

# LAND USE ELEMENT



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## INTRODUCTION TO THE LAND USE ELEMENT

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The Land Use Element is a guide to the allocation of land use in the City and provides a framework or context for the issues and subject areas examined in the other Elements of the General Plan.

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## PURPOSE OF THE LAND USE ELEMENT

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The purpose of the Land Use Element is to describe present and planned land use activity, and to address issues concerning the relationship between land uses and environmental quality, potential hazards, and social and economic objectives. The Element identifies the general distribution and location of residential and non-residential land uses, as well as quantifiable density and building intensity. The Land Use Element constitutes official City policy for the location of various land uses, and provides guidance to ensure orderly growth and development.

Goals and policies included in the Land Use Element establish a constitutional framework for future land use planning and decision making. The Land Use Plan portion of the Element promotes the achievement of these goals by establishing logical, organized land use patterns and standards for future land use. The Plan accomplishes this through the use of descriptive text, tables, charts, and maps.

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## SCOPE AND CONTENT OF THE ELEMENT

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The Land Use Element includes the City's goals and policies for the long-term growth, development and revitalization of Tustin. The Element contains text describing land use goals and policies, descriptions of land use types, a Land Use Policy Map, and a statistical summary of the City's future land use composition. A primary component of this Element is the Land Use Plan Policy Map which graphically identifies future planned land uses within the planning area. The Land Use Element contains a narrative description of the land use designations depicted on the Land Use Plan Policy Map.

The Land Use Element Technical Memorandum, published prior to the preparation of the Land Use Element, is a supporting background document that contains quantitative information about the composition of land use in Tustin in 1991. This technical memorandum may be updated periodically to maintain a data base of current land use conditions in the planning area.

## **RELATED PLANS AND PROGRAMS**

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There are a number of state, regional, and county plans and programs which relate to land use in the City. These plans and programs include the Southern California Association of Governments (SCAG) Growth Management Plan, the South Coast Air Quality Management Plan (SCAQMP), the Orange County Growth Management Plan, and the Airport Environs Land Use Plan (AELUP) for John Wayne Airport. Each of these plans is briefly described below.

### **SCAG Growth Management Plan**

The SCAG Growth Management Plan recommends ways to redirect the region's growth in order to minimize congestion and better protect the environment. While SCAG has no authority to mandate implementation of its Growth Management Plan, some of the Plan's principal goals (such as improved jobs/housing balance) have implications for the land use composition of the City and are being implemented through the South Coast Air Quality Management Plan (SCAQMP) under the implementation authority of the South Coast Air Quality Management District.

### **South Coast Air Quality Management Plan**

The South Coast AQMP mandates a variety of measures to reduce traffic congestion and improve air quality, Air Quality is included as a sub-element to the Conservation/Open Space/Recreation Element of the Tustin General Plan to fulfill AQMP requirements. The City's Land Use Element organizes land uses in relation to the circulation system, and present policy promotes commercial and industrial land uses with convenient access to transportation.

## Orange County Growth Management Plan Element

The purpose of the Orange County Growth Management Plan Element is to ensure that the planning, management and implementation of traffic improvements and public facilities are adequate to meet the current and projected needs of Orange County. The Plan establishes the following five major policies:

1. **Development Phasing:** Development will be phased according to Comprehensive Phasing Plans (CPPs) adapted by the County. Phasing will be linked to roadway and public facility capacities.
2. **Balanced Community Development:** Development will be balanced to encourage employment of local residents and both employment and employee housing, in the County as well as in individual Growth Management Areas (GMAs).
3. **Traffic Level of Service:** Future development creates the need for improvements to major intersections significantly impacted by growth, and a developer fee program is included to pay for improving affected intersection on a pro-rata basis.
4. **Traffic Improvement Programs:** The Plan requires comprehensive traffic improvement program to ensure that all new development provides necessary transportation facilities and intersection improvements as a condition of development approval.
5. **Public Facility Plans:** The Plan requires comprehensive public facility plans for fire, sheriff/police, and library services. New development participates on a pro-rata basis.

Implementation of the Plan involves the establishment of: (1) Growth Management Areas (GMAs) to implement Comprehensive Phasing Plans; (2) Facility Implementation Plans to address the financing of public facilities for each GMA; (3) county-wide implementation and evaluation of compliance with development phasing and improvements; and (4) traffic improvement/public facility development agreements.

Land Use Element policy calls for development and public facilities provision to be managed and balanced, so that the City receives the benefits of growth without experiencing unnecessary negative impacts.

### **Airport Environs Land Use Plan for Orange County**

The Airport Land Use Commission (ALUC) for Orange County has responsibility under state law for formulating a comprehensive airport land use plan (ALUP) for the anticipated growth of each public use airport and its surrounding vicinity. General Plans for cities affected by an ALUP must be consistent with that plan. The purpose of the ALUP is to safeguard the general welfare of the inhabitants within the vicinity of airports and to ensure the continued operation of the airports. The ALUC for Orange County has adopted the Airport Environs Land Use Plan (AELUP) governing John Wayne Airport, AFRC Los Alamitos Fullerton Airport, and Heliports. Three issues areas in the AELUP are addressed in the City's General Plan: noise, safety, and building height. The Noise and Safety Elements of the General Plan address noise and safety, while the Land Use Element addresses building height.

## **RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS**

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The Land Use Element is the key element of any General Plan because it has the broadest scope of the mandated elements required in a General Plan. The Element must be prepared with the full knowledge and consideration of the information/ policies contained in other General Plan Elements. Specifically, the Land Use Element relates to the Housing Element by defining the extent and density of future residential development in the City. The Land Use Element is also coordinated with the Open Space/Conservation/ Recreation Element, in that open space resources are designated on the Land Use Plan Policy Map, and environmental factors are considered in the location of land use types. The Land Use Element relates to the Safety and Noise Elements by integrating their land use recommendations pertaining to public safety and noise constraints into detailed policies which apply to specific geographic locations. The Circulation and Land Use Elements are interrelated in that specific land use decisions depend upon traffic routes and circulation patterns. Finally, the Land

Use Element defines the amount of development permitted to occur, coupled with the Growth Management Element which establishes policies and procedures to ensure development occurs at a rate consistent with the availability of infrastructure and public services to support such development.

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## SUMMARY OF ISSUES, NEEDS, OPPORTUNITIES AND CONSTRAINTS

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The Land Use Element establishes policy which is reflected in all the other General Plan elements. The following land use issues, needs, opportunities, and constraints have been identified in Tustin, and are addressed in the goals and policies which follow in the next section.

### BALANCED DEVELOPMENT IN TUSTIN

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- There is a lack of commercial services in certain geographic areas, such as the Irvine Business Center, which warrants consideration of additional commercial designations.
- In previous decades, land use patterns encouraged Tustin residents to rely on the automobile to commute to work and shopping. Pedestrian orientation is now encouraged in select areas of the City.
- The City has the opportunity to purchase surplus freeway parcels and develop them with uses which capitalize on their freeway accessibility.
- The Tustin Legacy Specific Plan, formerly MCAS Tustin Specific Plan/Reuse Plan, will continue to guide future development on approximately 1,533 acres in the City of Tustin (Tustin Legacy).
- The annexation of certain areas in North Tustin could establish more logical City boundaries.
- Hillside areas within the City's sphere of influence may be subject to slope instability. In the event of annexation, significant infrastructure deficiencies, where they exist, shall be mitigated to the extent feasible.

## COMPATIBLE AND COMPLEMENTARY DEVELOPMENT

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- The intermixing of land uses in some areas without adequate buffering has resulted in land use incompatibilities, such as those related to physical scale, noise, and traffic. Specific types and examples of incompatible land uses include the following:
  - obtrusive industrial uses adjacent to residential development;
  - commercial uses abutting residential development without adequate buffering;
  - high density residential adjacent to lower residential densities without adequate buffering;
  - noise sensitive uses adjacent to freeways, highways and railroads.
  
- The market trend for mixed-use housing opportunities within a walkable downtown as well as within the Red Hill Avenue commercial area has created a desire for a mix of compatible commercial, office and residential uses.
  
- New development, if not regulated, can interfere with public vistas and views of the surrounding hillsides, public monuments, and other important viewsheds.

## REVITALIZATION OF OLDER COMMERCIAL, INDUSTRIAL, AND RESIDENTIAL USES AND PROPERTIES

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- While most of Tustin's housing stock is in good condition, certain neighborhoods, such as the Southwest area of the City, are in need of concentrated rehabilitation and code enforcement efforts.
  
- Tustin contains numerous historically and architecturally significant structures whose maintenance and preservation is important to the heritage of the community.
  
- Some of the City's older residential areas are impacted by adjacent freeways, commercial and industrial land uses.

- Some of the City's older commercial and industrial uses are either in need of upgrading or replacement.

## **IMPROVED CITY-WIDE URBAN DESIGN**

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- Although Tustin has many individual assets, the City needs to develop an integrated overall image that clearly connects the best parts of the community.
- Many of Tustin's strip commercial corridors exhibit a fragmented land use pattern and lack of design continuity.
- With the exception of several recent commercial centers, the City's commercial districts are in need of reinforced landscape character, stronger design coordination, improved circulation and parking linkages, outdoor pedestrian spaces, and higher quality architecture and signage.
- Tustin's design standards for multi-family development need to be strengthened to provide for greater private and public open space, and better buffering between adjacent incompatible land uses.
- The developing and changing industrial/R&D districts are transforming the southern part of Tustin, and are in need of standards to ensure high quality design.

## **ECONOMIC EXPANSION AND DIVERSIFICATION**

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- In order to create a better jobs/housing balance, efficient utilization of commercial and industrial designated properties is crucial.
- To keep Tustin's retail space competitive, retail development should be focused in "centers" which provide a greater variety of goods and amenities rather than strip commercial developments.

- The office and hotel markets in Tustin are not competitive with neighboring jurisdictions due to the City's limited supply of these land uses.

## **DEVELOPMENT COORDINATION WITH PUBLIC FACILITIES AND SERVICES**

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- As new development continues to occur in Tustin and existing uses intensify, adequate public facilities and services - such as fire and police protection, flood control, educational and recreational opportunities - must be available to accommodate future development.

## **DEVELOPMENT CHARACTER IN EAST TUSTIN**

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- The opportunity exists in East Tustin to ensure hillside development protects the natural terrain, and that significant open space resources (such as the eucalyptus windrows and stand of redwoods) are preserved.
- In an area as large as East Tustin, the provision of land uses which support the resident population to minimize travel distances to shopping, recreation and service uses.
- Important viewsheds in East Tustin, including the Peters Canyon ridgeline, the redwood/cedar grove, the knoll, and major tree stands, should be protected from intrusion.

## **DEVELOPMENT CHARACTER IN OLD TOWN/FIRST STREET AREA**

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- Old Town Tustin lost its focus as the community's commercial center years ago due to the development of competing commercial corridors outside this district.
- The unique qualities of Old Town have yet to be fully capitalized on to create a vital commercial district.

- The integration of residential uses in Old Town could provide increased market support for retail and commercial uses, and could improve the vitality of the district.
- Much of the First Street corridor exhibits a fragmented pattern of land use, and many of the buildings are in need of facade improvements.

## **DEVELOPMENT CHARACTER IN THE PACIFIC CENTER EAST AREA**

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- The Pacific Center East Area, including the Warner Business Park to the south, lacks a unified development image.
- Through the development of office, hotel and business park uses in Pacific Center East, the City has substantial opportunities to expand its economic base.
- Opportunities exist for freeway-oriented development adjacent to SR-55 and the existing and planned northbound (eastside) ramps to SR-55.

## **NORTH TUSTIN (UNINCORPORATED AREA)**

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- The unincorporated North Tustin area has a well developed low-density semi-rural character which would expand the scope of housing availability and add a valuable housing diversity to the City.
- To preserve the low density semi-rural character, there is a need to ensure that any infill development is compatible and complimentary to this existing community.

## **FUTURE DEVELOPMENT CHARACTER OF FORMER MCAS TUSTIN (TUSTIN LEGACY)**

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- Given the size and location of the site, there is an opportunity for continued reuse and development to create a distinct area

of unique character, to provide uses which meet broad community needs, and to accommodate a mix of uses responsive to market demand which also advance regional goals for jobs/housing balance.

- There is an opportunity to continue to create immediate interim uses and reuse of many existing buildings and facilities at the site to facilitate conversion of the installation from its former military use to civilian use.
- There is a constraint on future aviation uses of land due to impacted airspace (i.e. John Wayne Airport) and a community desire to see only limited and interim aviation uses on the site.
- The opportunity exists to provide open space as visual and recreational amenities on the site.
- Planned land uses need to continue to be integrated with existing facilities within the site and with surrounding development in adjacent communities.
- Architectural design of the highest quality is desired for new development.
- Streetscape design, site planning techniques, and pedestrian and bicycle linkages should continue to reinforce relationships between uses on the site.
- Communities entries, landscape design along the boundaries of the site, signage and design vistas in and through the site are needed to continue to create a strong visual identify.

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## LAND USE ELEMENT GOALS AND POLICIES

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The goals and policies contained in the Land Use Element provide the framework for land use planning and decision-making in the City. They are an outgrowth of issues, needs, opportunities and constraints identified during preparation of the General Plan including concerns of Tustin residents and selection of the preferred growth alternative. They reflect the direction and image the City seeks for the future. The goals and policies of this element are intended to:

- Achieve balanced development;
- Ensure that compatible and complementary development occurs;
- Revitalize older commercial, industrial, and residential development;
- Improve city-wide urban design;
- Promote economic expansion and diversification;
- Coordinate development with the provision of adequate public facilities and services;
- Ensure that the development character of East Tustin is compatible with the surrounding man-made and natural environment;
- Strengthen the development character and mixture of uses in the Old Town/First Street area; and
- Promote an integrated business park character for the Pacific Center East area.
- Continue to implement the reuse plan for MCAS Tustin which maximizes the appeal of the site as a mixed-use, master planned development.

### BALANCED DEVELOPMENT IN TUSTIN

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A broad range of land uses within the planning area - residential, commercial, industrial, public facilities and open space - offers a

balance between the City's revenue generation needs and service provision responsibilities.

**GOAL 1: Provide for a well balanced land use pattern that accommodates existing and future needs for housing, commercial and industrial land, open space and community facilities and services, while maintaining a healthy, diversified economy adequate to provide future City services.**

**Policy 1.1:** Preserve the low-density quality of Tustin's existing single-family neighborhoods while permitting compatible multi-family development to meet regional housing needs where best suited from the standpoint of current development, accessibility, transportation and public facilities.

**Policy 1.2:** Provide for and encourage the development of neighborhood-serving commercial uses in areas of Tustin presently underserved by such uses. Encourage the integration of retail or service commercial uses on the street level of office projects.

**Policy 1.3:** Facilitate the development of vacant and underutilized freeway parcels with commercial uses where appropriate and compatible with surrounding uses to capitalize on their freeway access and visibility.

**Policy 1.4:** Consider modification of present City boundaries in unincorporated areas within the City of Tustin's sphere where they are irregular and create inefficiencies.

**Policy 1.5:** Encourage compatible and complementary infill of previously by-passed parcels in areas already predominately developed.

**Policy 1.6:** Ensure an adequate supply of commercial and industrial land within the City of Tustin for potential commercial and industrial expansion and development.

**Policy 1.7:** As part of the City's attraction to business and industry, provide adequate sites to house future employees.

**Policy 1.8:** Provide incentives to encourage lot consolidation and parcel assemblage to provide expanded opportunities for coordinated development and redevelopment.

**Policy 1.9:** Provide development of light industrial and business park uses under strict performance development standards. Encourage industrial and business parks as the preferred method of accommodating industrial growth.

**Policy 1.10:** Ensure that the distribution and intensity of land uses are consistent with the Land Use Plan and classification system.

**Policy 1.11:** Where feasible, increase the amount and network of public and private open space and recreational facilities which will be adequate in size and location to be useable for active or passive recreation as well as for visual relief.

**Policy 1.12:** Evaluate all future annexation proposals within the City's sphere of influence for their potential financial, social and environmental impacts on the City of Tustin. The analysis of financial impacts shall include preparation of a fiscal impact report which provides an analysis of impacts on operating costs and costs associated with needed short and long term capital improvements.

**Policy 1.13:** Preserve the existing low density character of North Tustin single family zoned neighborhoods.

**GOAL 2: Ensure that future land use decisions are the result of sound and comprehensive planning.**

**Policy 2.1:** Consider all General Plan goals and policies, including those in other General Plan elements, in evaluating proposed development projects for General Plan consistency.

**Policy 2.2:** Maintain consistency between the Land Use Element, Zoning Ordinances, and other City ordinances, regulations and standards.

**Policy 2.3:** Endeavor to promote public interest in, and understanding of, the General Plan and regulations relating to it.

**Policy 2.4:** Encourage citizen participation in planning and development of land use programs.

**Policy 2.5:** Foster inter-governmental cooperation and coordination in order to maximize the effectiveness of land use policies.

**Policy 2.6:** Maintain consistency with the Airport Environs Land Use Plan (AELUP) for John Wayne Airport in terms of maximum allowable building height, noise levels, safety areas, and other applicable standards.

## COMPATIBLE AND COMPLEMENTARY DEVELOPMENT

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Intermixing of different land uses can result in incompatibilities attributable to differences in traffic levels, noise levels, physical scale, and hours of operation. Incompatibility can also occur when the characteristics of a specific land use do not match the physical characteristics of available land (such as intensive development in hillside areas).

**GOAL 3: Ensure that new development is compatible with surrounding land uses in the community, the City's circulation network, availability of public facilities, existing development constraints and the City's unique characteristics and resources.**

**Policy 3.1:** Coordinate and monitor the impact and intensity of land uses in adjacent jurisdictions on Tustin's transportation and circulation systems to provide for the efficient movement of people and goods with the least interference.

**Policy 3.2:** Locate major commercial uses in areas that are easily accessible to major transportation facilities.

**Policy 3.3:** Allow development clustering in hillside areas when this method will better preserve the natural terrain and open character of the City.

**Policy 3.4:** In designing hillside development, give particular attention to maximizing view opportunities, minimizing dangers of geologic and soil hazards, minimizing adverse visual impact on

surrounding areas, ensuring compatibility with the natural environment, to the maximum extent possible, and recognize other General Plan policies.

**Policy 3.5:** Hillside development should be designed to follow natural contours, where possible, and to minimize the amount of land alteration. The location and design of structures and access should maximize the natural appearance of the hillside areas. Development of isolated areas which can only be reached by going through steep terrain should be discouraged.

**Policy 3.6:** Regulate development in identifiable hazardous areas or in areas that are environmentally sensitive.

**Policy 3.7:** Encourage the preservation and enhancement of public vistas, particularly those seen from public places.

**Policy 3.8:** Encourage consolidation of parking and reciprocal access agreements among adjacent businesses.

**GOAL 4: Assure a safe, healthy and aesthetically pleasing community for residents and businesses.**

**Policy 4.1:** Mitigate traffic congestion and unacceptable levels of noise, odors, dust and light and glare which affect residential areas and sensitive receptors.

**Policy 4.2:** Ensure a sensitive transition between commercial or industrial uses and residential uses by means of such techniques as buffering, landscaping and setbacks.

**Policy 4.3:** Where mixed uses are permitted, ensure compatible integration of adjacent uses to minimize conflicts.

**Policy 4.4:** Encourage the elimination of non-conforming uses and buildings.

**Policy 4.5:** Ensure adequate monitoring of those uses which involve hazardous materials to avoid industrial accidents, chemical spills, fires and explosions.

**Policy 4.6:** Maintain and enhance the quality of healthy residential neighborhoods, and safeguard neighborhoods from intrusion by non-conforming and disruptive uses.

## **REVITALIZATION OF OLDER COMMERCIAL, INDUSTRIAL AND RESIDENTIAL USES AND PROPERTIES**

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Revitalization of older residential and non-residential development through rehabilitation, preservation, and redevelopment of the existing stock of land, landscaping, buildings and public infrastructure is necessary to maintain the quality of an urban environment.

### **GOAL 5: Revitalize older commercial, industrial and residential uses and properties.**

**Policy 5.1:** Encourage and continue the use of redevelopment activities, including the provision of incentives for private development, joint public-private partnerships, and public improvements, in the area.

**Policy 5.2:** Provide development incentives to facilitate the consolidation of individual parcels along the City's commercial corridors.

**Policy 5.3:** Encourage the rehabilitation of existing commercial facades and signage.

**Policy 5.4:** Continue to provide rehabilitation assistance in targeted residential neighborhoods to eliminate code violations and enable the upgrading of residential properties.

**Policy 5.5:** Encourage the restoration and rehabilitation of properties in Tustin eligible for inclusion on the National Register of Historic Places according to the rehabilitation guidelines and tax incentives of the National Trust for Historic Preservation.

**Policy 5.6:** Promote vigorous enforcement of City codes, including building, zoning, and health and safety, to promote building and

property maintenance. Prioritize the Southwest area of the City for code enforcement.

**Policy 5.7:** Continue, as feasible, operation of a graffiti removal program to facilitate prompt removal of graffiti on private property.

**Policy 5.8:** Improve edge conditions and buffers between older residential neighborhoods and adjacent freeway edges and commercial and industrial uses.

## IMPROVED CITY-WIDE URBAN DESIGN

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As cities grow and mature, individual neighborhoods and districts can become either difficult to distinguish or isolated unless strong identifiable physical features are emphasized and access between areas is strengthened.

**GOAL 6: Improve urban design in Tustin to ensure development that is both architecturally and functionally compatible, and to create uniquely identifiable neighborhoods, commercial and business park districts.**

**Policy 6.1:** Develop citywide visual and circulation linkages through strengthened landscaping, pedestrian lighting, bicycle trails (where feasible) and public identity graphics along major street corridors.

**Policy 6.2:** Encourage and promote high quality design and physical appearance in all development projects.

**Policy 6.3:** Improve the image of major highways through the use of pedestrian amenities, landscaping, lighting, graphics and/or other on-site and streetscape treatments.

**Policy 6.4:** Preserve and enhance the City's special residential character and "small town" quality by encouraging and maintaining Tustin's low density residential neighborhoods through enforcement of existing land use and property development standards and the harmonious blending of buildings and landscape.

**Policy 6.5:** Preserve historically significant structures and sites, and encourage the conservation and rehabilitation of older buildings, sites and neighborhoods that contribute to the City's historic character.

**Policy 6.6:** Improve the overall quality of Tustin's multi-family neighborhoods through: a) improved buffers between multi-family residences and adjacent freeway edges, commercial and industrial uses; b) provision of usable private and common open space in multi-family projects; c) increased code enforcement; and d) improved site, building, and landscape design.

**Policy 6.7:** Emphasize the Civic Center area as the focal point of community, civic, cultural and recreational activities.

**Policy 6.8:** Wherever possible, create an "office park" or "campus-like" environment for industrial and business park developments.

**Policy 6.9:** Upgrade the visual quality of edge conditions between industrial and residential uses through street tree planting and on-site landscaping.

**Policy 6.10:** Reinforce Tustin's image and community identity within the greater Orange County urban area.

**Policy 6.11:** Encourage the establishment of unique identity in the City's neighborhoods.

**Policy 6.12:** Review and revise, as necessary, the City's development standards to improve the quality of new development in the City and to protect the public health and safety.

## **ECONOMIC EXPANSION AND DIVERSIFICATION**

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A broadening of the City's economic base will ensure long-term fiscal stability and maintenance of City revenues.

**GOAL 7: Promote expansion of the City's economic base and diversification of economic activity.**

**Policy 7.1:** Broaden the City's tax base by attracting businesses which will contribute to the City's economic growth and employment opportunities while ensuring compatibility with other General Plan goals and policies.

**Policy 7.2:** Capitalize on office and hotel markets through encouraging the development of these uses.

**Policy 7.3:** Coordinate efforts between the City and Chamber of Commerce to actively market Tustin to prospective industries.

**Policy 7.4:** Promote the maintenance, marketing and further development of the Tustin Market Place and Tustin Auto Center as regional retail destinations.

**Policy 7.5:** (a) Focus retail development into consolidated, economically viable and attractive centers of adequate size and scale which offer a variety of retail goods and amenities; (b) reinforce quality highway and scenic development adjacent to the City's major transportation corridors; and (c) discourage typical strip commercial development.

**Policy 7.6:** Promote marketing techniques for the continued development of Tustin Legacy (MCAS Tustin) to civilian uses which will focus on the goals of the Specific Plan/Reuse Plan for the site, creating jobs and attracting viable businesses.

## **DEVELOPMENT COORDINATED WITH PUBLIC FACILITIES AND SERVICES**

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Adequate public facilities and services are essential components of urban development. The City must be able to expand its facilities and services to accommodate new development, as well as maintaining or improving facility and service levels for existing development. Providers of services not controlled by City should be encouraged to plan to accommodate new development.

**GOAL 8: Ensure that necessary public facilities and services should be available to accommodate development proposed on the Land Use Policy Map.**

**Policy 8.1:** Encourage within economic capabilities, a wide range of accessible public facilities and community services including fire and police protection, flood control and drainage, educational, cultural and recreational opportunities and other governmental and municipal services. Senate Bill (SB) 50, adopted in 1998, prohibits the City from using the inadequacy of school facilities as a basis for denying or conditioning the development of property. SB 50, however, gave school districts new authority to raise school impact mitigation fees. In addition, the voters passed Proposition 1A in November 1998, which provides \$9.2 billion dollars in bonds to construct new or expand existing schools. In summary, school districts have the financial means and legal authority to respond to new development.

**Policy 8.2:** Define needs and deficiencies that are within the City, and introduce priority projects into the City's budget process.

**Policy 8.3:** Coordinate and collaborate with other agencies providing public utility service to Tustin to define areawide and regional needs, projects and responsibilities.

**Policy 8.4:** Coordinate the construction of all public utilities to minimize disruption of vehicular traffic and negative impacts on roadways.

**Policy 8.5:** Continue to make incremental improvements to the flood control and drainage system.

**Policy 8.6:** Encourage planned improvements to electricity, natural gas, and communication service systems.

**Policy 8.7:** To ensure an orderly extension of essential services and facilities, and preservation of a free-flowing circulation system, continue to require provision of essential facilities and services at the developer's expense where these systems do not exist or are not already part of the City's financed capital improvement program.

**Policy 8.8:** Maintain and improve, where necessary, the City's infrastructure and facilities.

## DEVELOPMENT CHARACTER IN EAST TUSTIN

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East Tustin has provided the majority of new residential development within the planning area. The planned community approach for development of the area achieved a balance between urban use of land and maintenance of the natural environment.

**GOAL 9: Continue to provide for a planned community in East Tustin compatible with the land use characteristics of the local area and sensitive to the natural environment.**

**Policy 9.1:** Ensure the compatibility of development in East Tustin adjacent to existing developed areas.

**Policy 9.2:** Provide for supporting land uses in East Tustin, including neighborhood commercial centers, park and recreational facilities, and schools, to serve the residential community.

**Policy 9.3:** Continue development phasing which provides incremental growth that is coordinated with the existing adjacent development, infrastructure and market opportunities.

**Policy 9.4:** Enforce the East Tustin Hillside District Guidelines to preserve the natural terrain of Tustin's undeveloped hillsides.

**Policy 9.5:** Require graded slopes to undergo permanent re-vegetation in a timely manner to minimize chance of erosion and siltation. Encourage the use of drought-tolerant and fire resistant plant materials.

**Policy 9.6:** Retain natural landscape to the maximum extent possible, and incorporate planting in new development areas compatible with the character and quality of the natural surrounding environment.

**Policy 9.7:** Encourage the clustering of development in hillside areas to minimize grading impacts and/or retain natural features and vegetation.

**Policy 9.8:** Encourage clustering of residential uses to minimize impacts from noise, flooding, slope instability and other environmental hazards.

**Policy 9.9:** Site buildings and align roadways to maximize public visual exposure to the north-south Peters Canyon ridgeline, the redwood/cedar grove, the knoll and major tree stands.

## **DEVELOPMENT CHARACTER IN OLD TOWN/FIRST STREET AREA**

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The development character of Old Town and the First Street area can be significantly enhanced by greater integration of residential uses and thriving commercial uses and physical renovations to existing buildings and street frontages which promote a pedestrian orientation.

**GOAL 10: Improve and strengthen the Tustin Old Town/First Street area with a unique pedestrian environment and diverse mix of goods, services, and uses.**

**Policy 10.1:** Improve the Old Town District's identity as the City's historical and architectural focus and its contribution to the City's economic base.

**Policy 10.2:** Review and consider the possible development of residential uses in the Old Town area both as individual residential projects, and integrated above ground floor retail and office uses.

**Policy 10.3:** Encourage outdoor pedestrian spaces, such as courtyards, arcades and open landscaped passages, to be integrated into new development. Encourage high-quality pedestrian-oriented building frontages which open onto these pedestrian spaces and public sidewalks.

**Policy 10.4:** Develop and use signage to promote a district parking concept that emphasizes shared parking facilities. Promote improvements which will upgrade circulation and access in the Old Town District.

**Policy 10.5:** Study the potential expansion of the Cultural Resources Overlay District north of First Street to Irvine Boulevard.

**Policy 10.6:** Encourage the integration of retail or service commercial uses on the street level of office projects through flexibility in site development standards.

**Policy 10.7:** Encourage the consolidation of individual parcels/ consolidated site planning and parking and access along First Street and in Old Town through utilization of development incentives such as reduced parking, height bonus, lot coverage relaxation, allowance for secondary uses, fee waivers, and/or financial assistance in land acquisition and/or infrastructure improvements.

**Policy 10.8:** Encourage rehabilitation of existing facades and signage to comply with the Downtown Commercial Core Specific Plan design criteria.

**Policy 10.9:** Allow existing single family residential uses/ structures listed within the City's official historic survey to be preserved and used as a residence, or preserved and used as a commercial use consistent with the City's Cultural District Residential Design Guidelines and the Secretary of Interiors Standards for Rehabilitation.

## DEVELOPMENT CHARACTER IN THE PACIFIC CENTER EAST AREA

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The future image of the Pacific Center East area will consist of a more intensive and integrated business park environment. The area's distinct location adjacent to SR 55 creates a significant opportunity to capitalize on its freeway orientation to achieve regional recognition.

**GOAL 11: Provide for an integrated business park environment in the Pacific Center East Area which both capitalizes on market opportunities and is compatible with adjacent developed land uses.**

**Policy 11.1:** Provide a wide range of uses and intensities which meet the City's future needs for mixed land uses and for a variety of facilities and services in the project area, and which capitalize on visibility and access of freeway interchange locations.

**Policy 11.2:** Create a cohesive architectural image and attractive streetscape through implementation of development standards and design guidelines to unify the area.

**Policy 11.3:** Promote building forms that relate to the scale and character of surrounding development while also relating new development to pedestrian functions.

**Policy 11.4:** Integrate existing uses, new development and potential future redevelopment uses.

**Policy 11.5:** Upgrade the edge conditions between industrial/business park uses and residential development through private development standards and onsite landscaping of industrial/business park uses.

## **DEVELOPMENT CHARACTER IN THE RED HILL AVENUE SPECIFIC PLAN AREA**

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The Red Hill Avenue Specific Plan area is envisioned to be a distinctive, vibrant and thriving district with interconnected commercial, office, and residential uses in a mixed-use setting. The area serves as a prominent gateway to the City with Interstate 5 northbound and southbound on and off-ramps at Red Hill Avenue, allowing for residents, retail commercial customers and existing business owners within the area to have immediate freeway access.

**Goal 12: Enhance streetscape, landscape, and public amenities, improve visual and functional connections and linkages between Red Hill Avenue, surrounding residential neighborhoods, adjacent public and institutional uses and Interstate 5, balance flexible and diverse land uses that foster economic development opportunities and support housing opportunities, streamline processes to support future development, improve pedestrian and bike accessibility and vehicular circulation to minimize potential conflicts between different users and improve mobility, implement parking standards that reflect verifiable demand and consider future land uses, coordinate existing and future development with infrastructure capacity, and ensure development within the Specific Plan area is sensitive to and compatible with surrounding land uses.**

**Policy 12.1:** Establish a streetscape program using landscaping, signage, street furniture, entry statements, and other visual amenities compatible with the character of Tustin to achieve a distinct identity for the area.

**Policy 12.2:** Develop coordinated gateway design treatments that establish entry statements and a “sense of place” at key locations within the Specific Plan area.

**Policy 12.3:** Encourage a “sense of place” within the Specific Plan area through quality site design, architectural design, and public improvements as part of future development.

**Policy 12.4:** Coordinate a bus shelter and transit stop improvement program to ensure that all bus stops have the appropriate amenities.

**Policy 12.5:** Identify ways to improve and enhance linkages and connections between new development in the Specific Plan area and surrounding properties.

**Policy 12.6:** Develop design criteria that encourage optimal building configuration and design, parking strategies, signage, pedestrian amenities, landscaping, and appropriate, timeless architectural styles.

**Policy 12.7:** Establish a land use program that encourages a mix of land uses responsive to market demands and Tustin community priorities.

**Policy 12.8:** Refine allowable land uses within the area to encourage the desired development envisioned by the Specific Plan.

**Policy 12.9:** Establish development standards for future land uses that are compatible with the surrounding area and preserve the small town feel and community character.

**Policy 12.10:** Develop land use standards that focus on retention and enhancement of commercial development, but supports integrated mixed-use development, sidewalk-adjacent development, parking behind building frontages and pedestrian activity.

**Policy 12.11:** Adopt a program-level environmental clearance document to utilize in subsequent development proposals within the RHASP area.

**Policy 12.12:** Establish a tiered environmental review process, for discretionary development application review to streamline the approval process.

**Policy 12.13:** Establish development incentives such as tailored development standards or streamlined review processes, to encourage new development that fulfills the vision of the Specific Plan.

**Policy 12.14:** Identify local, State, and Federal grants and other funding opportunities that can provide business assistance and offer the City the means to upgrade the area.

**Policy 12.15:** Improve and enhance pedestrian connections and facilities, particularly in areas that contain large, expansive parking lots. At these locations, accessible pedestrian connections from the sidewalk to building entrances should be encouraged.

**Policy 12.16:** Minimize curb cuts or driveways onto arterial roads and collector streets.

**Policy 12.17:** Promote and develop a transportation system which includes provisions for public transportation, bikes and pedestrians.

**Policy 12.18:** Promote the development and maintenance of adequate parking facilities commensurate with parking demand.

**Policy 12.19:** Monitor parking supply and utilization to identify deficiencies or conflicts with the movement of traffic as new development occurs.

**Policy 12.20:** Ensure infrastructure capacity within the Specific Plan area meets future demands.

**Policy 12.21:** Coordinate future lands use planning with sustainable transportation and infrastructure planning.

**Policy 12.22:** Ensure that the form, scale, and design of new development, including new construction, renovations, or additions, does not negatively impact the existing surrounding uses and structures.

**Policy 12.23:** Implement “four-sided architecture” principles that consider the aesthetic quality of development from all sides, whether visible from the public right-of-way or not.

## NORTH TUSTIN (UNINCORPORATED AREA)

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The North Tustin unincorporated area has a low density, semi-rural character. This desirable character is sensitive and vulnerable.

**GOAL 13: Maintain the semi-rural and low-density character of North Tustin.**

**Policy 13.1:** Ensure that any infill development in North Tustin is compatible and complimentary to the existing North Tustin community.

**Policy 13.2:** Review and consider the possible development and adoption of pre-zoning designation for the North Tustin unincorporated area as part of any annexation proposal.

**Policy 13.3:** Identify the North Tustin Specific Plan Area and entire North Tustin unincorporated area as a Special Management Area.

## FUTURE DEVELOPMENT CHARACTER OF TUSTIN LEGACY (FORMER MCAS TUSTIN)

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**GOAL 14: Continue to implement the Specific Plan/Reuse Plan for MCAS Tustin which maximizes the appeal of the site as a mixed use, master planned development and that includes the following qualities seeking to create results that are very special and worthy of the site's present and historical importance.**

**Policy 14.1:** Promote new uses and design which will peacefully coexist with surrounding residences and businesses in Tustin and adjacent cities, minimizing impacts on noise, air quality, traffic, and other environmental features wherever possible.

**Policy 14.2:** Encourage a development pattern that offers a connectedness between buildings and uses, and has a strong sense of place through architectural style and creative landscape design.

**Policy 14.3:** Encourage a mixture of uses that enable people living or working on the site to choose to meet a significant part of their daily needs within the site.

**Policy 14.4:** Implement the balanced reuse plan that responds to community needs but which does not drain City resources. Wherever possible, tax revenues generated by uses on the site should offset the costs of public services.

**Policy 14.5:** Promote high quality architecture, landscaping, signage, open space design, circulation patterns, and landscape patterns distinct from surrounding areas.

**Policy 14.6:** Encourage the distinguished history of the Base to be preserved in one or more locations on site.

**Policy 14.7:** Promote uses and institutions which will accommodate and attract 21st Century jobs and technologies.

**Policy 14.8:** Encourage uses that benefit broader community's needs and which are balanced with development that is compatible with the Tustin community.

**Policy 14.9:** Ensure that land and water are clean and safe to use and that other environmental considerations are taken into account during design.

**Policy 14.10:** Promote a successful transition from military to civilian use that reasonably satisfies the public interests at local, countywide, regional, state and federal levels consistent with the need for any reuse plan to be fiscally sound and to foster economic development.

**Policy 14.11:** Strategically place development in a manner responsive to requirements for hazardous material cleanup, circulation and infrastructure capacity, and market absorption.

## RELATED GOALS AND POLICIES

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The goals and policies described in the Land Use Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or

indirectly support the goals and policies of the Land Use Element.  
These supporting goals and policies are identified in Table LU-1.

**TABLE LU-1  
LAND USE RELATED GOALS AND POLICIES BY ELEMENT**

Land Use Issue Area	RELATED GOALS AND POLICIES BY ELEMENT						
	Land Use	Housing	Circulation	Conservation/ Open Space	Public Safety	Noise	Growth Management
Balanced Development		1.9, 3.1	1.10, 5.2, 5.6	2.12, 8.11, 14.12, 14.13, 15.2			1.1, 2.5, 2.6, 2.7, 2.8, 4.1
Compatible/ Complementary Development			1.11, 4.4, 4.5, 5.1, 6.2, 6.12	1.3, 1.4, 7.3, 7.4, 8.1, 8.5, 8.7, 8.9, 8.10, 8.12, 8.13, 8.16, 14.7, 14.8, 14.9, 17.3, 18.5	1.6, 3.3, 3.9, 4.5, 7.1, 7.2	1.2, 1.9, 2.3, 2.4, 2.5, 2.7, 2.8	
Revitalization of Older Development		1.2, 1.3, 5.1, 5.3, 5.3		12.1	9.1		
Improved City-wide Urban Design		1.18	1.2, 1.9, 1.14, 6.8	1.2, 1.5, 5.3, 7.1, 8.6, 11.1, 11.2, 12.3, 14.1, 17.2	5.2, 6.5	2.6	
Economic Expansion/ Diversification		2.5					
Public Facilities/ Services Coordination			1.16, 6.9	2.10, 5.6, 14.5, 14.6, 16.10, 18.4	3.2, 5.3		3.1, 3.2
East Tustin Character				7.6, 8.15, 8.17, 14.14, 14.15, 15.1			
Old Town/First Street Character							
Pacific Center East Character							
Red Hill Avenue Specific Plan							
North Tustin (Unincorporated Area)							
Tustin Legacy (Former MCAS Tustin) Character				16.8			

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## LAND USE POLICY MAPS

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The Land Use Policy Maps reflect the application of General Plan goals and policies to the distribution and intensity of future land uses in the City of Tustin as well as areas which are within the City's Sphere of Influence. There are three Land Use Policy Maps which are a part of this Element. They are the Land Use Plan Policy Map and two Special Management Areas Policy Maps.

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## LAND USE PLAN AND POLICY CONSIDERATIONS

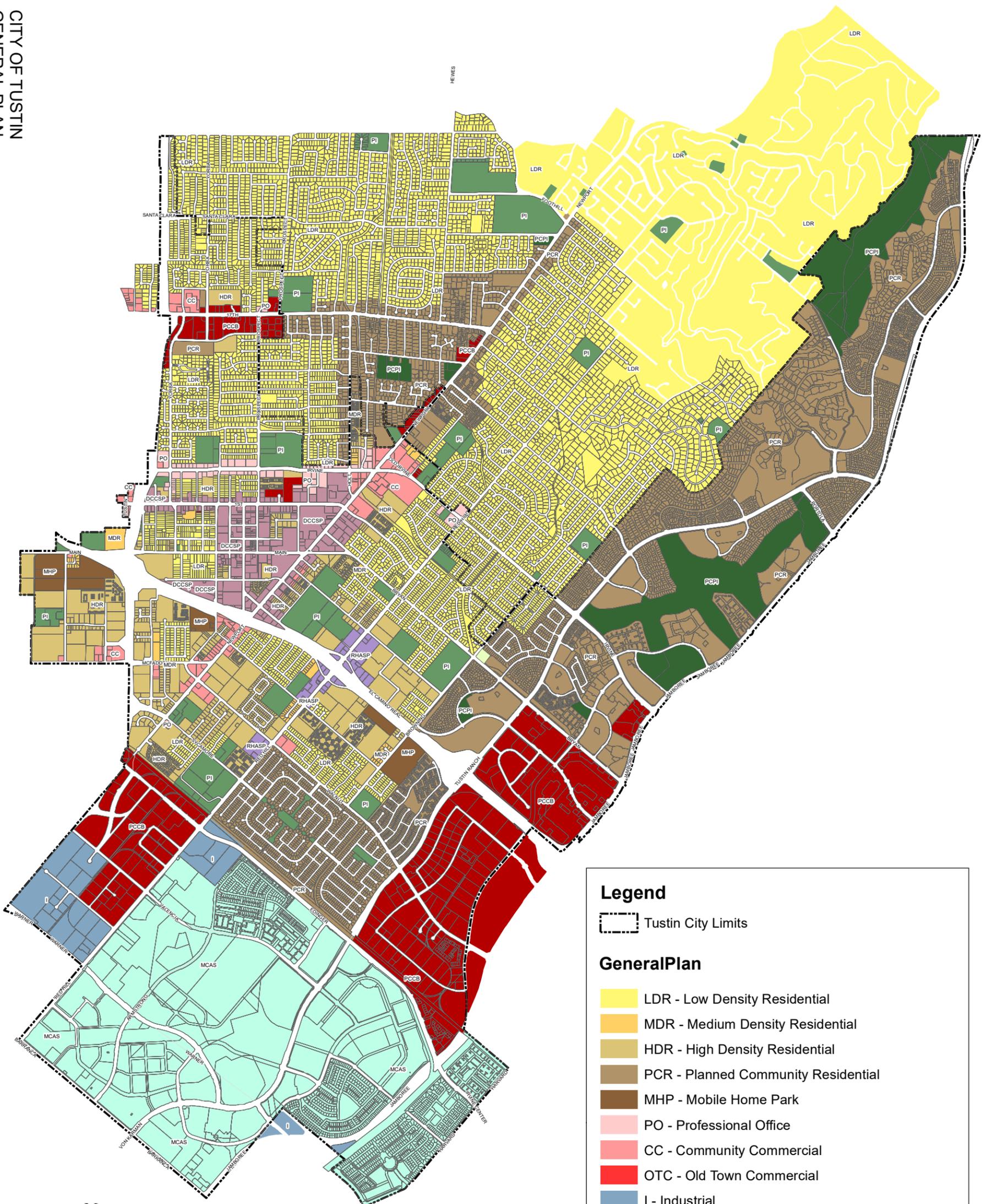
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Figure LU-1 represents the Land Use Plan for the Tustin Planning Area. The plan is also reproduced at a larger scale and is available from the Tustin Community Development Department. While the Land Use Plan describes the general pattern of land uses at build-out, the Plan is not a zoning map and should be interpreted as a generalized guide to the type, intensity and relationship of land uses. Upon adoption of the General Plan, the City will then begin the process of modifying the Zoning Ordinance to ensure its consistency with the Land Use Plan.

### **Land Use Designations**

Land Use designations indicate the type and nature of development that is allowed in a given location. While terms like "residential," "commercial" and "industrial" are generally understood, State General Plan law requires a clear and concise description of the land use categories shown on the Land Use Plan Policy Map.

The Land Use Element provides for seven major land use groupings divided into 15 categories or designations as listed in Table LU-2. Four of these designations are established for residential development, ranging from low-density single family to high-density multiple family development. Three commercial designations, one industrial, and one public/ institutional, are included. A planned community designation, which includes residential, commercial/business, and public institutional components, is also provided. Additionally, a separate specific plan designation is

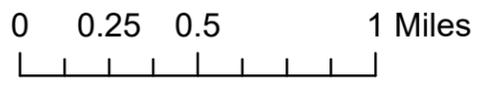


**Legend**

--- Tustin City Limits

**General Plan**

- LDR - Low Density Residential
- MDR - Medium Density Residential
- HDR - High Density Residential
- PCR - Planned Community Residential
- MHP - Mobile Home Park
- PO - Professional Office
- CC - Community Commercial
- OTC - Old Town Commercial
- I - Industrial
- PCCB - Planned Community Commercial/Business
- PI - Public/Institutional
- PCPI - Planned Community Public/Institutional
- SP 1 - Tustin Legacy Specific Plan
- DCCSP - Downtown Commercial Core Specific Plan
- RHASP - Red Hill Avenue Specific Plan



# General Plan

of the City of Tustin

Figure LU-1  
Land Use Plan  
Policy Map

**TABLE LU-2  
DEVELOPMENT INTENSITY/DENSITY STANDARDS**

MAJOR LAND USE GROUPINGS	MAXIMUM DWELLING UNITS PER ACRE OR MAXIMUM FLOOR AREA RATIO (a)	EFFECTIVE DWELLING UNITS PER ACRE OR AVERAGE FLOOR AREA RATIO (b)	LAND USE DESIGNATION AND SUMMARY DESCRIPTION
RESIDENTIAL	1-7	5.61	LOW DENSITY RESIDENTIAL - Detached single family dwellings which allows up to 7 dwelling units per net acre with an average of 3.25 persons per dwelling unit
	8-15	15.00	MEDIUM DENSITY RESIDENTIAL- Multi-family dwellings including duplexes, condominiums, townhomes, and apartments. Allows up to 15 dwelling units per net acre with an average of 2.73 persons per dwelling unit.
	15-25	21.53	HIGH DENSITY RESIDENTIAL - Multi family dwellings including duplexes, condominiums, townhomes, and apartments. Allows up to 25 dwelling units per net acre with an average of 2.15 persons per dwelling unit.
	1-10	6.31	MOBILE HOME PARK - Mobile Home Park development which allows up to 10 dwelling units per acre with an average of 2.15 persons per dwelling unit.
COMMERCIAL	0.5:1	0.4:1	COMMUNITY COMMERCIAL - Includes retail, professional office, and service-oriented business activities serving a community-wide area and population.
	0.8:1	0.4:1	PROFESSIONAL - Primarily single tenant or multi-tenant offices that include legal and medical services, financial institutions, corporate and government offices, and other supporting uses.
INDUSTRIAL	0.6:1	0.5:1	INDUSTRIAL - A mix of industrial and office uses such as wholesale businesses, light manufacturing, storage, distribution and sales, research and development laboratories, and service commercial business.
PUBLIC	0.6:1	0.2:1	PUBLIC/INSTITUTIONAL - Public and private uses such as schools, churches, City Hall, flood control channels, reservoirs, communication, utility substations, and recreation/open spaces such uses as parks, golf courses, and designated open spaces.
PLANNED COMMUNITY	(c)	(c)	PC RESIDENTIAL - Includes low, medium, and high density residential described above with respective averages of 3.15, 2.45, and 2.05 persons per dwelling unit.
	1.5:1	0.4:1	PC COMMERCIAL/BUSINESS - Mix of commercial and office uses such as hotel/motels, commercial centers, research and development, and professional offices.
	0.6:1	0.2:1	PC PUBLIC/INSTITUTIONAL - Same as Public/Institutional above.

**TABLE LU-2  
DEVELOPMENT INTENSITY/DENSITY STANDARDS**

MAJOR LAND USE GROUPINGS	MAXIMUM DWELLING UNITS PER ACRE OR MAXIMUM FLOOR AREA RATIO (a)	EFFECTIVE DWELLING UNITS PER ACRE OR AVERAGE FLOOR AREA RATIO (b)	LAND USE DESIGNATION AND SUMMARY DESCRIPTION
TUSTIN LEGACY SPECIFIC PLAN (FORMERLY MCAS TUSTIN SPECIFIC PLAN)	(d)	(d)	<p>MIXED-USE TRANSIT: Provides for transit-oriented, mixed-use developments with commercial retail and/or office on the ground floor and either residential units or office on upper floors. Allows for stand-alone commercial uses, residential uses as well, including senior housing.</p> <p>MIXED-USE URBAN: Provides for mixed-use developments with commercial retail and/or office on the ground floor and either residential units or offices on upper floors. Allows for stand-alone commercial and residential uses as well. This designation also allows for hotel, entertainment, and commercial sports facilities. This designation also requires the inclusion of a major segment of the Tustin Legacy Park.</p> <p>COMMERCIAL: Provides for development of a variety of retail and service commercial uses with the intent of supporting and complementing uses in the plan area and surrounding development.</p> <p>COMMERCIAL/BUSINESS: Provides for the development of a variety of uses, including research and development, professional and creative office, retail, senior care facilities, and specialized employment and merchandizing uses.</p> <p>RESIDENTIAL: Provides for a range of residential development and housing types, including single-family detached and attached and multifamily homes. This designation also requires the inclusion of park, open space, and trails.</p> <p>PARK: Provides for passive community park uses, community-level sports, and active recreation uses, including internal paseos and trails. It also provides for establishment of a major urban recreation amenity for community and countywide use.</p> <p>TUSTIN LEGACY PARK OVERLAY: Provides for the creation of a continuous Tustin Legacy Park (linear park) that runs in a diagonal direction across the project area and will include a variety of recreation, visitor-serving, and community-serving activities as well as a trail system and dual purpose park/detention area. The boundaries of the Linear Park Overlay, shown on Figure 2-1, are intended to be conceptual, pending final design.</p> <p>TRANSITIONAL/EMERGENCY HOUSING: Provides for transitional housing and the adaptive use of existing military dormitory type structures for emergency housing, single occupancy housing, or congregate care uses. Also allows for supporting services, including food service.</p> <p>EDUCATION VILLAGE: Provides for a mix of public-serving, office, institutional, and/or government uses. Supporting office, research and development, and commercial uses are permitted to complement educational uses.</p>

**TABLE LU-2  
DEVELOPMENT INTENSITY/DENSITY STANDARDS**

MAJOR LAND USE GROUPINGS	MAXIMUM DWELLING UNITS PER ACRE OR MAXIMUM FLOOR AREA RATIO (a)	EFFECTIVE DWELLING UNITS PER ACRE OR AVERAGE FLOOR AREA RATIO (b)	LAND USE DESIGNATION AND SUMMARY DESCRIPTION
			PUBLIC STREET RIGHT-OF-WAY (ROW): Accommodates local roads within the project. Does not include private drives or alleys
TRANSPORTATION	---	---	TRANSPORTATION - Consists of major and primary arterial roadways and railroads.

- (a) Maximum allowable level of development standard for individual parcels of land.
- (b) Assumed overall standard level of development. Since the development which has occurred to date has not reached the maximum allowed level of density or intensity, future development is expected to be less than the maximum. Therefore, an effective level of density/intensity is used when projecting total future dwelling units/population for residential development and future square footage for non-residential development where floor area is used as a measurement of building intensity.
- (c) Maximum density in dwelling units per acre is prescribed by individual Planned Community documents. Effective dwelling units per acre for low, medium, and high density residential is 4.485, 11.834, and 17.39, respectively.
- (d) Maximum and effective dwelling units per acre and floor area ratio described in Tustin Legacy Specific Plan (formerly MCAS Tustin Specific Plan/Reuse Plan) .as amended

provided for the reuse of MCAS Tustin. Major transportation facilities are included in a single transportation category.

### **Land Use Intensity/Density**

State General Plan law requires that the Land Use Element indicate the maximum intensities/densities permitted within the Land Use Plan. The land use designations contained in this element and shown on the Land Use Plan Policy Map are described in this way. Table LU-2 lists each of the land use designations shown on the Land Use Plan and provides a corresponding indication of maximum intensity/density of development on that parcel. Maximum allowable development on individual parcels of land is to be governed by these measures of intensity or density. The table also includes the expected or effective overall levels of development within each land use designation within the planning area. These standard levels of development represent an anticipated intensity/density and are, therefore, less than the absolute maximum allowed for an individual parcel of land. For various reasons, many parcels in the City have not been developed to their maximum intensity/density and, in the future, maximum development as described in this Element can be expected to occur only on a limited number of parcels.

Future development on a city-wide basis is expected to occur at the effective level of intensity/density stated in Table LU-2. Development at an intensity or density between the effective and maximum levels can occur only where projects offer exceptional design quality or important public amenities or benefits above the standards required by the City's Zoning Ordinance and other regulatory documents. For the residential land use designations, projects are expected to build to a density at least as high as the lowest density allowed by their respective designations. The residential categories also include an average number of persons per dwelling unit standard as a basis for determining the population density.

A number of terms are used to define the land use designations or categories described in this element. The term "intensity" refers to the degree of development based on building characteristics such as height, bulk, floor area ratio and/or percent of lot coverage. Intensity is most often used to describe non-residential development levels, but, in a broader sense, is used to express overall levels of all development types. The overall intensity of development within the Tustin

Planning Area is similar to other urbanized areas of Orange County, such as Anaheim, Orange, Irvine and Newport Beach.

For most non-residential land use categories (commercial, industrial, public/institutional facilities), the measure of intensity known as "floor area ratio" (FAR) provides the most convenient method of describing development levels. Simply stated, the floor area ratio is the relationship of total gross floor area of all buildings on a lot to the total land area of that lot expressed as a ratio. For example, a 20,000 square foot building on a 40,000 square foot lot yields an FAR of .50:1 as illustrated in Figure LU-2. The FAR describes use intensity on a lot, but not the actual building height, bulk or coverage.

As Figure LU-2 shows, the .50:1 FAR can yield a building of one story in height covering one half of the lot area, or a taller building which covers less of the lot and provides more open space.

The term "density", in a land use context, is a measure of the population and residential development capacity of the land. Density is described in terms of dwelling units per net acre (du/net ac); thus, the density of a residential development of 100 dwelling units occupying 20 net acres of land is 5.0 du/net ac. Differences in residential land use types generally produce a corresponding difference in the number of persons occupying a given type of unit (i.e., single family residential uses generally house more persons than multiple family units). For purposes of calculating population intensity, an average number of persons per dwelling unit for certain residential land use designations is assumed as shown in Table LU-2 and is described in each land use description beginning on page 33. Descriptions of each of the land use designations shown on the Land Use Policy Map (Figure LU-1) are provided in the following section to delineate the general types of uses allowed and their corresponding intensities or densities.

## **Residential Designations**

**Low Density Residential:** The Low Density Residential land use designation provides for the development of low density single family dwellings and accessory buildings. Uses such as second single family structures on large lots, guest rooms, public institutional facilities, churches, schools, large family day care homes, and others, which are determined to be compatible with, and oriented toward serving the

needs of low density detached single family neighborhoods may also be allowed. This designation allows a maximum of seven single family units per net acre of land. Areas within the designation can be regulated in a Zoning Ordinance with lower densities to reflect the existing character. Development in this land use category should maintain a low density character with building heights generally not exceeding 30 feet.

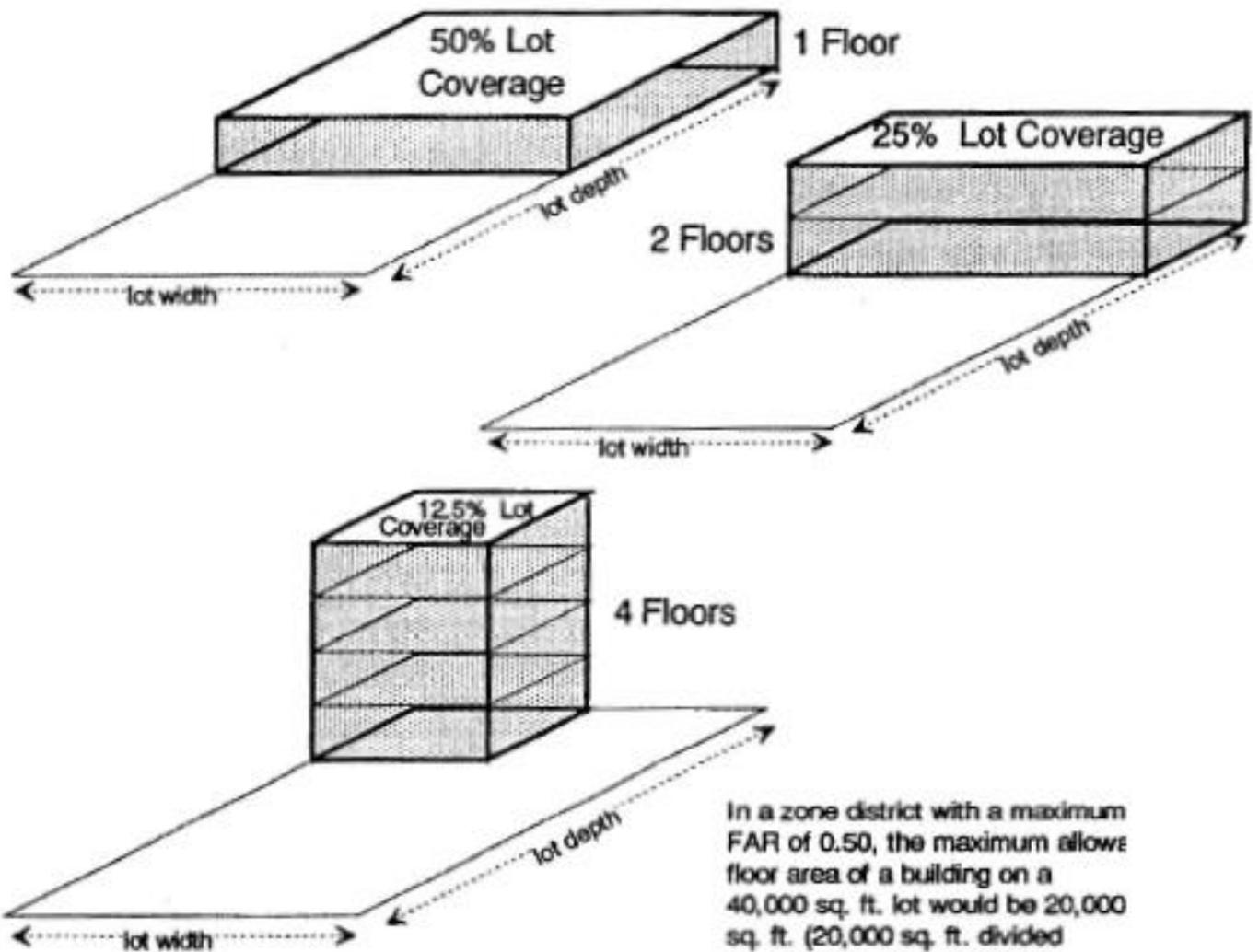
This designation allows a maximum of 7 dwelling units per net acre of land. Building heights should generally not exceed 35 feet. The average population for this residential designation is approximately 3.39 persons per dwelling unit which represents a population density range for this land use designation of 2 to 24 persons per acre. The maximum density of this land use category may be exceeded to complement General Plan Housing Element Policy, only as approved by the City Council, in accordance with the density bonus provisions of Section 65915 of the California Government Code.

**Medium Density Residential:** The Medium Density Residential land use designation provides for the development of a wide range of living accommodations including typical single family units, patio homes, multiple family dwellings such as duplexes, apartments, condominiums, townhomes, cooperatives, and community apartments. Uses such as public/institutional facilities, churches, schools, and others, which are determined to be compatible with and oriented toward serving the needs of medium density neighborhoods may also be allowed.

This designation allows a maximum of 15 dwelling units per net acre of land. Building heights should generally not exceed 35 feet. The average population for this residential designation is approximately 2.85 persons per dwelling unit which represents a population density range for this land use designation of 2 to 43 persons per acre. The maximum density of this land use category may be exceeded to complement General Plan Housing Element Policy, only as approved by the City Council, in accordance with the density bonus provisions of Section 65915 of the California Government Code.

**High Density Residential:** The High Density Residential land use designation provides for the development of a wide range of living accommodations including single family units, multiple family dwellings such as, apartments, condominiums, townhomes, cooperatives, and community apartments. Uses such as public/

## Possible Building Configurations for 0.50 FAR



In a zone district with a maximum FAR of 0.50, the maximum allowable floor area of a building on a 40,000 sq. ft. lot would be 20,000 sq. ft. (20,000 sq. ft. divided by 40,000 sq. ft. equals .50).

NOTE: Variations may occur if upper floors are stepped back from ground level lot coverage.

$$\text{Floor Area Ratio (FAR)} = \frac{\text{Gross Building Area (All Floors)}}{\text{Lot Area}}$$

determined to be compatible with and oriented toward serving the needs of high density neighborhoods may also be allowed.

This designation allows a maximum of 25 dwelling units per net acre of land. The intent of this land use category is to maintain existing developed multiple family areas while also providing opportunities for recycling of other neighborhoods where maintenance efforts would produce minimal results. Building heights should generally not exceed 35 feet. The average population for this residential designation is approximately 2.24 persons per dwelling unit which represents a population density range of 2 to 56 persons per acre. The maximum density of this land use category may be exceeded to complement General Plan Housing Element Policy, only as approved by the City Council, in accordance with the density bonus provisions of Section 65915 of the California Government Code.

**Mobile Home Park:** The Mobile Home Park land use designation provides for the development of mobile home parks subject to certain zoning restrictions. This designation allows a maximum of 10 dwelling units per net acre of land with an average population of approximately 2.24 persons per dwelling unit which represents a population density range for this land use designation of 2 to 22 persons per acre.

## **Commercial Designations**

**Community Commercial:** The Community Commercial designation is characterized by a variety of miscellaneous retail, professional office, and service-oriented business activities, many of which are highway oriented and serve a community-wide area and population. Community Commercial uses serve local, as well as broad market areas and generally include professional and business offices, retail and commercial services, child care, restaurants, and public/institutional facilities, along with larger-scale indoor commercial uses such as department stores, furniture and appliance outlets, theaters and entertainment uses. Site development standards for this land use category should encourage large projects and provide for adequate setbacks, parking, landscaping, buffering from residential land use areas and other features which will create well designed, efficient and attractive projects. The standard intensity of development is a floor area ratio of 0.4:1 and the maximum intensity of development is a floor area ratio of 0.5:1.

**Professional Office:** The Professional Office designation provides areas of development of primarily professional offices and other supporting uses. Permitted uses include professional, legal, medical, general financial, administrative, corporate and general offices, business support services, financial, insurance and real estate services and supportive commercial uses such as restaurants, medical services, public service uses, financial institution, cultural and public/institutional facilities, and similar uses which together constitute concentrations of office employment or community activity. Also included are small convenience or service commercial activities intended to meet the needs of the on-site employee population. The standard intensity of development is a floor area ratio of 0.4:1 and the maximum intensity of development is a floor area ratio of 0.8:1.

### **Industrial Designation**

**Industrial:** The industrial designation is designed to accommodate a variety of light industrial uses which are non-polluting and which can co-exist with surrounding land uses and which do not, in their maintenance, assembly, manufacture or plant operation create smoke, gas, dust, sound, vibration, soot or glare to any degree which might be obnoxious or offensive to persons residing or conducting business in the City. Permitted uses would include but not be limited to wholesale businesses, light manufacturing and processing, distribution and sales, warehousing and storage, research and development uses, light industrial business parks and related uses. Obnoxious, heavy industrial uses are not permitted in this land use category. The standard intensity of development is a floor area ratio of 0.5:1 and the maximum intensity of development is a floor area ratio of 0.6:1. Standards incorporated in the Zoning Ordinance control the development of environmentally compatible industries within this land use category. Special standards including the provision of setbacks, screening barriers, berms, generous landscaping and low profile buildings should be applied.

### **Public Designations**

**Public/Institutional:** The Public/Institutional designation includes a wide range of public and quasi-public uses distributed throughout the

community such as schools, churches, child care centers, transportation facilities, public buildings and facilities, public utilities, libraries, museums, art galleries, community theaters, hospitals, cultural and recreational activities, community recreational facilities, and parks. Certain public institutional uses may be permitted within other land use designations when determined appropriate. In addition, land uses which support and are specifically related to the function of the primary institutional use may also be permitted. These support uses may include residential (for purposes of housing persons related to an institutional use), retail and service commercial, and industrial uses (e.g., warehousing for a city yard facility). The standard intensity of development is a floor area ratio of 0.2:1 and the maximum intensity of development is a floor area ratio of 0.6:1.

### **Planned Community (PC) Designations**

**PC Residential:** The PC Residential land use designation allows for the diversification in the relationships of various densities, building and open spaces. The land use designation recognizes that mixed and integrated uses can be made to be compatible and provides for the development of low, medium and high density residential development within a wide range of living accommodations. Single family dwellings and multi-family dwellings such as duplexes, condominiums, townhomes, apartments, cooperatives, community apartments and uses such as public/institutional facilities, churches, schools, large family day care facilities and others which are determined to be compatible with and oriented toward serving the needs of residential neighborhoods may also be allowed. The actual mechanism for defining location, density range and other building intensity standards will specifically be governed by Planned Community District provisions or adoption of a Specific Plan as authorized by the California Government Code. The average population is approximately 3.25 persons per dwelling unit for low density development representing a population density range of 2 to 23 persons per acre; 2.73 persons per dwelling unit for medium density development representing a population density range of 2 to 41 persons per acre; and 2.12 persons per dwelling unit for high density development representing a population density range of 2 to 53 persons per acre.

**PC Commercial/Business:** The PC Commercial/Business designation provides opportunities for a mixture of all those activities permitted

within the Community Commercial, Professional Office, and Industrial land use designations. To ensure compatibility of land uses permitted within the classification, with the character of surrounding development and within a development area itself, location, land use type, density and building intensity standards will be specifically be governed by Planned Community District provisions or adoption of a Specific Plan as authorized by the California Government Code. The Planned Community Commercial designation may also permit other uses (such as residential uses) which support this land use designation. The standard intensity of development is a floor area ratio of 0.4:1 and the maximum intensity of development is a floor area ratio of 1.5:1. The overall population density range for residential use within the PC Business/Commercial designation is 2 to 54 persons per acre.

**PC Public/Institutional:** The PC Public/Institutional designation includes a wide range of public and quasi-public uses distributed throughout the community such as schools, churches, child care centers, transportation facilities, government offices and facilities, public utilities, libraries, museums, art galleries, community theaters, hospitals, cultural and recreational activities including golf course/driving ranges, community recreational facilities, public parklands and indoor and outdoor sports/athletic facilities. To ensure compatibility of land uses permitted within the classification, with the character of surrounding development and within a development area itself, location, land use type, density and building intensity standards will be specifically be governed by Planned Community District provisions or adoption of a Specific Plan as authorized by the California Government Code. The Planned Community Public/Institutional designation may also permit other uses (such as residential for purposes of housing persons related to an institutional use) which support this land use designation. The standard intensity of development is a floor area ratio of 0.2:1 and the maximum intensity of development is a floor area ratio of 0.6:1. The overall population density range for residential use within the PC Public/Institutional designation is 2 to 54 persons per acre.

### **Tustin Legacy Specific Plan (formerly MCAS Tustin Specific Plan) Designation**

The Tustin Legacy Specific Plan designation is intended to provide a framework for the continued conversion of the former military

installation to civilian uses by providing a mechanism for flexibly accommodating a wide range of housing, employment, educational and community support uses and opportunities. To ensure compatibility of land uses permitted within this classification with the character of surrounding development and within the development area itself, the specific location of land use types, density and building intensity standards is governed by the Tustin Legacy Specific Plan (formerly MCAS Tustin Specific Plan), as authorized by the California Government Code. The Specific Plan designation, however, allows for a number of the following uses.

- **Mixed-Use Transit:** Provides for transit-oriented, mixed-use developments with commercial retail and/or office on the ground floor and either residential units or office on upper floors. Allows for stand-alone commercial uses, residential uses as well, including senior housing.
- **Mixed-Use Urban:** Provides for mixed-use developments with commercial retail and/or office on the ground floor and either residential units or offices on upper floors. Allows for stand-alone commercial and residential uses as well. This designation also allows for hotel, entertainment, and commercial sports facilities. This designation also requires the inclusion of a major segment of the Tustin Legacy Park.
- **Commercial:** Provides for development of a variety of retail and service commercial uses with the intent of supporting and complementing uses in the plan area and surrounding development.
- **Commercial/Business:** Provides for the development of a variety of uses, including research and development, professional and creative office, retail, senior care facilities, and specialized employment and merchandizing uses.
- **Residential:** Provides for a range of residential development and housing types, including single-family detached and attached and multifamily homes. This designation also requires the inclusion of park, open space, and trails.
- **Park:** Provides for passive community park uses, community-level sports, and active recreation uses, including internal

paseos and trails. It also provides for establishment of a major urban recreation amenity for community and countywide use.

- **Tustin Legacy Park Overlay:** Provides for the creation of a continuous Tustin Legacy Park (linear park) that runs in a diagonal direction across the project area and will include a variety of recreation, visitor-serving, and community-serving activities as well as a trail system and dual purpose park/detention area.
- **Transitional/Emergency Housing:** Provides for transitional housing and the adaptive use of existing military dormitory type structures for emergency housing, single occupancy housing, or congregate care uses. Also allows for supporting services, including food service.
- **Education Village:** Provides for a mix of public-serving, office, institutional, and/or government uses. Supporting office, research and development, and commercial uses are permitted to complement educational uses.
- **Public Street Right-of-Way (ROW):** Accommodates local roads within the project. Does not include private drives or alleys.

### **Transportation Designation**

**Transportation Corridor:** The Transportation Corridor designation applies to the land within the corridors for the Santa Ana Freeway (Interstate 5), the Costa Mesa Freeway (State Route 55), the Atchison, Topeka and Santa Fe railway, and Circulation Element roadways. Lands within these corridors are reserved for transportation purposes as the primary use. Secondary uses, such as open space linkages and landscaped areas, public and private parking areas, and other transportation-related activities and facilities are also allowed.

## IMPLICATIONS OF THE LAND USE PLAN

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The implementation of the Land Use Plan contained in this Element will permit additional development consistent with other General Plan goals and objectives. Table LU-3 summarizes the distribution of acreage within each land use designation in the City of Tustin and within the City's Sphere of Influence.

A Land Use Plan has definitive implications on the City's capacity to support a given number of people. The development capacity describes the level of development that could occur within the parameters set by the density/intensity standards of the Land Use Plan.

**Table LU-3**  
**Future Land Use Density/Intensity and Population Capacity of the Land Use Plan (J)**

Major Land Use Groupings and Land Use Designations	Gross Acres	Gross Acres	Gross Acres	Dwelling	Dwelling	Dwelling	Square	Square	Square	Average Persons Per Dwelling Unit	Population						
	Incorporated Area	Unincorporated Area	Total Planning Area (A)	Units Incorporated Area (B)	Units Unincorporated Area (C)	Units Total Planning Area	Footage Incorporated Area (D)	Footage Unincorporated Area (D)	Footage Total Planning Area (000's) (D)		Estimated Population Incorporated Area	Estimated Population Unincorporated Area	Estimated Population Total Planning Area	Estimated Population Incorporated Area	Maximum Estimated Population Capacity Incorporated Area (F)	Maximum Estimated Population Capacity Total Planning Area (G)	
											Low (E)	High (E)		Low (E)	High (E)		
<b>Residential</b>																	
Low Density Residential (1-7 du/ac)	790.5	3,210.3	4,000.8	2,977	6,784	9,761				3.39	10,092	22,998	33,090	9,587	10,597	12,220	43,933
Medium Density Residential (8-15 du/ac)	35.8	0.0	35.8	430	0	430				2.85	1,225	0	1,225	1,163	1,286	1,225	1,225
High Density Residential (15-25 du/ac)	624.4	0.0	624.4	10,360	0	10,360				2.24	23,206	0	23,206	22,045	24,366	27,708	27,708
Mobile Home Park (1-10 du/ac)	81.7	0.0	81.7	702	0	702				2.24	1,572	0	1,572	1,493	1,650	1,762	1,762
<b>Commercial</b>																	
Community Commercial	114.5	0.0	114.5				1,596	0	1,596								
Professional Office	52.5	0.0	52.5				732	0	732								
<b>Industrial</b>																	
Industrial	156.4	15.0	171.4				2,725	261	2,986								
<b>Public</b>																	
Public/Institutional	296.5	165.7	462.2				2,066	1,155	3,221								
<b>Downtown Commercial Core Specific Plan (K)</b>	217.0	0.0	217.0	887	0	887	3,249	0	3,249	3.04	2,696	0	2,696	2,696		2,696	2,696
<b>Tustin Legacy Specific Plan</b>	1,532.6	0.0	1,532.6	6,411	0	6,411	9,532	0	9,532	(I)	15,900	0	15,900	15,900	11,417	15,900	15,900
<b>Red Hill Avenue Specific Plan (L)</b>	39.7	0.0	39.7	500	0	500	621	0	621	3.04	1,520	0	1,520	1,520		1,520	1,520
<b>Planned Community (PC) (H)</b>																	
PC Low Density Residential	806.7	331.4	1,138.1	3,107	946	4,053				3.25	10,097	3,075	13,172	9,592	10,602	11,955	15,892
PC Medium Density Residential	470.3	58.2	528.5	3,690	454	4,144				2.73	10,073	1,239	11,312	9,569	10,577	15,407	16,773
PC High Density Residential	291.7	3.0	294.7	4,356	41	4,397				2.12	9,234	87	9,321	8,772	9,696	12,368	10,945
PC Commercial/Business	778.0	85.9	863.9				10,845	1,197	12,042								
PC Public/Institutional	370.9	20.8	391.7				2,585	145	2,730								
<b>Transportation</b>																	
Transportation	533.9	63.3	597.2														
<b>Total</b>	<b>7,191.8</b>	<b>3,953.6</b>	<b>11,145.4</b>	<b>33,420</b>	<b>8,225</b>	<b>41,645</b>	<b>34,504</b>	<b>2,758</b>	<b>37,262</b>		<b>85,615</b>	<b>27,399</b>	<b>113,014</b>	<b>82,338</b>	<b>80,190</b>	<b>102,761</b>	<b>138,354</b>

A For purposes of establishing density/intensity by land use designation, the gross acreage for residential and non-residential land use is converted to net acreage through a general reduction of the gross acreage by 20% to account for land area devoted to roadways with the exception of Mobile Home Park.

B Dwelling units in the incorporated area are generally based on residential designation averages of 4.70 du/ac for Low Density Residential, 15 du/ac for Medium Density Residential, 20.94 du/ac for High Density Residential, 8.29 du/ac for Mobile Home Park.

C Dwelling units in the unincorporated area are generally based on residential designation averages of 2.65 du/ac for Low Density Residential, 3.57 du/ac for PC Low Density Residential, 9.75 du/ac for PC Medium Density, and 17.0 du/ac for High Density Residential. The difference in the number of dwelling units in the unincorporated area between Tables 3-2 and 3-1 is attributable to estimating error and variation between data sources. For General Plan purposes, the numbers in both tables are considered equivalent.

D Square footage for non-residential designations is based on the standard intensity (FAR) for the designation represented.

E A population range for the city and planning area is estimated to account for variation in projected persons per dwelling unit using 95 percent of the average persons per dwelling unit for the bottom of the range and 105 percent of the average persons per dwelling unit for the top of the range (with the exception of the areas of Tustin Specific Plan where this calculation was 100%).

F Maximum population capacity calculated by adding one dwelling unit per acre to the average dwelling unit per acre factor described in Note B above with the exception of High Density Residential at the 25 du/ac maximum (for future development).

G Maximum population capacity calculated by adding one dwelling unit per acre to the average dwelling unit per acre factor described in Note B and Note C above with the exception of High Density Residential at the 25 du/ac maximum.

H PC Low Density Residential contains 1,603 dwelling units, PC Medium Density Residential contains 3,609 dwelling units and PC High Density contains 3,184 dwelling units in East Tustin Planned Community. 409 PC High Density and 126 PC Medium Density Residential dwelling units are outside of East Tustin. 1,291 PC Low Density Residential dwelling units are in the Tustin Meadows and Peppertree Planned Communities. 522 PC Medium Density Residential dwelling units are in the Planned Community of Laurelwood. All of the PC Residential dwelling unit figures have been provided by the City of Tustin.

I The total land use density in dwelling units and square footage and the population capacity shown are the development implications of that portion of the Tustin Legacy (formerly MCAS Tustin Specific Plan) area only within the City of Tustin. See narrative discussions of land use designations anticipated on the MCAS Tustin Specific Plan.

J Table LU-3 does not incorporate the additional acreage, dwelling units, square footages, and population associated with the Sphere of Influence amendment approved by LAFCO on June 17, 2009.

K 887 Dwelling Units and 300,000 of 3,249,000 square feet have been analyzed in the Downtown Commercial Core Specific Plan (DCCSP) EIR.

L 500 Dwelling Units and 325,000 of 621,446 square feet have been analyzed in the Red Hill Avenue Specific Plan (RHASP) EIR.

Figure LU-3 Reserved

There are two concepts of development capacity. One is "maximum development capacity" which assumes total development of the Plan on all parcels of land at the highest permitted densities/intensities. This total build-out at the maximum permitted density or intensity standard for a land use designation is not expected to occur. Factors such as environmental constraints, existing land uses, the choice of a builder to build to less than maximum permitted density/ intensity all have an impact on the level or intensity of development within a particular land use designation. However, a maximum level of development may occur on individual parcels of land where minimal constraints exist or where a project's exceptional design quality or important public amenities/benefits warrant development at maximum density/intensity.

The second concept of development capacity is referred to as "effective development capacity" which assumes that under realistic circumstances, all development will not be at maximum density or intensity based on appraisal of development constraints in the City which would restrict development to less than that shown by the maximum density/ intensity of the Land Use Plan. For example, in some zoning districts, the level of development permitted may be based on the size of a lot; smaller lots may only be authorized to develop at densities/intensities substantially less than permitted by a maximum density/intensity standard.

Table LU-3 provides a breakdown of land uses within the City and total Planning area for purposes of identifying the effective development capacity of the Land Use Plan for both dwelling units/population and square footage of non-residential uses. In arriving at effective development capacity for population growth and the number of units possible under build-out conditions, the effective permitted units by each specific residential land use designation was multiplied by the average household size estimated for each residential land use designation.

For non-residential uses, the effective level of intensity (the average floor area factor shown in Table LU-2) was used to determine the level of expected future square footage of development.

The degree to which plan capacity exceeds projected population is referred to as "overage". Some overage is desirable to make allowance for inevitable small pockets of undevelopable land, to allow for

difficulty in recognizing development trends in completely vacant areas, to allow for an unforeseen need for public utilities, and to recognize that some owners will maintain their land in an undeveloped state beyond the time span of the Plan. The Southern California Association of Governments (SCAG) has recommended that plan capacity coverage not exceed approximately 20 to 25 percent of the projected population. The measurement of coverage is accomplished by dividing the maximum population capacity of the plan by the projected population. For the Tustin Planning Area, the maximum population capacity of the Plan is 129,655, and the projected population is 104,312 resulting in an overage of approximately 24 percent.

## SPECIAL MANAGEMENT AREAS

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Certain areas within the planning area have special characteristics or unique properties which require continuous City management to ensure that City policy is implemented and desired results are achieved. These "Special Management Areas" (SMAs) are regulated in different ways by the City and other public agencies having specific responsibilities for methods and timing of land development. For these reasons, two Special Management Area Policy Maps have been prepared to identify these areas consistent with Land Use Element goals and policies and related policies, contained in other General Plan elements which impact land use decisions. Special standards for development in Special Management Areas are applicable regardless of other land use descriptions on a property. Figures LU-4 and LU-5 delineate the boundaries of Special Management Areas in the Tustin planning area.

### Existing Specific Plans

Specific plans are designed to implement General Plan goals and policies by desegregating land uses, densities, developments and design standards. Adopted specific plans within the planning area include: East Tustin, Pacific Center East, Downtown Commercial Core, Red Hill Avenue, North Tustin, and MCAS Tustin Specific Plan (Tustin Legacy).

**East Tustin Specific Plan:** The East Tustin Specific Plan area represents a portion of the Irvine Company property which was annexed to the City of Tustin incrementally in 1977, 1980, and 1981

and now forms a portion of the City's eastern boundary. The Plan encompasses 1,746 acres. The entire Specific Plan area has been subdivided, with most of the total acreage currently developed.

The overall land use concept of the Specific Plan provides for a planned community which is compatible with and complementary to the land use characteristics of the local area, and is also sensitive to environmental resources. A variety of uses are permitted in the Specific Plan including residential uses, commercial uses, and public uses. All development activities within this area of the City are subject to provisions of the East Tustin Specific Plan. A more lengthy discussion of the plan can be found in the Land Use Technical Memorandum.

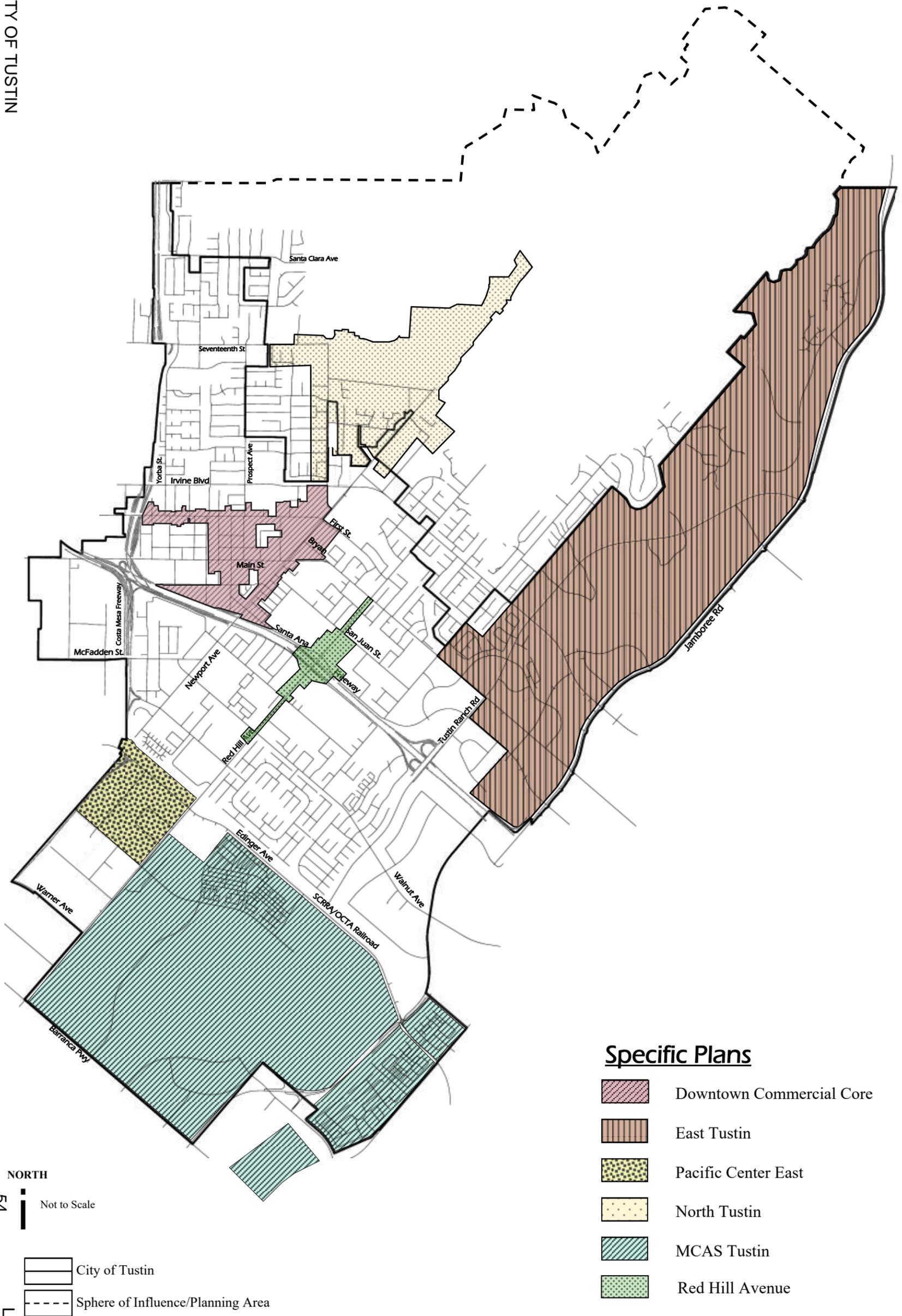
**Pacific Center East Specific Plan:** The Pacific Center East Specific Plan covers a 126 acre currently underutilized commercial/light industrial area located in the southern portion of the City immediately adjacent the SR-55 freeway corridor. The overall concept for the Pacific Center East Plan is intended to provide for a planned business park which encourages a variety of office, commercial, light industrial and research and development uses. More intensive land uses of up to twelve stories in height are to be concentrated at the southwesterly portion of the Plan area, with potential development intensity decreasing to one and two stories in height towards the north and northwesterly portion of the edges of the Plan area in proximity to existing residential land uses. All development activities within this area of the City are subject to provisions of the Pacific Center East Specific Plan. A more lengthy discussion of the plan can be found in the Land Use Technical Memorandum.

**Downtown Commercial Core Specific Plan (DCCSP):** The DCCSP planning area consists of approximately 220 acres located in the northern portion of the city. The planning area, referred to as the Downtown Commercial Core (DCC), is centered around the intersection of Main Street and El Camino Real in Old Town. The DCC boundaries extend to the parcels on the north side of First Street and the east side of Newport Avenue, south to Interstate 5 (I-5), and west along First Street to State Route 55 (55 Freeway). El Camino Real, the famous route marked by recognizable historic bells, forms the north-south backbone of Old Town. Many historic commercial and residential properties dating from the late 1800s through the post-World War II period are clustered in this area. On the perimeters of

Old Town, the DCC includes the civic heart of Tustin defined by the Tustin Civic Center and the Tustin Branch Library on the east and Peppertree Park, the Tustin Area Senior Center, and Tustin Unified School District administration offices on the west.

The DCCSP seeks to attract more patrons to support and strengthen businesses in Old Town through shopping, dining, and entertainment opportunities to foster community interaction and pedestrian activity. The DCCSP includes strategies to transform the auto-centric streets and development patterns encircling the historic core by narrowing select streets to allow space for integration of pedestrian and bicycle improvements.

The DCCSP brings back a historic building pattern that mixes living options with commercial use by providing a discretionary process for consideration of high quality, integrated mixed use and limited multi-family residential development.



**Specific Plans**

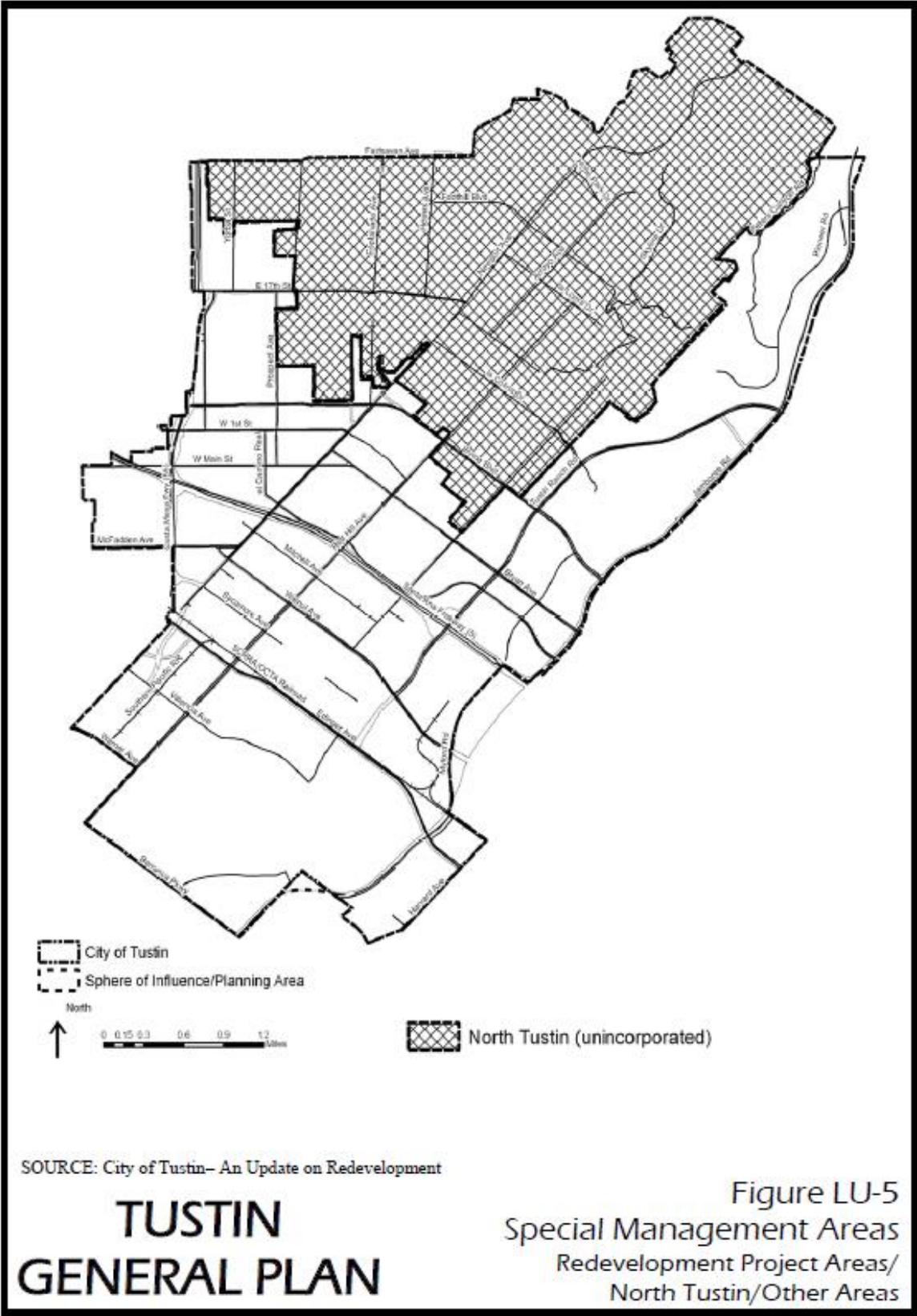
-  Downtown Commercial Core
-  East Tustin
-  Pacific Center East
-  North Tustin
-  MCAS Tustin
-  Red Hill Avenue

NORTH  
54  
Not to Scale

 City of Tustin  
 Sphere of Influence/Planning Area

**General Plan**  
of the City of Tustin

Figure LU-4  
Special Management Areas  
Specific Plans



**Red Hill Avenue Specific Plan (RHASP):** The RHASP focuses on a portion of Red Hill Avenue north and south of the existing Interstate 5 freeway within the City. The planning area includes approximately 36 acres of land and extends from Bryan Avenue to the northeast and Walnut Avenue to the southwest. The area was primarily developed in the 1960's as primarily a vehicular corridor with a mixture of low-intensity commercial, retail, restaurant and office uses within traditional shopping centers.

The RHASP intends to encourage a greater mix of uses within the Specific Plan area with an emphasis placed on the pedestrian and bicyclist in addition to the needs of the automobile and public transit. The goals of the Specific Plan include the addition of residential uses in either a horizontal or vertical mixed-use setting with retail commercial or office that reinforce a pedestrian orientation with a greater variety of activities along the street.

The RHASP creates an identity and vision for the area with the option of doing development projects that combine residential living with commercial uses through a discretionary review process which evaluates and encourages high-quality mixed use.

**North Tustin Specific Plan:** The North Tustin Specific Plan applies to portions of the unincorporated area of North Tustin in the general vicinity of 17th Street and Newport Avenue. All development activities within this area of the County are subject to provisions of the North Tustin Specific Plan. A more lengthy discussion of the plan can be found in the Land Use Technical Memorandum.

The North Tustin Specific Plan (NTSP) is a County document presently controlling development under the County's jurisdiction. It was formulated by community consensus in response to a perception that this area forms a buffer zone between commercial development to the south and west and low density residential to the north and east. This General Plan recognizes the continued need for stable specific designation for this sensitive area by requiring that development regulation in this NTSP be utilized in review of any development proposals within this area under the Tustin General Plan. Should the subject area or any part of it be annexed to the City of Tustin, the NTSP document will be revised to reflect the changed jurisdiction and authorities. In the case of ambiguity due to map scale, or other special concerns such as topographic or environmental constraints, the County of Orange's exhibit maps in conjunction with

testimony solicited from the surrounding property owners within 300 feet shall be used as evidence in determining the consistency of a proposed development. The notations on the exhibit are not intended to redefine the land use or other designations as applied to the area, but rather to capture special considerations regarding how they should be applied.

Community Profile Maps show boundary designations that follow topographic or manmade features. Variance from these boundaries will be based on the following standards:

1. The basic character of the area is retained.
2. The project is compatible with the uses identified by the Community Profile for the area.
3. No significant adverse environmental or public service impacts will be created.
4. No precedent is established for development within designated environmentally significant areas.

Examples of qualifying considerations include:

- a. Final project design provides open space equal to or greater than that designated in the Community Profile.
- b. Detailed study identifies significant environmental features unknown or inaccurately identified during planning studies.
- c. Significant public facilities such as parks, bikeways and horse trails are provided which serve to define use areas, but are not otherwise required by the Community Profile.
- d. Expansion or modification of an existing use where impacts are essentially unchanged (e.g., condominium conversion).

**Tustin Legacy Specific Plan (formerly MCAS Tustin Specific Plan):** Marine Corps Air Station (MCAS) Tustin closed in July 1999. Former MCAS Tustin is approximately 1,602 acres in size, and is located primarily within Tustin with the exception of 73 acres located within

the City of Irvine. One privately owned parcel of approximately 4.1 acres was immediately adjacent to the northeasterly boundary of the base and was included in the planning for reuse of the base. Following closure, the MCAS Tustin property is under the jurisdictional authority of the cities of Tustin (approximately 1,533 acres) and Irvine (approximately 73 acres), and is subject to requirements of a Specific Plan/Reuse Plan for the former military base and the 4.1 acre privately owned site.

The overall goal of the Specific Plan is to translate community values into the most important qualities or characteristics of the future uses and overall design and seek to create results that are very special, worthy of the site's present and historical importance to the City of Tustin and the region. A variety of land uses are permitted by the Plan, including residential, commercial/business, and institutional/recreational activities. Through the federal disposition process, certain portions of the property were made available to federal, state, homeless, and local agencies through public benefit conveyances. Property was also offered to the Local Reuse Authority (e.g., the City of Tustin) in the pursuit of job creation and economic development. Property not transferred as a public benefit conveyance or transferred to the Local Reuse Authority was sold by the Department of the Navy.

### **Future Specific Plan Study Areas**

To achieve General Plan goals and objectives, other portions of the planning area may be identified as Specific Plan study areas for specific plans.

If specific plans are adopted in these areas, amendment to the Special Management Areas Policy Maps is not necessary.

### **North Tustin Area (outside of North Tustin Specific Plan)**

The unincorporated portion of the planning area is comprised of the North Tustin area. These areas are included in the City's planning area because they relate to the long range planning efforts undertaken by the City. The North Tustin area lies within the City's Sphere of Influence (SOI) and portions or all of this area could potentially be annexed to Tustin within the next 20 years.

Prior to annexing any unincorporated land, a zoning and General Plan land use analysis must be conducted to determine whether there is a General Plan or Zoning District in Tustin that is consistent with the Specific Plan land uses. In the event that there is no similar land use designation in Tustin, an appropriate General Plan and Zoning modification will be performed. Until such modifications can be made, an unclassified designation shall apply against such property and provisions of the Zoning Code which apply to the unclassified use category shall apply. This process will ensure that only the land uses identified in the Specific Plan will be implemented upon annexation into the City of Tustin.

The Community Profiles (Component III of the County of Orange Advance Planning Program) will be used to ensure the implementation of the General Plan for the unincorporated area of North Tustin not regulated by the North Tustin Specific Plan. Each community profile as these documents are named, consists of maps, statistical information and proposed land uses for unique geographic areas in the County. The Profiles will be used as follows:

- The Community Profile area is one of the units of analysis which will be used to evaluate infrastructure capabilities as they apply to individual project approvals.
- Any agency with land use decision making authority shall evaluate and consider the Community Profiles and compendium of policies in making Planning Decisions.
- Prior to approval, project (development) proposals shall be found consistent with the Community Profiles by the decision making authority. In cases where inconsistencies exist, they shall be resolved and the Community Profile amended concurrently with processing of the discretionary approval.

In the administration and implementation of the Community Profiles as amended, the Planning Agency has the responsibility to interpret and render findings on consistency of zoning and other land use projects in conformance with the requirements of the Government Code and the policies and guidelines expressed in the General Plan.

## **Planning Area Not Within Sphere of Influence**

The two smaller areas between Myford and Jamboree Road south of the I-5 freeway and in the vicinity of former MCAS, Tustin adjacent to the City of Tustin's southeasterly boundary, represent areas that are presently included in the City of Irvine. The two incorporated areas lie either northwest or southwest of the alignment of Jamboree Road. The roadway creates a traffic corridor that provides a strong potential boundary line between the cities of Tustin and Irvine.

## **CITY-WIDE URBAN DESIGN**

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Citywide visual linkages are important in establishing the community's identity. Every community with a reputation as a valued place to live or visit is known for the quality and character of its streets. The pattern of landscape, buildings, sidewalks, lighting and graphics create an image which conveys the personality of the city and the level of pride its citizens take in the community. A specific discussion of the City's present image is included in a separate Urban Design Technical Memorandum.

Old Town Tustin Street Character

2012



West along Main Street from El Camino Real

1914



2012



East along Main Street from "C" Street

1920's



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## LAND USE ELEMENT IMPLEMENTATION PROGRAM

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Implementation measures for land use policy are organized around the tools available that bear a direct relationship to the realization of land use goals. These tools include the Zoning Code, and Subdivision and Grading ordinances, growth management program, code enforcement, specific plans, and capital improvement programs.

The overall goals of the Land Use Element are intended to achieve balanced development of land uses, compatible land use relationships, and a high quality of development. When implemented, the tools will provide the City with the capability to guide the development and revitalization of the key areas of the City. The City Council, by incorporating the Implementation Program into the General Plan, recognizes the importance of long-range planning considerations in day-to-day decision-making, subject to funding constraints.

### ZONING ORDINANCE

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**1. Zoning Ordinance:** The principal method by which the City implements land use policy as it regulates the location, type of use, and development character is the Zoning Ordinance. The Zoning Ordinance consists of two components: (1) a map which delineates the boundaries of zoning districts in which similar uses developed or to be developed under similar standards are permitted, and (2) text which explains the purpose of the zoning districts, lists permitted and conditional uses, and standards for development.

The City will review and prepare Zoning Ordinance amendments to achieve consistency as necessary with the policies and standards contained in the General Plan. Adoption of Zoning Ordinance amendments and an associated Zoning Map will provide a primary implementation tool for the Land Use Element. Revisions to the Zoning Ordinance shall include but not be limited to:

- Provision of incentives for lot consolidation and parcel assemblage
- Review and revision of current development standards in the City's Commercial and Industrial Zoning Districts

- Provisions which will provide more sensitive transition such as buffering, landscaping, wall and setbacks between divergent land uses;
- Provision of incentives to encourage integration of retail uses on street level of office projects;
- Provision of incentives to encourage consolidation of parking and driveway accesses between businesses;
- Revisions to encourage elimination of non-conforming uses;
- Revisions to establish special monitoring controls on those uses which include storage, use or transport of hazardous materials;
- Revisions, if necessary, of requirements and standards for multi-family uses;
- Establishment of disincentives for future typical strip center development;
- Potential expansion of the Cultural Resources Overlay District north of First Street to Irvine Boulevard; and
- Consolidation of the City's current commercial districts consistent with the Land Use Plan, and other zoning map and text changes consistent with the Land Use Plan designations contained in the General Plan.

**Responsible Agency/Department:** Community Development

**Funding Source:** City General Fund

**Time Frame:** 1993-1995

**Related Land Use Element Policies:** 1.1, 1.9-1.11, 2.1-2.4, 2.6, 3.3-3.8, 4.2-4.6, 5.1-5.6, 5.8, 6.2-6.6, 6.8-6.9, 6.12, 7.5, 10.2-10.5, 10.7, 10.8

## SUBDIVISION AND GRADING REGULATIONS

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**2. Subdivision, Grading and Public Improvement:** Subdivision regulation is an exercise of the police power of a local jurisdiction to control the manner in which land is divided, while grading regulation controls the safety and aesthetic components of preparing and modifying landform to accommodate development. Like the Zoning Ordinance, these regulations must be consistent with the General Plan. The City's Subdivision, Grading and Public Improvement ordinances will be reviewed and where necessary amendments recommended to determine if it reflects policy expressed in the Land Use Element.

**Responsible Agency/Department:** Community Development, Public Works/Engineering

**Funding Source:** City General Fund

**Time Frame:** 1993

**Related Land Use Element Policies:** 3.3-3.6, 8.3-8.8, 9.3-9.9

## CODE ENFORCEMENT

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**3. Enforcement Program:** Regulations within the City's Zoning Ordinance and other City ordinances must be enforced to be effective. The City has an active code enforcement program designed to achieve the desired level of regulation and expects to continue that program.

**Responsible Agency/Department:** Community Development

**Funding Source:** City General Fund, Federal and State Grants and Other Sources

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 2.3, 4.4-4.6, 5.4, 5.6-5.8

## SPECIFIC PLANS

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**4. Specific Plans:** State law authorizes local jurisdictions to adopt specific plans for implementing their general plans in designated areas. The specific plan is intended to provide more precise descriptions of the types of uses permitted, development standards, and public infrastructure improvements for an area. They provide a mechanism for development of a unified design plan for public and/or private property within the plan area.

**Responsible Agency/Department:** Community Development

**Funding:** City/Property Owners/Federal and State Grants

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 1.4, 9.1-9.9, 10.1-10.9, 11.1-1.5

**5. Special Study Areas:** Study and prepare plans and General Plan Amendments which will indicate desirable circulation and infrastructure systems and specific land uses desired within Special Study areas identified on the Land Use Plan.

**Responsible Agency/Department:** Community Development

**Funding Source:** City General Fund/Property Owners

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 9.1-9.9, 10.1-10.9, 11.1-11.5

## REDEVELOPMENT

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**6. Deleted**

## CAPITAL IMPROVEMENT PROGRAM

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**7. Overall Capital Improvement Program:** The City's Capital Improvement Program (CIP) should be reviewed in relation to the General Plan to ensure that plans for major expenditures are consistent with goals, policies and recommended programs, and the improvements identified in the General Plan are included in the CIP. A finding of consistency with the General Plan must be made for each capital project or expenditure approved. This finding should be included in any actions to approve a budget for a specific improvement, as well as approval of the CIP.

**Responsible Agency/Department:** Community Development, Public Works/Engineering

**Funding:** City Capital Improvements, City General Fund, Water Fund, State and Federal grants, and outside funding sources

**Time Frame:** Annually

**Related Land Use Element Policies:** 4.1, 6.1, 6.7, 8.1-8.8

**8. Parkland and School Site Dedication:** The City will continue to require dedication and/or reservation of parkland and other public facilities (such as school sites), or a fee in lieu of, or a combination of both, as a condition of new residential development consistent with the Subdivision Map Act and the Quimby Act.

**Responsible Agency/Department:** Community Development, Community Services and Public Works Departments

**Funding Source:** Property Developer

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 2.2, 8.7, 9.2

**9. Dedication/Improvements:** The City shall continue to require dedication of right-of-way and improvements of streets and

infrastructure consistent with the provisions of the Tustin City Code and in concert with other public facility and service providers.

**Responsible Agency/Department:** Public Works Department

**Funding Source:** Property Developer

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 8.4, 8.5, 8.7, 8.8

**10. Urban Design Improvement Program:** Tustin's identity as a city can be strengthened by creating strong visual linkages with unifying urban design elements on major street corridors. The Urban Design Technical Memorandum provides specific guidance for this program which includes:

- a. Establishment of landscaped corridors along major roadways including: 1) primary and secondary street and median tree plantings; 2) enhanced landscaping, entrance markers, identity graphics, and accent lighting at City gateways or entrances (along major roadways and at intersections); and 3) City identity graphics signing to mark the locations of civic buildings, parks, recreational facilities, schools, walking/biking paths, special areas such as Old Town, and public parking areas;
- b. Establishment or improvement of circulation linkages among public places including: 1) improvement and completion of walking and biking linkages between public parks and community facilities; 2) use of City identity graphics, street furniture, lighting and other improvements to enhance the walking and biking network; and 3) strengthening existing public places and creating new public places connected by the linkage network.
- c. Preservation and enhancement of historic resources including: 1) use of historic light standards where feasible in Old Town area; and 2) application of the Cultural Resources Overlay District to promote preservation and compatible development and use within the Old Town area.

- d. Establishment of common design features for commercial areas including: 1) consolidation of properties and activities; 2) widening of sidewalks and consistent street plantings; 3) using site planning to minimize driveway openings on major streets, and encourage shared access and circulation between adjacent developments; 4) locating buildings near the public sidewalk with parking to the side or rear of the building; 5) parking areas setback from public sidewalk with buildings or landscaped buffers in between; 6) integrating buildings and outdoor spaces to encourage pedestrian activity; 7) providing architecture, landscaping, and site planning that is complementary to surrounding development; 8) designing larger buildings in a manner that reduces their perceived height and bulk; 9) designing building forms and elevations that create interesting silhouettes, strong shade and shadow patterns and architectural detail; and 10) integrating signage with site design, buildings, and landscaping.

**Responsible Agency/Department:** Community Development

**Funding:** City General Fund/Development Exactions/ Water Fund/State and Federal Funds

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 1.12, 3.8, 4.2-4.3, 5.3, 5.5, 5.8, 6.1-6.12

**11. Beautification Program:** Encourage organization and implementation of a city beautification program to assist residents and businesses to improve the physical appearance of their property and build greater pride in the community.

**Responsible Agency/Department:** Administration, Community Development Department

**Funding Source:** General Fund, State and Federal funding sources

**Time Frame:** On-going

**Related Land Use Element Policies:** 5.3, 5.4, 5.5, 6.2, 6.5, 6.10, 10.8, 11.2

## FISCAL STABILITY

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**12. Economic Development:** Land use activities and development proposals generating long-term fiscal benefits to serve local and visitor needs will be targeted as desirable land uses to attract to the City.

**Responsible Agency/Department:** City Manager/Community Development

**Funding:** City General Fund/Business Community

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 1.2-1.3, 1.6-1.8, 3.2, 7.2, 7.4

**13. Business Attraction and Retention:** Develop and undertake an aggressive marketing effort to attract and retain business in Tustin.

**Responsible Agency/Department:** Community Development, City Council, Administration, Finance Department

**Funding Source:** City General Fund, State and Federal funding sources

**Time Frame:** 1993

**Related Land Use Element Policies:** 1.2, 1.7, 1.8, 5.1, 7.1, 7.2, 7.3, 7.4

**14. Legislation:** Support State and Federal legislation which will maintain and expand local financing capabilities in undertaking economic development activities and capital projects.

**Responsible Agency/Department:** Community Development Department, Public Works Department

**Funding Source:** City General Fund, State and Federal Funding

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 1.9, 5.1, 7.1, 7.3, 8.1, 10.7

**15. Annexation Proposal Review:** Proposals for annexation of lands within the City's sphere of influence will be reviewed to identify the fiscal implications of such annexations, opportunities for greater efficiency in service delivery, and maintenance of quality of life for Tustin residents.

**Responsible Agency/Department:** City Manager/Community Development

**Funding:** City/Annexation Applications

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 1.5, 1.13

**16. Maintenance of City Revenues:**

- a. Monitor expenditures for facilities and services to identify those land uses and developments which impose significant costs on the City
- b. Modify development patterns and standards, if required, to reduce municipal costs
- c. Periodically review user charges and fees for services and utilities to be sure that they are consistent with costs incurred by the City.

**Responsible Agency/Department:** All City Departments

**Funding Source:** City General Fund

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 8.2, 8.7, 8.8

## COOPERATION WITH OTHER GOVERNMENTAL AGENCIES

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**17. Intergovernmental Cooperation:** The City will provide information on public and private development proposals within Tustin to other government agencies and will monitor major issues under consideration by federal and state and other adjacent local agencies which impact Tustin.

**Responsible Agency/Department:** Community Development

**Funding:** All City Departments

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 2.5, 3.1, 8.1, 8.2, 8.3

**18. Service Coverage:** Utilize joint power and mutual aid agreements, wherever possible for the purpose of ensuring adequate municipal service coverage in a more efficient manner and/or at the least possible cost to the City.

**Responsible Agency/Department:** Police Department, Orange County Fire Authority, Public Works Department

**Funding Source:** City General Fund

**Time Frame:** Ongoing

**Related Policies:** 8.1, 8.3

## MUNICIPAL SERVICES

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**19. Level of Service:** Establish standards for provisions of municipal services and attempt to maintain such level and/or quality of service throughout the City.

**Responsible Agency/Department:** All City Departments

**Funding Source:** City General Fund

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 8.1, 8.2, 8.4, 8.5, 8.6

## ENVIRONMENTAL COMPATIBILITY

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**20. Environmental Review:** Utilize the site plan and design review process and the California Environmental Quality Act, as applicable, in review of development projects to minimize environmental impacts and promote high quality design and physical appearance, compatible and sensitive to the City's natural resources and availability of municipal services and facilities.

**Responsible Agency/Department:** Community Development Department

**Funding Source:** City General Fund/ Developers

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 1.1, 3.4, 3.6, 3.7, 4.1, 4.5, 8.1, 8.5, 8.6, 9.5, 9.6, 9.7, 9.8

## REHABILITATION

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**21. Rehabilitation Activities:** Through the Community Development Block Grant Program (CDBG), the Housing and the U.S. Department of Urban Development (HUD) provide funds to local governments for funding a wide range of activities. Allocate CDBG funds, where possible, for rehabilitation of older residential and commercial areas within the City.

**Responsible Agency/Department:** Community Development Department

**Funding Source:** County of Orange/Federal

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 5.3, 5.4, 5.7, 6.10, 10.8

## **PUBLIC PARTICIPATION/INFORMATION**

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**22. Public Information:** Develop and distribute public information brochures which describe current development requirements in the City and also assist the public in understanding general land use planning principles and municipal procedures.

**Responsible Agency/Department:** Community Development Department

**Funding Source:** City General Fund

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 2.4, 5.6, 6.2

**23. Public Hearing and Meetings:** The City will allow for public input and provide information through the following techniques including: a) Preparing an annual report on the General Plan to the City Council describing the status of the Plan and progress toward its implementation, and b) Continuing the practice of making presentations and holding informal study sessions and workshops within community organizations and the general public to keep all parties informed of current development activities planned or underway in the City.

**Responsible Agency/Department:** Community Development Department, City Manager

**Funding Source:** City General Fund

**Time Frame:** Ongoing

**Related Land Use Element Policies:** 2.1, 2.3, 2.4, 7.3