

City of Santa Ana General Plan
Public Safety Element



Adopted September 20, 1982
(Reformatted January 2010)

City of Santa Ana General Plan Public Safety Element 1982

City of Santa Ana
Planning Division



Adopted

September 20, 1982

(Reformatted January 2010)

This document includes revisions adopted by Santa Ana City Council February 4, 2014 (GPA 2013-01) in compliance with AB 162, and July 19, 2004 (GPA 2004-04) addressing local watershed and stormwater management for the National Pollutant Discharge Elimination System (NPDES).

RESOLUTION NO. 82-122

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SANTA ANA CERTIFYING THE COMPLETION OF A FINAL ENVIRONMENTAL IMPACT REPORT FOR THE REVISION OF THE GENERAL PLAN OF THE CITY OF SANTA ANA AND ADOPTING THE SAID REVISED GENERAL PLAN

WHEREAS, a proposed revision of the General Plan of the City of Santa Ana (hereinafter referred to as the "Revised General Plan") has been approved by the Planning Commission after public hearing in the manner required by law, and is now on file in the office of the Clerk of the Council; and

WHEREAS, the Revised General Plan includes a draft environmental impact report which has been duly noticed for public review and comment; and

WHEREAS, this Council has held a public hearing on the Revised General Plan, including the said draft environmental impact report, after notice in the manner required by law;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SANTA ANA AS FOLLOWS:

1. The City Council has evaluated all comments and recommendations written and oral, received from persons who have reviewed the draft environmental impact report, and all responses thereto, including those made at the public hearing. The Clerk of the Council is hereby directed to attach all such written comments and responses and the minutes of the said public hearing to the draft environmental impact report, together with a list of persons, organizations and public agencies commenting on the draft environmental impact report. The said comments, responses, and list are hereby incorporated herein as part of the record and, together with the draft environmental impact report, are declared to constitute the final environmental impact report for the Revised General Plan.

2. The City Council hereby certifies that the final environmental impact report for the Revised General Plan has been completed in accordance with the California Environmental Quality Act, the State CEQA Guidelines and local procedures, and that the City Council has reviewed and considered the information contained in the final environmental impact report.

3. The City Council hereby finds, on the basis of the final environmental impact report and other substantial evidence in the record, that changes or alterations have been incorporated into the Revised General Plan which mitigate or avoid the following significant environmental effects identified in the final environmental impact report: (1) additional traffic (2) reduced air quality (3) increases in noise levels, and (4) increases in energy consumption, and that such significant environmental effects have thereby been substantially lessened. This finding is supported by the following statement of facts:

(a) Although identified as significant effects of the project in the environmental impact report, such effects are not in fact caused by the adoption of the Revised General Plan, but rather by the expected growth and development of the City of Santa Ana and the surrounding region. Such effects would occur to an equal or greater extent under the previously adopted general plan or in the absence of any general plan.

(b) The Revised General Plan contains "Circulation," "Conservation," "Energy" and "Noise" elements of which the policies and programs are specifically designed to mitigate the said identified significant effects in a rational, coordinated manner so as to achieve minimal adverse effects consistent with reasonable growth and development.

4. The City Council hereby finds, on the basis of the final environmental impact report and other substantial evidence in the record, that specific economic, social and other considerations make infeasible the alternatives to the Revised General Plan identified in the final environmental impact report. This finding is supported by the following statement of facts:

(a) The Revised General Plan represents the best balance of competing goals and objectives: preservation of residential community integrity; maintenance of affordable housing; encouragement of economic development; avoidance of unacceptable levels of congestion and disruption.

(b) Greater restriction of residential development would discourage the new development of housing available to persons of low or moderate income. Increasing

population, with its consequent increased demand for housing, would result in increasing the cost of the existing housing supply. Less restriction of residential development would result in the disruption of established residential communities.

(c) Greater restriction of commercial-industrial development would reduce employment opportunities in the City of Santa Ana; would deny to City government a tax revenue base sufficient to meet the demand for governmental services; and would lead to stagnation and blight conditions in established commercial areas. Less restriction of commercial-industrial development would allow the intermixture of incompatible land uses and development which is beyond the capacity of streets and other public improvements to serve.

5. The City Council hereby finds, on the basis of the final environmental impact report and other substantial evidence in the record, that the changes in planned land use for areas of the City of Santa Ana accomplished by the adoption of the Revised General Plan are acceptable. Such changes are necessary for the general welfare of the people of the City of Santa Ana over the long-term, in order to achieve a balance between competing needs, as referenced in Section 4 herein, and in order to channel new development into areas in which it will be both financially feasible and compatible with existing uses.

6. The City Council hereby approves and adopts the Revised General Plan. Said Revised General Plan, together with the Revised Housing Element of the General Plan, adopted by the City Council by its Resolution No. 82-7 on January 18, 1982, shall constitute the General Plan of the City of Santa Ana required by Section 65300 of the Government Code of the State of California and the master plan required by Chapter 27 of the Santa Ana Municipal Code. All elements of the general or master plan or amendments thereto previously adopted or approved by the City Council, excepting only the aforesaid Revised Housing Element of the General Plan, are hereby repealed.

7. The Clerk of the Council is hereby directed to endorse the Revised General Plan to show that it has been adopted by the City Council and to retain the same on file in her office.

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8. The Director of Planning and Development Services is hereby directed to:

(a) Send a copy of the Revised General Plan to the Planning Agency of Orange County.

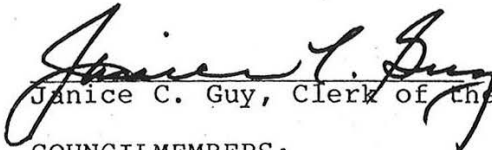
(b) File a Notice of Determination with the County Clerk of Orange County pursuant to Section 21152 of the Public Resources Code and the State CEQA Guidelines.

ADOPTED this 20th day of September, 1982.



Gordon Bricken, Mayor

ATTEST:

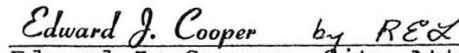


Janice C. Guy, Clerk of the Council

COUNCILMEMBERS:

Bricken	<u>Aye</u>
Luxembourger	<u>Aye</u>
Acosta	<u>Aye</u>
Serrato	<u>Aye</u>
Griset	<u>Aye</u>
Markel	<u>Nay</u>
McGuigan	<u>Aye</u>

Approved as to Form:



Edward J. Cooper, City Attorney

Acknowledgments

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Seismic Safety

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Public Safety Element

SUMMARY

The new City of Santa Ana General Plan was developed through an extensive process of public participation involving citizens, elected and appointed City officials and City Staff.

The General Plan has been developed to conform to state law and to meet local planning needs through the year 2000. Periodic updates of the new General Plan are anticipated.

The General Plan builds upon Santa Ana's historical assets including the City's heritage as the governmental and financial center of Orange County and the buildings, districts and streetscapes which reflect this heritage.

The General Plan anticipates two major potentials that can shape Santa Ana over the next several decades. The plan anticipates and maximizes the probability of the Countywide rapid transit system to be located in Santa Ana and encourages mixed use development and preservation in corridors and centers relating to this new access and visibility.

The General Plan has three major sections: the Framework Plan, Policy Plan, and Environmental Impact Report.

1. The Framework Plan describes Santa Ana's overall planning strategy and program. This strategy reorganizes the City's land use and urban design structure to take maximum advantage of:
 - the economic development advantages offered by Santa Ana's historic regional location and functions
 - an improved multi-modal transportation system including:
 - Countywide rapid transit access to Santa Ana
 - improved local transit
 - improved auto access to major activity centers
 - a new Amtrak station
 - a downtown multi-modal transportation and bus center



- a downtown shuttle system
- new pedestrian connections within and between land use districts and to public transportation facilities.

The Framework Plan provides an overview of the City's implementation program which includes:

- continuing involvement of the community in developing the detailed implementation plans that will be developed for subareas of the Framework Plan
- efficient processing of development and rehabilitation proposals by means of a Development Review Team
- a carefully coordinated development program to foster and assist private investment through:
 - land assembly
 - coordinated provision of public improvements
 - Specific Plans
 - citizen participation coordination
 - low interest loans and grants
 - project promotion

2. The Policy Plan spells out the:

- goals and objectives which underlie the Framework Plan
- greater detail regarding implementation policies and programs supporting the Framework Plan.

Together, the Framework Plan and Policy Plan envision a new image for Santa Ana consisting of:

- increased economic activity to provide jobs and maintain a solid financial base for city services
- improvement of Santa Ana's housing stock for a full range of income groups and lifestyles
- the finest multi-modal transportation system in Orange County
- a new physical environment consisting of:
 - preserved and enhanced viable Neighborhoods
 - District Centers combining new shopping facilities with recreational, cultural, education, employment and special



- Mixed Use Corridors with a range of uses similar to the District Centers but with more facilities related to regional transit and auto access.

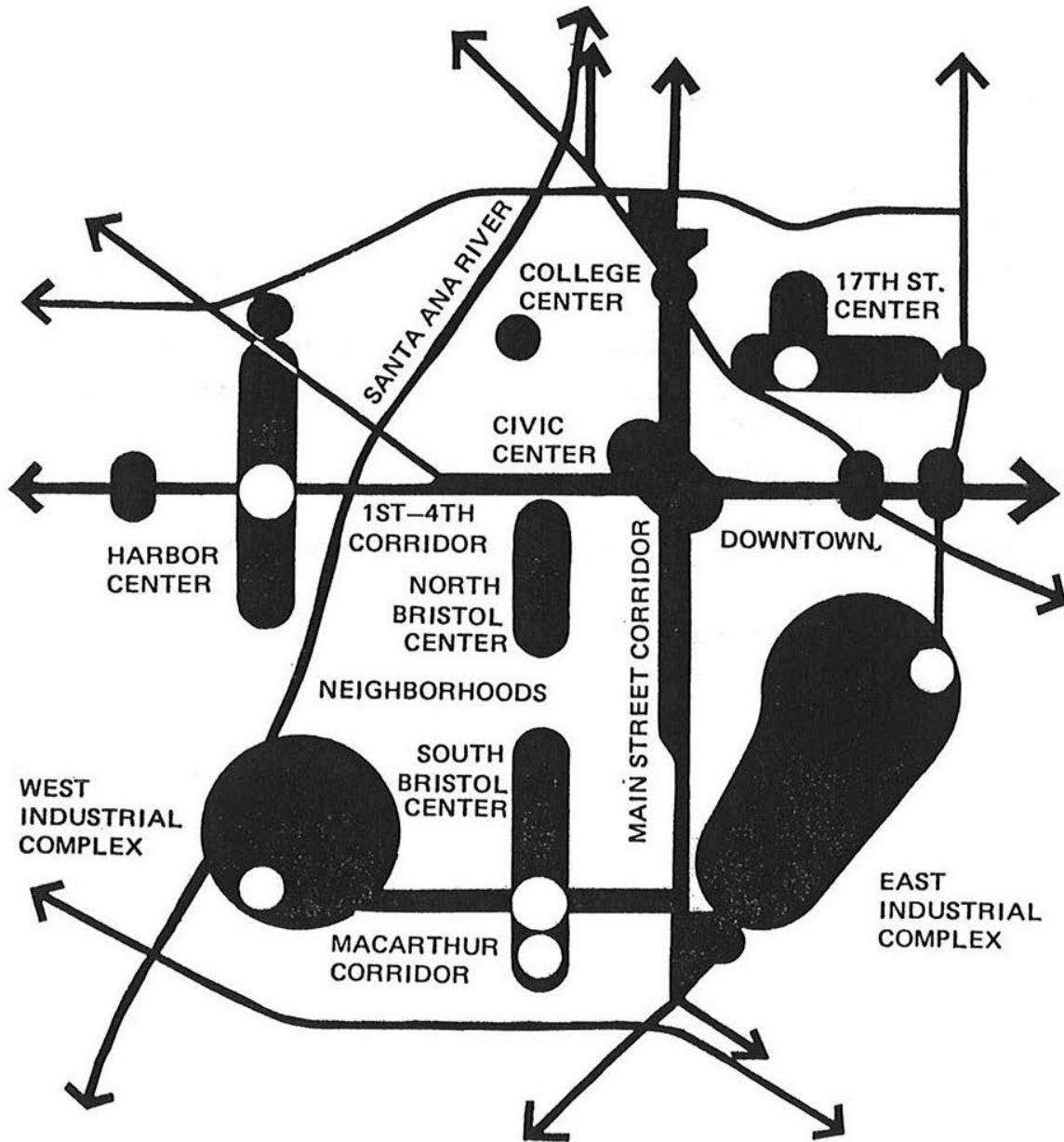


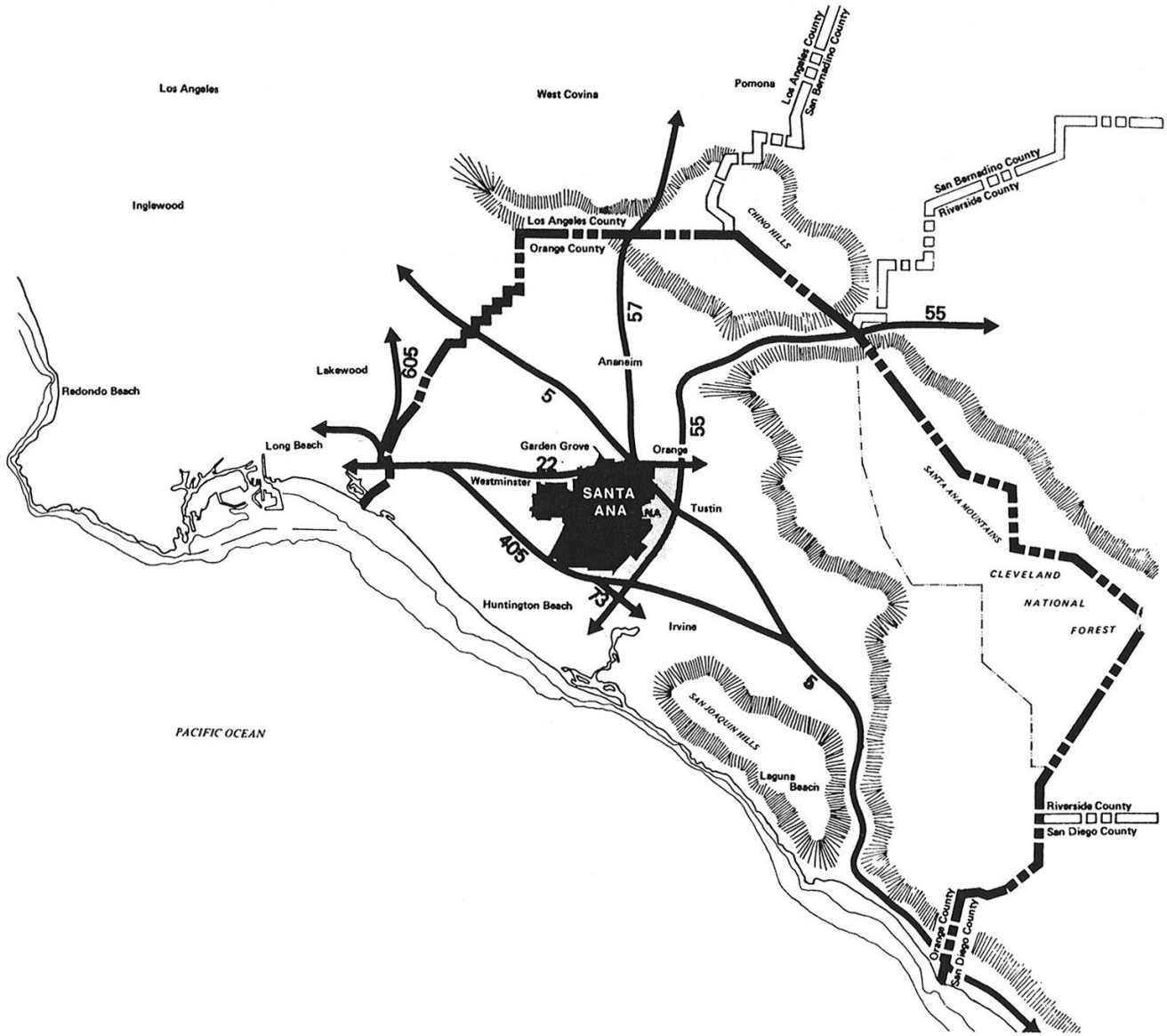
Exhibit 1 Framework Concept



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Exhibit 2 Regional Context



3. The Environmental Impact Report contains:
 - an analysis of the impacts of implementation of the General Plan
 - an evaluation of alternative strategies and
 - mitigation means to insure compatibility of the proposed plans and policies.

PLANNING CONTEXT

HISTORICAL

Santa Ana's rich history provides a legacy for community planning and revitalization in the 1980's. Santa Ana was founded in 1869 by William Spurgeon. The original town, laid out by Mr. Spurgeon, consisted of 24 blocks. The town served as a shopping center and post office for surrounding agricultural areas.

In 1878 the Southern Pacific Railroad arrived and the Santa Fe Railroad followed in 1886. This encouraged development of the City. In 1889 the County seat was located in Santa Ana and this further stimulated the development of businesses, stores, financial institutions and hotels serving the metropolitan population. Citrus and walnut farms were still plentiful and buying and selling land became the number one enterprise. The First to 17th Street area was subdivided during the building boom of the 1880's. Many of the structures in downtown and the surrounding bungalow homes were built in the early 1900's and 1920's.

The City is retaining and building upon its important governmental, retailing and employment roles in the County and the rich architectural and streetscapes heritage associated with the City's history.

REGIONAL

Santa Ana is geographically central to the developable land within Orange County. The City has excellent relationships to freeways, rail services via Amtrak and air transportation at the John Wayne Airport. Because of Santa Ana's geographic centrality and functional importance to the County, the Orange County Transit District is planning major fixed rail transit corridors in the Main Street and Pacific Electric right-of-ways. These regional transportation improvements, combined with improvements to freeway access points and local streets, provide Santa Ana with abundant development opportunities for the 1980's.



PLANNING PROCESS

The Planning Process used in creating the Santa Ana General Plan is summarized in Exhibit 3 and related photographs. The process involved:

- a 150-person Citizen Advisory Committee (CAC) to which all citizens applying were appointed by the City Council
- the Planning Commissioners who served as chairpersons of five CAC subcommittees: Land Use and Urban Design, Circulation, Housing, Economic Development and Environmental Factors
- the City Council who participated in goal setting and policy making workshops
- the public-at-large who participated in a series of Town Forums and Public Hearings
- City Staff who worked with The Arroyo Group (TAG) in conducting the planning process and who evaluated the program as it evolved.

The six key steps in the planning process were:

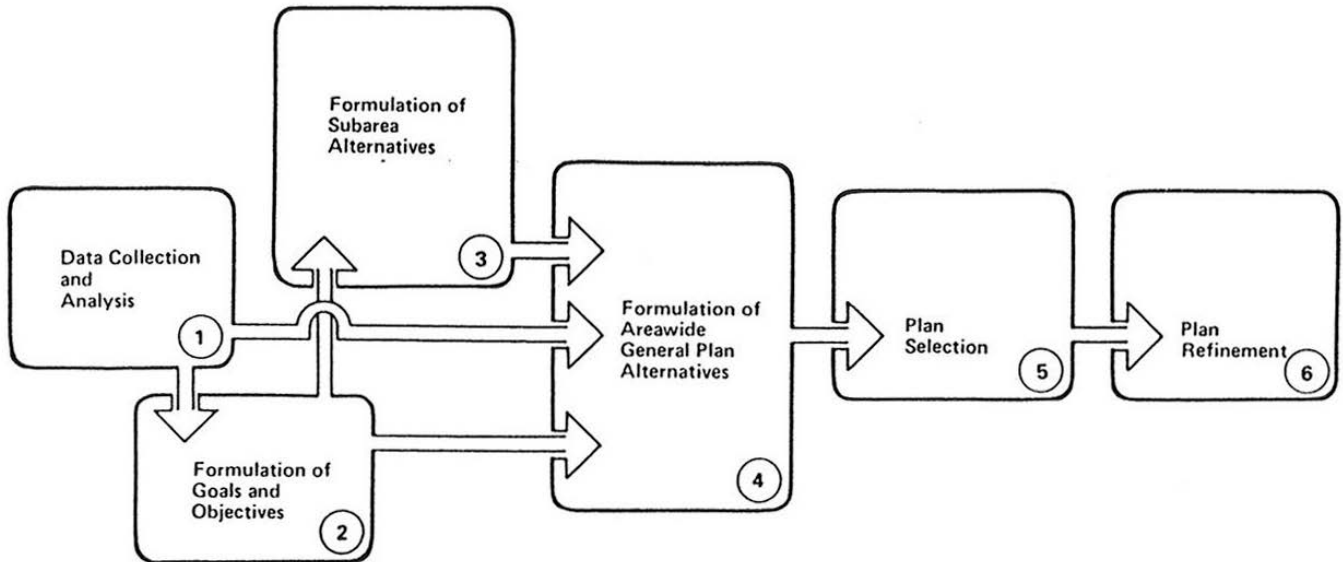
1. **Data Collection and Analysis.** The data base for the previous General Plan was outdated and up-to-date census data was not available. Emphasis was placed on community definition of problems and opportunities through CAC and Staff Steering Committee workshops and mapping. TAG subcontractors also gathered key data in areas such as market demand, traffic, seismic, etc. This data was summarized and analyzed in a separate Problems and Opportunities Report.
2. **Formulation of Goals and Objectives.** Initial goals and objectives were developed through workshops, with the CAC and City staff. Several cycles of refinement were done by TAG based on input from the Planning Commission, City Council, CAC and staff.
3. **Formulation of Subarea Alternatives.** Santa Ana has a large number of fixed elements such as streets and land uses. Therefore, subarea plans were developed to provide alternative land use patterns in different parts of the City. Each subarea plan was related to an urban design framework previously approved by the CAC, Planning Commission and City staff.



- 5. **Plan Selection Plan.** Selection was done through a series of meetings with the CAC, Planning Commission and City staff.
- 6. **Plan Refinement.** Plan refinement was accomplished by staff review of a Preliminary Draft, and CAC, Planning Commission and Public-at-Large comments on a Public Hearing Draft.

Exhibit 3 illustrates some of the materials utilized during the planning process.

Exhibit 3 Planning Process



POLICY PLAN

INTRODUCTION

The Policy Plan section of the General Plan sets forth the detailed policies of the City relative to the framework Plan described in Section 1.

Each element of the Policy Plan contains goals, objectives, implementation policies and implementation measures.



The Plan Components section of each element describes the planning and design concepts illustrated in the maps and provides an overview of implementation considerations.

The Public Safety element aims to reduce to acceptable levels those risks associated with activities over which the City has some jurisdiction through the elimination of avoidable risks.

This goal can be made operational through assessment of acceptable levels of risk for fire, flood, civil disorder, incidence of crime, and other natural and man-induced potential safety hazards in the City, identification of ways risk can be reduced or avoided, and establishment of policies which will result in achievement of acceptable levels of risk. Airport safety related guidance and policies may be found in the City's General Plan Airport Land Use Environs Element.

PLANNING FACTORS

The ability of the City to meet public safety goals is influenced by its present risk management capacities, both in terms of needed physical plant and personnel.

Crime Management and Protection

The City's central police station is located in Civic Center. Built in 1997, the four-level facility meets the administrative space requirements for 566 + employees. The existing police administration facility promotes internal efficiency and takes advantage of the proximity of Courts, County Jail and other government facilities. In addition, the police department maintains two Public Safety Satellite Offices or communications points in the community rather than traditional precinct stations.

The increased use of non-sworn personnel in positions in which the training and skills of sworn personnel are not critical can measurably increase efficiency of the Department's resources.

Continuing the current emphasis on increased citizen involvement, through "Community Oriented Policing" programs and other outreach activities, presents a significant opportunity to increase the efficiency and effectiveness of crime prevention programs.

Fire Safety

Fires in residential, commercial and industrial structures is responsible for substantial damage each year. The risk of property damage and



Fire prevention is obtained through building code restrictions on the use of flammable materials, fire resistance of building construction techniques and materials, installation of fire alarm and suppression systems, and community education. These measures impose costs on property owners and tenants through inspection fees.

Property maintenance standards including removal of excessive vegetation and standards for storage and use of flammable materials also are appropriate fire prevention measures requiring modest inspection costs. Community education plays a primary role in providing fire and life safety messages to the public.

Fire suppression is a major public safety cost for most cities. Fire suppression costs can be significantly reduced by appropriate prevention measures which reduce the incidence of fires and the severity and extent of fires that do occur. Cooperative measures with other cities can reduce the amount of equipment and manpower each jurisdiction must maintain to be prepared for “worst-case” fires.

The City contracts fire department services with the Orange County Fire Authority (OCFA) which fulfills both fire protection and emergency medical responsibilities. The OCFA operates ten stations throughout Santa Ana, and has access to an additional 61 stations in its service area. These stations are well distributed, at an approximate of 1 ½ mile service radii throughout the City. However, the overlapping responsibility of fire companies allows adequate response to emergencies. The first Fire unit response goal (travel time) is less than 5 minutes.

Emergency Medical Services

The provision of emergency medical aid by the OCFA is an important adjunct to general medical care services in the City. Lower-income, elderly, non-English speaking and undocumented persons depend on medical services provided by paramedic personnel for many of their medical needs. The paramedic service fulfills a need not efficiently met by conventional medical services delivery systems.

Hazardous Materials

Transportation of hazardous materials through the City is an unavoidable consequence of its location along several major transportation routes—interstate 5, interstate 22, Interstate 55, the AT&SF rail line and Southern Pacific rail line.



local public safety officials so officials are prepared for emergency problems involving release of hazardous materials.

Emergency Preparedness

A number of emergencies may result in a need for a coordinated governmental response. Disasters can occur in many forms at unexpected times and places and in most instances neither natural or man-made disasters can be fully predicted or controlled. Continued readiness, particularly on the part of the City, is necessary to cope with sudden and varying exigencies of disasters.

Flood Safety

The City has two major drainage courses with potential for significant flooding: Santiago Creek and the Santa Ana River. The Santa Ana River, with its normally dry riverbed and broad engineered channel and armored levees, does not appear to present a significant flood hazard. However, the Santa Ana River has a long history of overflowing its banks and flooding in the surrounding areas. To reduce this risk, the U.S. Army Corps of Engineers (Corps) is constructing the \$2.2 billion Santa Ana River Mainstem Project which includes raising the height of Prado Dam and constructing new gate-works allowing for controlled water releases up to 30,000 cubic feet per second and constructing channel improvements between Prado Dam and the ocean. Given the progress to date, the Corps' project provides 100-year flood protection for Orange County. When completed, the project is designed to provide 190-year level protection from flooding due to the Santa Ana River. Exhibit 4 shows areas susceptible to flooding.

Throughout the Santa Ana River Basin in Orange County the potential exists for massive downstream flooding from the failure of the Prado Dam and overflow of the Santa Ana River. Located in Riverside County at the head of Santa Ana Canyon, Prado Dam is a single purpose dam designed to reduce the flood risk for metropolitan area in Orange County.

In order to assure acceptable levels of risk to people and property from flooding, the City has established flood plain management regulations in the flood prone areas. The flood plain management regulations require that new construction or substantial improvements in the flood prone areas must be elevated above the base flood.

Congress authorized advanced engineering and design studies for flood control along the Santa Ana River in 1976. The Army Corp of Engineer



River and Santiago Creek by coordinating preparedness planning between emergency response and disaster relief agencies.

PLAN COMPONENTS

Major thrusts of the Public Safety programs focus on crime, fire and disaster prevention; involvement of the public in crime and fire prevention programs; strict enforcement of safety features of building and zoning codes; completion of physical improvements related to flood control; maintenance of emergency preparedness programs, and community education.

Throughout the recommendations runs a theme of efficient and effective use of available financial, personnel and material resources. In an era of limited financial options, the City is concentrating on maximizing the impact of its existing facilities rather than depending upon expansion activities.

The City maintains an Emergency Services Plan which provides direction and guidance for officials and citizens in the event of emergency. The plan covers emergencies related to earthquakes, floods, major fires and/or explosions, industrial accidents, bomb threats and explosions, utility failures, interruptions and reductions, radiological hazards, welfare and mass care, water quality emergencies, traffic control and hazardous materials spills.



GOALS, OBJECTIVES, POLICIES AND PROGRAMS

GOALS

Goal 1

Preserve a safe and secure environment for all Santa Ana residents and workers.

Goal 2

Minimize loss of life and property due to natural and man-made catastrophes.

OBJECTIVES

- 1.1 Reduce crimes against persons and property.
- 1.2 Effectively manage risks associated with earthquakes, floods, fires and hazardous materials.
- 1.3 Preserve wetlands, riparian corridors, and buffer zones and establish reasonable limits on the clearing of vegetation from the project site.
- 2.1 Maintain an effective emergency preparedness plan and program.

POLICIES

- Maintain or increase the level of local law enforcement activity.
- Assure minimum feasible response time to police calls in all areas of the City.
- Increase the effectiveness of law enforcement activities through expansion of crime prevention measures and the active involvement of the public in local law enforcement programs.
- Assure minimum feasible response time to fire calls in all areas of the City. Strictly enforce safety provisions of building and zoning codes.
- Assure acceptable levels of risk to people and property from



PROGRAMS

- Fund law enforcement activities on a priority basis.
- Continue use of non-sworn personnel in appropriate law enforcement junctions.
- Annually assess efficiency of police fleet and personnel deployment plans as related to police call patterns and modify as appropriate.
- Continue neighborhood watch, crime alert and other resident participation programs.
- Expand community education activities directed to increasing personal, home and business premise security.
- Continue “storefront” and Public Safety Satellite Office police programs.
- Annually assess effectiveness of fire unit deployment plans as related to fire call patterns and modify as appropriate.
- Continue community education programs directed to fire prevention and awareness.
- Continue zoning and building code enforcement programs designed to reduce overcrowding in residential units.
- Initiate a systematic code enforcement program for rental housing.
- Enforce seismic safety provisions of the building code with respect to both new and existing structures.
- Continue to enforce the requirements of the Flood Plain Management Ordinance.
- Cooperate in the completion of improvements to the Santa Ana River channel and Santiago Creek.
- Systematically prioritize storm drainage needs in the City’s annual Capital Improvements Program.
- Develop and/or support local and regional programs to improve solid waste disposal standards and programs, especially those dealing with toxic substances.
- Support strict safety standards for transportation of hazardous materials through the City.



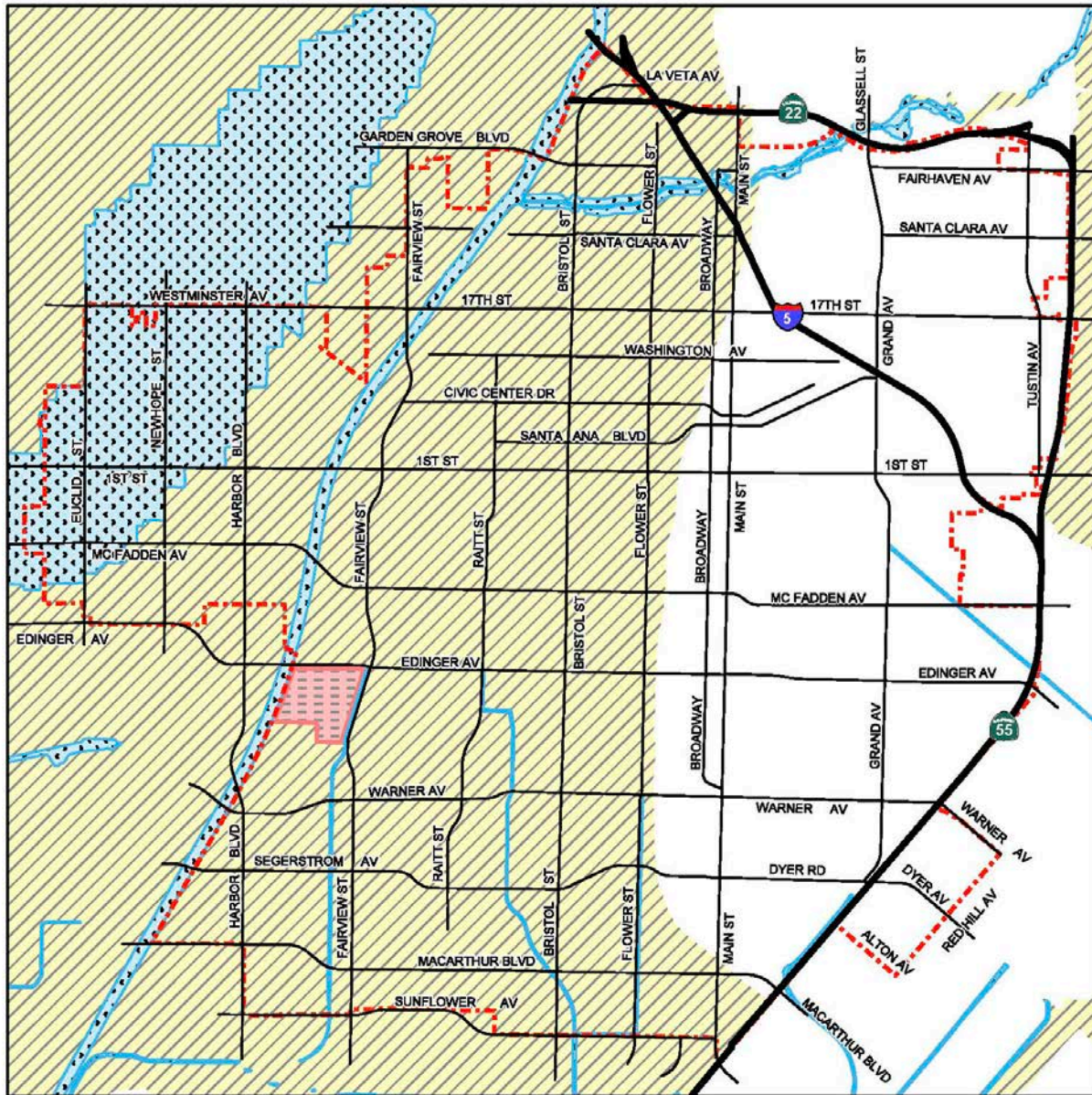
- Seek financial support for emergency management programs from applicable Federal and State sources such as hazardous materials transport user fees authorized by the Federal government.
- Limit disturbance of natural water bodies and drainage systems to conserve natural areas; protect slopes and channels; and minimize impacts from storm water and urban runoff on the biological integrity of natural drainage systems and water bodies.
- Require development within the 100-year flood zone to implement mitigation measures to minimize risks associated with flood hazards.
- Collect, maintain, and make available information regarding flooding hazards to remain aware of potential hazards and serve as an educational resource for the community.
- Actively cooperate with FEMA regarding amendments to local Flood Insurance Rate Maps, recognizing the importance of redesignation of the 100 and 500-year flood plains within the City boundaries as facility improvements are completed.



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Exhibit 4 Flood Hazard Areas



Legend

-  100-Year Flood Risk
-  500-Year Flood Risk
-  Undetermined Flood Hazard



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