101). It is organized around the following 10 concepts:

- Park Once
- Allow shared parking
- Use alternative modes to reduce parking demand
- Encourage employees to use off-street parking
- Provide parking supply information
- Parking Code requirements tailored to the Specific Plan area
- Manage the off-street parking supply
- Increase the parking supply as needed
- Develop and in-lieu parking fee
- Establish a parking district

Highlights of these concepts are reviewed below.

### ***“Park Once”***

The Specific Plan Update proposes a “Park Once” concept, where drivers are encouraged to park once in one location and walk to multiple destinations in the area rather than drive from destination to destination. This pattern of activity is already prevalent in Old Towne, but not fully addressed in the parking requirements that apply to the proposed planning area, despite its proximity to the Plaza where alternative parking standards are applied under the parameters of the Plaza Parking District (O.M.C. Section 17.34.060)

### ***Parking Requirements***

A parking utilization survey of the public parking lots in the planning area revealed that these lots are typically between 50%-60% occupied during the weekday daytime period. The proximity of mixed land uses with different periods of peak parking demand, along with the ability to walk rather than drive between uses, means that some parking spaces can be shared between uses. Therefore, the Specific Plan Update proposes to allow shared parking via a conditional use permit, consistent with Section 17.34.100 of the O.M.C. Furthermore, the proposed Specific Plan would establish alternative parking requirements in the planning area as follows:

- 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.
- Code-required parking for commercial uses in the Specific Plan area may be located within 1,250 feet (approx. ¼ mile) of the project/building.

### ***In-Lieu Parking Fee***

As part of implementation of the proposed Specific Plan Update, the City will develop and implement an in-lieu parking fee or similar program for private development as an affordable way to generate revenue to construct and operate additional off-street parking. It is anticipated that the fee structure for this type of program would be significantly different from the current Downtown Parking District in-lieu program in order to generate funds that represent the real cost of developing parking facilities today and into the future.

### ***Parking District***

Specific Plan implementation also calls for the City to conduct a study to determine the feasibility of a combined Parking District for the Depot District and the Plaza District in order to manage and operate all public parking operations.

### **Issue 7: Infrastructure**

The proposed Specific Plan planning area is served by a full array of infrastructure. With the exception of water and sewer service, Specific Plan implementation can be handled by existing system capacities. Water and sewer infrastructure conditions in the planning area are varied. Many of the water lines in the area are approaching the end of their service life, and waterline dependability and remaining service life is questionable, particularly in light of the adaptive re-use and infill development potential within the Specific Plan area. Similarly, sewer collection capabilities in the area raise concerns due to the age and capacity of existing lines.

### **Resolution 7:**

The proposed Specific Plan update describes the infrastructure conditions in the planning area with respect to water, sewer, storm drains, electricity, natural gas, telecommunications and cable television. Various infrastructure improvements are anticipated on a case-by-case basis in conjunction with development proposals as explained in Exhibit A (pp. 103-117). The infrastructure content of the proposed Specific Plan also addresses the City's obligations under the National Pollutant Discharge Elimination System for review of individual development projects and public improvements in the planning area.

### ***Water and Sewer***

While there are sewer upgrades identified in the City's Capital Improvement Program (CIP) the specific water and sewer line improvements needed and planned for in the area are identified in detail in Exhibit A (pp. 105-107). These include the following water and sewer line upgrades:

#### Water

- Walnut Avenue (between Hathaway Drive and Cypress Street)
- Palm Avenue (between Parker Street and Olive Street)

- Maple Avenue (between Cypress Street and Olive Street)
- Chapman Avenue (between Parker Street and Olive Street)
- Palmyra Avenue (from west of the railroad corridor to Olive Street)
- Lemon Street (between Chapman Avenue and Palmyra Avenue)
- Olive Street (between the Chapman University School of Law and Palmyra Avenue)

Sewer

- Chapman Avenue (between Cypress Street and Batavia Street)

*Electricity*

It should be noted that the proposed Specific Plan update requires all new development to underground utilities.

**Issue 8: Interface with Chapman University Specific Plan**

The provisions of the proposed Specific Plan Update apply to all properties within the boundaries of the planning area. However, as depicted on the various Santa Fe Depot Specific Plan graphics, there are also blocks and key properties within the perimeter of the planning area that are already covered by the Chapman University Specific Plan. Those areas are depicted in shading on the Santa Fe Depot Specific Plan graphics, and any properties within those areas are subject to the provisions of the Chapman University Specific Plan. There are key Chapman University properties, such as the Dance School, the parcel immediately to its south on Atchison Street, and the Anaconda West/Filmmakers' Village block that interface directly with the Orange Transportation Center, and have a significant influence on the planning area.

**Resolution 8:**

The proposed Santa Fe Depot Specific Plan identifies the need for the City and University to work collaboratively in these interface areas to achieve mutual goals for the area, but ultimately development on these properties is subject to the provisions of the Chapman University Specific Plan.

As referenced in the discussions of pedestrian circulation and urban design framework above, the University-owned parcel immediately across Atchison from the Depot/Ruby's building has been called out in the Santa Fe Depot Specific Plan for potential transformation into a landscaped courtyard that welcomes Orange Transportation Center patrons to Old Towne and encourages pedestrians to travel eastward toward the Plaza. Development of this courtyard is presented as proposed, but conceptual in the proposed Specific Plan. The City would like to work with Chapman University on exploring opportunities for making the courtyard a reality, or integrating some form of quasi-public courtyard or paseo through the site under a future redevelopment scenario for that property.

**Issue 9: Implementation**

The proposed Specific Plan Update includes a recommended approach for achieving desired public and private improvements called for in the Plan. The implementation approach presents major implementation steps and identifies key actions, responsible parties, and potential funding mechanisms. The recommended implementation steps include

- Create opportunities for infill mixed use development.
- Build structured parking for transit users.
- Establish linkages from the Depot to the Plaza.
- Maximize utilization of the available public and private parking supply.
- Pursue state and federal infrastructure funding sources.
- Coordinate with existing property owners on redevelopment of Likely-to-Develop sites
- Partner with Chapman University to achieve desired improvements.
- Coordinate with Chapman University for the development of the Depot Courtyard.

More detailed information about possible funding sources is provided in Exhibit A (Tables 11-4, 11-5 and 11-6, pp. 132-144).

**Issue 10: Environmental Impacts**

The potential environmental impacts of the proposed Specific Plan Update have been evaluated in Program EIR (PEIR) No. 1820-09. Environmental issues evaluated in the PEIR include Air Quality, Cultural resources, Global Climate Change (greenhouse gas emissions), Hazards and Hazardous Materials, Hydrology and Water Quality, Land Use and Planning, Noise, Population and Housing, Public Services, Recreation, Transportation and Traffic, and Utilities and Service Systems. Issues areas where there is potential for significant environmental effects resulting from implementation of the proposed Specific Plan Update include Air Quality, Cultural Resources, Greenhouse Gas Emissions, Hazards and Hazardous Materials, Noise, and Transportation and Traffic. All potential environmental impacts identified for these subjects can be mitigated to a less-than-significant level through adoption of the mitigation measures included in the PEIR, with the exception of Greenhouse Gas Emissions. Impacts associated with Global Climate Change cannot be fully mitigated; therefore, the City must consider adoption of a Statement of Overriding Considerations in accordance with CEQA in its certification of the PEIR, determining the benefits of the proposed Specific Plan Update outweigh potential impacts to Global Climate Change.

It should be noted that the PEIR also considered alternatives to the proposed Specific Plan Update including a No Project Alternative, and a Reduced Land Use Intensity Alternative designed specifically with the purpose of eliminating potential greenhouse gas emissions impacts. The No Project Alternative assumes that the existing land use policies remain in place for the planning area and including existing zoning and the 1993 Santa Fe Depot Specific Plan. The Reduced Land Use Intensity Alternative represents a 73% reduction in the residential and non-residential square footage in the planning area proposed under the Specific Plan Update. This reduction would only be accomplished by leaving buildings and undeveloped or underutilized sites vacant over the course of the Specific Plan buildout timeframe (2020). Neither Specific Plan alternative meets the

objectives of the proposed Specific Plan Update. Furthermore, in some instances the alternatives result in greater impacts to particular environmental issues than the proposed Specific Plan update. A detailed comparison of Alternatives to the proposed Specific Plan Update is included in Chapter 7 of Exhibit B (PEIR).

### **Issue 11: Public Feedback**

The proposed Specific Plan Update and associated EIR were available for formal public review and comment from December 12, 2011 through February 1, 2012. As part of this review, staff received six comment letters on the EIR. Five of these letters came from State and County agencies. The sixth letter was submitted by a consulting firm on behalf of Chapman University. The comments and responses to those comments are presented in the Final Program EIR for the project (Exhibit B).

Additionally, staff received 10 inquiries requesting clarification of the proposed zoning changes, and implications on the use of property. In many instances, property owners were supportive of the proposed changes in zoning and Specific Plan content. In some instances, property owners inquired about the status of existing development under the proposed zoning. With staff's explanation of the various provisions in the Code regarding property made non-conforming by adoption of the 2010 General Plan and associated zoning, concerns were alleviated.

Staff had a more in-depth exchange of information with the property owners of 130 South Lemon Street (Snow's Financial Services). Under the proposed Specific Plan zoning, the property would be re-zoned from *General Business (C-2)* to *Single-Family Residential (R-1)*. The property owner presented staff with documents describing the relationship between the Snow's Financial Services and Snow's Automotive (324 West Chapman Avenue) parcels. Upon further internal review of the documents, parcel maps, and other physical property improvements made over time, staff has determined that 130 South Lemon Street should have the same zoning as the Snow's Automotive parcel. Therefore, staff recommends that the Planning Commission recommend a change in proposed zoning for Snow's Financial Services to *Old Towne Mixed Use-15 (Specific Plan) (OTMIX-15 (SP))*. Should the City ultimately establish OTMIX-15 (SP) zoning for the Snow's Financial Services parcel, a General Plan clean-up will be needed to establish consistency between the General Plan and zoning.

Staff also received a comment letter from a consultant on behalf of Chapman University requesting specific changes to the proposed Santa Fe Depot Specific Plan Update. The majority of the requested changes involve clarifications to references to the most recent Chapman University Specific Plan Update and Chapman owned properties, and the relationship between the proposed Santa Fe Depot Specific Plan Update and Chapman University Specific Plan. The letter also requests that the City proactively re-zone certain properties owned by Chapman University, but not presently covered by the University's Specific Plan. Staff has determined that most of the requested changes can be accommodated and will be reflected in the final Specific Plan Update document, with the exception of the requested proactive changes to zoning of certain properties. Staff believes that the zoning of the subject properties would be most appropriately addressed in a future amendment to the Chapman University Specific Plan. The letter submitted on behalf of Chapman University is presented in Attachment 8 to this report.



## ADVISORY BOARD RECOMMENDATION

Planning staff has worked closely and extensively with representatives from the Staff Review Committee on development and review of the Specific Plan Update and EIR content. Therefore, a formal recommendation by the Staff Review Committee was not needed. The proposed Specific Plan Update was unable to be reviewed by the Design Review Committee due to conflicts of interest for three of the five members.

## ATTACHMENTS/EXHIBITS

### Attachments to Report:

1. Draft Planning Commission Resolution No. 19-12 (Specific Plan)
2. Draft Planning Commission Resolution No. 20-12 (Zone Change)
3. Draft Planning Commission Resolution No. 21-12 (EIR)
  - a. Draft Findings of Fact and Statement of Overriding Considerations
  - b. Draft Mitigation Monitoring Program
  - c. Draft Response to Comments
4. Likely-to-Develop Sites
5. Proposed Zone Change parcel breakdown
6. Existing General Plan Map, Existing Zoning Map, and Proposed Zoning Map
7. Existing Old Towne building heights
8. KTGy Comment Letter on Specific Plan on Behalf of Chapman University, January 30, 2012

### Exhibits

- A. Draft Specific Plan Update
- B. Final Program EIR for the Santa Fe Depot Specific Plan Update