

City of Santa Ana General Plan

Scenic Corridors Element



Adopted September 20, 1982
(Reformatted January 2010)

City of Santa Ana General Plan Scenic Corridors Element 1982

City of Santa Ana
Planning Division



Adopted

September 20, 1982
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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.

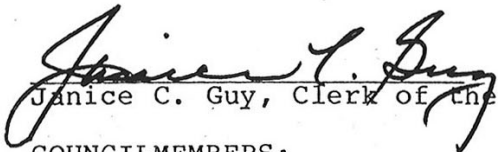
(b) File a Notice of Determination with the County Clerk of Orange County pursuant to Section 21152 of the Public Resources Code and the State CEQA Guidelines.

ADOPTED this 20th day of September, 1982.



Gordon Bricken, Mayor

ATTEST:

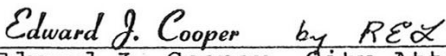


Janice C. Guy, Clerk of the Council

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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Scenic Corridors 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:

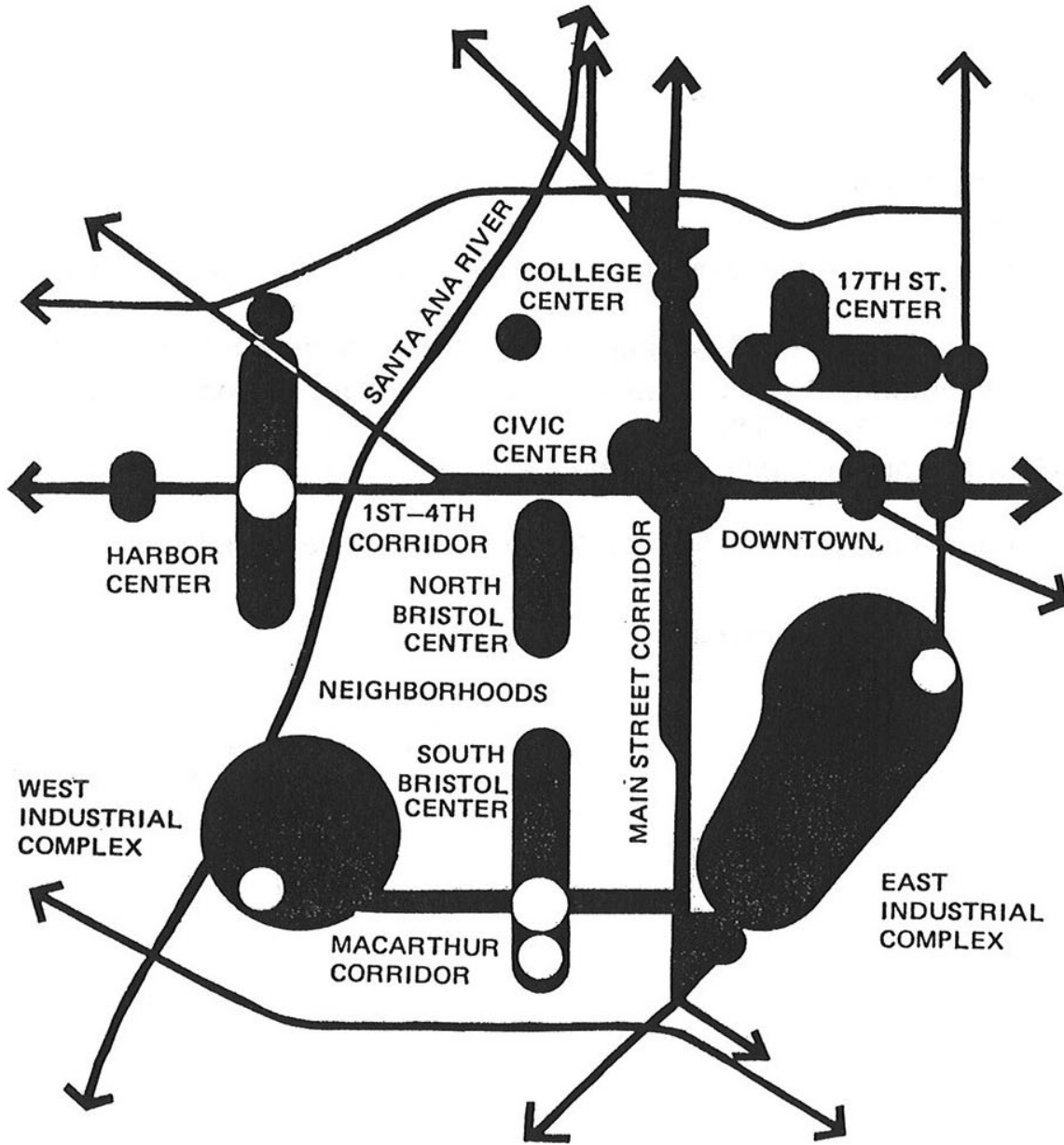
- goals and objectives which underlie the Framework Plan
- greater detail regarding implementation policies and programs supporting the Framework Plan.

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 housing types
 - improvement of Santa Ana’s major Industrial Districts
 - Mixed Use Corridors with a range of uses similar to the District Centers but with more facilities related to regional transit and auto access.



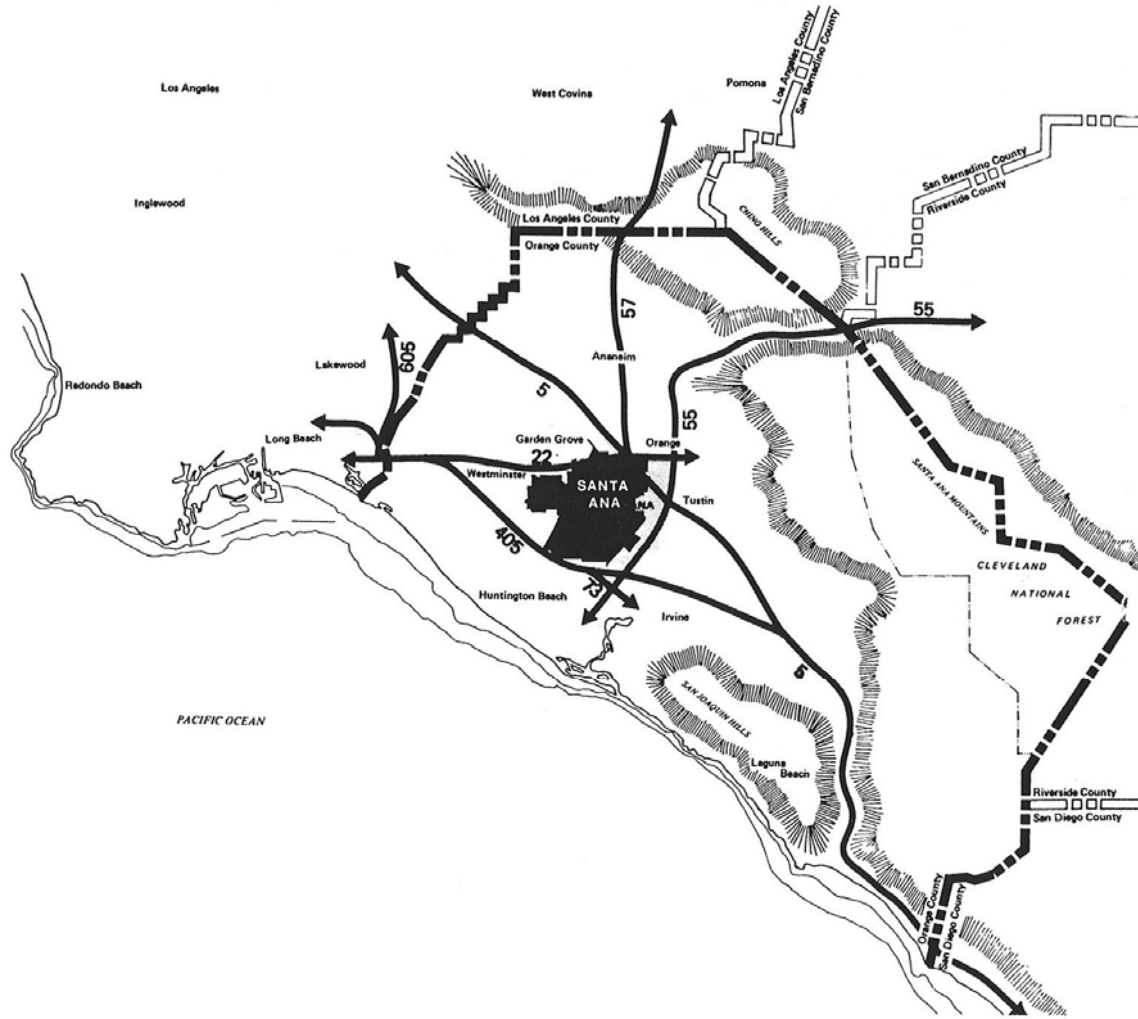
Exhibit 1 Framework Concept



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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.

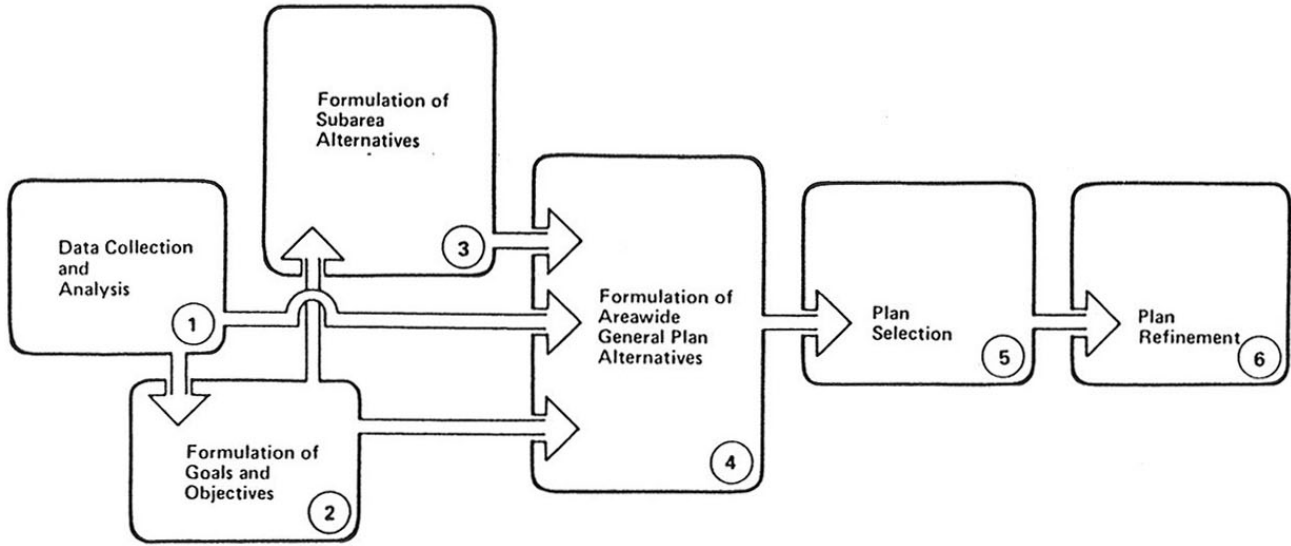
The six key steps in the planning process were:

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.
4. **Formulation of Areawide General Plan Alternatives.** Areawide General Plan alternatives focused on different combinations of subarea plans.
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 programs.

Each element also contains a Planning Factors section which reflects the major issues identified through the citizen participation process.

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

Scenic corridors are linear features of the City through which people and vehicles move. They include streets, highways and waterways, with their associated pedestrian ways and bike trails. This element of the General Plan is designed to identify Santa Ana’s scenic corridors and thereby to designate them for special treatment and improvements.



PLANNING FACTORS

No County-designated scenic highways run through Santa Ana. However, a number of major transportation system and open space systems, such as the freeways, the Santa Ana River, Santiago Creek and Harbor Boulevard are of regional significance in that many residents of the County form their image of Santa Ana from their travels along these corridors.

Enhancement of that image will accrue to the several levels of treatment possible within scenic corridors, from paving, lighting and signage design, to careful treatment of land use relationships and natural and man-made features visible from within the corridors.

PLAN COMPONENTS

The foundation of the Scenic Corridors plan is the series of Mixed Use Corridors which underlies the entire General Plan. As will be seen on the map, Exhibit 4, the primary street corridors are First/ Fourth Streets, Main-Broadway, and MacArthur Boulevard. These primary corridors are significant transportation and activity features of the City, and are accessible from all freeways. At the edges of the City, these primary corridors form major City entry points, where strong statements of Santa Ana identity can and should be made.

Secondary corridors provide “stitching” to link neighborhoods, District Centers and Mixed Use Corridors together. Their continuity is interrupted by the primary corridors; these intersection points should be used to give the traveler a sense of entering major activity centers.

Harbor Boulevard, the traditional north-south link from the ocean to inland destinations, and Fairview Street, now proposed as a major, limited-access thoroughfare, are designated as inter-city corridors in recognition of their functions as major image-makers for the City.

The Newport, Santa Ana and Garden Grove Freeways are high-speed scenic corridors operating at a regional scale. They influence Santa Ana’s image. Therefore, the plan calls for two types of high-speed corridor treatment: buffer edges to screen unsightly or unnecessary views from the freeways; and landscaped edges designed to promote selected views into the City.

Additional regional corridors are the Santa Ana River and Santiago Creek, which are part of the County Open Space network and which are specifically addressed in the Open Space element.

A series of specific visual and aesthetic improvements are recommended for the Scenic Corridors. Phasing priority should be given to the primary Mixed Use corridors and/or to corridors in which near-term development is expected to take place.



GOALS, OBJECTIVES, POLICIES AND PROGRAMS

GOALS

Goal 1

Improve the public image and expand the functional utility of the City's linear transportation and open space corridors.

Goal 2

Use scenic corridors to provide identity, form, and an orientation framework for the City.

Goal 3

Conserve and enhance the existing scenic, functional and historic qualities of all streets and linear corridors.

OBJECTIVES

- 1.1 Improve and develop the public portions of streetscapes in a comprehensive manner.
- 1.2 Support development of flood control channels and waterways with aesthetic and recreational features.
- 1.3 Encourage improvement and maintenance of private properties along scenic corridors.
- 2.1 Provide scenic linkages between the Downtown/Civic Center and adjacent neighborhoods.
- 2.2 Provide scenic linkages between key historic sites, circulation elements and recreation areas.
- 2.3 Enhance the attractiveness of neighborhoods, neighborhood edges, and other Framework Plan components.
- 2.4 Integrate key circulation elements, open space areas, recreation features, historic sites and public facilities into the fabric of the scenic corridors.
- 3.1 Apply the goals and objectives of the Conservation and Open Space elements to achieve pertinent goals within scenic corridors.



POLICIES

- Ensure that development within scenic corridors takes place at a scale and is designed to that aesthetic features are consistent with the function of scenic corridors as part of the Framework Plan.
- Ensure that development in the Downtown/Civic Center area and adjacent neighborhoods is planned so as to reinforce or create scenic linkages.
- Ensure that development surrounding key historic sites, recreation and open space areas and circulation corridors is planned so as to reinforce or create scenic linkages in these areas.
- Integrate bicycle and pedestrian trails in scenic corridors where possible.
- Utilize the Capital Improvements Program to systematically upgrade the visual appeal of the City's streetscapes.

PROGRAMS

- Adopt Scenic Corridor Design Guidelines to govern all aspects of streetscape aesthetics at the specific plan approval stage.
- Screen unsightly uses which can be viewed from scenic corridors.
- Prohibit additional obtrusive land uses in the corridors.
- Enforce anti-litter ordinances within the corridors.
- Prohibit billboards and obtrusive neon and flashing signs within scenic corridors.
- Ensure that the size, height, quantity and type of on-premises signs are not obtrusive to views within and from the corridors.
- Require undergrounding of new and relocated utilities.
- Institute graffiti removal and prevention programs within the corridors.
- Promote unique, image-enhancing freeway landscaping where highways pass through the City by providing continuing input to Caltrans landscape planning activities.
- Selectively landscape freeway corridor edges to screen undesirable scenes while promoting views of identifiable City features.
- Ensure that landscaping at freeway interchanges which correspond to major City entry points is more visually significant than is the case with other interchanges.
- At major entry points to the City, install distinctive identity features such as entry monuments, directional information, City name,

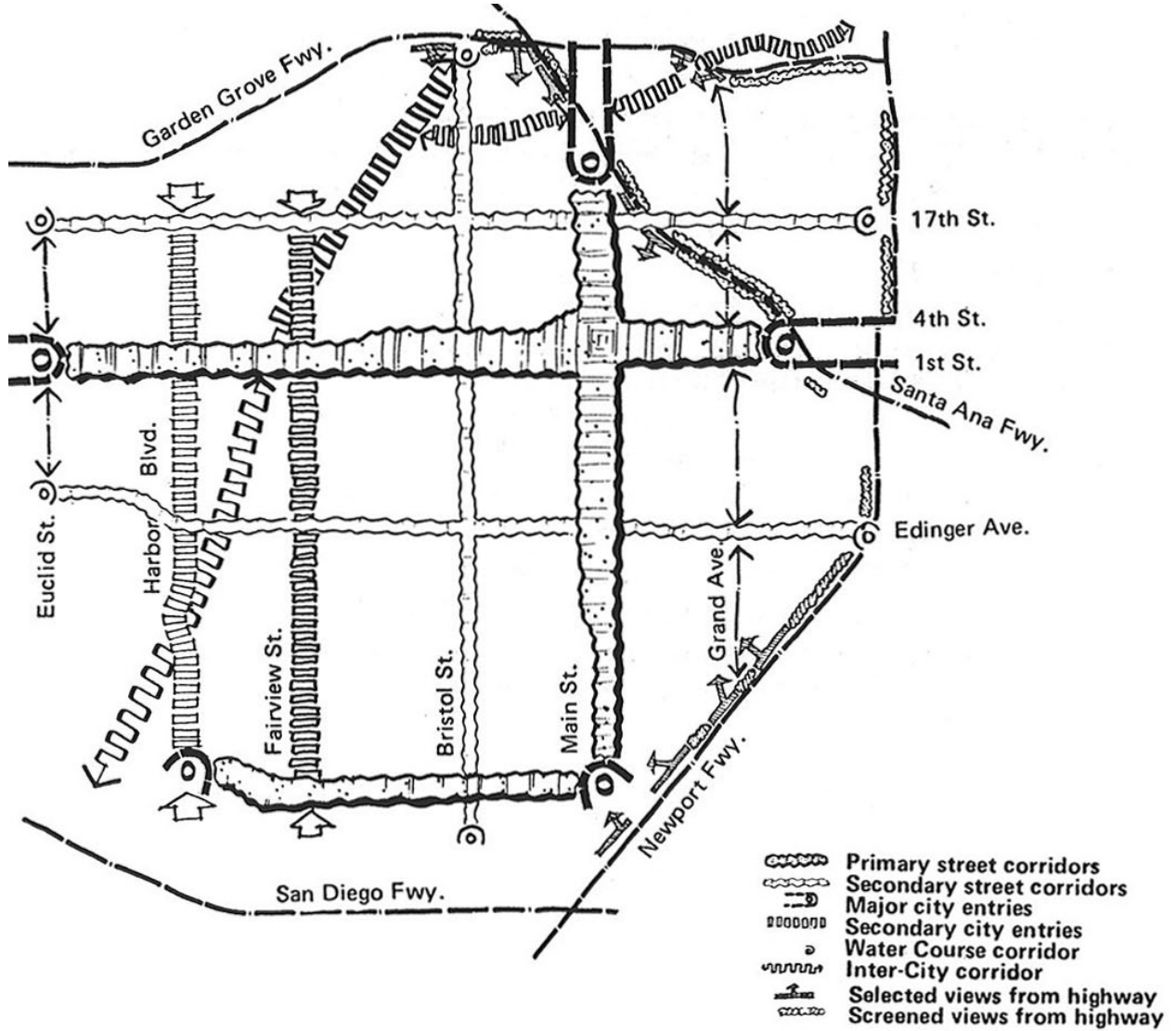


landscape statement, traffic lights, special street lighting and minor architectural elements.

- At minor entry points to the City, install identity statements of a less dramatic visual nature than those at major entry points.
- Include bicycle and pedestrian trail improvements for Scenic Corridors in the Capital Improvements Program.
- Coordinate with County on integrated bicycle-equestrian trail on Santa Ana River.
- Create a Master Plan for City's medians.
- Assign phasing priorities to streetscape improvement programs for Scenic Corridors.
- Investigate means by which private property owners and the public-at-large can contribute to Scenic Corridor improvement programs.
- Identify unique scenic features of neighborhood streets which should be preserved and enhanced.



Exhibit 4 Scenic Corridors Plan



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