CHAPTER 3 Project Description

An overlay zone is loosely defined as a zone or district created by the local jurisdiction for the purpose of conserving natural resources or promoting certain types of development. Overlay zones are imposed over existing zoning districts and contain provisions that are applicable in addition to those contained in the underlying zoning district. The City of Santa Ana (City) proposes to implement a mixed use overlay zone (Metro East Mixed Use Overlay Zone [Overlay Zone]) over a portion of the City. Implementation of the overlay zone proposed under this project would require an amendment to the existing General Plan and an amendment to the existing zoning code.

This Environmental Impact Report (EIR) has been prepared in compliance with the requirements of the *California Environmental Quality Act* (CEQA) to address the potential environmental impacts resulting from implementation of the Overlay Zone. As allowed by Section 15168 of the CEQA Guidelines, Volume I of this EIR contains a program-level environmental analysis of the Overlay Zone. In accordance with Section 15161 of the CEQA Guidelines, Volume II of this EIR includes project-specific environmental analysis for the proposed First and Cabrillo Towers, which would be a project-specific development within the Overlay Zone.

3.1 PROJECT LOCATION

The 200+-acre Overlay Zone is located in the eastern portion of the City, adjacent to the City of Tustin, approximately 10 miles from the Pacific Ocean, as shown in Figure 3-1 (Regional Location Map). The junction of I-5 and SR-55 is located approximately 0.2 mile to the southeast. The proposed Overlay Zone is located generally in the area west of Tustin Avenue, south of east Sixth Street, and between I-5 and SR-55 in the City of Santa Ana in Orange County.

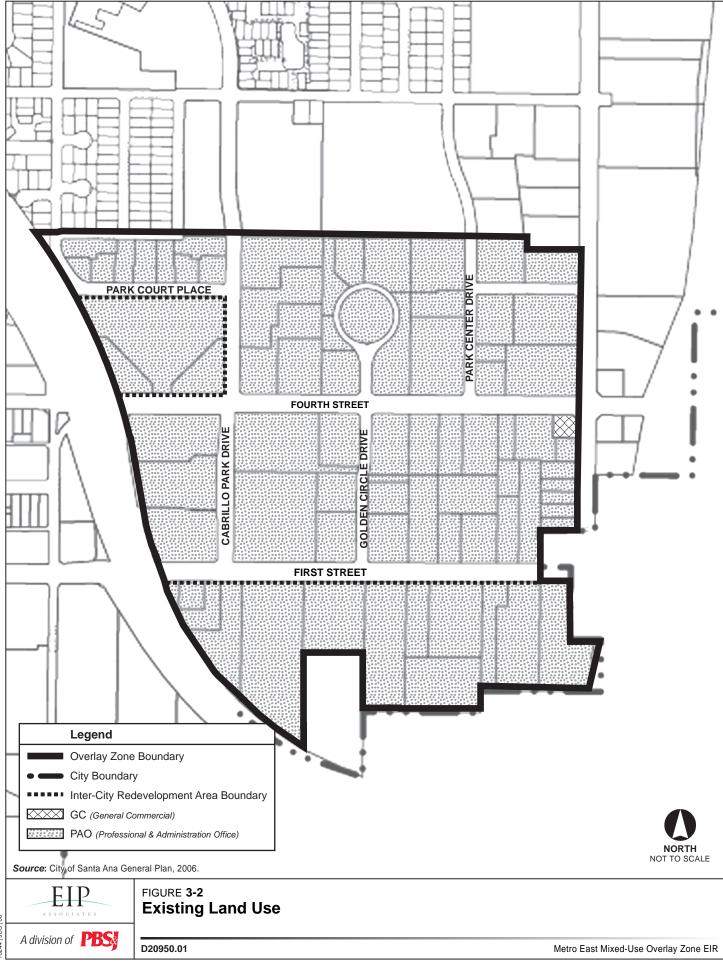
3.1.1 Existing General Plan Land Use Designations

The existing General Plan land use designations for the Overlay Zone consist of Professional and Administration Office and General Commercial land use designations. Figure 3-2 (Existing Land Use) shows the current General Plan land use designations for the Overlay Zone.

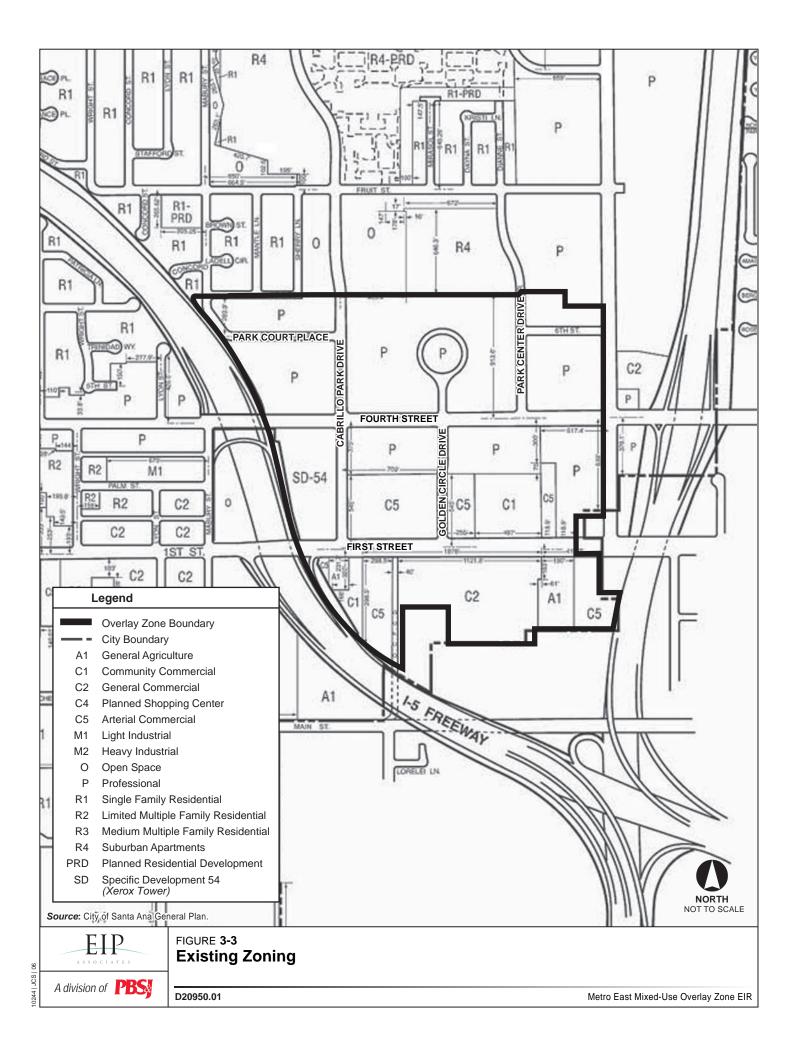
3.1.2 Existing Zoning Designations

The majority of the Overlay Zone is currently zoned Professional (P). Remaining parcels are zoned Arterial Commercial (C5), General Commercial (C2), Community Commercial (C1), General Agricultural (A1), and a Specific Development District (SD-54). Figure 3-3 (Existing Zoning) shows the existing zoning in the Overlay Zone.





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The Arterial Commercial (C5) zoning designation allows for administrative and professional offices, retail and service uses, parking lots, government buildings, schools, studios, child care facilities, churches, chapels, mortuaries, and theaters.

According to the City's municipal code, a Professional (P) designation allows for the development of several different uses including professional, business and administrative offices where no merchandise is sold, banks, savings and loan offices, credit unions, mortgage and finance companies, travel agencies, medical and dental offices, and museums and science centers.

Under a Community Commercial zoning designation, retail and service uses, professional, administrative and business offices, parking lots and structures, automobile sales, churches, theaters, hospitals, gymnasiums, Golf courses, and schools are some of the uses allowed.

Under a General Commercial (C3) zoning designation, all of the uses under a Community Commercial Zone as well as automotive garages, equipment rental yards, metal shops, and wholesale establishments are permitted.

According to the City's Municipal Code, a Specific Development designation is a special-purpose district with its own set of development regulations and requirements. SD-54, which is located in the western portion of the Overlay Zone, permits the development of office tower uses. Development within SD-54 is regulated through an established Floor-Area-Ratio (FAR) of 3.29. FAR determines the maximum allowable gross floor area (gfa) for a given lot in a given zone. The FAR is expressed as a percentage of the lot size. For example, if a particular site has an FAR of 0.5 and the site is approximately two acres in size, the gfa of a building constructed on the site could be one acre or 43,560 square feet (sf).

Under a General Agricultural (A1) designation, agricultural uses, some residential uses, parks, and other recreational facilities are permitted.

The development standards contained within the Zoning Ordinance and the various existing zoning designations were established to assure adequate levels of light, air, and density of development, to maintain and enhance locally recognized values of community appearance, and to promote the safe and efficient circulation of pedestrian and vehicular traffic. Development standards in the Zoning Ordinance further the goals and objectives of the comprehensive general plan and are found to be necessary for the preservation of the community, health, safety, and general welfare.

3.1.3 Redevelopment Project Area

The southern portion of the Overlay Zone, south of First Street, and the currently vacant lot located at the northeast corner of Cabrillo Park Drive and Fourth Street have been identified by the City as within the Inter-City Redevelopment Project Area, one of six focal areas of redevelopment within the City. Figure 3-2 identifies the portions of the Overlay Zone that fall within the Inter-City Redevelopment Project Area is to create new business opportunities, develop new venues for visual and performing arts, renovate commercial and industrial areas, enhance residential neighborhoods

through a variety of affordable housing programs, building new schools, as well as upgrading infrastructure and roads.

3.1.4 Surrounding Land Uses

The Overlay Zone is located along the eastern edge of the City of Santa Ana and surrounded by existing urban development. Specific adjacent (off-site) uses include the following:

- North: Single-family residential, recreational, and commercial uses, which include Cabrillo and Mabury Parks
- **East:** Commercial and office uses. State Route 55 is located further to the east
- South: Educational and residential uses. Interstate 5 is also located to the south
- West: Interstate 5 with office and residential uses and open space located further to the west

3.2 PROJECT OBJECTIVES

Implementation of the Overlay Zone is intended to fulfill the following major objectives:

- Create an active, mixed-use urban village where it is possible to live, work, shop and play all within a short walk of each other.
- Facilitate well-designed new mixed-use development projects that combine residential and non-residential uses through innovative and flexible design solutions.
- Achieve the harmonious integration of new mixed-use development within the existing fabric of the mid-rise and high-rise office environment.
- Encourage urban form and architecture that incorporate contemporary design styles and solutions as well as the use of sustainable building and site design concepts such as green buildings, energyconserving building materials, and landscaping designs that reduce water consumption.
- Create highly-amenitized streetscapes that provide items such as landscaping, street furniture, niche or linear parks, passive and active water features, public plazas and courtyards, public art and public transportation shelters in a design that integrates the public realm with the private development and serves to create a distinct identity for the district.
- Provide for adequate buffering from the Santa Ana (I-5) and Costa Mesa (SR-55) Freeways.
- Create a highly-integrated pedestrian system that provides for connectivity between the residential areas and public recreation amenities to the north and the Overlay Zone.
- Provide for active street life through the inclusion of dedicated pedestrian-oriented design and active uses on the ground floor at strategic locations.
- Provide for a mix of housing in order to encourage a continuum of living and a variety of household types.
- Ensure that each project includes exceptional site planning, unique architecture, high-quality building materials, extensive open space, indoor and outdoor amenities and first-rate public improvements.
- Encourage parking solutions that provide for adequate parking to ensure the long-term quality of the project, but that are creative in their design thereby enhancing the area's urban form. Parking requirements are designed to create a level of scarcity that will discourage vehicle trips, increase pedestrian activity, and enhance the provision of high-quality building and site design.
- Facilitate project designs that encourage adequate amounts of retail or commercial space to service residents and/or employees within the development and the larger Overlay Zone.

- Allow for the development of varied residential types in a mixed-use configuration including, but not limited to, loft-style units, live/work units, attached row houses, and high-quality stacked flats.
- Provide adequate access for public safety services.
- Stimulate investment and reinvestment in the area through the provision of a comprehensive planning framework that facilitates private-market success.

3.3 PROJECT DESCRIPTION

The Metro East Mixed Overlay Zone includes the following primary elements:

- A potential increase in City population of 11,102 residents
- A potential increase in the number of available residences within City limits by 5,551 units
- The potential development of 1,275,440 gross square feet (gsf) of commercial (retail and service) space, as well as 3,410,507 gsf of office space. This corresponds to a potential net increase of approximately 963,000 sf of commercial space and 690,000 sf of office space beyond existing conditions.

It should be noted that the above development scenario is in accordance with the intended mix of uses as envisioned by the City, in accordance with the Overlay Zone requirements and restrictions explained herein. The project description for the Metro East Mixed Use Overlay Zone EIR provides detailed information regarding (1) development standards by district within the Overlay Zone, (2) residential development and City population, and (3) parking and circulation. Under the proposed project, the Overlay Zone would allow for mixed use development with an emphasis on residential, commercial, and office uses.

3.3.1 Development Standards by District within the Overlay Zone

Under the proposed project, the Metro East Mixed Use Overlay Zone would allow for mixed use development with an emphasis on residential, commercial, and office uses as an alternative to the development options allowed under the existing zoning, which would remain in effect. The Overlay Zone would allow development to occur per the following district designations:

- Neighborhood Transitional
- Village Center
- Active Urban
- Office

Figure 3-4 (Proposed Overlay Zone) delineates the proposed boundaries of the Overlay Zone and of each district within it. Table 3-1 (Development Standards Summary Matrix) identifies the proposed development standards and restrictions associated with each district.

Neighborhood Transitional

The Neighborhood Transitional District is intended to provide opportunities for development that acts as a transition between the single-family residential to the north and the adjacent high-intensity Active Urban District. Designated for the lowest scale and the lowest intensity of uses in the Overlay Zone, development in this district is limited to residential, live/work, or office uses. These uses may combine office on the ground floor with residential above or in freestanding single- use buildings on the same site at between two and three (2–3) stories in height. New development in this area will be designed to provide an appropriate interface with high levels of landscaping and design features that minimize impacts to the adjacent single family residential area to the north.

Active Urban

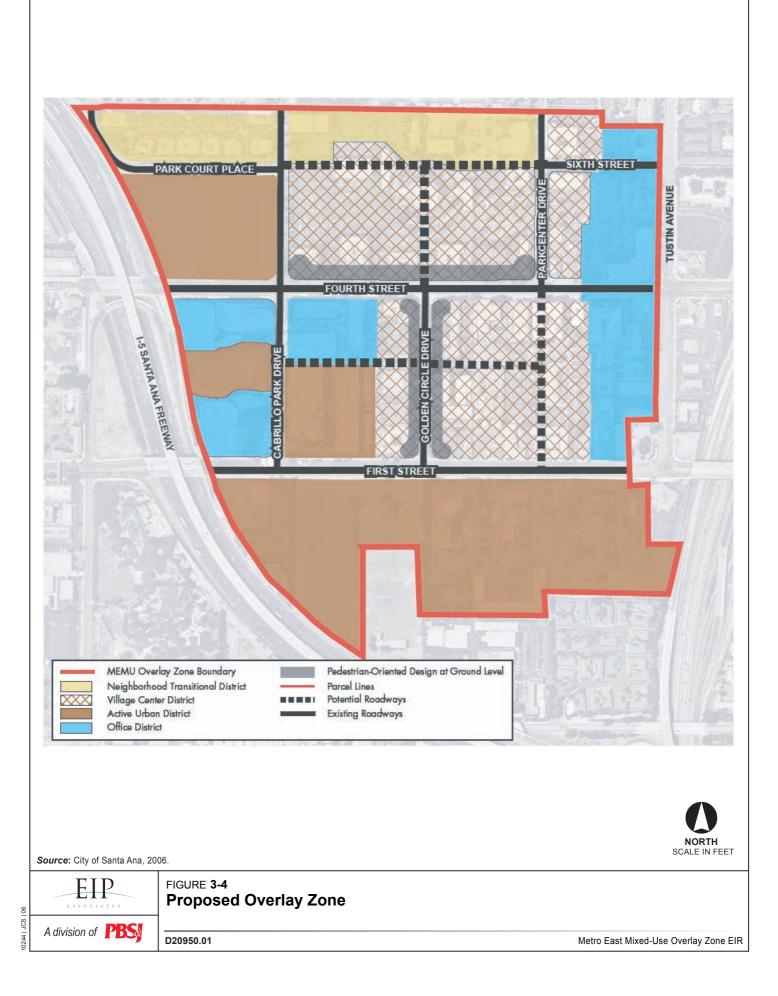
The Active Urban District is intended as the location for well-designed high rise mixed use developments in a highly urbanized environment that capitalizes on the exposure and access provided by two adjacent freeways, the Santa Ana (I-5) and Costa Mesa (SR-55), and two major arterials (First and Fourth Streets and Tustin Avenue), as well as its proximity of the Santa Ana Depot. Development in this District is envisioned to reflect signature architecture that reinforces the identity and character of Metro East as a vibrant urban village that serves as a regional employment and activity center. The Active Urban District will include major office, residential, commercial, hotel, and entertainment opportunities that are more intensive in scale and design than the adjacent Village Center. Developments in this District may combine office, commercial, and residential uses within one vertical mixed use-building with commercial on the ground floor and office or residential on the upper floors or a mix of uses within freestanding buildings on the same site. Developments will be designed to showcase an amenity-enhanced environment that provides numerous open space opportunities within this urban environment for the enjoyment of residents, employees, and visitors, and to promote pedestrian connections between this District and the Village Center as well as Cabrillo Park located north of the Overlay Zone.

Village Center

The Village Center District is intended to serve as the focal point and central gathering place within the Overlay Zone in well-designed highly connected development sites and public spaces. The District will provide a high level of neighborhood identity and activity through its central location and its emphasis on creating a vibrant, attractive, and highly-interconnected pedestrian environment. Opportunities will be provided for shopping, dining, recreation, entertainment, and services accessed by extensively landscaped, wide sidewalks that allow free flow between jobs, housing, and commercial services, or opportunities for leisure walking within the Village Center. This District will provide commercial, office, and residential uses in the same building or on the same site in mid-rise buildings of between four and ten (4–<u>10</u>) stories in settings that provide open spaces, niches, and areas for gatherings and activities along streets, paseos, and interconnecting walkways that link the Village Center to adjacent districts and nearby public parks north of the District.

Office

The Office District contains existing low- to high-rise office development along Tustin Avenue and adjacent to the Santa Ana (I-5) Freeway. These properties were in place prior to establishment of the Overlay Zone and will retain their exclusive office zoning in order to promote and maintain a healthy balance between office, commercial and residential land uses within the Overlay Zone.



	Neighborhood Transitional	Village Center	Active Urban	Office	
and Use Categories					
Live-Work	Yes	Yes	Yes	No	
Multiple-Family Residential	Yes	No	Yes	No	
Art Galleries and studios	Yes	Yes	Yes	Yes	
Eating establishments	No	Yes	Yes	Yes	
Bakeries	No	Yes	Yes	Yes	
Libraries, bookstores	Yes	Yes	Yes	Yes	
Medical offices	Yes	Yes	Yes	Yes	
Professional, administrative and business offices	Yes	Yes	Yes	Yes	
Child care facilities	Yes	Yes	Yes	Yes	
Gymnasiums and health clubs	No	Yes	Yes	Conditional Use Permit	
Hotels	No	Yes	Yes	Conditional Use Permit	
Indoor/outdoor entertainment	No	Yes	Yes	Yes	
Retail, personal and convenience service stores	No	Yes	Yes	Yes	
Schools	No	Yes	Yes	No	
Temporary outdoor activities	No	Yes	Yes	Yes	
Theaters and cinema	No	Yes	Yes	Yes	
Drive through establishments	No	No	No	No	
aximum No. of Stories	3	<u>10</u>	No Maximum; 3-story Minimum	4	
nimum Development te Area	20,000 sf	30,000 sf	1 Acre	1.5 Acre	
ermitted Street Level Buildi	ng Frontages				
Front Porch	Yes	Yes	No	No	
Stoop	Yes	Yes	No	No	
Fore Court	Yes	Yes	Yes	Yes	
Shop Front	No	Yes	Yes		
Gallery	No	Yes	Yes	Yes	
Arcade	No	Yes	Yes	Yes	

Table 3-1 Development Standards Summary Matrix						
	Neighborhood Transitional	Village Center	Active Urban	Office		
Publicly Accessible Open Space	5 % of Total Lot Area	10 % of Total Lot Area	15 % of Total Lot Area	15 % of Total Lot Area		
Private/Common Open Space	100 sf per unit	100 sf per unit	100 sf per unit	10% of Total Lot Area		
Building Setbacks						
Front	0–10 Ft	0–20 Ft	0–20 Ft	0–20 Ft		
Side	0–10 Ft	0–10 Ft	0–10 Ft	0–20 Ft		
Rear	0–10 Ft	0–10 Ft	0–10 Ft	0–20 Ft		
Parking	Residential: 2.25 parking spaces per unit Non-residential: Per Division 3 of Article 15 of the Municipal Code ^a	Standalone non-residential: Per Division 3 of Article 15 of the Municipal Code Standalone Residential: Per Division 3 of Article 15 of the Municipal Code Mixed-use with <10% of the gross floor area (gfa) devoted to commercial: Minimum of 2.0 spaces per unit, inclusive of guest parking and any non- residential uses. Mixed-use with >10% of the gfa devoted to commercial: No less than 2.25 spaces per unit inclusive of guest parking and any non-residential uses. ^{a,b}		Per Division 3 of Article 15 of the Municipal Code		

^a In addition to the parking requirements above, new developments in the Overlay Zone shall provide parking such that 1) Guest parking at a rate of 10% of the total required parking spaces shall be set aside and assigned for the exclusive use of guests in any development in the Overlay Zone, and 2) all residential units shall be provided a minimum of one assigned space per unit.

^b Any development proposal that devotes 10% or more of the development's gfa to a non-residential use shall be required to provide a parking study to establish an adequate parking requirement for the mixture of uses.

3.3.2 Parking and Circulation

Under the proposed Overlay Zone, several improvements/modifications to the existing roadway network may occur. These improvements are designed to enhance the existing circulation of vehicular and pedestrian traffic in the area. The location of the Overlay Zone between Interstate 5 and State Route 55 necessitates the provision of an adequate street network to handle the increased traffic volumes that would occur under this project. As shown in Figure 3-4, three additional street segments may potentially be constructed during the implementation of the Overlay Zone in conjunction with reuse of the properties under a private development scenario. The first would involve the connection of Sixth Street to Park Court Place from Parkcenter Drive westward to Cabrillo Park Drive. The second segment would extend Golden Circle Drive northward to connect with the proposed extension of Sixth Street. The third and final segment would extend Parkcenter Drive at Fourth Street southward to First Street.

In addition, an alleyway with pedestrian improvements may be constructed from Cabrillo Park Drive to the proposed extension of Parkcenter Drive, between First and Fourth Streets.

3.3.3 Additional Amenities

In addition to the street network improvements, the City is proposing the installation of numerous additional street trees and pedestrian-scale street lights. Additional street lights would be restricted to the proposed street segments identified in Section 3.3.4 of this Chapter. Additional street trees would be provided along all roadway segments (proposed and existing) within the Overlay Zone to enhance the residential/aesthetic character of the area. Figure 3-5 (Proposed Landscaping Plan) identifies the proposed landscape improvements to be implemented as part of the Overlay Zone.

3.3.4 Residential Development and City Population

As mentioned above, the Overlay Zone is currently dominated by office and commercial facilities. Under the proposed project, residential uses would be introduced into an area that is currently devoid of any residential structures. In total, up to 5,551 residential units would be constructed should the overlay zone reach full buildout. Table 3-2 (Envisioned Residential Units and Potential Population per District) details the number of residential units envisioned per district within the Overlay Zone.

A household size ratio in the range of 1.8 pph is consistent with the sales/rental experience of downtown-oriented mixed-use development in other similar cities (e.g., Pasadena, Burbank, Long Beach). Sales, rental, and marketing experience of downtown developers in other cities with higher density mixed-use development projects comparable to that expected in the Overlay Zone suggest that residents of these areas are predominantly singles, young couples, and empty-nesters, but rarely families with children. The experience of comparable developments suggests that the average medium-high density mixed-use residential unit is occupied by one or two individuals. As such, for the purposes of the analysis in this EIR, a conservative household size estimate of 2.0 pph is considered an appropriate and accurate prediction of the future demographics of the Overlay Zone. As a result, and as explained further in Chapter 4.10, Population and Housing, buildout of the Overlay Zone would result in a potential population increase of 11,102 residents.

Table 3-2 En	Envisioned Residential Units and Potential Population per District				
District	# of Residential Units	Potential Population			
Neighborhood Transitional	234	468			
Village Center	1,209	2,418			
Active Urban	4,108	8,216			
Office	0	0			
	Total	11,102			

In addition, implementation of the Overlay Zone would include improvement/widening of existing sidewalks and certain existing roadways within the Overlay Zone. Chapter 4.1 (Aesthetics) provides a further description of the proposed aesthetic improvements within the Overlay Zone. Appendix B also provides the currently envisioned aesthetic/functional improvements to the Overlay Zone.

3.3.5 General Plan Amendment

The General Plan will be amended concurrent with adoption of the Overlay Zone to include a new land use designation, Metro East Mixed Use (MEMU), which will replace the existing Professional and Administrative Office (PAO) designation. A General Plan amendment is needed to accomplish two primary objectives of the Overlay Zone: (1) to allow residential uses in order to facilitate mixed use development and (2) to increase the development intensity permitted within the Overlay Zone. These changes are necessary to achieve the active, highly-amenitized urban village environment envisioned within the Overlay Zone. Specifically, the Land Use Element Policy Plan, which includes the Land Use Map and Development Intensity Standards, will be amended to include the MEMU designation. In addition, text will be added to the Land Use Implementation Section of the Land Use Element to discuss the general provisions of the MEMU designation including its purpose and objectives as well as the land uses envisioned within each of the four districts of the Overlay Zone: Neighborhood Transitional, Village Center, Active Urban, and Office.

The General Plan Amendment will change the land use designation of properties within the Overlay Zone. However, uses currently specified <u>under</u> the PAO designation have been included in the MEMU designation in addition to a variety of additional non-residential uses, including, but not limited to uses such as hotels, health clubs, studios and art galleries. The MEMU designation will permit these land uses subject to a development proposal's compliance with required provisions specified in the Overlay Zone.

3.3.6 Proposed Zoning

The Zoning Code and Zoning Map for the Overlay Zone will be amended concurrent with the adoption of the Overlay Zone to include a mixed-use overlay zone to be offered in addition to the existing zoning for that area. Any issue not specifically covered in the Overlay Zone shall be subject to the provisions of the underlying zoning district specified in Chapter 41 of the Santa Ana Municipal Code. Interpretations may be made by the applicable review authority if not specifically covered in the City's existing regulations. Proposed zoning is shown in Figure 3-4. As proposed, property owners shall have the option to develop to the provisions of the Overlay Zone at their discretion. They may also choose to develop to the existing underlying zone.

3.4 BUILDOUT OF THE OVERLAY ZONE

Based on current market needs and the level of developer interest within the City, the City envisions the potential buildout of a mixed use community within the Overlay Zone by 2030. However, only one development project is currently proposed within the Overlay Zone (First and Cabrillo Towers), and any additional specific development projects have yet to be proposed. It should be noted that the City anticipates that buildout of the Overlay Zone would occur at a rate of approximately 5% per year.



3.5 INTENDED USES OF THIS EIR

This EIR has been prepared to analyze environmental impacts associated with the construction and operation of the proposed project and also to address appropriate and feasible mitigation measures or project alternatives that would minimize or eliminate these impacts. This document is intended to serve as an informational document. Additionally, this EIR will provide the primary source of environmental information for the lead agency to consider when exercising any permitting authority or approval power directly related to implementation of the proposed project.

This EIR is intended to provide decision-makers and the public with information that enables them to intelligently consider the environmental consequences of the proposed action. This EIR identifies significant or potentially significant environmental effects, as well as ways in which those impacts can be reduced to less-than-significant levels, whether through the imposition of mitigation measures or through the implementation of specific alternatives to the proposed project. In a practical sense, EIRs function as a technique for fact-finding, allowing an applicant, concerned citizens, and agency staff an opportunity to collectively review and evaluate baseline conditions and project impacts through a process of full disclosure.

3.6 OVERLAY ZONE ALTERNATIVES

In accordance with Section 15126.6 of the CEQA Guidelines, alternatives to the Overlay Zone, as proposed, are analyzed. Detailed information is provided in Section 6.0 of this EIR. A total of three alternatives were identified and would feasibly attain the most basic project objectives while avoiding or substantially lessening some of the significant effects of the project were analyzed. An environmentally superior alternative is also identified. These alternatives include the following:

- No Project/Development According to General Plan Alternative
- Higher Commercial Component Alternative
- Maximum Development Alternative

3.7 PUBLIC ACTIONS AND APPROVALS REQUIRED

The City is the lead agency with the authority to carry out or approve the proposed project. The City's project approvals include certification of the EIR for the proposed project, as well as adoption of the Overlay Zone and associated General Plan Amendment and Zone Change. This EIR is intended as a Program EIR, and specific development proposals made in the Overlay Zone would be subject to separate environmental clearance/review. In addition to the City, federal, regional, and state responsible agencies have discretionary authority over certain aspects of development projects.

3.8 CUMULATIVE DEVELOPMENT SCENARIO

Cumulative impacts are the anticipated impacts of the proposed project in combination with the impacts of related cumulative development. As stated in Section 15130(b)(1) of the CEQA Guidelines, this reasonably foreseeable growth may be based on either of the following, or a combination thereof:

- A list of past, present, and probable future projects producing related or cumulative impacts, or
- A summary of projections contained in an adopted general plan or related planning document which describe or evaluate regional or areawide conditions.

For the purposes of this EIR, the potential cumulative effects of the proposed project are based upon a list of projects identified by the City and neighboring jurisdictions, as well as build-out of the General Plan or other criteria, depending upon the specific impact being analyzed. The list of related projects within the vicinity of the proposed project is provided in Table 3-3 (List of Related Development Projects). Figure 3-6 (Location of Cumulative Projects) illustrates the locations of the related projects within a 1.5-mile radius of the Overlay Zone.

Table 3-3 List of Related Development Projects						
Project	Description/Location	Land Use	Size		Jurisdiction	
1	Santa Ana Industrial—1340 South Ritchey Street	Three industrial buildings over former railroad right of way	31	KSF	Santa Ana	
2	Cobblestone Plaza—1234 East Seventeenth Street	Expansion of existing commercial center	11	KSF	Santa Ana	
3	Xerox Tower II—200 North Cabrillo Park Drive	New office building adjacent to existing Xerox Tower	210	KSF	Santa Ana	
4	12721 Newport Avenue	New office building	4.5	KSF	Tustin	
5	15671 Tustin Village Way	Commercial Retail facility	16	KSF	Tustin	
6	14001–14011 Newport Avenue	Commercial Retail facility	7.4	KSF	Tustin	
7	191–195 Main Street	Live/work units	12	Units	Tustin	
8	14111 Newport Avenue	Commercial Retail facility	N/A	N/A	Tustin	
9	1361 El Camino Real	Condominiums	93	Units	Tustin	
10	345 E. Main Street	Tustin Library	N/A	N/A	Tustin	
11	14552 Newport Avenue	Condominiums	63	Units	Tustin	
12	15651 B Street	Residential Triplex	3	Units	Tustin	

SOURCE: City of Santa Ana, Development Activity Report - September 2006; Reina Capadia, City of Tustin

All projects within a 1.5-mile radius of the Metro East Mixed Use Overlay Zone were included in the list of cumulative projects. All projects outside of a 1.5-mile radius were not included.

KSF = thousand square feet

